

Thurrock: A place of opportunity, enterprise and excellence, where individuals, communities and businesses flourish

Children's Services Overview and Scrutiny Committee

The meeting will be held at **7.00 pm** on **9 February 2016**

Committee Room 1, Civic Offices, New Road, Grays, Essex, RM17 6SL

Membership:

Councillors James Halden (Chair), Yash Gupta (MBE) (Vice-Chair), Clare Baldwin, Leslie Gamester, Martin Kerin and Susan Little

Reverend Canon Darren Barlow, Church of England Representative
Patricia Wilson, Roman Catholic Church Representative
Myra Potter, Parent Governor Representative

Substitutes:

Councillors Joycelyn Redsell, Andrew Roast and Kevin Wheeler

Agenda

Open to Public and Press

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1 Apologies for Absence	
2 Minutes	5 - 18
To approve as a correct record the minutes of Children's Services Overview and Scrutiny Committee meeting held on 19 January 2016.	
3 Items of Urgent Business	
To receive additional items that the Chair is of the opinion should be considered as a matter of urgency, in accordance with Section 100B (4) (b) of the Local Government Act 1972.	
4 Declaration of Interests	

5 Items Raised by Thurrock Local Safeguarding Children Board

This item is reserved to discuss any issues raised by Thurrock Local Safeguarding Children Board.

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Exclusion of the Public and Press

Members are asked to consider whether the press and public should be excluded from the meeting during consideration of an agenda item on the grounds that it involves the likely disclosure of exempt information as specified in Part I of Schedule 12A of the Local Government Act 1972 or it being confidential for the purposes of Section 100A(2) of that Act.

In each case, Members are asked to decide whether, in all the circumstances, the public interest in maintaining the exemption (and discussing the matter in private) outweighs the public interest in disclosing the information.

11	Serious Case Review	To follow
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Queries regarding this Agenda or notification of apologies:

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Agenda published on: **1 February 2016**

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DECLARING INTERESTS FLOWCHART – QUESTIONS TO ASK YOURSELF

Breaching those parts identified as a pecuniary interest is potentially a criminal offence

Helpful Reminders for Members

- *Is your register of interests up to date?*
- *In particular have you declared to the Monitoring Officer all disclosable pecuniary interests?*
- *Have you checked the register to ensure that they have been recorded correctly?*

When should you declare an interest *at a meeting*?

- **What matters are being discussed at the meeting?** (including Council, Cabinet, Committees, Subs, Joint Committees and Joint Subs); or
- If you are a Cabinet Member making decisions other than in Cabinet **what matter is before you for single member decision?**



Does the business to be transacted at the meeting

- relate to; or
- likely to affect

any of your registered interests and in particular any of your Disclosable Pecuniary Interests?

Disclosable Pecuniary Interests shall include your interests or those of:

- your spouse or civil partner's
- a person you are living with as husband/ wife
- a person you are living with as if you were civil partners

where you are aware that this other person has the interest.

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What is a Non-Pecuniary interest? – this is an interest which is not pecuniary (as defined) but is nonetheless so significant that a member of the public with knowledge of the relevant facts, would reasonably regard to be so significant that it would materially impact upon your judgement of the public interest.

Pecuniary

If the interest is not already in the register you must (unless the interest has been agreed by the Monitoring Officer to be sensitive) disclose the existence and nature of the interest to the meeting

If the Interest is not entered in the register and is not the subject of a pending notification you must within 28 days notify the Monitoring Officer of the interest for inclusion in the register

Unless you have received dispensation upon previous application from the Monitoring Officer, you must:

- Not participate or participate further in any discussion of the matter at a meeting;
- Not participate in any vote or further vote taken at the meeting; and
- leave the room while the item is being considered/voted upon

If you are a Cabinet Member you may make arrangements for the matter to be dealt with by a third person but take no further steps

Non- pecuniary

Declare the nature and extent of your interest including enough detail to allow a member of the public to understand its nature



You may participate and vote in the usual way but you should seek advice on Predetermination and Bias from the Monitoring Officer.

Vision: Thurrock: A place of **opportunity, enterprise and excellence**, where **individuals, communities and businesses** flourish.

To achieve our vision, we have identified five strategic priorities:

1. Create a great place for learning and opportunity

- Ensure that every place of learning is rated “Good” or better
- Raise levels of aspiration and attainment so that residents can take advantage of local job opportunities
- Support families to give children the best possible start in life

2. Encourage and promote job creation and economic prosperity

- Promote Thurrock and encourage inward investment to enable and sustain growth
- Support business and develop the local skilled workforce they require
- Work with partners to secure improved infrastructure and built environment

3. Build pride, responsibility and respect

- Create welcoming, safe, and resilient communities which value fairness
- Work in partnership with communities to help them take responsibility for shaping their quality of life
- Empower residents through choice and independence to improve their health and well-being

4. Improve health and well-being

- Ensure people stay healthy longer, adding years to life and life to years
- Reduce inequalities in health and well-being and safeguard the most vulnerable people with timely intervention and care accessed closer to home
- Enhance quality of life through improved housing, employment and opportunity

5. Promote and protect our clean and green environment

- Enhance access to Thurrock's river frontage, cultural assets and leisure opportunities
- Promote Thurrock's natural environment and biodiversity
- Inspire high quality design and standards in our buildings and public space

Minutes of the Meeting of the Children's Services Overview and Scrutiny Committee held on 19 January 2016 at 7.00 pm

Present: Councillors James Halden (Chair), Yash Gupta (MBE) (Vice-Chair), Leslie Gamester and Susan Little

Apologies: Councillor Martin Kerin

In attendance: Reverend Canon Darren Barlow, Church of England Representative
Patricia Wilson, Roman Catholic Church Representative
Myra Potter, Parent Governor Representative
Saania Ali, Youth Cabinet Representative
David Peplow, Independent Chair of Thurrock Local Safeguarding Children Board
Andrea Valentine, HealthWatch Representative
Carmel Littleton, Director of Children's Services
Andrew Carter, Head of Children's Social Care
Ian Wake, Director of Public Health
Ceri Armstrong, Strategy Officer
Colin Jones, Admissions Manager
Laura Last, Senior Finance Officer – Management Accounts
Michelle Lucas, Learning and Skills Manager
Stephanie Cox, Senior Democratic Services Officer

Before the start of the Meeting, all present were advised that the meeting may be filmed and was being recorded, with the audio recording to be made available on the Council's website.

36. Apologies for Absence

Apologies were received from Councillor Kerin.

The Committee were informed that Ms. Sanders, Parent Governor Representative had resigned as a Co-Opted Member of the Committee.

37. Minutes

The Minutes of the Children's Services Overview and Scrutiny Committee, held on 10 November 2015 at Gable Hall School, were approved as a correct record.

Councillor Gupta commended the head teacher involvement and welcomed the meeting held at Gable Hall School despite his initial apprehensions.

38. Items of Urgent Business

There were no urgent items of business.

39. Declaration of Interests

Reverend Barlow declared a non-pecuniary interest in the general business of the meeting as his wife was a teacher at Thameside Primary School and he had children attending the Grays Convent School and Palmer's College. He was also Vice-Chair of the William Palmer Trust.

Councillor S. Little declared a non-pecuniary interest in the general business of the meeting as her husband was Chair of the William Palmer Trust.

Myra Potter declared a non-pecuniary interest in the general business of the meeting as she was a member of staff at Palmer's College and had children attending Little Thurrock Primary School.

The Chair took the opportunity to thank the Director of Children's Services, Carmel Littleton, as she was soon to be leaving employment at the Council, for all her hard work. He explained that she was held in very high regard from her colleagues and Elected Members and presented a bouquet of flowers as a token of appreciation on behalf of the Committee.

Councillor Gupta affirmed he wholeheartedly supported the comments of the Chair and added that Carmel Littleton had improved relationships with head teachers across the Borough and raised educational attainment in Thurrock.

Councillor S. Little echoed the comments raised and expressed her personal thanks to Carmel Littleton, who she felt had been a real asset to the authority.

Reverend Barlow thanked Carmel Littleton on behalf of Schools, Governors and Children across the Borough as she had been a brilliant asset to the authority and always approachable in her work.

In response Carmel Littleton thanked Committee Members for their kind words and observed that Thurrock had a bright future.

40. Fees and Charges 2016/17

The Senior Finance Officer briefly introduced the report and advised that the full Fees and Charges document would be referred to Cabinet for a decision in February 2016, following feedback from all six Overview and Scrutiny Committees which would be included within the report.

Councillor J. Halden observed that increased fees and charges were set out within the report for Grangewaters Outdoor Education Centre, which was soon to be commissioned outside of the Council and staff transferred across to the organisation under TUPE, the Transfer of Undertakings (Protection of Employment) Regulations. He questioned whether the staff affected had been

consulted and were in agreement with the proposed fees and charges, to which the Learning and Skills Manager provided assurances that the proposed fees and charges had been set in consultation with affected staff and that a benchmarking exercise in the competitive market had been undertaken.

Councillor Gupta highlighted that initial concerns regarding library fines totalling odd amounts, such as 11 pence had been resolved, and welcomed the fact that all fines were now rounded up or down to make for easier cash transactions.

RESOLVED:

That the committee consider the proposed charges as detailed in the appendix.

41. Julia - Serious Case Review Action Plan Update, dated 7/1/2016

The Head of Children's Social Care introduced the report which provided an update on the Thurrock Local Safeguarding Children Board (LSCB), multi-agency action plan in relation to the 'Julia' serious case review.

The Committee were advised that some action points for partners were attributed 'orange' status but that latest updates had not yet been received and therefore it was likely that some of these action points would in fact be categorised as 'green' or 'purple' and consequently on track. It was anticipated that further updates would be provided through the Thurrock Local Safeguarding Children Board (LSCB) and a fully updated document referred back to the Committee in due course.

Councillor Gamester observed that certain issues were reoccurring as 'amber' and asked if there was any way of ensuring that these were on track and 'green' promptly.

At 7.20 pm Reverend Barlow left the meeting.

Councillor Halden explained that he was comforted that the social services team understood what the problem was and have taken action accordingly but expressed concerns regarding whether lessons had been learnt from partners such as the Probation Service, Basildon Hospital and GP's.

David Peplow, Independent Chair of Thurrock Local Safeguarding Children Board, highlighted that Essex Police continued to face challenges but that the LSCB worked hard to communicate with all partners to receive updates.

A brief discussion took place on the problems that may affect the Police, whether behaviour had become entrenched, or if the value of partnership working had been lost sight of.

Members were informed of the good partnership working with GP's through the Multi-Agency Safeguarding Hub and that Senior Managers regularly attended GP surgery meetings which fostered closer working relationships.

The Committee were in agreement that partners should have better responsiveness to providing updates through the LSCB on such an important issue and the LSCB should undertake further work to drive this forward as a priority.

Councillor Halden highlighted that professionals should be aware of procedures, such as, that although the Mental Capacity Act and informed consent are relevant to young people between 16 and 18 years, this should not prevent the sharing of information in relation to neglect under the 'paramountcy' principle and queried the progress made against this action point.

In response, the Head of Children's Social Care explained that it was a target of Basildon and Thurrock University Hospital for 95% of front line staff to undertake Level 3 mandatory Safeguarding Children training, but an update was required as to progress against this target and alternative proposals for the remaining 5% of staff.

Councillor Halden further queried to what extent safeguarding functions were being communicated to individual GP's, to which it was explained that GP's had undertaken learning and training to develop advocacy.

Councillor Gupta expressed concern that safeguarding functions could be overlooked by GP's due to the nature of their busy workload and queried whether there was a nominated lead to drive forward change and ensure high standards in safeguarding.

The Committee were advised that much partnership work had been undertaken with GP's, and that there was a designated GP Safeguarding Lead who acted as a source of advice and means of consultation.

The Independent Chair of Thurrock Local Safeguarding Children Board summarised the good work that had been undertaken by the local Clinical Commissioning Group (CCG) in engaging with GP's and that a number of initiatives had been developed which included taking conferences out to GP surgeries directly.

Councillor Halden asked for further explanation as to what action was taken against the individuals involved in the case of 'Julia'. In response the Head of Children's Social Care stated that no action was required against individual Police Officers, and in the case of the Social Worker the matter was referred to the professional body for determination, the Health and Care Professions Council (HCPC).

Councillor Gamester was concerned that partners had failed to take appropriate action, which officers felt was not the case but that a fully updated report was needed to assure Committee Members.

Mrs Wilson felt that the matter should be prioritised and that partners should attend meetings to ensure reliability and consistency.

The Chair reaffirmed that partners should do more to provide timely updates and proposed that a new recommendation be added to highlight this as a priority, following which an updated report could be circulated and referred to the Committee as appropriate. The Committee agreed to this proposal.

RESOLVED:

- 1. That the Overview & Scrutiny Committee continues to monitor progress against the multi-agency action plan with a particular focus on Children's Services.**
- 2. That partners be contacted and requested to provide updates to the action plan as appropriate as a matter of priority, following which a fully updated document to be circulated and referred back to the Committee for consideration.**

42. Thurrock Local Safeguarding Children Board Annual Report 2014-2015

David Peplow, the Independent Chair of Thurrock Local Safeguarding Children Board, introduced the annual report for 2014-15, and in doing so set out some of the key achievements and highlights, which included:

- Learning from the publication of the Serious Case Review “Julia”, as the previous review had been undertaken in 2008 and much had changed since.
- Policy development and refresh of the Pan Essex Child Protection Procedures
- The development of the Early Offer of Help and a member of the project board, in addition to the development and support of the Multi-Agency Safeguarding Hub (MASH)
- Strengthened links with Youth Cabinet
- Positive community engagement through the ‘Big Lunch’ and ‘Tilbury Family Fest’ events.

The Chair thanked David Peplow for the comprehensive report.

Councillor S. Little was concerned that only 3 schools had provided feedback, which was not wholly positive, and queried whether greater engagement was needed. She also questioned whether enough was being done to address their concerns.

The Committee were advised that engagement work was ongoing and the questions surveyed had been to ask what the challenges were, rather than

positive feedback and it was highlighted that the reporting period only covered the first six months of the operation of the Multi-Agency Safeguarding Hub; therefore responses were likely to be greater during the next reporting period.

Mrs Wilson expressed concern that complainants may not be informed of the action taken, which officers felt was an isolated issue as communication was continually reviewed to inform all parties involved of the outcome.

Councillor Gupta commended the detailed report and asked how far parents were aware of the work of the LSCB.

The Independent Chair of Thurrock Local Safeguarding Children Board highlighted that much work had been done regarding community engagement at various community events throughout the year, in addition to safeguarding promotional items and messages through Social Media.

Members were informed that much work had been undertaken regarding 'Prevent' training through the Community Safety Board, including briefing sessions for Elected Members, Head Teachers and Staff, although Councillor S. Little felt that school and parent governors should also be offered training or briefing sessions.

Myra Potter questioned whether Thurrock had higher rates of Mental Ill Health, in response it was explained that Thurrock did not have a particularly higher prevalence but there were emotional and attachment needs. The Committee were advised that a report on Mental Ill Health was being referred to the next meeting and strategies regarding reducing self-harm, depression and suicide were set out within the Suicide Prevention Strategy.

Councillor Halden felt that Elected Members could assist the LSCB in contacting schools and inviting feedback on surveys and recognised that there was a data system pilot being undertaken by Southend Borough Council which could provide learning for the future.

Councillor Halden further reported that to assist such work the LSCB should be offered a standing update item on the Children's Services Overview and Scrutiny Committee agenda, in much the same way as HealthWatch on the Health Overview and Scrutiny Committee, so that any concerns or areas that Members could help with could be identified as appropriate. Members agreed to this suggestion.

RESOLVED:

- 1. The Committee note progress made on children's safeguarding for the 12 month period April 2014 to March 2015.**
- 2. That the Committee provide comment on the report.**

3. **That a standing Local Safeguarding Children Board item be included on the Children's Overview and Scrutiny Committee agenda so that feedback could be provided as appropriate.**

43. Children's Social Care Complaints and Representations Annual Report 2014/15

The Head of Children's Social Care introduced the report which set out the number of representations received during the period of 1 April 2014 – 31 March 2015, including the number of complaints, key issues arising from complaints and overall learning and improvement activity for the department.

The Committee were advised that fewer complaints had been escalated to Stage 1 and that providing advocacy support was important to ensure that children and young people had a voice.

Andrea Valentine, HealthWatch representative, highlighted that the Voluntary Sector worked with the local authority before complaints escalated to Stage 1.

Councillor S. Little expressed concerns regarding the categorisation of 'concerns' and 'complaints' and felt that the classification of complaints as 'concerns' could in turn misleadingly affect the statistics.

The Head of Children's Social Care explained the differences between 'concerns' and 'complaints', which was determined by the complainant and dependent on the gravity of the issue.

Councillor Gupta echoed the concerns raised that the concern/complaint system had been devised to reduce the overall number of complaints and questioned whether the complainant thought they were making a complaint but could in fact be logged as a concern.

The Committee were advised that the complainant themselves dictated whether their issue was logged as a complaint or a concern, and that concerns were normally less serious in nature and did not require escalation.

Members were informed that the Children and Families Assessment team by nature of their work were expected to receive a higher number of complaints due to the fact that they were the first point of contact with a family at the height of a crisis when intervention was often not wanted, whereas other service areas had a greater opportunity to build relationships.

Councillor S. Little queried the sliding scale of payment awarded and questioned how much financial remuneration had been granted. In response the Head of Children's Social Care advised that the service followed guidance from the Local Government Ombudsman regarding the level of payment which should be awarded and stated that he would confirm the total figure of financial remuneration granted during the year 2014/15, and a comparison to previous years, outside of the meeting.

Councillor Halden was concerned that the number of complaints upheld and partially upheld had increased from the previous year and questioned how the Council was getting things wrong, as it was unclear from the report whether the upheld and partially upheld complaints were in relation to small administrative errors or were of a more serious nature. He further queried whether the 4 complaints that were upheld were complaints regarding the same team, as this would be a cause for concern.

The Head of Children's Social Care reported that the complaints were not significant issues that had triggered a serious case review and provided assurances that a particular team were not over represented in the number of complaints received. He further explained that the data could be further analysed and presented to Members in order to demonstrate the categorisation and nature of the upheld and particularly upheld complaints.

Councillor Halden highlighted the response times for stage 1 complaints and asked for assurances that those response times that exceeded the stated timescale were not in breach of statutory guidelines, to which it was explained that the complainant was contacted by the Complaints Officer and asked if additional time for a response could be permitted for more serious complaints that required greater investigation, and that this practice was not outside the boundaries of the law.

The Committee felt that the report set out many examples of compliments in detail but none of the complaints, and that in the next reporting year text should also be provided to further illustrate the nature of complaints.

Councillor Gamester was concerned that complainants may complain in an attempt to only seek financial recompense, to which it was assured that very few complainants were offered financial remuneration and any vexatious complaints identified.

Councillor S. Little expressed her disappointment that only 20 survey responses were received from the sample of 60 children.

The Head of Children's Social Care acknowledged that this was a disappointing figure but that more information on participation rates could be circulated to Committee Members as this information had been earlier referred to the Corporate Parenting Committee.

RESOLVED:

That the Committee consider and scrutinise the report.

44. Thurrock Health and Wellbeing Strategy 2016-2019

The Strategy Officer introduced the report which set out the rationale for the refresh of Thurrock's Health and Wellbeing Strategy, the case for change, the proposed area of focus and the draft priorities for the refreshed strategy.

Members were advised that the focus of the strategy was on prevention and early intervention which included wider determinants of health such as improving educational attainment and tackling child poverty.

The Director of Public Health set out the draft five priorities in further detail and the accompanying goals and action plans for each.

At 9.12 pm Mrs Patricia Wilson left the meeting.

At 9.14 pm the Chair suspended procedure rule 11.1 to allow the meeting to continue beyond the 2 ½ hour time limit until the close of business.

Councillor Gupta highlighted that prevention was more important than treatment and welcomed the importance placed on prevention in the Strategy. He felt that more resources should be directed to prevention strategies and that schools and parents should be supported.

Councillor S. Little observed that many people had been in attendance at a recent meeting of the Health and Wellbeing Board, and felt that the membership of the Board was becoming too unwieldy as it was increasingly difficult to manage the discussion and enable decision making.

Councillor S. Little further reported concerns regarding the lack of parenting classes available, the problem of legal highs such as laughing gas with children and young people and cheap imported cigarettes which negatively affected the health of residents.

At 9.25 pm Councillor Gupta left the meeting.

The Director of Public Health highlighted that the last meeting of the Health and Wellbeing Board had been an exceptional circumstance as more people had been invited to consider the revised Health and Wellbeing Strategy, however acknowledged that Membership of the Board should be reviewed. He added that legal highs were a Public Protection issue and that further discussions needed to take place with colleagues.

Councillor Halden commended the Strategy and the fact that a link had been established between bullying and depression but felt that addressing generational issues and systemic long term issues should be prioritised rather than the formation of short term strategies.

The Director of Public Health agreed that attitudes were passed on through the generations but felt that it was important to combine 'quick wins' with longer-term goals, so that money could be released and reinvested in other areas.

Councillor Gamester echoed the sentiments raised and felt that there were particularly systemic issues around unhealthy eating and the increasing number of fast food shops as well as gambling.

RESOLVED:

- 1. The Committee comment on the refreshed Strategy's proposed priorities and areas of focus as part of the engagement process;**
- 2. That a final draft of the Strategy be referred to the Committee by briefing note prior to sign off by Council in March 2016; and**
- 3. The Committee note progress made on the development of the refreshed Strategy.**

45. School Admissions and Catchment Areas

The Admissions Manager introduced the report which explored the implications for the use of catchment areas in school admission arrangements.

In introducing the report the Admissions Manager explained that in addition to the Council website which provided comprehensive information to parents, briefing sessions were also offered in order to clarify the admissions process and help to ease potential anxiety.

Myra Potter, Parent Governor Representative, expressed concern regarding catchment areas which were historically understood to limit choice and asked for further clarification regarding the admissions process.

In response the Admissions Manager explained that in accordance with statutory guidance any parent could apply for any school place at any time, enabling parents to have greater choice.

Members were advised of some of the difficulties in pupil place planning as the situation each year was dynamic and some of the myths regarding admission strategies.

Councillor S. Little highlighted that she had not been aware that briefing sessions were available for parents and felt that this information would have been beneficial when advising constituents, to which the Admissions Manager confirmed that all Members would be briefed appropriately once the dates for this year's sessions were agreed.

Councillor Halden welcomed the report and was pleased to see that it was not an effort to impose catchment areas on schools. He added that many parents had misconceptions regarding the school admissions process and that advice and support needed to be provided to assist them.

Councillor Halden further observed that there were other publicity avenues to be explored, such as closer working with the Debt Collection Team which held good data on those entering the Borough, and the possibility of including information in the statutory Council Tax notifications.

The Committee were advised that an informative briefing paper for Members of Parliament (MP's) had been released which addressed a number of popular misconceptions and that this could also be of benefit.

A brief discussion took place regarding the timing of the parents briefing sessions as there was some concern these could clash with school open events. Members were advised that all head teachers were informed of the date of the briefing event and schools were encouraged not to schedule open events on the same evenings to enable greater parent choice.

In relation to recommendation 1, the Chair encouraged consultation with every school in Thurrock as each area had different demographic need.

RESOLVED:

- 1. That head teachers' views are sought on current arrangements for admissions and that any significant issues arising are brought back to Committee.**
- 2. That further information and publicity is given to ensure that admission arrangements are clearly understood.**

46. Care Leavers into Employment, Education or Training (EET)

The Strategic Lead for Learning and Skills introduced the report which set out the approach to improve the number of Care leavers in Education Employment and Training to enable them to access the regeneration opportunities in Thurrock. The Committee were advised that Portfolio Holders and Shadow Portfolio Holders had recently undertaken visits to find out more about this work.

Councillor S. Little, as Shadow Portfolio Holder, explained that she had recently participated in a visit and highlighted that she found this to be beneficial. She felt that the Duke of Edinburgh Award and courses offered through Essex Fire and Rescue Service were positive for Care Leavers as they taught valuable skills, and was concerned that these could cease due to funding challenges.

Councillor S. Little further suggested that the Planning department should take into account the needs of Care Leavers when determining Planning applications and considering Section 106 agreements for large scale housing developments, and that a small proportion of properties should be allocated to Care Leavers.

Members were advised that the Fire Service did face funding challenges which affected their ability to deliver the courses, however the Council had submitted a number of applications for funding and was pending a decision which if successful would enable some training opportunities to be commissioned.

The Head of Children's Social Care explained that the service worked closely with the housing team to offer support to Care Leavers but that further discussion would need to be had with the Planning department regarding the use of Section 106 money.

Councillor S. Little queried how many gifted Care Leavers there were and what support was provided, to which the Director of Children's Services explained that there were 11 Care Leavers currently studying at University.

Councillor Halden felt that the Council should offer more support to Care Leavers through the apprenticeship scheme, but expressed concern over the use of the term 'positive discrimination.'

The Committee welcomed the fact that the Council looked to Care Leavers to fill apprenticeship opportunities if they were ready to do so, and that pathway plans were devised during Care Leavers exit interviews in order to secure good employment and training opportunities.

Councillor S. Little observed that every Committee had a duty to consider the impact of decision making on Looked After Children and that this ethos should be encouraged.

The Chair welcomed the report but proposed an amendment to recommendation 1.2, to which the Committee agreed, that enabled discussions among Members to be taken offline prior to reporting to Cabinet.

RESOLVED:

- 1. To support the development of the programme to enable care leavers to take up ambitious opportunities to take part in education, employment or training.**
- 2. That it be agreed Committee Members discuss any suggestions for change that may enhance outcomes for care leavers with other Members outside of the meeting and liaise with the Strategic Lead for Learning and Skills in order to make recommendations to Cabinet as appropriate.**
- 3. To recommend the activities continue to be delivered by representatives across the Council, as well as making use of external agencies/services.**

47. Work Programme

The Senior Democratic Services Officer advised that the budget item had been removed from the Work Programme for February at the request of the Head of Corporate Finance and therefore the printed Work Programme in the agenda was the most up-to-date.

The Committee requested that a budget update item be removed from the Work Programme for March 2016 as the budget would have been agreed by this time.

The Chair indicated that he was happy the Serious Case Review update report due in February was exempt and to be placed at the end of the agenda so that the public and press did not have to be excluded for the majority of the meeting.

The Chair advised the Committee that he had agreed to host a public meeting regarding nursery places in East Tilbury in order to foster negotiations and address concerns.

The Chair added that he understood the letters received in response to the Serious Crime Review had been circulated to Members of the Committee and explained that since this time he had received a further letter which he asked the Senior Democratic Services Officer to remind him to circulate to Members.

The Chair further reported that he had agreed to hold informal meetings with partners, such as the NHS and Essex Police, in order to take a less fragmented approach to Youth Crime. He advised that James Waud, Strategic Lead for the Youth Offending Service would be leading on this work.

The Committee agreed that a report due in March 2016 regarding Supporting Parents into Work be expanded to include Child Poverty, on the recommendation of the Learning and Skills Manager, as the two subjects were closely interlinked.

RESOLVED:

That the Work Programme be agreed, subject to the changes detailed above.

The meeting finished at 10.10 pm

Approved as a true and correct record

CHAIR

DATE

Any queries regarding these Minutes, please contact Democratic Services at Direct.Democracy@thurrock.gov.uk

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9 February 2016	ITEM: 6
Children’s Services Overview and Scrutiny Committee	
Troubled Families Programme	
Wards and communities affected: All	Key Decision: Non-Key
Report of: Teresa Goulding, Service Manager, Troubled Families	
Accountable Head of Service: Andrew Carter, Head of Care & Targeted Outcomes	
Accountable Director: Carmel Littleton, Director of Children’s Services	
This report is Public	

Executive Summary

The purpose of this report is to provide the Overview and Scrutiny Board with an update on the progress and performance of Thurrock’s Expanded Troubled Families Programme, which aims to turn around 1160 more families by May 2020.

The positive progress, reported in March 2015 has continued to gather momentum, demonstrated by surpassing the estimated families turned around total and reaching the 100% target set by the Department of Communities and Local Government (DCLG) a financial quarter in advance. This secured Thurrock’s place in the next phase of the programme and generated a substantial payment by result.

A transformation grant was awarded to successful local authorities to enable the design specification of the Expanded Programme to be realised, in line with the national role out in April 2015. Thurrock is using these monies to expand the core team and implement innovative solutions to meet Central targets and local demand.

The DCLG carried out an Audit against Phase 1 in March 2015, which ran concurrently with the development of Phase 2. The results of this highlighted that Thurrock Council had fully adhered to the Financial Framework 2012, and had demonstrated outstanding practice and knowledge of families worked with under the programme. Ensuring full confidence moving into Phase 2 under the new Financial Framework 2015.

1. Recommendation(s)

- 1.1 **That the committee scrutinise the work completed on the Troubled Families programme and acknowledge the impact the programme has had on turning around the lives of children and adults in Thurrock.**

2. Introduction and Background

- 2.1 The DCLG expect quarterly reviews, demonstrated via robust performance data analysis. The Troubled Families team have appointed an analyst to manage this function. Enhancements made to Insight have ensured that the data analyst is now capable of meeting the more comprehensive criteria for Phase 2. An innovative solution was identified and has now been tried, tested and it is highly recommended that Thurrock commits to the use of this software, in order to continue delivering to task.
- 2.2 The Expanded Programme aims to increase the number of families turned around by 222% (when compared with Phase 1). This represents a 3.2 recurring rise in demand. Therefore, in order to manage increased demand effectively, we have recruited a further Programme Manager, which will enable cases to be managed appropriately and ensure that Thurrock meet target deadlines set by DCLG. Not meeting targets will create a financial loss for the authority as it would reduce the amount of payment by results claimed.
- 2.3 In addition to the rise in the number of families, there's twice the number of themed criteria used in order to identify and work with Thurrock's troubled families. This is a positive change in this new phase as it allows for families with wider needs to gain the support needed to turn around. However, to ensure the right intervention can be provided, accredited training is recommended, tailored around Thurrock's Troubled Families Outcomes Plan (TFOP) and aimed at effectively designing and delivering bespoke interventions.
- 2.4 The Troubled Families Programme was first launched in December 2010. The main purpose was to identify families with a high cost on the public purse, and for Local Authorities to work systemically, and sustainably 'Turn-Around' such families and reduce fiscal spending. When achieved and evidenced, a payment by result (PBR) was awarded. Thurrock's target, as set by the DCLG, was to 'Turn-Around' 360 families by May 2015, and was achieved by February 2015.
- 2.5 The coalition Government announced as part of their spending review in June 2013 a further £200 million would be invested in expanding the Troubled Families Programme for local authorities working to target. In November 2015 it was announced that there will be no reduction in the number of families the programme will target, and that our results payments and the overall Service Transformation Grant budget have been protected. As outlined in 2.2 and 2.3 of this report, the volume of families as well as the criteria used in order to identify Phase 2 Troubled Families has dramatically increased.
- 2.6 While retaining its focus on reducing truancy, crime and anti-social behaviour, the expanded programme will apply this approach to a larger group of families with a wider set of problems including domestic violence, debt and children at risk of being taken into care. Furthermore, as well as expanding from working

with school-age children to those under 5, the wider programme will also have a particular focus on improving poor health, which new published data highlights is a particular problem in troubled families, with 71% having a physical health problem and 46% a mental health concern.

- 2.8 The programme will continue to prioritise getting adults into work, with the Department for Work and Pensions providing 300 specialist Troubled Families Employment Advisers (TFEA) who will also work with young people at risk of becoming unemployed. In Thurrock, this has resulted in an additional seconded member of the core team (please see 3.1 for staff structure)
- 2.9 The headline criteria, underpinned by the DCLG Financial Framework 2015 for identifying families is as follows:
- Parents and 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 domestic violence and abuse
 - Parents and children with a range of health problems
- 2.10 Whilst the headline criteria had been set nationally, the composition of the criteria was to be decided locally by each participating local authority. This motion has enabled Thurrock to work closely with partners since February 2015 in order to establish the key areas of need affecting local families and set these against mutual strategic goals to produce a set of significant and sustained outcomes by which an untroubled family could be measured and payment by result achieved.
- 2.11 Thurrock's TFOP captures the indicators and outcomes as detailed in 2.9 and 2.10 and in doing so, provides key-stakeholders with a local framework in which information governance is adhered in order to effectively gather the right information on the right families at the right time from programme entry through to exit. The TFOP was presented at the last convened Troubled Families Board in December 2015, where it was agreed and signed off and this has now been shared with all partners.
- 2.12 In addition to the points raised in 2.11, the Troubled Families team, fall within the Early Offer of Help (EoH) level of service; enabling the team to not only work with families with many issues but also reduce recidivism and increase cost savings. In taking a family centred approach and delivering bespoke intervention, joined-up with key partners, this aims to reduce the duplication of services involved at any one time, without compromising essential information sharing, to also ensure the right partners are involved at the right time. The EoH and TF continue to work together and processes have now been firmed up to ensure that TF receive the amount of nominations that they should. TF now screen families directly from the Multi Agency Safeguarding Hub (MASH)

before passing to EoH and all step downs from Social Care Teams are screened by TF before referring on to EoH. Those cases that do not meet the criteria for TF are managed via the EoH processes.

In 2014/2015 710 EOH services worked with 710 children and from April 2015- Dec 2015 the current number of children is at 752 children. There is a marked increase in overall referrals to the service since September 2014, when the re structured service began.

Out of these interventions in 14/15 20.3% needed to be escalated to Children’s Social Care and the current percentage for 15/16 is 19.5%.

2.13 Analysis of the success of interventions at pre-statutory levels (EoH) and once children are registered as a child in need or subject to a child protection plan shows a variation in successful outcomes as shown in the table below. Individual cases that were closed between May and October 2014 were reviewed in July 2015, nine months following the last closure of a case at pre-statutory level or nine months after a commissioned service had closed or the case had been closed to Social Care, whichever came sooner, in the case of statutory intervention. Whilst the sample size at statutory level is small, there is evidence that cases referred at the earliest opportunity evidence improved outcomes in a shorter timeframe.

Source cases referred from	Sample analysed	Number of cases that evidenced a successful/ improved outcome	% success rate
Pre-statutory	164	161 ⁵	98%
Social Care - statutory	19	13 ⁶	68%

1. 161 of 164 cases were not referred back to either pre-statutory or statutory services
2. Number of cases that evidenced a de-escalation or closure with Children’s Social Care i.e. child protection plan reduced to a child in need or case closed

3. Issues, Options and Analysis of Options

Structure and Staffing

- 3.1 The Troubled Families’ team currently consists of 16 core staff.
- 1 x Service Manager
 - 4 x Programme Managers
 - 1 x Quality, Performance and Data Analyst
 - 1 x Frontline Support Officer (supporting the Analyst)
 - 1 x TF Employment Advisor (seconded from Department of Work and Pensions)

- 2 x Family Support Worker
- 2 x Parental Outreach Workers
- 1 x Youth Work Lead
- 1 x Trainee Youth Support Worker
- 1 x Business Support Officer
- 1 x Team Administrator

3.2 The programmes design continues to be based upon the strategic plan for early help: children and families. The operational implication of this means the Troubled Families team oversees and supports the Lead Professional throughout intervention delivery. Cases identified as high risk and/or intensive will continue to be picked up by a social worker/internal statutory body or referred to the outsourced Family Intervention Programme (FIP). It is recommended that less intensive cases will be picked up and worked with by other professionals, such as pastoral leads from within schools (current), housing sector providers (current), Police (recommended/discussions ongoing) and voluntary and community sector providers (current). In this way, the programme builds on the existing early help model and demonstrates its commitment to a systemic and innovative approach to whole family intervention practice.

3.3 Thurrock Council has also match-funded Troubled Families, not in terms of direct money, but in resources including all services and staff supporting Troubled Families. However, in order to maintain momentum, consideration must be given to resource implications in the current structure, against the increased number of families and central demands over the course of the next five years. Please refer to 2.2 to this point.

Funding

3.4 Thurrock Council received £760,000 in attachment fees from Phase 1. DCLG has since awarded further attachment fees against 17% of total number of target families in the Phase 2 cohort (1160), which amounts to £197,000. In addition to this, £225,000 (under Phase 1) has been received to cover the costs of the Troubled Families Co-ordinator. Under Phase 2 - £150,000 Service Transformation Grant has been received. To date Thurrock has achieved £398,700 in PBR claims from Phase 1. The total amount received from the DCLG to date (for Phase 1 and 2) is £1,332,000.

3.5 Funding has enabled access to FIP, which currently case manages up to 20 Troubled Family cases at one time. However, this may increase in line with demand, subject to contact. Furthermore the TF team have developed strong partnerships with the voluntary sector to commission a consortium of voluntary services that gives priority to referred troubled families, including such services as; South Essex Rape and Incest Crisis Centre (Sericc), Mind and Open Door. The TF team has also identified a number of positive links with local charities that offer white goods and furniture to troubled families who need it, with minimum or no cost to the authority or the family. This has continued from Phase 1 into Phase 2.

- 3.6 Using monies awarded through the programme, the TF team trained and appointed two volunteers who had previously been identified under Phase 1 of the Programme, and successfully completed their intervention. The volunteers have been instrumental in their ability to engage hard to reach families. One of those volunteers is now employed through Open Door as a Family Support Worker for the team. The TF team are now scoping more ways to build on this success as Phase 2 moves forward. One such idea is the recruitment of a Youth Work Lead, trainee Youth Support Worker and the recruitment/training of youth work apprentices, from young people known to TF services or previously/currently a looked after child forming part of the core and/or auxiliary functions of the TF team.

Diversity and Equality

- 3.7 The current list of Troubled Families does not have over or under representation of Thurrock's Black, Minority and Ethnic community and this measure is now being implemented as part of the teams' innovative quality, performance and data management.
- 3.8 Thurrock's identification of troubled families as set out in the DCLG Financial Framework 2015, sets out concessions for adults in receipt of working related benefits due to a disability or illness.

4. Reasons for Recommendation

- 4.1 Due to the developments of Insight the quality of performance and family data has been vastly improved. This includes data on Youth Offending, Children's and Adult's Social Care and attendances at school. Work is ongoing to be able to reach agreement to obtain further data from the Police, Housing, Health and some other agencies. This will enable at least 40 extracts of internal and external family/individual/community data to be securely and seamlessly aggregated to identify and monitor Financial Framework 2015. This point is also included in recommendation 2.1. Every participating local authority Chief Executive signed an agreement with DCLG, stating that robust family data and cost savings analysis would be provided quarterly or as otherwise agreed. The risk implication of being unable to deliver on such data requirements, is categorically stated in the Financial Framework and DCLG correspondence; 'If areas do not fulfil this commitment the future Service Transformation Grant funding may be withheld'. This specifically relates to the following functions:

- National Impact Study
- Family Progress Data
- Cost Savings Calculator
- Evidencing Significant and Sustained Progress (PBR) - TFOP

- 4.2 The resource implications covered under Recommendations (2.2) and under Staffing and Structure (specifically but not wholly 3.1) demonstrates the need

for additional resource/buy-in from key stakeholders. By not taking further action, there is a high risk of the programme being unable to identify and/or deliver intervention to Thurrock troubled families, which has a direct impact on families turned around figures, which are regularly monitored by DCLG via the information provided as outlined in 4.1. As such, payment by result criteria as well as central targets will not be satisfied.

- 4.3 The TF team work in partnership with a range of services (internal and external) to ensure that information on identified troubled families is accurate, and updated where necessary. Family data held within MASH plays an essential role in the identification of families across the breadth of the themed criteria (see 2.9), given the level of sensitive information passing through this service area, robust information sharing agreements (ISA) have been drawn. At the time this report was written, this ensured that a select number of the TF team had a continuous rotation based directly within the MASH team. This approach to identifying families is unique; however, the need for robust information governance and ISA's is an essential component to the programme. As such, the TF team are working closely with the relevant service area to ensure compliance is adhered.
- 4.4 For Phase 2 the number of families has increased from 360 over three years (2012-2015) to 1160 over five years (2015-2020). The authority has committed to working with 197 in the first year (2015-2016). As mentioned, this represents a 3.2 increase from Phase 1. However, the overall payment by result and attachment fee total will be significantly less, moving from £4,000 to £1,800 (£2,200 difference). This reduction clearly indicates the need for SMARTER working, and this has been addressed across the range of recommendations as set out in section 1.

5. Consultation (including Overview and Scrutiny, if applicable)

- 5.1 Not Applicable

6. Impact on corporate policies, priorities, performance and community impact

- 6.1 Although not a statutory agency, the success of Troubled Families Programme in Thurrock aims to positively impact on the outcomes and resources of other services and agencies, to significantly and sustainably improve the quality of life for families and communities.

7. Implications

7.1 Financial

Implications verified by: **Kay Goodacre**
Finance Manager

The immediate financial implications of the programme are included in the main body of the report.

7.2 Legal

Implications verified by: **Lindsey Marks**
Principal Solicitor Children's Safeguarding

At present there are no legal implications arising from this report.

7.3 Diversity and Equality

Implications verified by: **Rebecca Price**
Community Development Officer

This is an update report that refers to the council's Troubled Families support service and the provision provided for those families affected by domestic violence, relationship breakdown, mental and physical health problems and isolation. The Children's Services directorate maintains data on service users to date and notes no specific equality and diversity implications arising from this information.

7.4 Other implications (where significant) – i.e. Staff, Health, Sustainability, Crime and Disorder)

No other implications.

8. Background papers used in preparing the report (including their location on the Council's website or identification whether any are exempt or protected by copyright):

- Financial Framework for the Troubled Families Programme (2015)
- Troubled Families criteria and nomination details, finance details sent from DCLG

9. Appendices to the report

- Appendix 1: DCLG Financial Framework 2015
- Appendix 2: Thurrock Troubled Family Outcome Plan (for information purposes only)

Report Author:

Teresa Goulding
Service Manager
Troubled Families



Department for
Communities and
Local Government

Financial Framework for the Expanded Troubled Families Programme



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Introduction

In April 2012, the Government launched the Troubled Families Programme: a £448 million scheme to incentivise local authorities and their partners to turn around the lives of 120,000 troubled families by May 2015. The first programme worked with families where children were not attending school, young people were committing crime, families were involved in anti-social behaviour and adults were out of work.

In June 2013, the Government announced plans to expand the Troubled Families Programme for a further five years from 2015/16 and to reach up to an additional 400,000 families across England. £200 million has been committed to fund the first year of this proposed five year programme.¹ This increased investment is testament to the Government's ongoing commitment to improve the lives of troubled families and as this work is taken to a significantly greater scale, to transform local public services and reduce costs for the long-term.

The Government announced in the Budget 2014 that it would offer the highest performing areas (those that have 'turned around'² the lives of the most families in the current programme) the opportunity to start delivery of the new expanded Troubled Families Programme early – during 2014/15. Fifty-one such areas signed up to be part of the first wave of 'early starter' areas in September 2014 and a further sixty-two areas formed a second wave in January 2015. These areas have been working intensively with Department for Communities and Local Government's (DCLG) Troubled Families Team to implement and refine the operating model for the national roll out of the new, expanded Troubled Families Programme.

The national roll out of the new programme begins in April 2015. Areas who are not already 'early starters' will be invited to join the programme on the basis of the volume of results they have claimed under the first programme by the end of February 2015. To be eligible, areas must turn around at least three-quarters of the families they committed to support in the first programme. The eligibility of any remaining areas will be determined following the May 2015 General Election and further details will be communicated to relevant upper-tier local authority Chief Executives at this point.

The Troubled Families Team published an interim version of this Financial Framework in September 2014 and sought feedback from the early starter areas and other government departments. This was followed by a series of thematic workshops with areas to discuss the identification indicators in more depth and begin conversations about appropriate outcomes. The Team then issued a revised Financial Framework in November 2014 to

¹ The remaining funding commitment will be determined as part of the next Spending Round process.

² As laid out in the programme's Financial Framework:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/11469/2117840.pdf

reflect as much of this feedback as possible and provide the terms on which the expanded Troubled Families Programme will operate for the remainder of 2014/15.

Since November 2015, the joint work with the 'early starter' areas and other government departments has continued. In particular, these discussions have focused on the local development of Troubled Families Outcomes Plans and the design of the programme's national evaluation. This Financial Framework reflects this learning and provides the terms on which all local authorities will be asked to operate for the financial year 2015/16. Subject to the conclusions of a 2015 Spending Round process, the terms of this Financial Framework may be revised further.

Shared Commitments

Building on the relationships formed with local areas through the first Troubled Families Programme and with 'early starter' areas for the new programme, the Troubled Families Team will continue to work collaboratively with upper-tier local authorities and their partner agencies. This relationship between central and local government is critical to the programme's success and is based on a series of commitments made and fulfilled by both parties.

Importantly, while the expanded Troubled Families Programme will continue to operate a payment by results funding model, this is far from a purely financially transactional relationship. On the contrary, this programme is based on a common interest and ambition to transform the lives of this country's troubled families, to improve the services that work with them and to ensure more efficient and effective use of public money for the long-term.

On this basis, as part of the sign up process for the new Troubled Families Programme, all upper-tier local authority Chief Executives will be asked to sign up to a number of key commitments. These include the following:

- To achieve significant and sustained progress³ with an agreed total number of families over the 5 year period from 2015/16.
- To engage with an agreed number of families in the first year of the programme (2015/16). The local authority will receive upfront attachment fees in 2015/16 for this number of families.
- To integrate and transform local public services, evidenced through participation in the programme's National Impact Study, the submission of Family Progress Data and completion of the programme's Costs Savings Calculator. The local authority will receive a Service Transformation Grant, weighted towards their total number of families, to support this work.

Further detail relating to all of these commitments is provided in this Financial Framework.

Adherence to the above commitments for the new programme may be taken into consideration when decisions are taken about funding beyond 2015/16; payments may be reviewed and reduced or withheld if commitments are not fulfilled.

In return, the DCLG Troubled Families Team commits to offer local authorities the following:

³ Or 'continuous employment' results

- The freedom and flexibility to prioritise the families of greatest concern to them and their partners locally, on the basis of cost and the potential benefits of an integrated whole family approach.
- The freedom and flexibility to design their own results framework (a Troubled Families Outcomes Plan), reflecting their local service transformation priorities and based on the principles laid out in this Financial Framework.
- Upfront attachment fees for an agreed number of families in 2015/16 and a results payment for all families with whom they either achieve significant and sustained progress or move into continuous employment.
- Increased provision of local analysis and evidence back to local authorities from the national evaluation, offered earlier in the programme and more frequently. This evidence will give local authorities improved information about the problems families face on entry to the programme, the impact of their local delivery on families and the fiscal benefits being achieved. This data and analysis will inform ongoing service transformation, investment decisions and workforce development.
- A streamlined system for the collection and submission of information for the evaluation and for making results claims.
- Constructive support and challenge from the central team, based on shared learning and experiences across local authorities and their partners.
- Ongoing work across government and with key delivery partners (e.g. the police, NHS England and Public Health England) to promote more effective information sharing and service integration.

Identifying Families

The first Troubled Families Programme led the way for the first systematic identification of families with multiple problems across England. Although faced with data sharing, partnership working and service development challenges, by the end of 2014 the programme had worked with nearly all 120,000 troubled families of whom 85,000 were already 'turned around'. This is a major achievement upon which the new programme will build.

The new Troubled Families Programme will retain the first programme's focus on families with multiple high cost problems and will continue to include families affected by poor school attendance, youth crime, anti-social behaviour and unemployment. However, it will also reach out to families with a broader range of problems.

The inclusion of families into the programme will be based upon a cluster of six headline problems. Below these problems sits a basket of indicators, suggested referral routes and information sources, which should be used to identify families with these problems. While the headline family problems on which the programme focuses are unlikely to change significantly, the indicators and information sources underneath are designed to be flexible and can be updated over the course of the programme's proposed five year life.

To be eligible for the expanded programme, each family must have at least two of the following six problems:

1. Parents or children involved in crime or anti-social behaviour.
2. Children who have not been attending school regularly.
3. Children who need help: children of all ages, who need help, are identified as in need or are subject to a Child Protection Plan.
4. Adults out of work or at risk of financial exclusion or young people at risk of worklessness.
5. Families affected by domestic violence and abuse.
6. Parents or children with a range of health problems.

While families may be identified as eligible for the programme on the basis of two problems, the information available at the point of identification may not reflect the entirety of each family's complexity of problems. Some problems, such as domestic violence or mental illness, may be hidden from public services until work begins with the family and the full extent of their needs is uncovered. In the first Troubled Families Programme families who met three eligibility criteria were found, on average, to actually have nine significant

problems on entry to the programme⁴. The new Troubled Families Programme remains a programme for families with multiple, high cost problems, although the profile and extent of these problems may differ from those of families supported by the first programme.

The formula for identifying families allows for a level of discretion which should be exercised reasonably. Local authorities should identify families across all six problems and ensure the programme's resources are being used to best effect. Families should be prioritised for inclusion in the programme on the basis of the following:

- They are families with multiple problems who are most likely to benefit from an integrated, whole family approach; and
- They are families who are the highest cost to the public purse.

While the detail of this prioritisation should be agreed locally, the periodic collection and publication of evidence collated via the programme's National Impact Study, the submission of Family Progress Data and the completion of the Cost Savings Calculator⁵ for every local area will provide a form of accountability. These will show the types of families and problems that areas are prioritising. The Troubled Families Team will also consider this information as part of the programme's ongoing 'spot check' processes.

The first group of 'early starter' local authorities began delivery of the expanded programme on 1 September 2014 and the second group began on 1 January 2015. For these areas, families who meet the eligibility criteria for the programme from these dates onwards may be considered as part of each area's delivery commitments, irrespective of whether they were already receiving a targeted family intervention. However, no results may be claimed for successes achieved with families prior to these dates.

Local authorities who are eligible for the programme on the basis of results claimed in January/February 2015, will start delivery of the expanded programme on 1 April 2015. In these areas, families who meet the eligibility criteria for the programme from this date onwards may similarly be considered as part of each area's delivery commitments, irrespective of whether they were already receiving a targeted family intervention. However, no results may be claimed for successes achieved with families prior to this date.

Annex A provides further information on the principles underpinning the identification process. Annex B provides more detail on the indicators and suggested information sources underpinning each of the headline problems. Annex G provides details on some of the data sharing arrangements and this will be updated over the lifetime of the programme to reflect the latest information, advice and best practice.

⁴https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/336430/Understanding_Troubled_Families_web_format.pdf

⁵ See Annex E for further information.

Measuring Success

The new Troubled Families Programme has ambitious service transformation goals and therefore differs from the first programme in how it will measure, and pay for success. Rather than focusing on a small number of relatively tightly defined national results to be achieved with each family it asks upper-tier local authorities and their partners to measure success in three main ways for which funding is available:

1. Firstly, by demonstrating either **significant and sustained progress** or **continuous employment** with an agreed number of families in their area's share of the estimated national total of 400,000 families. Each family's achievement of 'significant and sustained' progress will be assessed against a locally defined Troubled Family Outcomes Plan. This will provide a new, more flexible approach to measuring results. See Annex D for more detail. The Troubled Families Team will share examples and further guidance on the development of Troubled Families Outcomes Plans throughout the programme.

Funding is available for each family who achieves success and will be paid in two parts: an upfront attachment fee of £1,000 per family and a results-based payment of £800 per family.

Attachment fees will be paid upfront for engagement with an agreed number of families in 2015/16. If a family disengages before success has been claimed, this family must be replaced by another eligible family in order to ensure the local authority's overall commitments are met. No further attachment fee will be paid for this replacement family.

Payments of attachment fees will be made in the first quarter of 2015/16, subject to the local authority's acceptance of the proposed sign up commitments.

2. Secondly, by capturing a much richer understanding of the profile of families being engaged in their local area and progress across a broader range of outcomes. This will be achieved from 2015/16 through the collection and publication of data obtained via all areas' participation in the programme's **National Impact Study** and supplemented by **Family Progress Data** (a much streamlined data set replacing the Family Monitoring Data which was collected in the first programme). See Annex E for more detail.
3. Finally, by demonstrating the financial benefits that their programme achieves for local services in a transparent way that will support and stimulate service integration and transformation. In the first programme, all upper-tier local authorities were asked to complete the online troubled families **Cost Savings Calculator**. For the new programme, the content and functionality of the Cost Savings Calculator has been

significantly improved and the majority of the fiscal benefits information will now be taken from the National Impact Study and local Family Progress Data, greatly reducing the administrative burden and enhancing the robustness of the evidence on fiscal benefits that it produces. The main requirement on local authorities will continue to be in regard to the provision of information about local investment in their Troubled Families Programme together with comparative (pre-programme) 'business as usual' costs.

Funding to support the collection, analysis and publication of the information outlined in 2 and 3 above is provided within the programme's Service Transformation Grant (STG); this forms an essential part of the new programme's increased focus on driving public service transformation across all relevant local services. Where an authority is eligible to participate in the new programme, STG payments will be made in the first quarter of 2015/16. Satisfactory compliance with requirements to provide Family Progress Data, to participate in the National Impact Study and to complete the Costs Savings Calculator may be taken into account when decisions are taken about the funding individual local authorities receive beyond 2015/16.

Verification and Validation of Results

It is important that each local authority puts in place robust results verification and validation systems. Learning from the first Troubled Families Programme suggests that those areas that invested early on in good local data management and in analytical resources found this very beneficial. To deliver the increased evidential expectations of the new programme, most areas will need to at least retain (and most likely increase) this resource.

As per the first programme, results should be claimed under the powers of the local authority's Chief Executive. The local authority's Internal Audit service should check and verify at least a representative sample of results for each claim before it is made. Internal Audit should refer to the area's Troubled Family Outcomes Plan (see Annex D) and we recommend that they are consulted during the development of that plan.

Alongside its work with 'early starter' local authorities, the Troubled Families Team has been working with a group of their Internal Auditors to consider best practice approaches for their engagement with the new programme. As a result, these Internal Auditors have developed and agreed a set of guiding principles for Internal Auditors and Troubled Families Coordinators to consider (see Annex H).

The opportunity to claim results will normally be offered on a six monthly basis. As 2015/16 is a transitional year between the first programme and the new one, however, it will contain 3 'claims windows'; these will be in May and September 2015 and January 2016.

Results should only be claimed once a Troubled Families Outcomes Plan is in place and has been shared with the area's Internal Auditors as part of their sign off process.

As with the current programme, there will be regular 'spot checks' of a sample of local authorities' claims for payment. The new spot check process will have particular reference to local authorities' Troubled Family Outcomes Plans. Further details on the approach to spot checks will be made available early in 2015/16. [see Annex D for our principles on success measures]

Annex A - Principles for Identifying Families

Three key principles underpin the new programme's approach to the identification of troubled families. These reflect the programme's broader policy objectives:

1. The programme aims to improve outcomes for children and intervene earlier in families with problems; all eligible families must include dependent children⁶.
2. To identify the estimated 400,000 troubled families across England, we expect all local authorities to identify families from across all six headline problems. The scale of the programme means that a narrower focus would make it impossible to identify all the families this programme aims to reach. If a local authority and its partners identify *more* families than their agreed total number then families should be prioritised on the basis of need and those with more than two problems should be offered support first.
3. The programme is designed for families with multiple problems who will benefit from an *integrated* and *whole family* approach. Individual family members, of course, could well be assessed as having more than one of the programme's six headline problems (as listed on p10 and 11). Multiple problems in one family member will satisfy the eligibility requirements *except* where that individual is *not* living in the family home; in such circumstances the problems that family member has will only count as one of the minimum two problems needed to satisfy the eligibility criteria. For example, a father with parenting responsibilities leaving prison who will live apart from his children may only account for one of the problems that deems a family eligible, even if he has multiple problems. There would need to be at least one other member of the family who has at least one of the other headline problems targeted by the programme for the family to be eligible.

The level of discretion that this formula allows local areas in regard to the identification of families should be used reasonably. Local authorities need to be satisfied that the programme's resources are being used for families who will most benefit from an integrated, whole-family approach to their problems and that the highest cost families are being prioritised for support.

There will not be a sign off process if local authorities look to introduce new or different indicators under any of the six problems as this is intended to be a locally responsive and flexible model. However, to ensure best practice examples are shared and the list of indicators provided to local authorities is up to date, local authorities are asked to inform the Troubled Families Team if they would like to use new or different indicators or information sources.

⁶ For the purposes of the programme, a dependent child is a person aged 0-15 in a household or aged 16-18 in full-time education, in training or unemployed and living in a family with his or her parent(s).

Annex B - Indicators and Referral Routes to Assist in the Identification of Families

Parents or children involved in crime or antisocial behaviour.

The Troubled Families Programme works with families who have significant problems and with some families who also cause problems. The first programme's focus on youth crime and anti-social behaviour across the family has enabled local areas to reach families whose problems span not only behavioural issues, but are also strongly related to wider family issues such as substance misuse, domestic violence and mental illness. Many areas have also used these criteria as a basis on which to build strong partnerships with local criminal justice and housing services and the new programme should help make this the norm.

The new programme retains the first programme's youth crime and anti-social behaviour criteria but broadens the reach to include families where there is an adult offender with parenting responsibilities. This reflects the evidence that a significant family factor in youth offending is having criminal or anti-social parents and that children of offenders are also more likely to be excluded from school and twice as likely to suffer from behavioural and mental health problems.

The indicators below also offer the flexibility for criminal justice professionals to nominate parents and children where there is a potential crime problem, but no proven offence and they think this could be a sign of wider family problems. This may be particularly helpful when identifying families where there is strong intelligence about a family's involvement in activities such as gang and youth violence or serious organised crime, but no proven offence.

Indicators	Suggested Information Source
<i>The family includes at least one of the following...</i>	
A child ⁷ who has committed a proven offence ⁸ in the previous 12 months.	Information provided by Youth Offending Teams and the police.
An adult or child who has received an anti-social behaviour intervention (or equivalent local measure) in the last 12 months.	Information provided by the police, anti-social behaviour teams and housing providers.
An adult prisoner who is less than 12 months from his/her release date and will have parenting responsibilities on release.	Information provided by probation providers ⁹ and prisons.

⁷ under 18 year olds

⁸ A proven offence is one where a formal outcome is given, either in or out of court.

⁹ National Probation Service, Community Rehabilitation Companies and other providers of probation services.

Indicators	Suggested Information Source
<i>The family includes at least one of the following...</i>	
An adult who is currently subject to a licence or supervision in the community, following release from prison, and has parenting responsibilities.	Information provided by probation providers ¹⁰ and prisons.
An adult currently serving a community order or suspended sentence, who has parenting responsibilities.	Information provided by probation providers ¹¹ .
Adults and children nominated by professionals because their potential crime problem or offending behaviour is of equivalent concern to the indicators above.	Referrals from the police, multi-agency gang units, probation providers, Serious Organised Crime Partnerships, Integrated Offender Management Teams and CHANNEL coordinators ¹² .

Children who have not been attending school regularly.

Suitable full time education is not only an essential pre-requisite to better attainment, it is also strongly associated with a broad range of positive outcomes including reducing the risk of worklessness, youth crime and anti-social behaviour. In light of this, the new programme's indicators generally mirror the education criteria used in the first programme. However, the expanded programme also offers a broader opportunity to identify children whose absence may be recorded as authorised but nevertheless is persistent and a cause for concern.

Since 2011, the Department for Education's measure for 'persistent' absence was defined as missing more than 15% of possible sessions. In September 2015, this will reduce to missing 10% or more of possible sessions. Local authorities are encouraged to apply a 10% threshold from the start of the programme (i.e. April 2015) in order to maintain the programme's alignment with schools and academies.

The suggested information sources below reflect learning from the first programme. While information collected locally for submission to the Department for Education should provide most of the information needed to identify families against these indicators, some supplementary information may be needed from Education Welfare Officers (or local equivalent) to produce a complete picture of each child's circumstances and the reason for their absence. See Annex G for further information on data sharing arrangements.

¹⁰ As above.

¹¹ As above.

¹² https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/118194/channel-guidance.pdf

Indicators	Suggested Information Source
<i>The family includes at least one of the following...</i>	
A child who is persistently absent ¹³ from school for an average across the last 3 consecutive terms.	Information compiled locally for submission to the Department for Education for the School Census and Alternative Provision Census. Information provided by Education Welfare Officers.
A child who has received at least 3 fixed term exclusions in the last 3 consecutive school terms; or a child at primary school who has had at least 5 school days of fixed term exclusion in the last 3 consecutive terms; or a child of any age who has had at least 10 days of fixed term exclusion in the last 3 consecutive terms.	
A child who has been permanently excluded from school within the last 3 school terms.	
A child who is in alternative educational provision for children with behavioural problems.	
A child who is neither registered with a school, nor being educated in an alternative setting.	Information compiled locally from within the local authority
A child nominated by education professionals as having school attendance problems of equivalent concern to the indicators above because he/she is not receiving a suitable full time education ¹⁴ .	Referrals from teachers and education welfare officers (or local equivalent).

Children who need help: children of all ages, who need help, are identified as in need or are subject to a Child Protection Plan.

The national eligibility criteria for the first Troubled Families Programme were purposely weighted towards families with school age children and based on assessments of poor school attendance and youth crime. The broader focus of the expanded programme allows local authorities and their partners, using the indicators below, to identify a wider group of families who may benefit from an integrated whole family approach. These are: children who have been identified or assessed as needing early help; children who have been identified as a ‘child in need’; and children subject to a Child Protection Plan or have been subject to Section 47 enquiries. This may include children experiencing or at risk of poor

¹³ Currently measured as missing 15% of sessions, but reduces to 10% in September 2015. Threshold will continue to reflect the Department for Education metric.

¹⁴ Sections 7 and Section 19 of the Education Act 1996 provide a definition of a ‘suitable’ education. In summary, this means it is appropriate to the child’s age, ability and aptitude; and to any special educational needs, either by regular attendance at school or otherwise.

parenting, with developmental delay, at risk of exploitation (including sexual exploitation), those with challenging behaviours and those previously accommodated and returning home from care. In all such cases, the social worker may put forward a family who they believe would benefit from an integrated whole family approach.

Indicator	Suggested Information Source
<i>The family includes at least one of the following...</i>	
<p>A child who has been identified as needing early help. This may include children below the threshold for services under Section 17, Children Act 1989.</p>	<ul style="list-style-type: none"> • Information from local authority early years foundation stage providers (e.g. children’s centres) about children who don’t take up the Early Years Entitlement, by cross-referencing a list of those children eligible with those who are not in an early years setting.¹⁵ • Information from local schools, academies and education welfare teams, Special Educational Needs Coordinators (SENCOs) or equivalent about children identified in the School Census as having social, emotional and mental health problems¹⁶. • Information from the police and Children’s Services (including youth services) about children who have been reported missing from home and identified as of concern¹⁷.
<p>A child who has been assessed as needing early help.¹⁸</p>	<p>Information from Children’s Services or related multi-agency teams¹⁹ about children who are:</p> <ul style="list-style-type: none"> • repeatedly assessed under Section 17 or 47, of the Children Act 1989, but not deemed a child ‘in need’, or • subject to Early Help Assessments (or local equivalent).
<p>A child ‘in need’ under Section 17,</p>	<p>Information provided by Children’s Services.</p>

¹⁵ All three and four year olds are entitled to 15 hours of free Early Years Entitlement per week. All two-year-olds who live in households which meet the eligibility criteria for free school meals are entitled to a free early education place, along with children who are looked after by the state. The two-year-old entitlement was extended to 40% of the least advantaged two-year-olds as of September 2014

¹⁶ As of September 2014, the School Census code for social, emotional and mental health problems is - SEMH

¹⁷ For example, this may include local information following ‘safe and well’ checks carried out by the police or Independent Return Interviews.

¹⁸ This may include children, who when assessed were deemed below the threshold for services under Section 17, Children Act 1989.

¹⁹ For example, ‘Team Around the Child’, a ‘Team Around the Family’ or a ‘Team Around the School’.

Indicator	Suggested Information Source
Children Act 1989.	
A child who has been subject to an enquiry under Section 47, Children Act 1989.	
A child subject to a Child Protection Plan.	
A child nominated by professionals as having problems of equivalent concern to the indicators above.	Referrals ²⁰ from schools, social workers, early years providers (including Children's Centres), health visitors, education psychologists, school Special Educational Needs Coordinators (SENCOs), Youth Offending Teams and the police.

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

The focus on employment in the first Troubled Families Programme was one of its most powerful elements. Feedback from areas suggests it had a transformative impact not only on family outcomes, but also on the approach and design of local family intervention services. The financial case for the prioritisation of employment outcomes for troubled families is compelling. Welfare benefits are the single greatest area of public expenditure on these families and the wider benefits of reducing welfare benefit dependency are felt across improvements in health, reductions in crime and local economic growth.

The new programme's indicators mirror the first programme's worklessness criterion, while taking account of the transition from the current welfare and tax benefits system to Universal Credit. However, they go further to reach young people at high risk of worklessness and those experiencing problematic debt, particularly those who have financial responsibilities in their household.

²⁰ Where there are concerns about children at risk of abuse or neglect, the existing referral route to local child protection teams should be followed in accordance with the statutory guidance - *Working together to Safeguard Children* <https://www.gov.uk/government/publications/working-together-to-safeguard-children>

Indicators	Suggested Information Source
<i>The family includes at least one of the following...</i>	
<p>An adult in receipt of out of work benefits.²¹ or An adult who is claiming Universal Credit and subject to work related conditions²².</p>	<p>The majority of local authorities have access to the Department for Work and Pension's Automated Data Matching Solution (ADMS) for the Troubled Families Programme. All areas will have access by June 2015. In the meantime, these areas will continue to have access to DWP's manual data sharing arrangements.</p>
<p>A child who is about to leave school, has no/ few qualifications and no planned education, training or employment.</p>	<p>Information drawn from Personal Learner Records²³ and the local authority's Client Caseload information System (or equivalent)²⁴</p> <p>Information collected by local schools, academies and alternative providers for the Department for Education's School Census and Alternative Provision and Youth Contract providers²⁵</p> <p>Key Stage 4 data compiled by schools and academies' pupil level for the production of published school performance tables.</p>
<p>A young person²⁶ who is not in education, training or employment.</p>	<p>Local authorities' Client Caseload Information Systems (or equivalent)²⁷, which indicates whether young people have been identified as not in education, training or employment (NEET) or whether their activities are 'not known'.</p>
<p>Parents and families nominated by professionals as being at significant risk of financial exclusion. This may include those with problematic/ unmanageable</p>	<p>Referrals from organisations specialising in debt and finance, such as the Money Advice Service, Jobcentre Plus and housing providers.</p>

²¹ As per the first programme, this includes adults in receipt of Employment and Support Allowance, Incapacity Benefit, Carer's Allowance, Income Support, Job Seekers Allowance and Severe Disablement Allowance.

²² To be consistent with the Department for Work & Pension's approach, this includes adults required (i) to attend 'work focused interviews'; (ii) to meet 'work preparation requirements' (e.g. those with limited capability for work currently, but could make reasonable steps to prepare for work); and (iii) to proactively look for work (e.g. those expected to look and be available for work).

²³ All 16-18 year olds should have a Personal Learner Record (PLR) and most local authorities already have access to this information as registered providers of education and training.

²⁴ Local authorities are required to encourage young people to participate in education and training and identify those who are not engaged. For most areas, a key part of this is collecting good information about young people with few/ no qualifications and many record these details on a Client Caseload Information System (or equivalent) and others have arrangements in place to gather attainment data from providers.

²⁵ <https://www.gov.uk/government/publications/youth-contract-16-and-17-year-olds>

²⁶ See Annex C

²⁷ See above comment.

Indicators	Suggested Information Source
<i>The family includes at least one of the following...</i>	
levels and forms of debt and those with significant rent arrears.	

Families affected by domestic violence and abuse.

Domestic violence and abuse has been a damaging and widespread problem for many of the families in the first programme. Its prioritisation in the expanded programme responds to clear and strong feedback from local areas and is reinforced by a compelling financial imperative; the consequences of domestic violence and abuse are felt across health, police, housing and Children’s Services budgets.

Defining the most useful indicators and capturing the most relevant information sources that capture domestic violence and abuse is not straightforward. Domestic violence and abuse often goes unreported and so agencies must be able to identify what is often considered ‘hidden harm’. The suggested information sources below give local authorities the flexibility to draw upon the intelligence of specialist agencies, rather than relying solely on reporting mechanisms. This means the identification of families whose problems include domestic violence and abuse is likely to lend itself to referral-based models, rather than the cross-referencing of larger data sets.

The Troubled Families Programme will apply the agreed cross-government definition of domestic violence and abuse, which defines it as: ‘any incident or pattern of incidents of controlling, coercive, threatening behaviour, violence or abuse between those aged 16 or over²⁸ who are, or have been, intimate partners or family members²⁹ regardless of gender or sexuality. The abuse can encompass, but is not limited to psychological, physical, sexual, financial and emotional.’³⁰

Indicator	Suggested Information Source
<i>The family includes at least one of the following...</i>	
A young person or adult known to local services has experienced, is currently experiencing or is at risk of experiencing domestic violence or abuse.	Referrals from local domestic violence and abuse services or professionals, such as Independent Domestic Violence Advisors (IDVAs), housing providers, health services, the police, Children’s Services and Youth Offending Teams.

²⁸ Violence or abuse between those under the age of 16 should be captured as part of the youth crime or children who need help indicators.

²⁹ This may include adult siblings, grandparents, uncles, aunts etc.

³⁰ <https://www.gov.uk/domestic-violence-and-abuse>

<p>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 months³¹.</p>	<p>Local police data and intelligence. Referrals from local domestic violence and abuse services or professionals, such as Independent Domestic Violence Advisors (IDVAs), housing providers, health services, the police, Children's Services and Youth Offending Teams.</p>
<p><i>The household or a family member has...</i></p>	
<p>Been subject to a police call out for at least one domestic incident in the last 12 months³².</p>	<p>Information from the police, Multi-Agency Safeguarding Hubs (MASH) and Multi-Agency Risk Assessment Conferences (MARAC).</p>

Parents and children with a range of health problems.

Health problems for troubled families are costly and pervasive. In the first programme, the national evaluation showed that, on entry to the programme, families had disproportionately high levels of health problems compared to the general population: 71% of families included someone with at least one health problem; 46% included an adult with a mental health problem; a third of children were suffering from a mental health problem; nearly a third (32%) of families included an adult with a long-standing condition or disability; and one-in-five families included a child or children with a long-standing condition or disability.

The expanded programme will place an even greater emphasis on reaching families with a range of physical and mental health problems. The indicators and information sources below are the outcome of extensive discussions with local authorities, the Department of Health, Public Health England and NHS England: they reflect three main health priorities: mental illness, substance misuse and vulnerable new mothers. Improved data sharing will be integral to success in these areas as will a much deeper and wider programme of integration and service transformation to improve health outcomes for families.

In November 2014, a new national 'health offer' was launched to help health professionals and councils work more effectively together to improve troubled families' health. This includes:

- A leadership statement setting out how local doctors, nurses and community health workers should work more closely with councils' troubled families teams;

³¹ The time limitation is to ensure the data share is proportionate and in line with the requirements of the Data Protection Act. However, local authorities and their partners (particularly the police) can agree alternative local arrangements whereby information covering a longer period of time is shared where relevant. This is permissible and in line with the programme's broader policy objectives.

³² As above.

- A new protocol to enable health information to be safely shared with troubled families' key workers; and
- Troubled families teams being able to access specialist health training.

The national 'health offer' is accessible at

<https://www.gov.uk/government/publications/troubled-families-supporting-health-needs>

and will be refreshed during the lifetime of the programme.

Indicator	Suggested Information Source
<i>The family includes at least one of the following...</i>	
An adult with mental health problems who has parenting responsibilities or a child ³³ with mental health problems ^{34 35} .	Referrals from Community Mental Health Services, Child & Adolescent Mental Health Services, local GPs, education psychologists and school Special Educational Needs Coordinators (SENCOs).
An adult with parenting responsibilities or a child with a drug or alcohol problem.	Information drawn from the National Drug Treatment Monitoring System. Referrals from local GPs, the police or local substance misuse support services.
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 ³⁶ or participating in a Family Nurse Partnership.	Referrals from health visitors, midwives, family nurses or local GPs. Information from the Local Child Health Information System.
Adults with parenting responsibilities or children who are nominated 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 diabetes.	Referrals from health professionals, including GPs, midwives, health visitors, family nurses, school nurses, drug and alcohol services and mental health services.

³³ This includes children with conduct disorders.

³⁴ The adult or child does not need to be in receiving specialist treatment.

³⁵ This report provides information on recognising and working with young people with mental health in schools: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/326551/Mental_Health_and_Behaviour_-_Information_and_Tools_for_Schools_final_website_2_25-06-14.pdf

³⁶ Universal Partnership Plus is a service offered by a health visiting team and local services to support families with children under 5 years old who have complex issues that require more intensive support.

Annex C – Age Thresholds for Eligibility and Measuring Results

The new programme aims to improve outcomes for children and intervene earlier in families with problems; all eligible families must include dependent children. For the purposes of the programme, a dependent child is a person aged 0-15; aged 16-18 and in full-time education and/or training and/or unemployed and living with his/her family.

Family Problem	Age Threshold
If a child is involved in crime or anti-social behaviour...	...the relevant family member should be between 10 ³⁷ and 18 years old. If 18 or over, the family member is considered an adult for these purposes.
If a child or young person has not been attending school regularly...	...the relevant family member should be in suitable <i>full-time</i> education, if the child is under 16 years old ³⁸ . This rises to 25 years old if the child or young person is under an education, health and care plan ³⁹ . This applies to children who currently have a statement of special educational needs.
If a young person is not in education, training or employment...	...the relevant family member should be 16-18 years old.
If a child has been identified/assessed as needing early help; or is a child in need under S.17, Children Act 1989; or is a child who has been subject to enquiry under S. 47, Children Act 1989...	...the relevant family member should be under 18 years old ⁴⁰ .
If an adult is in receipt of out of work benefits; or an adult is claiming Universal Credit and subject to work related conditions...	...if the relevant family member is 18 years or over. However, there are a small number of exceptions whereby 16 and 17 year olds can claim the following benefits under specific circumstances: Jobseekers Allowance, Employment and Support allowance and Carer's Allowance.

³⁷ <https://www.gov.uk/age-of-criminal-responsibility>

³⁸ or last Friday in June if you will turn 16 by the end of the school holidays.

³⁹ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/349053/Schools_Guide_to_the_0_to_25_SEND_Code_of_Practice.pdf

⁴⁰ Working Together to Safeguard Children defines a child as anyone who has not yet reached their 18th birthday (see https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/281368/Working_together_to_safeguard_children.pdf)

Family Problem	Age Threshold
If a person is experiencing or perpetrating domestic violence...	...the relevant family member should be 16 years old or over ⁴¹ . If under 16 years old, violence or abuse should be captured as part of youth crime or children who need help indicators.

⁴¹ <https://www.gov.uk/government/news/new-definition-of-domestic-violence>

Annex D – Success Measures for 400,000 Families

While maintaining the first programme’s powerful focus on the measurement of multiple outcomes at an individual family level, the payment by results framework for the new programme operates differently. A results payment can be claimed by a local authority if it can demonstrate that an eligible family has either:

1. **Achieved significant and sustained progress, compared with all their problems at the point of engagement , or**
2. **An adult in the family has moved off benefits and into continuous employment.**

Sustained and Significant Progress

Descriptions and definitions of the outcomes and measures that constitute and demonstrate significant and sustained progress for all troubled families in each local authority should be agreed locally and set out in a Troubled Family Outcomes Plan. The purpose of these local Plans is three-fold:

1. To lay out **what your local authority and partner agencies aim to achieve with each family** in regard to the six problems the programme aims to tackle; and how this supports your wider **service transformation** objectives (i.e. how these ‘per family’ outcomes support broader area wide goals in terms of demand reduction for services or fiscal savings);
2. To provide a basis against which your local authority can determine when **significant and sustained progress** has been achieved and, therefore, a results claim may be made for the family.
3. To provide a framework against which local authority **Internal Auditors** (and the Troubled Families Team’s ‘spot checks’) may establish whether a result is valid.

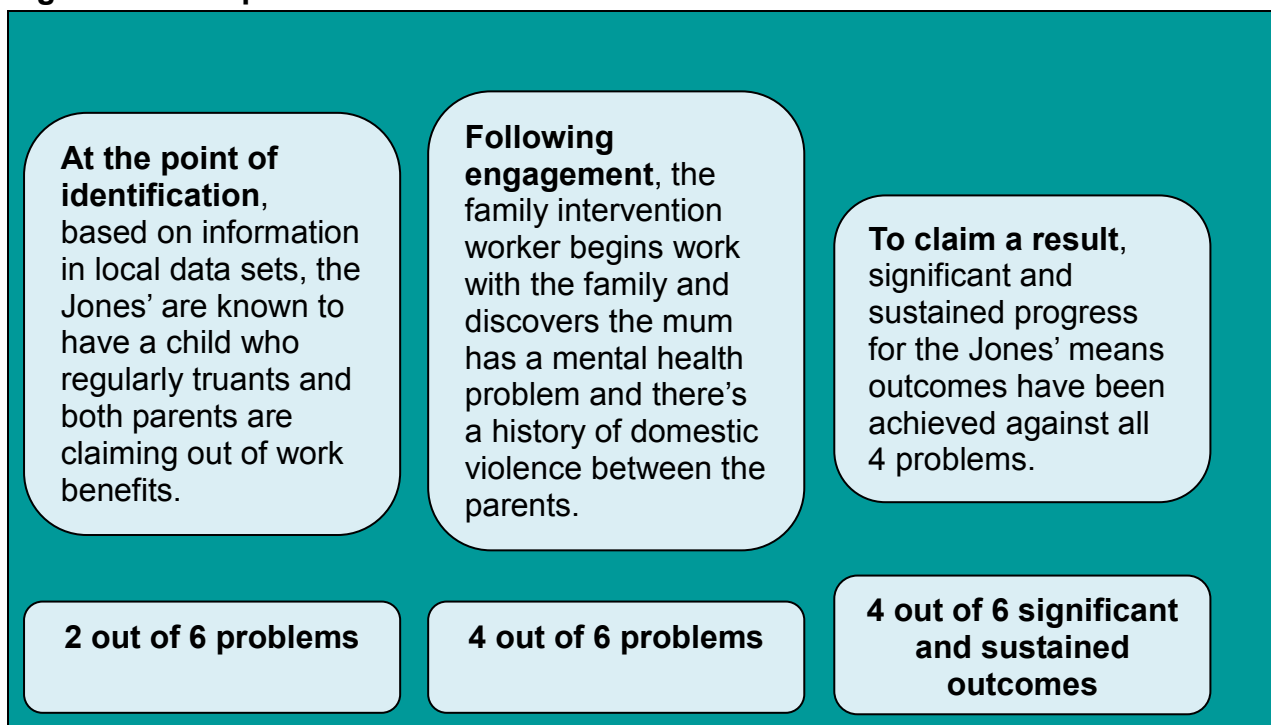
The Troubled Family Outcomes Plan will provide an area-wide set of success measures applicable to all families, from which the outcomes and measures relevant to each family may then be drawn. For example, if a family has a debt problem, domestic violence problem and is unemployed at the point of engagement, then relevant outcomes would be drawn from the area’s Troubled Family Outcomes Plan and form the goals against which significant and sustained progress would be judged for this family.

There are eight key principles that all Troubled Family Outcomes Plans should reflect: These mirror some of the ‘top tips’ which are included in separate guidance on developing Troubled Family Outcome Plans.

Principle 1: Troubled Family Outcomes Plans should focus on the demonstration of outcomes, rather than inputs, processes and outputs. For example, the completion of a training course or the application of a particular intervention would be a process or input, whereas the outcome should focus on the measurable change achieved by the family as a result.

Principle 2: As some family problems may not be evident at the point of identification and only become apparent when trust has been established with the family (e.g. domestic violence and abuse) the relevant outcomes within the Troubled Family Outcomes Plan should be set at this later point, when a fuller picture of the family is known.

Figure 1: Principle 2



Principle 3: Where some problems are not relevant to a family at the point of engagement (e.g. the adults are in work and therefore worklessness is not an issue), the local authority does not need to demonstrate significant and sustained progress against this problem to claim a result. However, the local authority should ensure that the family's status has not regressed before a claim is made – i.e. should not have developed one of the six headline problems, where it was not a problem at engagement (e.g. has not become unemployed between engagement and claim)⁴².

⁴² There may be exceptions to this if the circumstances are considered particularly unusual. Such cases should be agreed with TFT on a case-by-case basis.

There may be a small number of exceptions to this principle. In some cases, outcomes achieved may appear to represent regression on face value, but could actually represent a significant positive improvement in the family's circumstances.

An example might be where there has been an history of domestic violence and abuse in the family, the victim reports the violence and, as a result, the perpetrator is convicted of an offence for these crimes. On face value, the number of proven offences in the family may have increased, but the safety of the family has immeasurably improved.

Similarly the development of a health problem may be beyond the family or the service's control in some cases. In such cases, the effective management and appropriate use of health services to receive treatment will be sufficient to satisfy this principle.

In these exceptional cases, a claim for significant and sustained progress may still be made, provided the claim is validated with local authority Internal Auditors and evidence could be provided to the Troubled Families Team as part of any subsequent 'spot check' process.

Principle 4: All school age children in every family for whom significant and sustained progress is claimed must be receiving a suitable⁴³ education. This should include ensuring all school age children attend at least 90% (see page 16 above) of possible sessions on average⁴⁴ across three consecutive school terms⁴⁵. This measure has been set to be equivalent to the Department for Education's measure of persistent absence.

Principle 5: As far as possible, local authorities should develop and agree outcomes with local partners in the relevant public service areas. For example, health outcomes should be developed and agreed with local health partners and with reference to the Public Health⁴⁶ and NHS Outcomes Frameworks⁴⁷ and employment outcomes should be developed and agreed with local Jobcentre Plus District Managers, with reference to local skills, job market and growth objectives.

Principle 6: Where unemployment is a problem for a family at the point of engagement, an adult in the family does not have to secure continuous employment in order that a result for significant and sustained progress can be claimed. Instead, in these cases, as a minimum,

⁴³ Sections 7 and Section 19 of the Education Act 1996 provide a definition of a 'suitable' education. In summary, this means it is appropriate to the child's age, ability and aptitude; and to any special educational needs, either by regular attendance at school or otherwise.

⁴⁴ As per the current programme, this outcome is measured as an average across three consecutive terms rather than an average per term.

⁴⁵ If a child ages between the point of engagement and when significant and sustained progress is claimed and is no longer of 'school age', this measure is no longer relevant to this child. However, we would still expect the local authority to demonstrate significant and sustained progress in the form of another locally determined education, training or progress to work outcome. This means a claim should not be made if the child is considered Not in Education, Employment Training (NEET) after leaving school.

⁴⁶ <https://www.gov.uk/government/publications/healthy-lives-healthy-people-improving-outcomes-and-supporting-transparency>

⁴⁷ <https://www.gov.uk/government/publications/nhs-outcomes-framework-2014-to-2015>

a family should demonstrate significant and sustained progress towards work. For example, this might include outcomes such as achieving a recognised vocational qualification, undertaking significant relevant work experience over a sustained period of time or successful completion of an apprenticeship⁴⁸. This progress should be undertaken with a view to securing work ultimately and a 'subsequent continuous employment' outcome may be reported in these cases (see below).

Principle 7: The purpose of a Troubled Family Outcomes Plan is to provide a concise and clear account of the goals that each local authority strives to achieve with its troubled families and against which success claims may be measured and verified. It should reflect the area's local service transformation ambitions in terms of reducing demand for, and dependency on, services in the long-term and in improving efficiency and outcomes for families. It should not be a complex, bureaucratic process.

Principle 8: Existing information sharing limitations should not be the starting point in setting outcomes. These limitations should not constrain local ambitions for families and services. Part of the programme's service transformation objectives should be to ensure that information follows ambition - rather than the opposite.

Principle 9: The periods of sustainment for outcomes should be meaningful. These may vary between areas, reflecting local priorities and evidence. However, most areas have set a minimum of six months and the school attendance outcome should be demonstrated across at least three consecutive terms.

Principle 10: A Troubled Families Outcomes Plan should be a living document. Over the course of the programme, the Plans should be refined to reflect emerging service transformation priorities and respond to the evidence provided on local impact and family needs. While outcomes may change, levels of ambition should only increase.

This approach aims to provide the flexibility to measure success in a way which reflects the service transformation and costs reduction priorities of each local authority and its partners. Given the proposed five year duration of the programme, it provides the scope to update and refresh outcome measures to reflect changes in delivery and information sharing arrangements over time. Outcome measures may increase in their ambition as the programme progresses. While the Troubled Families Team will not mandate the outcomes, we will work with local areas to support this process and develop guidance and examples for other areas on the best approach.

⁴⁸ Unlike the current programme, there is no separate 'progress to work' measure. This should form part of the significant and sustained progress where unemployment is a problem for the family at the point of engagement.

Off Benefits and into Continuous Employment

Worklessness was a problem across many troubled families in the first programme and achieving continuous employment has often been a transformative outcome. Findings from Troubled Families Programme's independent national evaluation found that an estimated 83% of families were receiving an out-of-work benefit on entry to the programme – compared with around 11% of the population nationally⁴⁹.

During the first programme, in recognition of the scale of the challenge and importance of its success, the Department for Work and Pensions seconded 152 Jobcentre Plus advisors into the 94 upper-tier local authorities with the highest numbers of troubled families to support troubled families into work. Known as Troubled Families Employment Advisors, this additional resource and expertise was widely welcomed and local authorities reported its significant impact on employment outcomes.

From April 2015, this resource increases to 307 Troubled Families Employment Advisors. This means a further 55 local authorities will benefit. The distribution of these secondees was provided to local authorities in December 2014.

The movement of a family off benefits and into continuous employment often represents the culmination of significant and sustained progress across a range of outcomes for many families. For example, mental illness, substance misuse, offending behaviour, poor school attainment and experience of domestic violence and abuse are all well evidenced barriers to employment. To overcome these barriers, secure work and maintain it for at least 13 weeks represents a major outcome for most families.

As per the first programme, this result has two parts:

1. The movement off out of work benefits (or the satisfaction of an earning threshold if in receipt of Universal Credit, as appropriate), and
2. The sustainment of a period of continuous employment.

For families who move onto Universal Credit (UC), the data sharing arrangements with the Department for Work and Pensions (DWP) are under development. In the interim, arrangements should be agreed locally with your Troubled Families Employment Advisors to capture the right data. DWP are committed to working with the Troubled Families Team to find a solution.

⁴⁹https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/336430/Understanding_Troubled_Families_web_format.pdf

For the first part for the result, where family members are in receipt of UC, the family must satisfy the relevant earnings threshold. Troubled Families Employment Advisors will provide information about earnings thresholds to local authorities.

If an adult reports moving into self-employment s/he will be referred by the Troubled Families Employment Advisor for a 'Gateway Interview' to be conducted by a Jobcentre Plus Work Coach. The outcome of that interview will be available to the local authority. Where an adult takes employment on a 'zero hour contract', in the interim this information will be available to the local authority via their Troubled Families Employment Advisor. A longer-term data sharing arrangement will be identified and communicated to local authorities as soon as possible.

For the second part of the result, the length of time an adult must remain in work depends on the type of benefit they were receiving previously. These measurement periods reflect the Department for Work and Pensions' previous approach with its own providers.

Benefit	Period of continuous employment
Job Seekers Allowance	26 weeks (out of the last 30 weeks)
Job Seekers Allowance (ex-Incapacity Benefit claimant)	13 consecutive weeks
Employment Support Allowance	
Income Support	
Incapacity Benefit	
Carer's Allowance	
Severe Disablement Allowance	

Subsequent Continuous Employment

Where a family member has already achieved significant and sustained progress towards work, but not yet secured a job, many local authorities have emphasised the importance of ensuring this is followed through and an adult in the family is moved into work.

While no additional central funding is available for these additional outcomes, many local authorities have asked to ensure that the total employment outcomes achieved with families is recorded systematically and forms part of their published results figures. This clear prioritisation of employment outcomes will serve as an incentive to ensure employment outcomes are maximised and the local fiscal and social benefits are realised.

In response to this feedback, local authorities will be able to report 'subsequent continuous employment' outcomes. This outcome is based on the following terms:

- It should only be reported for families where a sustained and significant progress result has already been claimed;
- It should not be reported for families where a continuous employment result has already been claimed;
- The adult in the family should have moved off out of work benefits and maintained a job for the same amount of time as the continuous employment result requires; and
- The outcome should be approved to the same standards as other results by the local authority's Internal Auditors.

These outcomes will be published regularly on an individual local authority basis as part of the programme's management information.

Annex E - The Evaluation

As part of the first Troubled Families Programme's independent national evaluation, the Troubled Families Team asked all local authorities to provide four main forms of information:

- **Family Monitoring Data:** Local authorities provided detailed information about the characteristics and problems of at least a 10% sample of their troubled families across more than thirty public service areas, including health, crime, education, worklessness, housing, child protection and housing.
- **National Impact Study:** The National Impact Study made a quantitative assessment of the impact of the programme, by matching data about individuals in troubled families to national administrative datasets held by government departments (e.g. Police National Computer and DWP's benefits systems).
- **Cost Savings Calculator:** In May 2014, the Troubled Families Team provided all local authorities with a new online Cost Savings Calculator. It is an evaluative tool which enables local authorities and their partners to calculate the savings achieved through the delivery of the first programme with real families by looking at their actual outcomes before and after intervention.
- **Troubled Families Coordinator Survey:** At the start of the first programme, all local authorities were asked to participate in a online survey in order to understand their delivery approach and objectives.

Working with the 'early starter' areas and other government departments, the Troubled Families Team has been designing the evaluation of the new programme. In particular, the Team sought to develop an approach to the collection of information which responds to the following requests from local areas:

- Clarity about the form and frequency of information requests at the start of the programme;
- Earlier and more regular feedback to local authorities and their partners on the findings of the evaluation;
- More locally tailored findings to inform and drive local operational improvements and service transformation; and
- Proportionate administrative burden on local authorities and their partners.

The following responds to and achieves these objectives and the increased Service Transformation Grant has been provided in part to fund the local analytical support needed to meet them.

The main elements of the national evaluation in which all local authorities will be asked to participate remain similar in their form to the first programme, but the amount of information requested and the way the information will be used changes considerably in response to the feedback provided by 'early starter' areas. Local authorities will be asked to provide the following information:

1. A small amount of personal information for every individual assessed for the programme in order to conduct a **National Impact Study** (NIS).
2. **Family Progress Data** (FPD) every six months for all individuals in families who are being supported by the programme against around a dozen measures for which there are no national administrative datasets.
3. Information relating to **costs of delivering targeted integrated whole family services in each area** for use in the Costs Savings Calculator (CSC)
4. All areas will be asked to undertake an **online survey** about their approach to delivery of the new Troubled Families Programme. The expectations for this element will be broadly similar to those in the first programme.

In addition, some local authorities will be invited to be involved in other parts of the national evaluation of the programme, for example by helping to facilitate a face to face survey of families in their area or by participating as a case study area. However, these activities will not form part of the sign up commitments made by all local authorities and will be agreed on a case by case basis with the local authority.

The National Impact Study

To minimise the amount of data local authorities are asked to collect on families and to provide the most robust assessment of impact possible, the expanded programme will maximise the use of the National Impact Study (NIS).

NIS was initiated under the first programme's evaluation, and makes a quantitative assessment of the impact of the programme, by matching data about individuals in troubled families to national administrative datasets held by government departments (e.g. Police National Computer and DWP's benefits systems). It provides an estimate of the added value of the programme by comparing families who have received an intervention with individuals in families before they started intervention and/ or who fell just short of eligibility for the programme. The impact evidence gained through NIS will also support a national cost benefit analysis of the expanded Troubled Families Programme. This will enable government departments to understand the value for money of their investment.

For the new programme, NIS will be different in a number of ways:

- Firstly, it will provide local findings. Findings will be provided throughout the delivery of the programme to show the impact of delivery in each upper-tier local authority. Options to provide information at a lower geographical level are also being explored.
- Secondly, it will provide impact information across more outcomes. In addition to information on crime, worklessness, benefits, education and child protection, NIS should also provide information on prison outcomes and health outcomes. A full list of the proposed variables on which impact information will be gathered has been provided alongside this Financial Framework and a finalised list will be provided during the summer 2015.
- Thirdly, impact information will be provided to local areas earlier in the programme and regularly throughout. A timetable for this work will be provided before April 2015. All local authorities should expect to submit data and receive findings from NIS on a twice yearly cycle.
- Finally, the findings from NIS will be used to significantly reduce the number of measures against which Family Progress Data (FPD) will be collected (reduced from 55 in Family Monitoring Data to around a dozen in FPD) and to pre-populate the majority of the benefits section of the Cost Savings Calculator for local authorities thereby reducing the administrative burden, improving the quality of the cost benefit analysis for local areas and facilitating greater comparability of savings achieved between areas.

The information required for NIS from local authorities comprises the following types of information about all families assessed for inclusion in the programme:

- Personal identifiers of individuals in all families assessed for eligibility (e.g. name, date of birth, gender and postcode)
- Eligibility problems met (as per this Financial Framework)
- Status of intervention (e.g. whether eligible, start/end date of intervention)
- Available unique identifiers (e.g. National Insurance Numbers, Unique Pupil Numbers)

A list of the information required has been provided alongside this Financial Framework and a template for its collection and submission will be provided before April 2015.

In response to feedback regarding the implementation of NIS, the Troubled Families Team will provide local authorities and their Information Governance Officers with the following advice and support:

- The Department's assessment of privacy risks associated with the study including,

Information regarding the data security arrangements put in place by DCLG and its partners,

- Examples of existing privacy notices used by local authorities and tested on a focus group of families, alongside existing guidance provided by the Information Commissioner's Office (to be shared in March 2015), and
- Opportunities for you and your Information Governance Officers to ask questions and seek further information about the process before data is shared.

Given the importance of understanding the impact of delivery both nationally and locally, participation in NIS is a required sign up commitment to the new Troubled Families Programme. If areas do not fulfil this commitment then future Service Transformation Grant funding may be withheld.

Family Progress Data

As outlined above, participation in National Impact Study (NIS) will provide outcomes information across crime, education, child protection, employment and health for families on the new programme. However, there are a number of family problems that are not held in any national administrative datasets but which are important indicators of family progress. This includes issues like domestic violence and abuse and housing problems.

To ensure these important gaps are filled, local authorities will be asked to collect information about all individuals in families with whom they are working across this small list of measures on a twice yearly basis. This replaces the Family Monitoring Data (FPD) collected in the first programme and represents a significantly reduced number of measures, but with a greater emphasis on the change achieved by individual family members.

In response to local authority feedback, the FPD measures have also been aligned with the relevant unit costs in the Cost Savings Calculator. As above, the majority of the benefit measures in the Cost Savings Calculator will be pre-populated for local authorities using impact information from NIS. The remaining gaps will then be populated using information provided for FPD. Together, this significantly reduces the task of completing the Cost Savings Calculator.

For the findings in the Cost Savings Calculator to be credible and for the FPD data to be compatible with NIS, information should be collected and provided for all families supported by the programme, rather than the 10% sample that was collected for the first programme. However, these are all measures on which local authorities will be collecting information for the identification of families and measurement of significant and sustained progress any way so this should not represent an additional burden. Furthermore, funding has been provided through the increase Service Transformation Grant to support the local collection and submission of this information.

A list of the FPD measures has been provided alongside this Financial Framework and a template for its collection and submission will be provided by April 2015.

Cost Savings Calculator

In the context of the continued public spending reductions and the imperative that outcomes for families are improved for the long-term, understanding the fiscal benefits achieved through the local delivery of the Troubled Families Programme has never been more important. This enhanced level of fiscal accountability locally and nationally represents a significant cultural shift, but one which will inform local strategic priorities, investment decisions and operational developments.

The troubled families Cost Savings Calculator was released to local areas in May 2014 and all 'early starter' areas have committed to complete it in its entirety for the first Troubled Families Programme. The first wave of early starters have also committed to provide some information on families worked with in the new programme. This will form an important evidence base as part of the Government's Spending Round considerations after the General Election.

For the new programme, the Cost Savings Calculator will be improved significantly to reflect learning from first programme and the different approaches taken with NIS and FPD. However, all information in the current system will migrate into the new system automatically.

As outlined above, the benefits section of the Cost Savings Calculator will be pre-populated for local authorities using information provided for NIS and FPD. No additional work will be required in this section. However, local authorities will retain the option to add local unit costs and measures. In these cases, data will need to be collected locally.

The only part of the Cost Savings Calculator which all local authorities will still need to complete will be the costs section, where the money invested in the delivery of the programme and (for comparison) pre-programme investments in targeted interventions for a comparable cohort should be entered.

Transparency Based Accountability

The financial benefits evident from each local authority's completion of the Cost Savings Calculator, and the progress being achieved with families as evidenced through NIS and FPD will be included in regular publications by the Troubled Families Team, as part of the new programme's drive to transform services through transparent local accountability.

For each local authority, this will lay out the form and extent of the problems of families in the programme, the progress achieved with these families and the fiscal benefits realised

as a result. This rich information will enhance local accountability for the success of the programme and help shape discussions with partners about the service transformation objectives and overall effectiveness of delivery.

Annex F - Payment Terms

As per the first Troubled Families Programme, the majority of the funding is available on a per family basis for the achievement of significant and sustained progress or continuous employment outcomes. It will remain in two parts: an upfront attachment fee and a results-based payment.

All early starter areas committed to bring an agreed number of families into the new/expanded programme during 2014/15. An upfront attachment fee of £1,000 was paid to these areas for each of these families. Each local authority will be asked to report on their progress against this commitment at the end of March 2015⁵⁰.

All local authorities who are eligible to be part of the new programme in 2015/16 will be asked to commit to engage an agreed number of families. Those numbers will be agreed with each area before the start of that and subsequent financial years. For early starters, commitments made in 2015/16 will be additional to those made in 2014/15. Upfront attachment fees of £1,000 per family will be paid to all areas for each of these families. These payments will be made in the first quarter of the financial year. If any area does not fulfil its commitments in the previous year, DCLG may withhold future funding.

A results based payment of £800 will be offered for each family for whom the local authority claims to have either (a) achieved significant and sustained progress, or (b) moved off out of work benefits and into continuous employment.

The opportunity to claim results will normally be offered on a six monthly basis. As 2015/16 is a transitional year between the first programme and the new one, however, it will contain 3 'claims windows'; these will be in May and September 2015 and January 2016.

If a family has achieved significant and sustained progress and a claim for a results payment is made, the local authority may not claim a further result payment if an adult in the family subsequently moves off benefits and into continuous employment. This would constitute double payment for the same family. However, a field will be available on the results claim form to record that a 'subsequent continuous employment' outcome has been achieved. While no additional funding will be paid for this outcome, the results will be published to evidence each area's overall success in terms of employment outcomes for families.

Local authorities may not receive further funding for a family for whom any payment has already been received as part of the first Troubled Families Programme. While it remains in

⁵⁰ Unlike the current programme, local authorities will not be asked to report against the number of families identified and being worked with every 3 months. Instead, areas will be asked to provide a single number – the number of families brought into the programme in January and then again by the end of March 2015. A schedule of reporting arrangements for 2015/16 will be set out for all local authorities ahead of national roll out in April 2015.

areas' wider interests to ensure the improved outcomes of these families are sustained and they do not deteriorate, outcomes achieved with these families should not be counted twice. **The estimated 400,000 families supported by the expanded programme are in addition to the 120,000 families supported by the first programme.**

In the first programme, local authorities only received attachment fees and results payments for the equivalent of five-out-of-six of their families. This reflected analysis before the programme was introduced, indicating that Government had already made an investment in targeted interventions which aimed to achieve equivalent outcomes with approximately 20,000 (one-sixth) of families. No similar reduction will be made under the expanded programme: payments will be offered for 100% of families with whom the local authority agrees to work and with whom results have been achieved.

In addition to the funding for achieving outcomes with each of the estimated 400,000 families, each local authority will also be offered a Service Transformation Grant. This grant will be weighted in accordance with the total number of families that the Troubled Families Team and the local authority mutually agree will be part of the expanded programme in each area. It will follow a comparable band structure to the first programme. During 2014/15, the funding was offered as an additional *pro-rata* supplement to each early starter's existing Troubled Families Coordinator grant at the following levels. From April 2015/16, the Troubled Families Coordinator grant will end and be replaced by the Service Transformation Grant in entirety.

In 2015/16, we expect the level of Service Transformation Grant offered to most areas to be around double that which each area currently receives as a Troubled Families Coordinator grant. This reflects the increased challenges of coordinating the programme at this scale, as well as the programme's expectations in terms of wider service transformation and the increased provision of evidence via Family Progress Data, the National Impact Study and the completion of the costs savings calculator.

Due to specific changes in local demographic factors over recent years which have an impact on our calculations of the total number of families, a small number of areas will receive less than double the amount of Troubled Families Coordination grant. These areas will still receive an increase in funding, but to a lesser extent. This approach represents the fairest and most transparent way to allocate the funding across England, based on the best available national data. If further evidence becomes available later in the programme, the allocation of these funds may be reviewed.

Annex G - Data Sharing Guidance and Principles

The first Troubled Families Programme has driven significant changes in the ways that local authorities, government departments and local partner agencies systematically share information to identify and work with troubled families. The new programme offers an opportunity to build upon and extend upon this area of important public service transformation.

This annex highlights the different sources of information that are available to local authorities to help identify families who are eligible for support under the expanded Troubled Families Programme. It also includes potential gateways, including statutory and common law powers, for sharing information.

The information provided represents work in progress. Together with the 'early starter' local authorities the Troubled Families Team will seek to understand further, the specific barriers that might hinder data sharing under the expanded Troubled Families Programme and identify opportunities to address them.

As with the first programme, families will be identified on a 'household' basis. For these purposes, the definition used by the Census 2011 may be useful – i.e. 'a group of people who either share living accommodation, or share one meal a day and who have the address as their only or main residence'. For the purposes of the programme, families must contain dependent children⁵¹.

In some areas, population churn and engagement across local authority boundaries may present issues. For example, some children may live in one local authority, but attend school in another; and some families may move between local authorities mid-intervention. The Troubled Families Team will not prescribe how local authorities should manage these issues, but encourage collaboration to agree pragmatic and legally compliant local data sharing solutions between local authorities.

⁵¹ A dependent child is a person aged 0-15 in a household or aged 16-18 in full-time education and living in a family with his or her parent(s). Non-dependent children in families are those living with their parent(s), and either (a) aged 19 or over or (b), aged 16 to 18 who are not in full-time education or who have a spouse, partner or child living in the household. Such children are often young adults, but may be older.

Parents and children involved in crime or antisocial behaviour

In most cases, the main sources of information on parents or children involved in crime or anti-social behaviour are likely to be the police, anti-social behaviour teams, youth offending teams, housing providers, prisons and providers of probation services⁵².

A significant proportion of crime and anti-social behaviour data is likely to be drawn from the local police, using the Police National Computer and local youth offending teams. The police have a general common law power to share information to prevent, detect, and reduce crime.

There are also legal gateways that support data sharing in prescribed circumstances such as section 115 of the Crime and Disorder Act 1998, which allows the police, local authorities, health authorities, providers of probation services and other relevant agencies to share information about any person for a purpose linked to any provision under the Crime and Disorder Act, including where it is necessary for crime reduction. Section 115 of the Crime and Disorder Act was relied upon under the previous programme and is still applicable.

In addition, section 17 of the Crime and Disorder Act 1998 recognises that local authorities have responsibility for the provision of a wide and varied range of services to and within the community. In carrying out these functions, section 17 places a duty on them to do all they can to reasonably prevent crime and disorder in their area.

As part of the new programme, local authorities may also need to obtain data in relation to prisoners and adult offenders with parenting responsibilities, for which the main sources be the National Probation Service, Community Rehabilitation Companies and prisons. This information can, in some circumstances, be shared under section 14 of the Offender Management Act, which permits the sharing of data that would assist with the supervision or rehabilitation of offenders.

Given that the National Probation Service and Community Rehabilitation Companies are new organisations, the Troubled Families Team will work at a national level with the Ministry of Justice to promote the importance of sharing data with these bodies. However, local authorities should also seek to build relationships with local providers and encourage them to collect and share the data that will help them identify troubled families in a legally compliant manner.

Many local authorities have highlighted the need to strengthen data sharing arrangements between the Troubled Families Programme and local prisons. The importance of this for prisoners nearing release who are not in custody locally has been a particular issue. Linked to wider discussions about data sharing with the National Probation Service and

⁵² National Probation Service, Community Rehabilitation Companies and other providers of probation services.

new Community Rehabilitation Companies, the Troubled Families Team will work with the Ministry of Justice and HM Prison Service to progress these issues during the roll out of the new programme.

Children who have not been attending school regularly

Most of the relevant education data is already collected by local authorities on a termly basis using Unique Pupil Numbers, as part of standard data collection requirements for the Department for Education as part of the returns to the 'School and Alternative Provision Census'. The Troubled Families Team recommends the use of this locally collected data to ensure the information is as current as possible.

There are a number of limited exceptions, where the information collected locally for the School Census may need to be supplemented by other sources:

- **Academies:** Academies collect this data through compatible systems and are legally able to share this with local authorities using Part 4 section 23 of the School Discipline (Pupil Exclusions and Reviews) (England) Regulations 2012. Around half of academies already share their data with local authorities.
- **Fixed exclusions:** This data is not always collected for children in alternative provision, independent schools or non-registered alternative provision providers. As such, local authorities should identify these children within their own local systems and through discussions with such schools. We expect these to be relatively small numbers. Some supplementary information may be needed from Education Welfare Officers (or equivalent) to produce a complete picture of each child's circumstances. For example, this may relate to children who are in reception year classes and sixth form.

There are a small number of children who are considered 'missing' because they are not on the school roll. These children are likely to be among the most vulnerable category of children and therefore, it is important that the Troubled Families Programme identifies them as far as possible. However, it is not our intention to target children who are being appropriately home schooled, as these children will be receiving an education from their parents.

Local authorities may collect and share attendance under the school census regulations – Education (Information about Individual Pupils) (England) Regulation 2013, S.I. 2013/94 - which require maintained schools and pupil referral units to share information about pupil attendance.

Children who need help

Most of the information needed to apply the suggested indicators under this headline problem is already collected within local authorities, as part of their Children Services arrangements (or equivalent). However, it will typically require local authorities to combine information from across a range of sources.

For example, to identify children who have not taken up the early education entitlement, this may include cross-referencing information relating to two year old children who are eligible for the early education entitlement with information about those who are actually attending an early year setting. Under section 99 of the Children's Act 2006, local authorities obtain information about individual children who are receiving early years provision; and under s13A of Childcare Act 2006 Her Majesty's Revenue and Customs shares tax benefit credit and benefit information with local authorities for the purpose of determining whether or not a particular family may have a child who is eligible for funded early education.

Local authorities are also likely to draw a significant amount of the data relating to children who need help from their own local authority Children Services. Some of this information is already shared within the first programme and the relevant gateway is the implied powers to share information under section 17 of the Children Act 1989 in order to enable assessments to be undertaken as to whether services may be required by a child in need. More generally, implied data sharing powers under section 10 of the Children Act 2004 may also provide a means of obtaining information in order to safeguard and promote the wellbeing of children.

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

For the first programme, the Department for Work and Pensions created a new legal gateway under the regulations of the Welfare Reform Act 2012. This allowed the Department for Work and Pensions to share data with local authorities – without informed consent – for the sole purpose of identifying troubled families.

The new regulations came into effect in May 2012 and they will continue to provide the gateway for identifying young people and adults in receipt of out of work benefits under the expanded programme. They will also provide the gateway for the sharing of this data once Universal Credit comes into effect, providing a gateway for adults claiming Universal Credit and subject to work related conditions.

Under the first programme, most local authorities have accessed this information via a manual data sharing arrangement with the Department for Work and Pensions. However, as part of a phased roll out, most local authorities are now moving onto a more flexible, frequent, accurate and cost effective automated system – known as the Automated Data

Matching Solution (ADMS) for the Troubled Families Programme. Guidance will be available on the 'Supporting families' Knowledge Hub.

Where family members are in receipt of Universal Credit (UC) Troubled Families Employment Advisors and Jobcentre Plus Single Points of Contact will help local authorities with any queries and provide information they need. This will include information about earnings threshold.

DWP are currently assessing how data sharing processes, for example the Labour Market System marker management information reports and ADMS, will work for families on Universal Credit.

To identify young people who are at risk of or are already not in education, training or employment, local authorities may draw on information held in their Client Caseload Information Systems (or equivalent). Local Authorities have a statutory duty to encourage and assist young people to participate in education or training. This stems from sections 68 and 70 of the Education and Skills Act 2008. As part of this duty local authorities collect information on 16 to 19 year olds and will be aware of those who are not in any form of education, employment or training, including those who are not able to work because of illness or other reasons such as caring for dependant or family members. Local Authorities may choose to share this information internally further to their general power of competence under section 1 of the Localism Act 2011. This information could be defined as individual pupil information under section 537A(9) of the Education Act 1996 so could also be shared by local authorities using section 537A(6) of that Act.

Families affected by domestic violence and abuse

In most cases, the main sources of information on families affected by domestic violence and abuse are likely to be the police or local domestic violence support services.

Like crime and anti-social behaviour, data obtained from the police can be shared using section 115 of the Crime and Disorder Act 1998.

Under section 54 of the Domestic Violence, Crime and Victims Act 2004 information can be disclosed by police to victim support groups (with consent). The data can also be shared between agencies via Information Sharing Agreements (ISAs). It is advised that ISAs between local services and local authorities should conform to IDVA Protocol, MARAC Protocol, MARAC/MAPP Protocol and SDAC Procedures.

Given the sensitive circumstances and nature of these cases, it is most likely that agencies will refer cases to a local authority on an individual basis (see referral section below).

Parents and children with a range of health problems

The sharing of health data for the identification of troubled families has been one of the biggest challenges of the first Troubled Families Programme. The new Troubled Families Programme aims to prioritise efforts to overcome these issues and ensure greater collaboration between local troubled families teams and health bodies. Given the particular sensitivities around the sharing of personal health data, the Troubled Families Team has been working with Public Health England, Department of Health and NHS England to agree an approach that allows families to be identified for support under the expanded programme on the basis of their health needs.

We have agreed a recommended minimum approach that local authorities and health partners may use to identify families on the basis of their health needs. The approach was published in November in draft data sharing guidance with advice from the health data sharing governance body (Information Governance Alliance) and national health agencies.

The approach recommends that a list of families that have already been identified as meeting one of the programme's indicators is shared with relevant health partners so that they can use this to flag whether any of the suggested health indicators are met. You will then need to talk to your relevant health partners and/or governing bodies to work out the best ways of gathering and sharing this data.

While we recognise this is unlikely to unlock all the data you need to work with families, it will start the process of identifying the families in the health system that may be eligible for support. Some local authorities may already be receiving health data or have negotiated alternative data sharing arrangements with local health partners. The new data sharing guidance will not override this and should be used to help reinforce the health system's support of the Troubled Families Programme.

Further information on the interim health data sharing protocol for the Troubled Families Programme is available here:

<https://www.gov.uk/government/publications/troubled-families-supporting-health-needs>

Data Protection Act 1998

As most of the data to be processed for the purpose of identifying families will be "personal data"⁵³ within the definition of the Data Protection Act, and in many cases this data may be considered "sensitive personal data"⁵⁴ within the definition of the Data Protection Act it will

⁵³ means data which relate to a living individual who can be identified – (a) from those data, or (b) from those data and other information which is in the possession of, or is likely to come into the possession of, the data controller, and includes any expression of opinion about the individual and any indication of the intentions of the data controller or any other person in respect of the individual.

⁵⁴ personal data consisting of information as to - (a) the racial or ethnic origin of the data subject, (b) his political opinions, (c) his religious beliefs or other beliefs of a similar nature, (d) whether he is a member of a trade union (within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992), (e) his physical or mental health or condition, (f) his sexual life, (g) the commission or

be important for local authorities to ensure that the processing of personal data is carried out in accordance with the data protection principles set out in Schedule 1 to that Act.

The first of these principles requires that personal data must be processed fairly and lawfully and, in particular, that a condition of Schedule 2 is met. Where the data to be processed is sensitive personal data, a condition of Schedule 3 must also be met. One of the conditions an authority may rely on to process personal data under these Schedules is the individual's consent (or in the case of sensitive personal data, explicit consent) to that processing. However, where it is not possible for an authority to seek consent in advance of processing personal data there are other conditions for processing which an authority may seek to rely on. For instance, when seeking to satisfy a Schedule 2 condition, authorities may look to paragraph 5(d) of the Schedule which allows for processing where it is necessary for the exercise of a function of a public nature exercised in the public interest by any person.

The conditions to allow for the processing of sensitive personal data under Schedule 3 are more limited and careful consideration will need to be given to the applicability of any particular condition. For instance, where it is not possible to seek explicit consent to processing, it may be possible for authorities to rely upon the condition set out in para 7(1)(b) of Schedule 3. This allows for processing where it is necessary for the exercise of any functions conferred on any person by or under an enactment and you will need to consider whether the information is needed in order that you can carry out a function which you have a duty or power to carry out under legislation.

It may also be possible for you to rely on Article 4 of the Data Protection (Processing of Sensitive Personal Data) Order 2000, which provides for processing which (a) is in the substantial public interest; (b) is necessary for the discharge of any function which is designed for the provision of confidential counselling, advice, support or any other service; and (c) is carried out without the explicit consent of the data subject because the processing is necessary in a case where consent cannot be given by the data subject; the data controller cannot reasonably be expected to obtain the explicit consent of the data subject; or it must be carried out without the explicit consent so as not to prejudice the provision of that counselling, advice, support or other service.

Referrals

The Financial Framework suggests a range of indicators that can be used to identify families under the six headline problems. However, within this Financial Framework, we recognise that referrals will be one important way through which local authorities can identify the families with the breadth of problems that the expanded programme is

alleged commission by him of any offence, or (h) any proceedings for any offence committed or alleged to have been committed by him, the disposal of such proceedings or the sentence of any court in such proceedings.

targeting. This is why there are suggested indicators under each of the headline problems referring to 'problems of equivalent concern'.

These indicators enable referrals from professionals locally and, depending on the nature of the risk and seriousness of the circumstances, may be undertaken with or without the individual's consent. In some cases, consent must be obtained by law before a referral is made. However, in cases where consent is not prescribed by law, individuals should be made aware that their data is being shared and their consent should be sought wherever possible. However, this will be a matter for local assessment and professional judgment in the circumstances of each case.

Given the scale of the programme, referral arrangements are unlikely to be sufficient to identify the required volumes of families in each local authority. However, the expanded programme provides the flexibility to identify families through these means, where appropriate and as a supplement to other sources of identification.

Annex H - Principles for Internal Audit

The Role of Local Authority Internal Auditors

As laid out in this document, local authorities' Internal Auditors should continue to verify results claims before they are made. However, the Department of Communities and Local Government has reflected on learning from the first programme and worked with local areas to consider how this function should operate in the context of the new programme's different approach. In response, a group of local authority Internal Auditors have worked with the Department's Troubled Families Team to lay out four guiding principles. These principles are intended to inform audit practices and ensure that the right balance between rigour and proportionality is struck in the wider interests of the programme's delivery and value for money objectives.

The Principles

1. **Collaboration:** Internal Auditors and local authority Troubled Families Coordinators should jointly agree the evidential expectations required to claim a results within their Troubled Families Outcomes Plan. This should be a collaborative relationship, based on early and on-going joint work.
2. **Proportionality:** While the rigour of the process is important and appropriate practices should be in place to ensure claims are valid, the burden and costs associated with these practices should be proportionate to the size and financial value of the claim. For example, it may represent a disproportionate burden and expense for Internal Auditors to validate every result before a claim is made. As a minimum, the following should be undertaken:
 - a representative sample of 10% of results should be verified by the Internal Auditor before each claim is made, but larger sample sizes may be required for smaller claims in order to ensure the audit is meaningful;
 - the audit should verify the families' eligibility for the expanded Troubled Families Programme, with supporting evidence and with reference to the Financial Framework; and
 - the audit should verify whether the progress measures have been achieved, with supporting evidence and with reference to the local area's Troubled Families Outcomes Plan.
3. **Best Evidence Available:** While 'hard' data from local administrative systems may be available for many outcome measures, it may not be accessible in every case and this

should not limit the programme's ambition to achieve outcomes in relation to such family problems. Furthermore, such administrative data may not always tell the full story where formal reporting levels are variable (e.g. domestic violence reporting to the police). In such cases, qualitative evidence provided by practitioners and families may be suitable alternatives. For all data, the Troubled Families Team should ensure appropriate quality assurance processes are in place and the Internal Auditor may review these arrangements as part of their verification process.

4. **Communication:** Troubled Families Coordinators and Internal Auditors should share as much information as far in advance as possible. This should include any relevant guidance documents provided to Troubled Families Coordinators by the Department for Communities & Local Government, any results claim timetables and any new Internal Audit expectations.

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Thurrock’s Strategic Vision for Troubled Families

The Troubled Families Outcomes Plan has been created to help identify and address the needs of those families who have many of the multiple and complex needs set out in the 6 criteria / Family Problems below:

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: children of all ages, who need help, are identified as in need or are subject to a Child Protection Plan.	4. Adults out of work or at risk of financial exclusion or young people at risk of worklessness.	5. Families affected by domestic violence and abuse.	6. Parents and children with a range of health problems.	7: Local Criteria - Demand Management - To help partners sustainably reduce demand for services
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The Troubled Families Outcomes Plan provides an area-wide set of significant and sustainable outcome measures applicable to all families. For example, if a family has three of the above criteria e.g. a debt problem, domestic violence problem and unemployed adult at the point of engagement, then relevant outcomes would be drawn from the Troubled Families Outcomes Plan and form the goals against which significant and sustained progress would be measured for this family.

Some indicators have several ways to demonstrate Significant and Sustained Progress; however the demonstration of only one is required. Where qualitative sources of information to support an outcome are used, Thurrock TF Central Team will use a reliable, valid, measurement tool to evidence all progress.

The Troubled Families Outcomes Plan will remain an evolving process as new strategic priorities emerge, workforce works differently, data comes on stream and demand reduction ambition/objectives become more visible and therefore subject to change.

The Troubled Families Outcomes Plan has been co-developed across the area with multiple partner agencies. It has been agreed this Troubled Families Outcomes Plan will be used across Thurrock as part of the National Programme; however, Thurrock council and its partners may add to and develop this version of the plan to prioritise local objectives.

In order to promote joint working and joint outcomes, a seventh criterion has been added, which aims to measure demand management.

1: Parents and children involved in crime or anti-social behaviour.

Local Authority Strategic Goal: To build pride, responsibility and respect

Indicators to assist in the identification of families (at either identification and/or engagement stage):

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

Significant and Sustained Progress/Outcome(s)	Evidence Source(s)	Interchangeable Outcome(s)
1.1 Offending rate by children in the family reduced by at least a 33% in the last 6 months; and, maintain or reduce the gravity score. (A, C, D, E).	<ul style="list-style-type: none"> • YOT team able to provide full list of youth offenders for any period of time 	
1.2 Offending rate by all adults in the family reduced by at least a 20% in the last 6 months (C, D, E).	<ul style="list-style-type: none"> • Police sources to be checked for reporting functions • Probation service send all adults meeting criteria C,D & E. 	<ul style="list-style-type: none"> • (A) Probation list to be used for any young people who had a YOT offence that are now over 18
1.3 A 60% reduction in anti-social behaviour across the family in the last 6 months (B).	<ul style="list-style-type: none"> • Send ASB leads households with ASB. List showing improvement returned. 	
1.4 Reduction in police call outs to family home by 60% in the last 6 months (F).	<ul style="list-style-type: none"> • Insight via Police data • Housing ASB data • Send ASB leads households with multiple police callouts. List showing improvement returned. 	

2: Children who have not been attending school regularly.

Local Authority Strategic Goal: To create a great place for learning and opportunity

Indicators to assist in the identification of families (at either identification and/or engagement stage):

- A) A child who is persistently absent from school for an average across the last 3 consecutive terms (more than 10% unauthorised absence);
- B) A child who has received fixed term exclusions in the last consecutive 3 terms equal to any of the following:
 - a) 3 Fixed term exclusions;
 - b) A child at primary school who has had at least 5 school days of fixed term exclusions;
 - c) A child of any age who has had at least 10 days of fixed term exclusions;
- C) A child who has been permanently excluded from school within the last 3 school terms;
- D) A child who is in alternative educational provision for children with behavioural problems;
- E) A child who is neither registered with a school, nor being educated in an alternative setting;
- F) A child nominated by education professionals as having school attendance problems of equivalent concern to the indicators above because he/she is not receiving a suitable full time education.

Significant and Sustained Progress/Outcome(s)	Evidence Source(s)	Interchangeable Outcome(s)
2. Every child in the household has attended school in excess of 90%, over three consecutive terms, with no more than 2 fixed term exclusions per person and no permanent exclusions (A-F).	<ul style="list-style-type: none"> • Education data team to provide full attendance and exclusion lists. Attendance and exclusion data is 1 and 2 terms in arrears respectively due to statutory right to appeal. 	

3: Children who need help: children of all ages, who need help, are identified as in need or are subject to a Child Protection Plan.

Local Authority Strategic Goal:

To improve health and well-being & build pride, responsibility and respect

Indicators to assist in the identification of families (at either identification and/or engagement stage):

- A) A child who has been identified as needing early help, Children below the threshold for services under section 17, Children Act 1989 i.e.
 - a) Children who don't take up the Early Years Entitlement;
 - b) Children identified as having social, emotional and mental health problems;
 - c) Children who have been reported as missing from home and identified as of concern;
 - d) Children who are repeatedly assessed under Section 17 or 47, of the Children Act 1989, but not deemed a 'child in need';
 - e) A child who has been identified as a young carer;
- B) A child who has been assessed as needing early help;
- C) A child 'in need' under Section 17, of the Children Act 1989;
- D) A child who has been subject to an enquiry under Section 47, Children Act 1989;
- E) A child subject to a Child Protection Plan;
- F) A child who has been identified as at risk of sexual exploitation;
- G) A child nominated by professionals as having problems of equivalent concern to the indicators above.

Significant and Sustained Progress/Outcome(s)	Evidence Source(s)	Interchangeable Outcome(s)
3.1 Child and family no longer monitored by children's services and not re-referred to children's services for a 6 month period. (A(b, d), C, D).	<ul style="list-style-type: none"> • Insight via Internal social care management information 	
3.2 Take up an offer of 2 or 3 year old funding entitlement for early education. (A(a)).	<ul style="list-style-type: none"> • Early help have lists containing this data. 	3.1
3.3 60% reduction in incidents of going missing as compared with previous 6 month period (A(c)).	<ul style="list-style-type: none"> • Insight via Internal social care management information 	3.1
3.4 Child and family removed from child protection plan and no repeat plan within a minimum 6 month period (E).	<ul style="list-style-type: none"> • Insight via Internal social care management information 	3.1

3.5 Early Help intervention completed, case closed and there are no repeat referrals for support in the following 6 month period (B).	<ul style="list-style-type: none"> Insight via Internal social care management information 	3.1
3.6 A child referred as at risk of child sexual exploitation has reduced risk for 6 months (F).	<ul style="list-style-type: none"> CSE list collected from the MASH team 	3.1
3.7 Young Carers identified and receiving appropriate support (A(e)).	<ul style="list-style-type: none"> Insight via Internal social care management information 	

4: Adults out of work or at risk of financial exclusion or young people at risk of worklessness.

Local Authority Strategic Goal: To encourage and promote job creation and economic prosperity

Indicators to assist in the identification of families (at either identification and/or engagement stage):

- A) An adult in receipt of out of work benefits;
- B) An adult who is claiming Universal Credit and is subject to work related conditions;
- C) A child who is about to leave school, has no / few qualifications and is at risk of becoming NEET;
- D) A young person who is NEET;
- E) Parents and families nominated by professionals as being at significant risk of financial exclusion. This may include those with problematic / unmanageable levels and forms of debt and those with significant rent arrears.

Continuous Employment Outcome	Evidence Source(s)	Interchangeable Outcome(s)
<p>4.1 Movement off out of work benefits (or off Universal Credit, as appropriate), and the sustainment of a period of continuous employment (13 or 26 Weeks, dependant on benefit type (See Financial Framework) (A).</p>	<ul style="list-style-type: none"> • DWP Automatic data matching system (ADMS) lists all current households receiving benefits. Any further queries are sent to the DWP worker for confirmation of employment. 	
<p>4.2 Family members are in receipt of Universal Credit (UC) and remain on benefit; the outcome must satisfy the current Department of Work (DWP) and Pension earnings thresholds.</p>	<ul style="list-style-type: none"> • DWP Automatic data matching system (ADMS) lists all current households receiving benefits. Any further queries are sent to the DWP worker for confirmation of employment. 	

Significant and Sustained Progress/Outcome(s) (Progress to Work)	Evidence Source(s)	Interchangeable Outcome(s)
<p>4.3 A family member shows improvement by undertaking:</p> <ul style="list-style-type: none"> • a work or volunteering placement • accredited training or qualification to improve their skill levels • the voluntary Work Programme or attached to the European Social Fund provision in the last 6 months <p>All placements must be completed or have been attended for 13 consecutive weeks. (C, D).</p>	<ul style="list-style-type: none"> • DWP, TFEA (Central TF Team) 	<ul style="list-style-type: none"> • If (A or B) are the met criteria, these evidences can also be applied, however, all other criteria will also need to show significant and sustained improvement.
<p>4.4 An income and debt re-payment plan is in place and implemented for at least 13 weeks and there is no escalation in sanctions (E).</p>	<ul style="list-style-type: none"> • Can Housing identify this? 	

5: Families affected by domestic violence and abuse.

Local Authority Strategic Goal: To build pride, responsibility and respect

Indicators to assist in the identification of families (at either identification and/or engagement stage):

- A) A young person or adult known to local services has experienced, is currently experiencing or is at risk of experiencing domestic violence and abuse;
- B) 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;
- C) 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.

Significant and Sustained Progress/Outcome(s)	Evidence Source(s)	Interchangeable Outcome(s)
<p>5.1 If there is still a risk of DV to the victim, there must be continued engagement with DV services; or; Should there no longer be a risk of DV to the victim, services have ceased due to no further action being required. (A, C).</p>	<ul style="list-style-type: none"> • Liaise with DV Coordinator • Feed in to Insight for distance travelled data 	
<p>5.2 If there is still a risk of a DV perpetrator committing DV, there must be continued engagement with DV services; or; Should there no longer be a risk of a DV perpetrator committing DV, services have ceased due to no further action being required. (B, C).</p>	<ul style="list-style-type: none"> • Liaise with DV Coordinator • Feed in to Insight for distance travelled data 	

6: Parents and children with a range of health problems

Local Authority Strategic Goal: To improve health and well-being

Indicators to assist in the identification of families (at either identification and/or engagement stage):

- A) An adult with mental health problems who has parenting responsibilities or a child with mental health problems;
- B) An adult with a drug and / or alcohol problem who has parenting responsibilities or a child with a drug and / or alcohol problem;
- C) Adults with parenting responsibilities or children who are nominated by health professionals as having any mental, physical health or disabilities of equivalent concern to the indicators above. This may include unhealthy behaviours, resulting in problems like obesity, malnutrition or diabetes.

Significant and Sustained Progress/Outcome(s)	Evidence Source(s)	Interchangeable Outcome(s)
6.1 Family member continues to engage with appropriate mental health services for a period of 6 months since identification. (A)	<ul style="list-style-type: none"> • Insight via Internal/external health care management information 	
6.2 Family member continues to engage with appropriate substance misuse service for a period of 6 months since identification. (B)	<ul style="list-style-type: none"> • Insight via Internal/external health care management information 	
6.3 Reduction in drug and alcohol risk score in YOS in line with other indicators. (B)	<ul style="list-style-type: none"> • Insight via Internal social care management information/YOS 	

7: Demand Management - To help partners sustainably reduce demand for services

Local Authority Strategic Goal:

To build pride, responsibility and respect

Indicators to assist in the identification of families (at either identification and/or engagement stage):

A) Where a particular problem(s) result in increased service demand but is not specific to a particular family or individual yet is identified in targeted area*

*areas of Thurrock whereby multiple Troubled Families reside

B) Where a particular problem(s) results in increased Police call-outs specific to a particular family

Significant and Sustained Progress/Outcome(s)

Evidence Source(s)

Interchangeable Outcome(s)

7.1 Family place less avoidable demand on Essex Police with 60% reduction in avoidable police call-outs (B)

Insight via Police data extract

7.2 Reduced incidence of missing from home episodes (A/B)

Insight via internal Thurrock records

7.3 Reduced re-referrals into MASH

Insight via internal Thurrock records

9 February 2016		ITEM: 7
Children's Services Overview and Scrutiny Committee		
Children's Mental Health		
Wards and communities affected: All	Key Decision: Not applicable	
Report of: Andrew Carter – Head of Care and Targeted Outcomes and Malcolm Taylor – Strategic Lead Learner Support		
Accountable Head of Service: Andrew Carter – Head of Care and Targeted Outcomes		
Accountable Director: Carmel Littleton – Director of Children's Services		

Executive Summary

Providing the right support for children and young people experiencing emotional and mental health problems is crucial, national research shows that over half of mental health problems in adult life start by the age of 14 and 75% by the age of 18. Work to ensure services are available to those who need them has been a key focus of the service redesign, the commissioned service provides improved access to a wider range of jointly funded specialist support and a focus on the most vulnerable children and young people.

Whilst it is too early to measure the impact of these changes, the initial feedback is positive and as a part of the increased focus on performance and quality assurance this report provides an overview of the current mental health needs of the local children and young people's population. Future scrutiny will be essential to ensure that the offer meets the needs of Thurrock children and young people particularly those most at risk.

1. Recommendation(s)

- 1.1 That members receive further reports once data is available to enable scrutiny of the delivery of the new service offer with a focus on those groups most at risk.
- 1.2 That members note that the Corporate Parenting Committee will also receive reports on the access to support and services by looked after children.

2. Introduction and Background

2.1 The government's report "Future in Mind – promoting, protecting and improving our children and young people's mental health and wellbeing" set out some key recommendations on the work that needs to be done to improve children and young people's mental health and wellbeing. These included:

- removing the arbitrary age cut-off especially for Looked After Children and children and young people from vulnerable backgrounds
- the need for bespoke care pathways using evidence based interventions for children from minority and vulnerable backgrounds
- alternative treatment venues being made available, in particular for children from vulnerable and hard to reach backgrounds
- shared assessment, case management and regular multi-agency case review processes for these young people
- designated professionals to liaise with agencies and ensure that services are targeted and delivered in an integrated way for children and young people from vulnerable backgrounds

2.2 In Thurrock, over the last 18 months, officers working in partnership with the Clinical Commissioning Group and a range of partner local authorities have been working to jointly fund and re-commission children's emotional wellbeing and mental health support. This newly commissioned service sets out to provide improved access to services and reflects the recommendations given above, the new provider commenced in November 2015.

2.3 Whilst it will be some time before data from the new service is available this report seeks to update members on the latest information we hold on access to services (2014/15). It also highlights key aspects that members may wish to consider for further scrutiny in the future once delivery of the new services is embedded. Members are asked to note that reports will also be provided to the Corporate Parenting Group particularly for those children who are looked after or who are on the edge of care.

2.3 The joint offer recognises the need to better coordinate support for children and young people who are experiencing emotional and mental health difficulties. The provision of pathways of support based on NICE guidelines also strengthens agencies working together in a coordinated way.

3. Issues, Options and Analysis of Options

3.1 The key source of data currently available is the National Child and Maternal Health Intelligence Network (ChiMat). This data is produced annually with the most recent data being 2014/15. This provides an indication of the numbers of children requiring support and also the nature of the support they need.

- 3.2 It is estimated that 9745 children and young people are likely to need access specialist services to support their emotional wellbeing and mental health, the majority of these will access tier one support provided through for example, schools or GP's.
- 3.2 Services are broken down according to different levels of need from tier one which is usually delivered through schools or GP's through to tier four where the need is most significant and usually results in the hospitalisation of the child or young person. The table below provides a breakdown of the numbers of children accessing support per tier:

Tier	Tier one	Tier two	Tier three	Tier four
Number	6105	2850	755	35

The new service model will aim to deliver a rise on the % of current demands being met by direct interventions across the Tier 2 & 3 services.

Tier 2 rise from 14.5% to 27.5%
Tier 3 rise from 75% to 80%

The remaining Tier 2 need will be met by the service providing advice, support, consultation and training to other providers such as the voluntary sector, school provision, health visitors and staff in schools.

- 3.3 It has been identified that the four main groups of children with the greatest risk of developing mental health problems are:
- Children with learning difficulties and disabilities, developmental disorders in residential schools.
 - Children in short stay schools
 - Children subject to a child protection plan
 - Looked after children

Details for each of these groups is given below:

- 3.4 Children with learning difficulties and disabilities, developmental disorders, in residential schools and short stay schools:

Based on national evidence, children with learning disabilities are up to six times more likely to have mental health problems than other children; and more than 40% of families with children with learning disabilities feel they do not receive sufficient help from health and care services. Similar observations came from local stakeholder feedback during 2013. Using the ChiMat prevalence data, we have estimated the following numbers of children with both learning disabilities and mental health problems in

Thurrock:

Age	5-9 years	10-14 years	15-19 years)
NHS Thurrock	50	95	115

3.5 Children subject to a child protection plan:

Children and young people in the criminal justice system are more likely to experience mental health problems than their peers. Rates of psychosis, self-harm and suicide are higher for young people in secure facilities.

Around 33% of children and young people known to be on the edge of care, getting support from children's services or in a programme for young offenders were also receiving mental health services in 2014/15.

3.6 Looked after children:

Looked after children are more likely to experience mental health problems, frequently as a result of abuse, neglect, loss or attachment difficulties prior to coming into care. Locally, in 2014/15, a significant proportion of referrals to mental health services (around 17%) were for children who were known to children's care services. It has been found among children aged 5-17 looked after by local authorities in England that:

- 45% had a mental health disorder
- 37% had clinically significant conduct disorders
- 12% had emotional disorders, such as anxiety or depression
- 7% were hyperkinetic (ADHD).

3.7 National evidence also highlights other factors known to put certain groups of children at higher risk of mental health problems, including:

- children who suffer bullying
- children with substance misuse problems
- teenage parents
- young offenders
- children with physical disabilities
- children with parents who have mental health issues
- children with parents who have substance misuse problems.

3.8 In order to improve how the emotional wellbeing and mental health needs of Thurrock children and young people are met the service was re-commissioned as a part of an Essex wide delivery model and in partnership with the Thurrock Clinical Commissioning Group. This enables Thurrock children and young people to have access to a wider range of specialist support and to improve value for money thus increasing access to services. Whilst it is too early to present any performance data, feedback from agencies

including schools is positive with children and young people being assessed and accessing support in a timely manner.

3.9 Since 2013, a partnership of lead commissioners; have worked develop an integrated, redesigned and comprehensive service model that integrates Tier 2 and Tier 3 services. Key differences between the previous Child and Adolescent Mental Health Service (CAMHS) service model and the new Children and Young People’s Emotional Wellbeing and Mental Health Service (EWMH) service model are detailed below:

Feature	Previous CAMHS Tier 2 and 3	New EWMH model
Delivery model	<ul style="list-style-type: none"> • Southend and Thurrock each commission SEPT to deliver Tier 2 provision in their area • CCGs commission SEPT to deliver tier 3 services 	<ul style="list-style-type: none"> • Joint commissioning approach across Southend, Essex and Thurrock LAs and the 7 CCGs • One provider commissioned to deliver a comprehensive tier 2 and 3 service across the 7 CCG population areas with a locality focus and locality integrated teams
Quality	<ul style="list-style-type: none"> • Services provide a restricted range of therapeutic interventions with a high proportion of psychotherapy which reflects staff experience • No agreed pathways common across the area • Services often work in isolation 	<ul style="list-style-type: none"> • Use of a wider range of effective evidence based therapeutic interventions including psychological therapies identified by NICE and inspired by the guiding principles of children’s talking therapies (IAPT) • Use of a pathways approach agreed and consistent across the whole area • Emphasis on joint working with other services
Age / Eligibility	<ul style="list-style-type: none"> • 0-18 • Services do not always work with children with LD, ASD/ADHD or behaviour issues • Services do not always work with CLA until they are in a settled placement 	<ul style="list-style-type: none"> • 0 – 25 with improved joint working and planning between adult and children’s mental health services for young people from 14-25 • Admission criteria will be consistent across Essex from June 2015 to meet estimated needs in each area. • Service to work with behaviour and emotional and mental health in a joined up way • Service to respond to emotional and mental health needs of children with a disability including LD • Service to work with CLA through all stages of their placement journey
Referral approach	<ul style="list-style-type: none"> • One CAMHS gateway in South Essex managed by SEPT • Little feedback to referrers about what services will be provided for the referrals they make • Referrals directed back to referrer if not 	<ul style="list-style-type: none"> • Referrers informed within 2 working days of referral where referral was directed • One ‘front door’ into services in Thurrock; with screening service located within the Multi Agency Safeguarding Hub • Referrals directed to appropriate service if not appropriate for EWMH Service • Standards for waiting times to be set – 24 hours emergency; 7 working days urgent

	<p>appropriate for Tier 2 or Tier 3.</p> <ul style="list-style-type: none"> No standard set for Average waiting times 	<p>and 28 working days for referral to assessment and assessment to treatment</p>
<p>Delivery (times and locations)</p>	<ul style="list-style-type: none"> Most delivery in service office bases and clinics High rate of DNA (Does Not Attend) and many cases closed after missed appointments 	<ul style="list-style-type: none"> Strengthened outreach approach More home based delivery More delivery in local school, health and community venues Service to be open beyond usual office hours Strengthened focus on assertive crisis outreach Discussion with family to set agreed appointment times Follow up and outreach to engage those with needs who miss appointments
<p>Vulnerable group and prioritisation</p>	<ul style="list-style-type: none"> No prioritisation of vulnerable groups 	<p>Prioritisation for</p> <ul style="list-style-type: none"> Children Looked After, Fostered/Adopted, Leaving Care and on the Edge of Care Children with a severe learning disability and complex social, mental and emotional health difficulties Young Offenders Those misusing substances

3.10 There is a strong focus on the most vulnerable groups of children and young people and it is recommended that in due course a report on the performance of the commissioned service with a particular focus on access to services for these groups is provided for members.

3.11 Funding for support from tier 1 to 3 is provided jointly by the Thurrock CCG and the local authority, where needs are more significant and a crisis response at tier 4 is needed this is funded by the CCG and will generally require hospital admission. Public health also fund some preventative services for example, suicide prevention work and early intervention through health visitors and school nurses. By moving to a model of one integrated service of support and intervention it provides clear pathways of support if needs escalate and removes the need for re-referral, also as needs de-escalate it provides a safe transition back to universal services.

3.12 GP's and schools will generally be the main point of access for children and young people requiring support, self-referrals can also be made.

3.13 Members are also asked to note that the Corporate Parenting Committee will also receive reports on access to services and support by looked after children.

4. Reasons for Recommendation

4.1 The significant impact of providing appropriate support for children and young people facing emotional wellbeing and mental health difficulties is reflected in the recently commissioned service. It is important that elected members have

the opportunity to scrutinise the performance management of this work and to champion the needs of children and young people in Thurrock by ensuring that the new service reflects their emotional wellbeing and mental health needs.

- 4.2 The further scrutiny of access to support for looked after children will ensure that the role of corporate parent is fulfilled and help to reduce any inequality of access.

5. Consultation (including Overview and Scrutiny, if applicable)

- 5.1 Consultation was not undertaken in the writing of this report however members are asked to note that full consultation was undertaken during the redesign of the service prior to commissioning it.

6. Impact on corporate policies, priorities, performance and community impact

- 6.1 This work outlined in this report supports the following Council priorities:

- **Create** a great place for learning and opportunity
- **Encourage** and promote job creation and economic prosperity
- **Improve** health and well-being

7. Implications

7.1 Financial

Implications verified by: **Kay Goodacre**
Finance Manager

Whilst there are currently no financial implications to this report as the service has been commissioned through existing budgets. Increasing demands and the reduction in Early Offer of Help provision will mean future budgets will come under increasing pressure and this provision will be need to be constantly reviewed.

7.2 Legal

Implications verified by: **Lindsey Marks**
Principal Solicitor Children's Safeguarding

There are no legal implications to this report as it provides an update on a previously commissioned service.

7.3 Diversity and Equality

Implications verified by: **Natalie Warren**
**Community Development and Equalities
Manager**

This report provides a progress update on support to children and young people who may face significant inequalities; the commissioned service improves access to support and services and therefore should reduce inequalities.

7.4 Other implications (where significant) – i.e. Staff, Health, Sustainability, Crime and Disorder)

None

8. Background papers used in preparing the report (including their location on the Council's website or identification whether any are exempt or protected by copyright):

- Future in Mind
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/414024/Childrens_Mental_Health.pdf

9. Appendices to the report

- None

Report Author:

Paula McCullough
Commissioning Officer
Children's Services

9 February 2016	ITEM: 8
Children’s Services Overview and Scrutiny Committee	
Cultural Entitlement – An update on the Trailblazer Programme	
Wards and communities affected: All	Key Decision: All
Report of: Carmel Littleton - Director of Children’s Services and Roger Edwardson – Interim Strategic Leader School Improvement, Learning and Skills	
Accountable Head of Service: Roger Edwardson, Interim Strategic Leader School Improvement, Learning and Skills	
Accountable Director: Carmel Littleton, Director of Children’s Services	
This report is public	

Executive Summary

There is a huge challenge in improving access to the arts and culture for all, however, with challenge comes the opportunity for innovation. Through the Royal Opera House and Bridge, the Local Authority has encouraged all Thurrock schools to take up the Cultural Education Challenge, to connect more children and young people with great art and culture and really make a difference to their educational achievement and progress. This report shows the work of the Royal Opera House (ROH) in increasing the participation of our children and young people as part of a cultural entitlement.

1. Recommendation(s)

- 1.1 The Committee is asked to endorse the work of the Royal Opera House and to encourage all Thurrock schools to participate in the challenge.**
- 1.2 As part of this cultural entitlement, the Committee is asked to explore new opportunities to secure funding from sponsors to widen access to arts and culture across the borough.**

2. Introduction and Background

2.1 Programme Overview

The Thurrock Trailblazer programme has been established following detailed research into how to achieve Thurrock wide cultural entitlement to enrich the lives of young people in Thurrock, raising their attainment and aspiration

through opportunities to engage with a rich programme of high quality cultural activities.

Now in its second year following the highly successful initial pathfinder year, the programme is working with more schools, more cultural providers and is seeking to embed cultural learning at the heart of Thurrock schools and academies within their school improvement plans.

For 2015/16 Thurrock Trailblazer is working with 28 Thurrock schools (2 SEN, 19 Primary and 7 Secondary schools) and 21 cultural providers. Schools have signed up for 110 projects and activities in total including 27 CPD initiated projects, 27 Cultural Visits and 56 in-school projects. Teachers from all schools have taken part in 12 CPD events so far, with 231 attendances.

2.1.1 The Programme Objectives

- Act as a catalyst for positive change across all schools in Thurrock
- Deliver a needs-led cultural learning programme to develop skills and knowledge of young people as audiences, critics and makers of art
- Initiate a coherent cultural offer comprising a universal offer open to all young people in the Trailblazer schools and targeted offers for schools designed through a process of consultation and with programmes of work both inside and outside of the classroom
- Harness the local, regional and national cultural sector – ROH, HHPP partners, Thames Gateway and wider Eastern region and London national arts organisations to build a high quality, coherent cross-arts model
- Encourage schools to build a strong infrastructure to support cultural and creative learning in and out of school and maximize Artsmark and Arts Award uptake as a tool to support this
- Build a sustainable funding model through building trust within schools and developing long term relationships with key stakeholders, supporters and funders in the most effective way
- Ensure opportunities for progression are signposted
- Celebrate achievement and success
- Help to connect Thurrock to wider cultural landscape, both ROH and beyond

2.1.2 Success Criteria

- All schools to engage with the Artsmark process
- All schools to embark upon Arts Award training for staff and at least one Arts Award project per school
- Schools have an increasing cohort of teachers coming forward to take part in CPD and in-school programmes
- Students, teachers and wider community: an increased understanding and awareness of Thurrock Trailblazer and its value and benefit
- A strong and active network of schools working with each other to learn and develop.

2.1.3 Progress to date

In-school projects and cultural visits

8 projects are complete (including in-school performances by the Mercury Theatre Colchester, dance workshops with Jasmin Vardimon Dance Company, Kent and cross curricular printmaking workshops with Natalie Ryde, visual artist). 30 projects have confirmed dates in the diary and 45 have yet to confirm dates but are in communication with their cultural providers.

Outcome- To date, 23 projects are complete, 32 have confirmed dates and 28 have yet to confirm dates but are in communication with their cultural providers.

Teacher training and CPD

10 of 21 CPD sessions have been completed with 191 attendances overall. The sessions have included Arts Award and Artsmark Training, digital technology in music making, the ROH National Nutcracker (pilot of its new flagship national dance programme with Trailblazer schools), ROH Design Challenge and Cultural School Governor Training. Many more projects are now under way within the schools initiated by CPD sessions.

Outcome - To date, 12 of 21 CPD events have taken place with 231 attendances.

Cultural Champions

1 of 5 cultural champion meetings/ CPDs has been completed. All Cultural Champions (plus members of Senior Leadership Teams [SLT's]) have taken part in an Artsmark Training Day in Purfleet.

Outcome - To date, 2 of 5 have now been completed

2.2 Next steps (including timescales)

2.2.1 Artsmark:

All schools have formally signed-up with Arts Council England as Artsmark schools: The completion of Artsmark registration and 'statement of commitment' submission has been supported by Trailblazer Artsmark Advisors where required.

Outcome - To date, 17 schools have submitted their Statement of Commitment. 2 successfully took part in the pilot and will now spend time reflecting on their process to apply for the next level, the remaining 9 schools are nearing the completion of their Statement of Commitment.

2.2.2 Arts Award:

Most schools have sent one or more teachers to participate in Arts Award Discover and Explore (Primary Schools) and Arts Award Bronze and Silver (Secondary Schools) training. The remaining schools are signed up for Arts

Award future training events. All schools are developing plans to select their in-school Arts award project.

Outcome - To date, 27 of the 28 schools have submitted plans to complete an Arts Award project with at least 30 students.

2.2.3 School Senior leadership and governor engagement:

There was a special event at Royal Opera House Covent Garden on 19th September where 35 governors/ leaders came together to explore the value of arts and culture education in schools and how to embed it within their school development plans. On the day they were also invited to attend a Welcome performance of Romeo and Juliet performed by the Royal Ballet and attend pre-performance activities in the front of house spaces aimed at audiences new to the Royal Opera House. The next event for school governors is planned for March 2016 at High House Production Park in Purfleet.

Outcome - To date, the Governor's event is planned for 10th March and an event for Head teachers is planned on 11th March at Covent Garden.

2.2.4 Communications:

A comprehensive communications and advocacy strategy is currently being designed focusing on stakeholder engagement, impact*, visibility and recruitment of schools; an action plan will be produced by the end of November 2016 timetabling next steps. * The strategy will include plans on how to share findings from the Trailblazer pathfinder evaluation report, which is due to be finalized within the next few weeks.

Outcome - To date, a communications strategy is in place and activities are in planning including producing printed materials.

2.2.5 Digital engagement:

The sharing of learning through digital platforms is a programme priority and training for all schools has taken place in October, with follow up support on offer. We expected all participating schools to have signed up their school no later than Christmas, with at least half of them also actively contributing by Christmas.

Outcome - To date, ROH are reviewing their approach with their Makewaves platform and are now planning to set up both a select teacher's group and a group of young people, who we will work with more closely to take on a leadership role in sharing activity and reporting to their peers on progress.

2.2.6 Evaluation:

On 26th November, all Cultural Champions took part in an evaluation CPD session where they started to produce an evaluation framework for their individual Trailblazer programme. This is linked to their school's Artsmark Statement of Commitment and their identified school improvement priorities.

The session was led by an evaluation specialist who will then provide ongoing support.

Outcome - To date, all schools are setting out their evaluation plans and working with the Trailblazer consultants to finalise and implement.

2.2.7 Work Experience & Apprenticeships at ROH

To further imbed the Council's objective around offering a range of work experience opportunities, as outlined in the recent report Pathways to Employment report, we have successfully negotiated a range of work experience opportunities with the Royal Opera House. These opportunities are being offered both locally at High House Production Park in Purfleet and at Convent Garden.

They are being offered in a range of different departments and will give young people a practical experience of working in the cultural sector.

The Royal Opera House have run a very successful apprenticeship programme for a number of years and this continues to offer young people apprenticeships in a range of different Departments within the organisation. They have been a strong partner in Thurrock's Next Top Boss and continue to support a wide range of employer engagement activities across a number of local schools.

3 Issues and/or Options

None.

4. Reasons for Recommendation

- 4.1 To sustain this activity and expand the cultural offer, the Committee is asked to promote opportunities for sponsorship from a range of external sponsors. Currently the Council funding from the Education Commission generates 3 times the funding allocation and future activity is reliant on future funding.

5. Impact on Corporate Policies, Priorities, Performance and Community Impact

- 5.1 Create – a great place for learning and opportunity.
Encourage and promote job creation and economic prosperity.
Build pride, responsibility and respect.
Improve health and well being.

6. Implications

6.1 Financial

Implications verified by: **Kay Goodacre**
Finance Manager

In order for the project to be continued into Year 3 (2016/17) support continued funding is required from the Thurrock Education Alliance to the value of £92k for 2016/17.

6.2 Legal

Implications verified by: **Lucinda Bell**
Education Lawyer

This report does not ask the Committee to make any decision. There are, therefore, no comments to make on it. The Committee is asked to endorse the work and explore funding options.

6.3 Diversity and Equality

Implications verified by: **Natalie Warren**
Community Development and Equalities Manager

There are no direct diversity or equality issues in this report.

6.4 Other implications (where significant) –

None.

7. Risks/Issues

7.1 Artsmark:

Schools need to submit an online application for Artsmark and may struggle to make enough time for this. ROH are working closely with experts from Bridge and specialist advisors to support schools on an individual level to submit a high-quality application.

7.1.2 Accommodating different needs:

Each school is on a different and unique journey. ROH are working with specialists to work with the schools (cultural champions and SLT) on a case-by-case basis to support them to make the most of their programme.

7.1.3 Funding:

ROH are working with partners to produce a funding strategy for Thurrock Trailblazer going forward. They are hoping to have a series of recommendations for the programme steering group by the end of January 2016.

7.1.4 Staffing:

A key member of the Trailblazer team went on Maternity leave in December 2015. ROH set up a timely recruitment process for Maternity cover to allow for an overlap in roles to ensure the induction was comprehensive and detailed and as smooth as possible. **To date, the handover process ran very smoothly and the maternity cover has effectively settled into the team very well.**

8. Conclusion

- 8.1 This activity is funded from the Thurrock Education Alliance (TEA), Bridge (Arts Council) and a school contribution to the costs. This is the second year of funding from TEA and an application will be made to continue the work into year 3.

9. Background papers used in preparing the report (including their location on the Council's website or identification whether any are exempt or protected by copyright):

- None.

10. Appendices to the report

- None.

Report Author:

Roger Edwardson

Interim Strategic Leader School Improvement, Learning and Skills

Children's Services

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9 February 2016	ITEM: 9
Children’s Services Overview and Scrutiny Committee	
Alternative Delivery Model for the Thurrock Youth Offer	
Wards and communities affected: All	Key Decision: Key
Report of: Michele Lucas, Interim Strategic Lead Learning & Skills Sue Green, Strategic Lead - Children’s Commissioning & Service Transformation	
Accountable Head of Service: Michele Lucas Interim Strategic Leader Learning and Skills; Sue Green Strategic Leader Children’s Commissioning and Service Transformation.	
Accountable Director: Carmel Littleton – Director of Children’s Services	
This report is Public	

Executive Summary

This report proposes a means of addressing significant socio-economic, health and educational inequalities facing the young people of Thurrock through the establishment of ‘Inspire’ as a staff mutual able to respond to and take advantage of funding and partnership opportunities.

Research on the different delivery models available completed over recent years and reported back to both Cabinet and Children’s Overview and Scrutiny concluded that an alternative delivery model in the form of a trust formed by a staff mutual would provide the best operating model and the greatest benefits.

1. Recommendation(s)

- 1.1 That Children’s Services Overview and Scrutiny Committee endorse the recommendation to Cabinet on the development of ‘Inspire’, the Youth Trust, as a staff mutual having noted the opportunities and risks.**
- 1.2 That members endorse the recommendation to Cabinet to agree the stages outlined in this report and note that a commissioning report will be referred back to Cabinet for agreement as per current procurement regulations.**
- 1.3 That members note the recommendations to be made to Cabinet with regard to the provision to award a contract to a new mutual for three years in line with the Public Contracts Regulations 2015.**

1.4 That it be agreed regular monitoring reports be referred to the Children's Services Overview and Scrutiny Committee as appropriate as a part of the ongoing governance of the project.

2. Introduction and Background

- 2.1 This report is written to outline the work that has been undertaken in the exploration of the development of a youth mutual and to make recommendations to Cabinet on this. It follows earlier reports to Cabinet and to Children's Overview and Scrutiny as this work has developed over recent years.
- 2.2 The development of a new way of working underpinned the savings that were approved by Cabinet in 2013 as a part of the ongoing financial strategy. In order to continue to deliver a range of youth services in the current reducing financial climate, new ways of working along with the expansion of income generation need to be considered.
- 2.3 The current service has been working closely with the Cabinet Office through their support programme to identify the business model that would enable a mutual to be developed. The Cabinet Office has significant experience in the development of mutuals within public sector organisations and of the applicants they have supported 38% are from youth and community services (31 applicants).
- 2.4 The scope of this proposal is the current youth offer including the following services funded at approximately £1.5m per annum:
- Youth provision and positive activities
 - Thurrock Careers providing impartial information, advice and guidance (NEET reduction)
 - Employability and Skills – providing links with employers and young people enabling them to access apprenticeships and other learning opportunities
 - Targeted Access – providing Duke of Edinburgh programme, Princes Trust programme and a range of activities for vulnerable groups of young people
 - Grangewaters – providing outdoor education activities
 - Youth participation
 - Thurrock Youth Cabinet and a range of programmes to support engagement

3. Issues, Options and Analysis of Options

- 3.1 Whilst there have been significant improvements in the number of young people aged 16-19 accessing education, employment or training, there remain significant inequalities, including socio- economic and health inequalities as well as a significant gap in educational outcomes with only 23% of 19 year olds entering higher education, one of the lowest levels in the Country. The reduction of these inequalities for the young people of Thurrock are the root cause of the need for the continuation of a youth offer that brings together access to support, development, education and opportunities linked to the regeneration of the area will be essential in reducing these inequalities for the young people of Thurrock.
- 3.2 The challenging financial climate puts the sustainability of the service at significant risk. Many changes have been implemented over recent years to ensure the service operates at the lowest possible cost, whilst there has been considerable success in income generation, the constraints of operating within a local authority structure limit both the opportunity to generate income and the ability to operate competitively because costs are higher. Officers have recently completed a restructure of the youth offer and Grangewaters to develop a joint management post to further integrate youth related services across Thurrock. Furthermore, local authority governance structures, whilst necessary, do not enable the current service to be flexible and agile enough to respond to all the funding and partnership opportunities available.
- 3.3 Research on the different delivery models available completed over recent years and reported back to both Cabinet and Children's Overview and Scrutiny concluded that an alternative delivery model in the form of a trust formed by a staff mutual would provide the best operating model and the greatest benefits.
- 3.4 National research on the benefits of a mutual includes:
- Improved competitiveness, profitability and sustainability
 - Staff tend to be more entrepreneurial thus generating better ways of working and more business
 - Recruitment and retention improves
 - There is a stronger commitment to social responsibility
 - Business performance improves
- 3.5 Alongside the benefits of increased employee engagement, there is the opportunity to increase user engagement as with a move away from a local authority structure young people could have the opportunity to be directly involved in decision making.

- 3.6 Developmental work with the Cabinet Office has outlined that locally the key benefits of mutualising youth related activities are:
- Reduction of longer term liabilities to the local authority and a budget reduction as agreed over the period of the contract whilst sustaining a consistent level of service
 - Greater opportunities to secure funding that is not available to the local authority thus increasing funding for youth provision locally
 - Greater flexibility to develop strategic and innovative services to meet local need, ensuring the voice of the community is sought when considering how to best deliver services
 - Greater opportunities for young people to be involved via the establishment of a governance model that would have a young people's advisory board
 - Greater opportunities for staff to be involved via the establishment of a governance model with a staff advisory board
 - The opportunity to increase staff ownership which research indicates reduces sickness absence and create a better delivery and working environment.
 - The retention of a working relationship between the local authority and the new organisation.
- 3.7 A draft business model has been developed for both the Youth Offer and Grangewaters and these provide an indication of the opportunities available. The local authority, if agreement is given to proceed, will need to develop service specifications independently of these business models. This will ensure that the commissioned offer meets the outcomes and financial requirements of the local authority; an initial estimate is that a 10% per annum saving will need to be achieved to meet the local authority savings requirements.
- 3.8 The Public Contracts Regulations 2015 (PCR 2015) permits the Council to devise its own procurement process to enable social enterprises or employee owned organisations to participate in the bidding process.
- 3.9 It is clear that there are significant opportunities in the development of the youth mutual however members should also consider the risks of such a change. Officers have considered these and the table below shows the key risks with the mitigation officers feel can be put into place:

Risk	Mitigation
<p>Loss of staffing capacity for other duties current undertaken including:</p> <ul style="list-style-type: none"> - Child poverty reduction - Regeneration agenda - Learning and skills strategic work 	<p>Resource to fund this work can be retained by the LA or alternatively it could be built into the specification of the new organisation</p>
<p>Loss of income generation opportunities from Grangewaters</p>	<p>The current market reputation of the centre as a local authority run entity is not attracting significant bookings and the LA has over the last 5 years been unable to secure a sustainable level of bookings to cover all costs. It is felt that the rebrand and re-launch under new ownership could improve bookings and also by being independent of local government decision making processes the centre could respond quickly to requests for different services.</p> <p>There is a need for significant investment in upgrading the equipment on site and the centre does not currently cover its costs. As the centre sustainability improves income will be reinvested into the site to ensure that it can continue to operate as a community resource.</p> <p>The monitoring mechanisms will include details of income and expenditure for the centre and at the end of the 3 year contract period a better price could be negotiated should income generation be successful.</p>
<p>Loss of youth participation from within local authority including support for youth cabinet (could lose its identity if a part of Inspire)</p>	<p>This can be included as a part of the specification with full details of the participation expected. Young people have been an integral part of the development of this proposal and are support of it.</p>
<p>Loss of flexibility re finances as 3 year contract</p>	<p>The contract will have built in increasing income targets in line with broader savings work across children's services. This work has already commenced with an income target of £185k in 2015/16</p>

	<p>which has been achieved. Further income targets to support savings have been agreed as follows: £119k 2016/17 £123k 2017/18 These would need to be taken into consideration when considering savings targets with the new organisation, if agreed.</p>
Provider failure as new organisation	Risk analysis will be undertaken on a regular basis and delivery will be closely monitored. Models of assessing provider sustainability will be used to reduce risk
Baseline costs of the local authority will be apportioned across fewer services	Baseline services will need to be reviewed in line with the smaller size of the LA as all services reduce
Start-up of new business is time consuming and consideration to capacity will need to be given	By providing adequate lead in time this reduces the capacity issues, this is also supported by building in a shadow / handover period
If retained in the local authority long term sustainability for the youth offer and Grangewaters cannot be secured. Also there are limited options for income generation.	The current service has been successful in generating income from a range of sources and now needs to look for funding that is not available to public sector organisations.

3.10 If we are to proceed there are a number of phases which would be overseen by the Children's Commissioning & Service Transformation Service:

3.11 **Agreement**

- Agreement by Cabinet to move the services outlined to a staff mutual (March 2016)
- Development of a detailed business case / specification of the commissioned offer (March – May 2016)
- Agreement of leases and financial arrangements (March – May 2016)
- Agreement to specification and to proceed to contract by Cabinet (June 2016)

3.12 **Mobilisation**

- Establishment of the new organisation (July 2016)
- Development of new organisations business plan and submission to Children's Commissioning & Service Transformation Service to ensure it meets requirement of service specification (September 2016)

- HR process to transfer staff (November 2016 – March 2017)
- Transition / shadow operation (November 2016 – March 2017)

3.13 Completion

- Full transfer of operations and staffing (1st April 2017)
- Contract signed (January 2017, to commence 1st April 2017)
- Contract monitoring commences (April 2017)

3.14 Governance

The new organisation will have a governance structure that supports the aims of the organisation and delivery of the contract. Governance arrangements are recommended to include young people, an elected member representative, representatives from the local authority and local partners from the community. Staff will also be involved in the governance of the organisation through the staff group.

- 3.15 The specification will build links into the local authority through report to Overview and Scrutiny and by regular monitoring by the Commissioning Service.

4. Reasons for Recommendation

- 4.1 The recommendations are made as they provide the best opportunity to sustain a youth offer in the current financial climate, the provision of this offer is vital in maintaining support for young people and reducing the current socio economic inequalities. They also present improved opportunities to access funding sources which would otherwise not be available to the local authority.

5. Consultation (including Overview and Scrutiny, if applicable)

- 5.1 There has been ongoing consultation with:

- Young people
- Staff
- Unions
- Elected members

- 5.2 These have been reported on in a number of earlier reports to Cabinet and Children's Overview and Scrutiny and there is broad support from both young people and staff.

6. Impact on corporate policies, priorities, performance and community impact

6.1 The outline proposals within this report link with the following Council's Corporate priorities:

1. Create a great place for learning and opportunity
2. Encourage and promote job creation and economic prosperity
3. Build, pride responsibility and respect
4. Improve health and wellbeing
5. Promote and protect our clean and green environment

7. Implications

7.1 Financial

Implications verified by: **Kay Goodacre**
Finance Manager

Over the past three years youth related activities have seen a significant budget reduction in excess of £600,000, as have many other non- statutory services provided by the council. It should be noted that the reduction in such services can have long term implications on many other areas of the Councils budget. The proposal to 'spin out' youth related activities on a three year contract, with an annual reduction of 10% from year 2 onwards will require a detailed risk assessment around the Council's ability to award the contract value outlined in the business plan, this will be considered in the report to Cabinet to proceed to contract. A realignment of service areas has taken place prior to the proposed 'spin out' which may potentially incur some additional costs. Income generation has been maximised however this has at times been limited as local authority access to some grants is not possible.

7.2 Legal

Implications verified by: **Amena Eghobamien**
Contracts and Procurement Lawyer

The PCR 2015 provides that contracts for educational, social care and other community based services that exceed the threshold of £589,148 (January 2016) must be advertised on OJEU and awarded following a procurement process. The projected contract value for the Youth Offer based on current funding, is £1.5million per annum. This means that the proposed limited liability company (the mutual) must therefore compete with other providers and the Council must treat all bidders equally or risk a claim under the PCR 2015.

Regulation 77, PCR 2015 permits the Council to reserve participation in the bidding process to social enterprises or employee owned organisations and construct the procurement process in such a way that the mutual can participate in the process, for example, by reducing its usual requirements around bidders' track record and financial standing. This however does not guarantee that the mutual will win the bid.

The mutualisation process can be expensive particularly given the projected 10% annual savings to satisfy the Council's savings requirements. Careful consideration should therefore be given to taxation, state aid, TUPE and pensions, start-up and administrative costs and to alternative funding arrangements.

The tax status of the mutual may be affected by the legal structure it adopts. A charity, for example will receive will receive certain tax reliefs.

It is advisable to lease or licence assets, rather than transfer them, for the duration of the initial contract, to avoid the risk of state aid.

Employees working on the services to be externalised are likely to be subject to a relevant transfer under TUPE. The transfer may limit the flexibility of the mutual as the transferring employees must have continued access to their public sector pensions in compliance with the Fair Deal policy. Pension rights do not transfer under TUPE so this requirement must be reflected in the contract between the mutual and the Council.

The alternative to competing for a contract award and to obtain a direct contract award from the Council is to rely on the *Teckal* or *in-house* exception, developed from case law, and codified in the Public Contracts Directive 2014 and the PCR 2015.

This means the procurement rules will not apply, provided a contracting authority performs tasks using its own administrative, technical and other internal resources or the other party is, for all intents and purposes, another part of that contracting authority, albeit one with a separate legal personality. This would be a company limited by shares.

The exception applies only if the mutual is owned by the Council or another public body **and** if the mutual performs more than 80% of its activities for the Council.

Consideration should be given to reliance on the *Teckal* exception as it may provide the support the mutual needs as a young business. The Council can divest itself of ownership once the mutual has established itself as a contender in the market and able to compete for public contracts.

7.3 Diversity and Equality

Implications verified by: **Natalie Warren**
Community Development & Equalities Manager

Equality of opportunity is a key principle of many voluntary sector organisations who often pursue improved cohesion and diversity through their objectives and practice, involving communities in decisions and governance.

Recent government policy such as the Localism Act encourages the devolution of services to communities and staff mutuals in recognition of the benefits that community involvement can bring to local areas. An equality impact assessment will be completed to inform the transfer of services into the staff mutual, with ongoing involvement by young people and the wider community to help ensure services improve cohesion and diversity through their deliver. The council is seeking to develop a Community Asset Transfer Policy and this will provide guidance on ensuring that potential transfer of asset opportunities are informed by best practice as well as consideration through an equality impact assessment.

7.4 Other implications (where significant) – i.e. Staff, Health, Sustainability, Crime and Disorder)

There are significant implications for staff who, if agreed will be subject to TUPE transfer. Staff have been fully consulted throughout this process and the changes will be subject to formal HR consultation processes in line with the current policy.

8. Background papers used in preparing the report (including their location on the Council's website or identification whether any are exempt or protected by copyright):

- None

9. Appendices to the report

- Appendix 1: Inspire Governance Structure

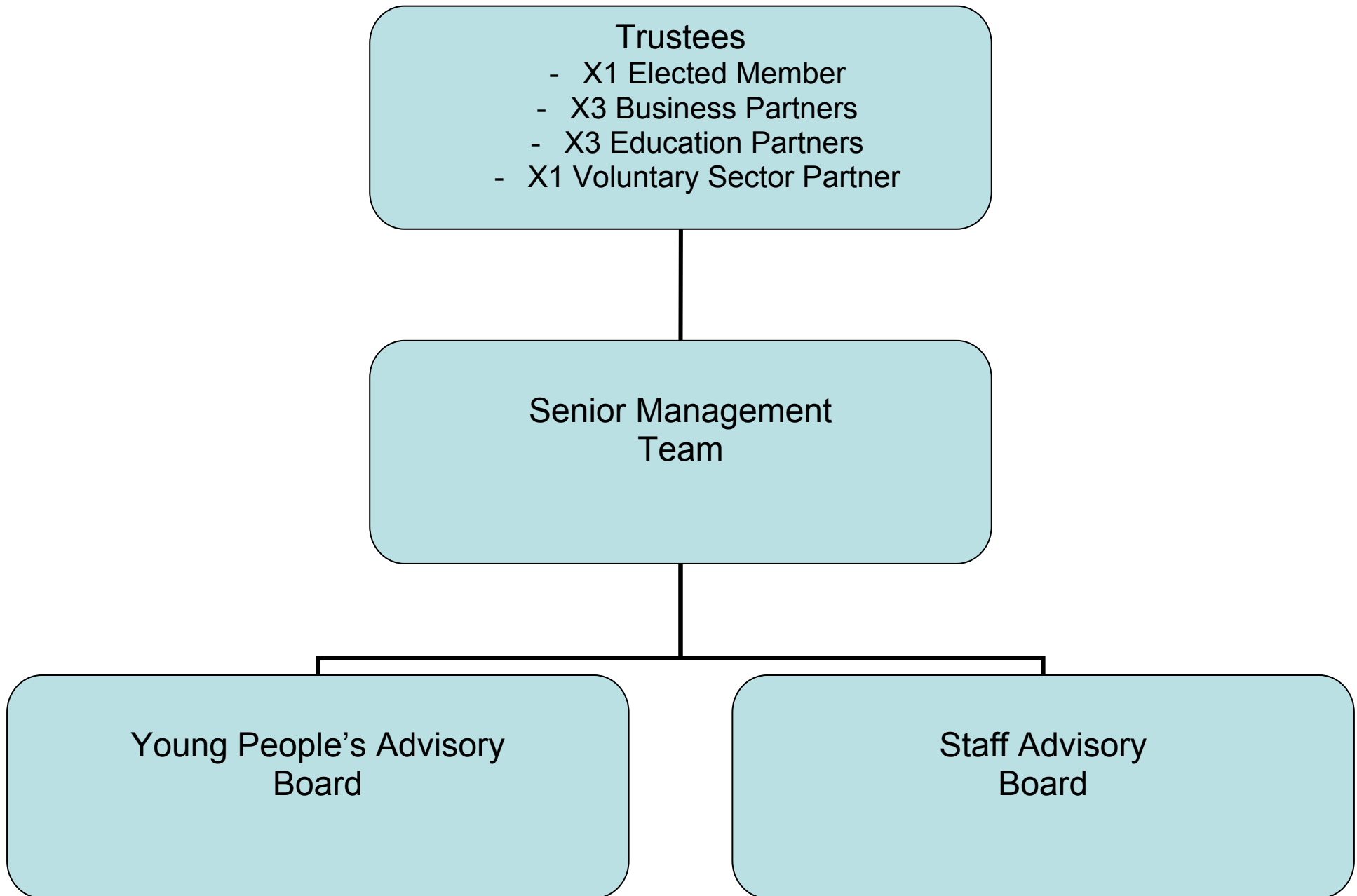
Report Author(s):

Sue Green

Strategic Leader - Children's Commissioning & Service Transformation

Michele Lucas

Interim Strategic Leader – Learning and Skills



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WORK PROGRAMME
Children's Services Overview and Scrutiny Committee

Conservative	Independent	Labour	UKIP	Co-opted
Cllr Halden		Cllr Gupta	Cllr Gamester	1. Mrs P Wilson (Roman Catholic Church Representative)
Cllr S Little		Cllr Kerin		
		Cllr Baldwin		
Substitutes	Substitutes	Substitutes	Substitutes	2. Reverend D Barlow (Church of England Representative)
Cllr Redsell			Cllr Wheeler	
Cllr Roast				
				3. Myra Potter (Parent Governor Representative)
				4. Sarah Sanders (Parent Governor Representative)

Meeting Dates: 14 July 2015, 15th September 2015, 10 November 2015, 19th January 2016, 9 February 2016, 8 March 2016.

Topic Name	Description of areas to be explored	Why this should be scrutinised	Outcome	Lead Officer	Brought to Committee by (Officer/ Member/ Statutory Reason)
14 July 2015					
Education Commission Update and Supporting Schools				Carmel Littleton	Member
Youth Offending Service update in Corringham				James Waud	Member
Serious Case Review Update Actions from Julia				Andrew Carter	Officer
Adoption and Permanence Partnership				Sue Green	Officer
Shaping the Council Budget update	Details of budget area to be confirmed			Sean Clark / Carmel Littleton	Officer
15th September 2015					
Serious Case Review Update for Megan and Julia				Andrew Carter	Officer

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Topic Name	Description of areas to be explored	Why this should be scrutinised	Outcome	Lead Officer	Brought to Committee by (Officer/ Member/ Statutory Reason)
Grangewaters Alternative Delivery Models	To consider options prior to presenting to Cabinet	To ensure all options have been fully explored	Agreement on recommendations to go to Cabinet	Malcolm Taylor / Sue Green	Officer
Nursery Provision in East Tilbury.				Carmel Littleton/ Roger Edwardson	Member
Shaping the Council Budget update (if applicable) required	Details of budget area to be confirmed			Sean Clark / Carmel Littleton	Officer
Child Sexual exploitation Action Plan				Andrew Carter	Officer
Education Transport – Proposed changes to Denominational Transport.				Temi Fawehinmi	Officer
15 October 2015					
School Transport					Member
YOS Serious Youth Violence				James Waud	Officer
Annual Childcare Sufficiency					Member
Pupil premium	To hear how the pupil premium is being used to improve outcomes, with a focus on the work at Hathaway and Harris in regards to mentoring troubled youths			Roger Edwardson	Member
School Results/School Performance	An update on results at KS1, KS2, KS4 and post 16	To determine the progress of Thurrock schools and academies	Updated information and scrutiny of outcomes of national assessments and relative performance of schools	Carmel Littleton	Officer
Update on the Child Poverty Strategy Outcomes from 2011- 2014				Carmel Littleton	Member

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Topic Name	Description of areas to be explored	Why this should be scrutinised	Outcome	Lead Officer	Brought to Committee by (Officer/ Member/ Statutory Reason)
Shaping the Council Budget update (if applicable) required	Details of budget area to be confirmed			Sean Clark / Carmel Littleton	Officer
10 November 2015					
School Improvement – the impact of school to school				Roger Edwardson/Andre a Winsotne	Member
Multi Academy Trust Relationships				Roger Edwardson/ Andrea Winstone	Member
Work placements and the pathway into work for young people in Thurrock				Carmel Littleton / Kenna-Victoria Martin/ Michele Lucas	
Shaping the Council Budget update (if applicable)	Details of budget area to be confirmed			Sean Clark / Carmel Littleton	Officer
19 January 2016					
Fees and Charges				Laura Last	
Health and Wellbeing Strategy				Ceri Armstrong/ Ian Wake	
School Admissions and Catchment Areas				Colin Jones	Member
Care Leavers into Employment, Education or Training (EET)				Michelle Lucas	
Children's Social Care – Statutory Complaints Annual Report				Harminder Dhillon	
Serious Case Review Update – Julia				Andrew Carter	Officer
Annual report of the LSCB	An account of the activity and effectiveness of the Local Safeguarding Children Board over the past year	To ensure that the LSCB is effectively discharging its duties by contributing council scrutiny to the process	Understanding of the effectiveness of the LSCB in undertaking its safeguarding responsibilities	Alan Cotgrove/ Independent chair of the LSCB David Peplow	

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Topic Name	Description of areas to be explored	Why this should be scrutinised	Outcome	Lead Officer	Brought to Committee by (Officer/ Member/ Statutory Reason)
9 February 2016					
EOH, troubled families and MASH intervention update and impact assessment and Troubled Families Initiative Phase 2 Launch	Update on the project Impact and success	To ensure the programme is on track and making a real difference to the lives of families in Thurrock.	Dissemination of good practice from the programme	Claire Moore/ Andrew Carter	Officer
Alternative Delivery Model for the Thurrock Youth Offer				Sue Green	
Serious Case Review				Andrew Carter	Officer
Child Mental Health				Andrew Carter	Officer
Cultural Entitlement				Roger Edwardson	Member
8 March 2016					
Pupil Place Planning				Janet Clark	Member
Supporting Parents returning to work, Child Poverty and Updated Welfare Reform				Michele Lucas	Member
Admissions Forum Report				Colin Jones	Member requested 6 Jan
University Attendance Rates				Michele Lucas	Member
Youth Cabinet Report				Michele L/Youth Cabinet	Officer
Update on the commissioning out of Local Authority day nurseries in Tilbury				Roger Edwardson	Member

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Meeting	Pre Meeting
14 th July 2015	6 th July 2015
15 th September 2015	7 th September 2015
15 th October 2015	5 th October 2015
10 th November 2015 (Gable Hall)	27 th October 2015
19 th January 2016	7 th January 2016
9 th February 2016	28 th January 2016
8 th March 2016	25 th February 2016

Additional Meetings	
Meeting	Date
Additional Session for all members to be briefed on "achieving excellence in child social care".	November – date to be confirmed
Youth Centre visit with the Committee.	August 7 th
Joint session on the budget – all chairs	Feb 2 nd
Task and Finish Group on work experience / employable future	18 th August 2015

Recommendations update table				
Recommendation		Author	Date	Update
<u>Education Commission Update</u>				
1	Comments on the progress and achievements of Thurrock schools and partners above be noted		14 July 2015	Noted
2	That the currently funded activity and further developments that it would wish to be taken to further the education standards for all children and young people in Thurrock be noted.		14 July 2015	Noted
3	Science and Maths to be included in the School on School improvement report		14 July 2015	Noted

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4	A potential for a survey to return to each school of the original questions that the education commission proposed.		14 July 2015	Noted – this will be completed for the end of the academic year
5	Organise briefing for December for members what's being done for each school to help the improvement journey.		14 July 2015	
<u>Youth Offending Service function and performance</u>				
1	To note the Overview & Scrutiny Committee comment on the function and performance of the YOS and review plans to address the two areas of improvement as set out in the HMIP Short Quality Screening Report dated 20th May 2015:		14 July 2015	The action plan from the SQS in May has now been fully implemented. Please see below.
2	To note that Intervention planning should genuinely involve children and young people and their parents/carers. The plans should be constructed in such a way that they are effective tools to drive successful interventions.		14 July 2015	<p>Referral Orders already use initial panel meetings which involve parents and young people in a restorative process to construct their own intervention plans. It is felt that the quality of the planning in this area does not require improvement.</p> <p>Youth Rehabilitation Orders use intervention planning meetings at the start of the orders and parents/carers are invited. Paper copies of the intervention plan are now produced and discussed with the young person/ carer and signed accordingly.</p> <p>Detention and Training Orders use community review meetings on release from custody and parents/carers and relevant professionals are invited. Paper copies of the intervention plan and licence</p>

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				<p>requirements are produced and signed accordingly.</p> <p>All YRO and DTO planning meetings are now chaired by operations managers or senior practitioners who ensure that all parties are actively involved in the planning of their interventions. The recording of the meeting on YOIS will now be integral to the existing quality assurance process.</p> <p>Case managers have been briefed to ensure interventions plans are SMARTer, commensurate to length of sentence and risk led. Language used in intervention plans will be age appropriate and in 'Plain English'. Case managers will avoid using 'standard' objectives that seem to have accumulated throughout generic practice. Quality assurance processes have been introduced to ensure intervention plans meet the relevant requirements.</p>
3	Multi-Agency Public Protection Arrangements need to be fully understood by all staff and managers.		14 July 2015	<p>National MAPPA guidance 2012 has been shared and disseminated to all staff. All staff has been fully briefed on offender categories and management levels. Local MAPPA lead has offered to provide further training to all staff if required and provided a training programme which has been shared with the team. Management oversight is now more prescriptive as to whether a referral is required and the recording on Risk of Serious Harm</p>

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				assessments is now clearer. Operations management are satisfied that MAPPA knowledge of case management team is satisfactory. It also felt that the action point arose due to poor recording on YOIS as opposed to limited knowledge.
4	Chair and Director Children's Services to write to the Police and crime commissioner to request to extend the lease for a longer term on the old Corringham Police Station.		14 July 2015	James Waud liaising with PCC
<u>Julia - SCR Action Plan Update</u>				
1	To be noted that the Overview & Scrutiny Committee continues to monitor progress against the multi-agency action plan with a particular focus on Children's Services		14 July 2015	This is monitored regularly in council services, through school safeguarding leads meeting and with partners through the LSCB. A further update will be brought back to the committee in January 16.
<u>Adoption and Permanence Services Partnership</u>				
1	The comments on the development of a partnership by way of a grant agreement to provide an integrated programme of activity to optimise adoption outcomes for children following the decision at Cabinet on 8 July 2015 to be noted.		14 July 2015	Noted
2	That it be recommended future reports are brought to the Children's Service's Overview and Scrutiny Committee before being referred to Cabinet for decision, and where this is not possible to convene an extraordinary meeting of the Children's Services Overview and Scrutiny meeting to enhance the scrutiny process.		14 July 2015	Noted
<u>Shaping the Council Budget Update</u>				
1	To note the Medium Term Financial Strategy (MTFS);		14 July 2015	Noted

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2	To note the approach to Shaping the Council and budget planning for 2016/17 and beyond including the establishment of a cross-party Budget Review Panel.		14 July 2015	Noted
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15 September 2015

Nursery Provision In East Tilbury

1	The Chair requested that letters were sent from the Committee to Little Angels Day Care and East Tilbury Primary School to address to the situation.		15 September 2015	Letters have been sent out to the parties concerned.
2	The Children's Overview and Scrutiny Committee commented upon the actions taken to date and any further actions which should be taken by the Council to resolve the current situation.		15 September 2015	Further actions were taken in asking legal services to look at the lease arrangements and to write to procurement regarding future contracts. This has been done.
3	That a letter is sent on behalf of the Children's Overview and Scrutiny Committee to St Cleres and Little Angles to encourage a relationship between the two parties.		15 September 2015	See 1)
4	That a letter is sent to the Procurement team on behalf of the Children's Overview and Scrutiny Committee to urge that similar contracts are not signed in the future.		15 September 2015	See 2)
5	An update at the next Children's Overview and Scrutiny Committee on the current position and the views of Thurrock Councils Lawyers.		15 September 2015	14.10.15 The legal department are continuing to look into this but it appears that the 75 year lease is binding on the parties.

Inspire - Alternative models of delivery for Youth Related Activities

1	That the Committee supports the development of a staff mutual (charitable trust) to deliver youth & community related activities across Thurrock Council.		15 September 2015	Noted
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2	The Committee recommend to full Cabinet the 'spinning out' of youth & community related services from April 2016 or as soon after as due diligence is undertaken		15 September 2015	Noted
3	That the Committee supports the recommendation of a four year contract with a break clause in year three for renegotiation.		15 September 2015	Recommendation noted – this will be subject to due diligence in the next stage of development
4	The Committee recommend the funding model which will see a 5% reduction from year two of the contract until the fifth year recognising the need to reduce the overall budget by 20%, subject to budget constraints		15 September 2015	Noted
5	The Committee support the inclusion of Grangewaters Outdoor Education Centre into the staff mutual.		15 September 2015	Noted
6	An elected member and The Section 151 Officer will form part of the trustee.		15 September 2015	This recommendation has been noted and will form part of the due diligence in the next stage of the project.
7	The Inspire report to return back to the Children's Overview and Scrutiny Committee before final sign off at Cabinet.		15 September 2015	Added to the Work Programme.
Child Sexual Exploitation Action Plan				
1	The committee endorsed the revised action plan and added to the committee's work plan for robust ongoing scrutiny.		15 September 2015	Noted.
2	The Chair requested that the Director of Children's Services checked whether there would be implications and issues with initially		15 September 2015	The DCS has explored this issue and notes that member of the committee would be able to voluntarily make open to the public

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	completing the DBS check.			the outcome of their DBS check but could not be required to do so.
Education Transport				
1	The amount paid by new and existing pupils accessing denominational transport; £1,117.00 and £550.00 respectively, remain unchanged until September 2016.		15 September 2015	Noted.
2	That Officers follow the Council protocol for the review of the service including a consultation with the option of discontinuing denominational transport in September 2016, subject to Cabinet approval.		15 September 2015	Noted.

15 October 2015				
Education Transport - Service update				
1	That Children's Overview and Scrutiny consider the aspects of transport reviewed in this report and comment upon the progress and/or recommend next steps.		15 October 2015	This was fully scrutinised at the committee meeting and the direction of travel proposed in the report was ratified, noting the difficult decisions that had to be made.
Thurrock Childcare Sufficiency Annual Assessment 2015				
1	To support further early years & childcare development in Aveley & Tilbury recognising the deficit outlined in the sufficiency report.		15 October 2015	Work continues to identify childcare providers in those areas with shortages of places and a campaign to push take up for free two year old places is underway.
2	To promote and encourage more schools to consider eligible 2 year old intake.		15 October 2015	This is underway as part of the campaign to increase the number of places for two year olds.
3	To support public village hall use for the increase of early education particularly related to costs associated with tenancy		15 October 2015	This is under consideration by the Childcare Sufficiency officer as part of the strategy to increase places
4	To consider early education future needs before		15 October	Noted

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	decision are taken in relation to capital assets across the Local Authority		2015	
5	That the Director of Children's Services would liaise with Communications Officers to publicise the encouragement of take up in early year's education.		15 October 2015	A campaign including posters, leaflets, social media activity is underway.
6	That the relevant Officer provides Councillor Little with information regarding traveller's education up take.		15 October 2015	A briefing note is being prepared and will be provided to Cllr Little and other councillors on request.
Pupil Premium				
1	That the Overview & Scrutiny Committee scrutinises the impact of pupil premium for the academic year 2014-15 in primary schools across the borough and seeks an update for secondary schools when the data is fully validated.		15 October 2015	A briefing note will be circulated when the data is made available and has been analysed.
2	Acknowledges the actions taken by The Hathaway Academy and Harris Academy Chafford Hundred		15 October 2015	Noted
School Results/School Performance				
1	That the Overview & Scrutiny Committee notes the provisional outcomes of the summer 2015 tests and examinations and commends pupils, schools and parents/carers on their achievements.		15 October 2015	Noted

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2	That the Committee recognises how the Education Commission recommendations and existing strategies have been best deployed to raise achievement and consider how these will raise still further across all key stages, especially at Key Stage 2.		15 October 2015	Noted. Further consideration is being made in regard to further improvements across all key stages, in particular key stage 2 at TEA and TEN meetings.
3	This report should be considered in conjunction with the Pupil Premium report to Overview and Scrutiny Committee.		15 October 2015	Noted
Child Poverty - Opportunity for Every Child				
1	That the Overview and Scrutiny Committee consider the Child Poverty Strategy 2015-2020 and endorses the strategy and action plan.		15 October 2015	Noted
2	That the progress made since the 2011-2014 strategy is commended.		15 October 2015	Noted
Serious Youth Violence				
1	That Thurrock Council continue to support the work of partner agencies to prevent gang related activity from becoming a major issue in the borough.		15 October 2015	Work continues with the police and other partners to maintain a vigilant approach
2	That the Committee write a letter to all Schools in Thurrock, Thurrock Faith Matters , and the LGA Safer Community Board regarding the work that the Council are currently undertaking around serious youth crime.		15 October 2015	Completed
3	That the Committee writes to the chairs of all Children's Overview and Scrutiny Committees in London boroughs to raise awareness of Thurrock		15 October 2015	Completed

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	Councils Concerns.			
4	That the Committee writes to Essex Police and the Metropolitan Police to inform them that of the Children's Overview and Scrutiny Committees concerns.		15 October 2015	Completed
10 November 2015				
School improvement in Thurrock- the Impact of School to School Support				
1	The Overview and Scrutiny Committee considered the innovative and effective working relationships between schools, academies and the local authority and the positive impact on school improvement.		10 November 2015	The strong relationships will continue to be reinforced
2	The Overview and Scrutiny Committee considered the report in conjunction with the Multi-Academy Trust Relationship report of the same date.		10 November 2015	Further multi-academy trust developments are being considered with the Regional Schools Commissioner and individual academies and trusts.
Multi Academy Trust Relationships				
1	Overview and Scrutiny Committee considered the current organisation of schools and the contribution of the multi academy trusts to raising standards across the borough.		10 November 2015	Noted
Pathways For Youth Employment And Work Experience				
1	That work experience offers became a part of the published admissions information given to parents and students when deciding upon a school.		10 November 2015	Schools have been requested to include their work experience offer in the published arrangements and have responded positively.
2	Work experience quality to become a part of the		10 November 2015	This has been fed back to the planning group for the next education awards

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	education awards and the business awards.			
3	Thurrock Council offers a small amount of premium provision work experience places as a part of a Borough wide award for young people's community service.		10 November 2015	This is being put to the 11-19 strategy group to take forward.
4	Youth Cabinet and Thurrock Youth Services to support schools and young people who wish to shape their own work experience offer.		10 November 2015	This will be taken forward through the Youth Service and Youth Cabinet
5	Thurrock Council continues to work with Ensign Buses and C2C regarding the associated travel costs of work experience.		10 November 2015	This is being explored by officers in consultation with Ensign buses and C2C.
19 January 2016				
Fees and Charges 2016/17				
1	That the committee consider the proposed charges as detailed in the appendix.	Laura Last	19 January 2016	The Committees comments will be included within the appendix to the Cabinet report. No further action required.
Julia - Serious Case Review Action Plan Update, dated 7/1/2016				
1	That the Overview & Scrutiny Committee continues to monitor progress against the multi-agency action plan with a particular focus on Children's Services.	Andrew Carter	19 January 2016	No update required at the present time.
2	That partners be contacted and requested to provide updates to the action plan as appropriate as a matter of priority, following which a fully updated document to be circulated and referred back to the Committee for consideration.	Andrew Carter	19 January 2016	Officers to take the relevant action to drive this forward, in partnership with the Local Safeguarding Children Board.
Thurrock Local Safeguarding Children Board Annual Report 2014-2015				
1	The Committee note progress made on children's safeguarding for the 12 month period		19 January 2016	No update required.

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	April 2014 to March 2015.			
2	That the Committee provide comment on the report.		19 January 2016	No update required.
3	That a standing Local Safeguarding Children Board item be included on the Children's Overview and Scrutiny Committee agenda so that feedback could be provided as appropriate.		19 January 2016	Democratic Services to include this as a standing item on future agendas.
Children's Social Care Complaints and Representations Annual Report 2014/15				
1	That the Committee consider and scrutinise the report.	Andrew Carter	19 January 2016	No update required.
2	To confirm the total figure of financial remuneration granted to complainants during the year 2014/15, and a comparison to previous years.	Andrew Carter	19 January 2016	Officers to circulate this information to the Committee by email prior to the next meeting.
3	To further analyse the number of upheld and partially upheld complaints for 2014/15 and present to Members the categorisation and nature of the complaints.	Andrew Carter	19 January 2016	Officers to circulate this information to the Committee by email prior to the next meeting.
4	To circulate information on participation rates to Committee Members outside of the meeting – it was reported that this information had been earlier referred to the Corporate Parenting Committee. This was in relation to a poor sample response to a survey.	Andrew Carter	19 January 2016	Officers to circulate this information to the Committee by email for consideration and comment.
Thurrock Health and Wellbeing Strategy 2016-2019				
1	The Committee comment on the refreshed Strategy's proposed priorities and areas of focus as part of the engagement process;		19 January 2016	No update required.
2	That a final draft of the Strategy be referred to	Ceri	19 January	No update required.

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	the Committee by briefing note prior to sign off by Council in March 2016; and	Armstrong	2016	
3	The Committee note progress made on the development of the refreshed Strategy.		19 January 2016	No update required.
School Admissions and Catchment Areas				
1	That head teachers' views are sought on current arrangements for admissions and that any significant issues arising are brought back to Committee.	Colin Jones	19 January 2016	Officers will be undertaking a consultation with Head Teachers and an update will be provided as appropriate once complete.
2	That further information and publicity is given to ensure that admission arrangements are clearly understood.	Colin Jones	19 January 2016	Officers are currently exploring avenues for disseminating publicity to increase awareness of admission arrangements among parents.
Care Leavers into Employment, Education or Training (EET)				
1	To support the development of the programme to enable care leavers to take up ambitious opportunities to take part in education, employment or training.		19 January 2016	It was agreed to take this action offline and that the Learning and Skills Manager will liaise with the Chair and Vice Chair to obtain feedback from Members.
2	That it be agreed Committee Members discuss any suggestions for change that may enhance outcomes for care leavers with other Members outside of the meeting and liaise with the Strategic Lead for Learning and Skills in order to make recommendations to Cabinet as appropriate.	Members / Chair to feedback to Michele Lucas	19 January 2016	The Chair to feedback comments to the Learning and Skills Manager as appropriate.
3	To recommend the activities continue to be delivered by representatives across the Council,	Michele Lucas	19 January 2016	No update required.

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	as well as making use of external agencies/services.			
4	To discuss with planning colleagues ways that assistance could be given to Care Leavers when determining large scale housing developments and the use of S.106 monies.	Andrew Carter / Michele Lucas	19 January 2016	Officers to raise this matter with Planning colleagues to identify possible options to provide further assistance for care leavers.
Work Programme				
1	The Chair to circulate a further letter received in relation to the Serious Crime Review to Committee Members.	Cllr Halden	19 January 2016	The Chair to circulate this letter to Committee Members.
2	The Chair reported that he had agreed to hold informal meetings with partners, such as the NHS and Essex Police, in order to take a less fragmented approach to Youth Crime. He advised that James Waud, Strategic Lead for the Youth Offending Service would be leading on this work.	James Waud	19 January 2016	The Strategic Lead for the Youth Offending Service is currently in discussion with the Chair regarding this and an update will be provided in due course.