

## Outline Business Case Template

<b>Strand title</b>	Surrey Family Support Programme
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<b>1. Aims and objectives</b>
<p>At any one time there may be as many as 4,000 to 7,000 families with multiple and complex needs living in Surrey. These families and households will often be in receipt of targeted support and other interventions from across a wide range of Surrey public agencies and the services they commission. The aim of the Family Support Programme is to shift the balance of resources targeted at these families away from acute services in favour of early action and fixing problems once.</p> <p>The objectives of this Transforming Public Services proposal is to:</p> <ul style="list-style-type: none"> <li>• turn around the lives of up to 7,000 families/households who present with complex and multiple needs through an integrated multi-agency approach to commissioning and delivering services</li> <li>• achieve significant productivity savings across the participating Surrey agencies</li> </ul>
<b>2. Case for change</b>
<p>Recent years have seen a significant rise in individuals and whole families who present multiple and complex needs that require a response or proactive intervention from Surrey public agencies. The Surrey public services that work with families, households and individuals presenting complex and multiple issues will include:</p> <ul style="list-style-type: none"> <li>• Police</li> <li>• CCGs, GPs and their commissioned community health service providers</li> <li>• Borough and District Council community safety and housing services</li> <li>• Registered social landlords</li> <li>• Schools and FE colleges</li> <li>• Early years service providers</li> <li>• Probation services</li> <li>• HM Prisons service</li> <li>• Courts</li> <li>• Job Centre Plus and DWP commissioned employment support programmes</li> <li>• Publicly funded voluntary, community and faith organisation services</li> <li>• County Council Children’s &amp; Safeguarding Service</li> <li>• County Council Schools &amp; Learning Services</li> <li>• County Council Youth Support Services</li> <li>• County Council and CCG commissioned adults and children’s mental health and learning disability services</li> <li>• County Council and CCG commissioned substance misuse services</li> <li>• County Council Public Health commissioned services</li> </ul>

These numerous public sector structures and delivery arrangements are complex with organisational boundaries that do not always lend themselves to simple and or coterminous partnership working. This complexity, made more difficult through the frequent reorganisation of public service structures by central government, has led to some difficulties in developing and agreeing shared early intervention and targeted services across Surrey agencies. Existing responses to families and households who present with multiple and complex needs can result in:

- Poor outcomes for families and family members with high levels of failure demand where because family problems are not responded to effectively by agencies the first time around they become repeat problems that can sometimes escalate to acute services;
- High costs through duplicated referral arrangements with multiple and overlapping assessments, plans and interventions from different services and organisations, sometimes at the wrong time and wrong place;
- Complexity and confusion for families and staff with disjointed referral and support pathways and service thresholds;
- Families falling through gaps where service thresholds act as a barrier to earlier intervention and problem solving for all family members;
- High cost reactive spend when problems become acute, as opposed to more cost effective earlier interventions;
- Poor tracking of systemic costs and outcomes because many agencies are involved with the same families, and;
- Little incentive for some agencies to invest in earlier interventions as the benefits are often realised by other agencies

### 3. Proposed new delivery models

As part of the local response to the national Troubled Families Programme, Surrey public agencies have come together to develop the Surrey Family Support Programme. This multi-agency service model for working with families who present with multiple needs including adult unemployment, poor school attendance, crime and anti-social behaviour is made up of these key elements:

- Borough and District Councils are responsible for coordinating local agencies and their staff in working with families who meet the Troubled Families criteria;
- Each family joining the Programme has a single assessment and plan;
- Each family joining the programme is given a period of intensive practical support in the home by a dedicated Family Coordinator for a period of 12 weeks (average);
- All the agencies and practitioners working with a family agree to come together and work as a Team Around the Family for up to 12 months;
- One of the practitioners working with each family takes the role of Lead Professional to coordinate the multi-agency working with the family;
- Contact and communication arrangements across the practitioners working with each family are supported through a social media application, Patchwork;
- Clinical governance and quality assurance arrangements are provided by countywide agencies

This model of delivery has been in place in six boroughs and districts since March 2013 and countywide from October with resources in place to meet the local Troubled Families' target of turning around 1050 families by May 2015. The evidence to date is that this new way of multi-agency working is proving to be successful in responding more effectively to families who present with needs and problems requiring a response from a number of practitioners and or agencies.

The new delivery model for this Transforming Public Services proposal is to take the Family Support Programme approach and scale it up to work with 4,000 to 7,000 families over the three years 2014 to 2018. This scaling up of families will extend the Family Support Programme to cover families that

do not meet the Government's Troubled Families eligibility criteria. As part of developing the business case we will review which other families with multiple needs will be added to the Programme. The presenting issues that will be considered for the business case will include:

<b>Presenting issues</b>	<b>Public Agency Stakeholders</b>
Domestic violence and abuse	Police, Probation, MoJ, Home Office, Borough and District Councils, CCGs, Acute Trusts, SCC Community Safety, SCC, Children's Social Care, SCC Adults Social Care
Persistent anti-social behaviour and crime	Police, Probation, MoJ, Home Office, Borough and District Councils, CCGs, Acute Trusts, RSLs, schools, SCC Community Safety, SCC Youth Services, SCC Adults Social Care
Offenders, ex-prisoners	Police, Probation, MoJ, Home Office, Borough and District Councils, CCGs, Acute Trusts, RSLs, schools, SCC Community Safety, SCC Youth Services, SCC Adults Social Care
Substance misuse	Police, Probation, MoJ, Home Office, Borough and District Councils, CCGs, Acute Trusts, S&B Mental Health Trust, SCC Community Safety, SCC, Children's Social Care, SCC Adults Social Care
Families with pre-school children with complex , multiple needs	Borough and District Councils, CCGs, Acute Trusts, Job Centre Plus, schools, SCC Community Safety, SCC Early Years, SCC Adults Social Care, SCC Public Health
Children in alternative education	Borough and District Councils, CCGs, Job Centre Plus, schools, SCC Schools & Learning, SCC Public Health
Complex, multiple needs and low income and or high debt	All agencies
Mental Health and or learning disabilities	S&B Mental Health Trust, Police, Probation, MoJ, Home Office, Borough and District Councils, CCGs, Acute Trusts, Job Centre Plus, SCC Community Safety, SCC, Children's Social Care, SCC Adults Social Care, SCC Youth Services, SCC Public Health
Where parents or children are in care	Borough and District Councils, CCGs, schools, SCC Early Years, SCC Children's Social Care, SCC Adults Social Care, SCC Public Health
Multiple unemployment	Job Centre Plus, Borough and District Councils, FE Colleges, RSLs, SCC Youth Services, SCC Adults Social Care
Frequent A&E visitors	Acute Trusts, CCGs, SCC Public Health, SCC Children's Social Care, SCC Adults Social Care
Homeless families	Borough and District Councils, RSLs, CCGs, Acute Trusts, Job Centre Plus, schools, SCC Early Years, SCC Adults Social Care, SCC Public Health
Teenage Parents	Borough and District Councils, CCGs, schools, Job Centre Plus, SCC Early Years, SCC Public Health

Key to developing this business case is achieving a better understanding of how many families present with complex and multiple issues and the combination of needs these families present.

Scaling up the Family Support Programme to work with a much higher number of families and with greater importance placed on improving productivity across agencies will require changes to the model of delivery. These changes will be worked through in detail as part of developing the Cost Benefit Analysis for the Transforming Public Services proposal.

The key service design principles of the new delivery model will be:

### 1. Multi-agency leadership

- The joint commissioning of the new delivery services by the participating commissioning agencies
- Aligning and or integrating current and new services alongside the new services
- Authoritative and systematic local leadership of multi-agency services

### 2. Integrated Systems and Practice

- Integrated multi-agency assessment arrangements
- Integrated Team Around the Family working arrangements at the local level
- A lead agency and lead professional for each family
- A single and sequenced multi-agency plan for each family
- Common, simpler and lower cost working practices
- Multi-agency IMT systems for identifying and tracking families and family outcomes
- Multi-agency IMT that connects practitioners and integrates case working
- Joint commissioning of local aligned and allied intervention services
- Multi-agency performance framework with clear families' outcomes framework
- Overarching clinical governance and QA arrangements
- A workforce development programme

### 3. A Whole Family Approach

- All agencies working with the whole family
- Families involved in co-producing their assessment and solutions
- Each family given a period of practical home based support
- Interventions adapted to family complexity and need, i.e. intensive, medium and lite
- Work, training and or education ( or other meaningful activities) a key outcome for every family

## 4. Changes required

The current Family Support Programme and its implementation provide a good insight into the changes that will be required to achieve greater productivity in a scaled up programme. All Surrey agencies will need to undergo significant change to develop and deliver on the new model of delivery. Changes will include:

**Leadership Culture Change** – A key success criteria for the new delivery model is integrated working where the closer the integration is the better the family outcomes are and the greater the productivity benefits. Whilst there are many examples of good integrated working arrangements across Surrey, moving to this model of working will require a significant and closer degree of partnership working where agencies and services will cede some of their control over resources and services to a very different style of shared leadership and accountability.

**Workforce change** – those staff who work with families and especially those that will make up the Teams Around the Families will need to change their current working practices. Shared risk management with other practitioners and finding collaborative solutions with families will be a critical part of this.

**Organisational Change** – the new model of working will require a considerable degree of change to organisation through new working arrangements and procedures and through some organisations stopping doing things to reduce duplication and some organisation performing functions on behalf of others.

**Family and Community Change** – Families upon leaving the Programme will need to be much less reliant on local public services and look to getting better support from within their communities – a change in community social capacity, including VCSF support, will be needed for some families to avoid re-entering the support systems. Greater self-reliance will also be needed of many families.

**Financial change** – Moving to a community budget approach where agencies budget and invest together will require a shift in current budgeting and planning arrangements and require that all agencies have a greater understanding of whole place budget and investment implications. The financial dependencies across Surrey public agencies will be clearer and closer.

**Government change** – Government has a clear role to play in the development and delivery of a new scaled up Family Support Programme. Requests to Government to help this proposal to succeed will include:

- Support on integrating and simplifying current statutory assessment and planning arrangements
- Giving much greater control to Surrey agencies over the commissioning and oversight of local skills and employment programmes
- When the Troubled Families Programme is extended beyond 2015, Surrey should be able to claim any payment by results for families worked with in 2014-2015 who meet the new eligibility criteria
- Encourage and or incentivise RSL participation
- Pump prime the local development through invest to save
- NHS England and Public Health England to commission into the programme, e.g. mental health services commissioning

## 5. Financial case

In preparing this outline business case it is possible to draw upon the published business cases from three of the government community budget areas who have also included a families with multiple and complex needs project in their local programmes. These three areas are Essex, West Cheshire and Chester and Greater Manchester authorities. The businesses cases for these areas set out the following financial case summaries:

### Essex

“The total investment [required is] £17.9M resulting in a revised operating costs of £23.4M and net ..operational benefits of £34.6M. Long term steady state net cashable savings are estimated to be c.£7.8M per annum.”. The business case estimates £58M of cashable savings over a 7 year period.

### West Cheshire and Chester

“...a whole system, cross sector, coordinated approach can significantly reduce demand on a range of public services. Overall the model has the potential to release a net fiscal benefit of £2.087M over five years [for 525 families] and that improved outcomes will provide reinvestment opportunities for public services.”

### Greater Manchester Authorities

“Current estimates suggest that the costs of intervention of the New Delivery Model with the total cohort of families [8090] is £138M with benefits of £224M. It is estimated that £110M of the £224M represents cashable savings.”

Drawing on data published by the Greater Manchester Authorities the individual share of the

benefits that public agencies might anticipate from these productivity savings could be:

- Local authorities 10%
- NHS 29%
- DWP 41%
- Police 16%
- Social landlords 1%
- Schools 3%

Cashable benefits may be both direct benefits and additional benefits derived from an Investment Agreement.

The productivity savings detailed in the pilot business cases are accrued through arrangements similar to the design principles outlined in the New Delivery Model section above. In the case of the Greater Manchester benefits cited above key productivity savings are derived through getting families into work and off benefits; by reducing failure demand, and; by making efficiencies through integrated working arrangements.

An analysis of the pilot business cases shows that each of the pilot areas used very different accounting and activity assumptions to arrive at their business cases. The context and the targeted families in each area are also very different. However, setting these differences aside and extrapolating the published data from West Cheshire and Greater Manchester to Surrey would suggest that whole system productivity benefits might be accrued as follows:

- For 4,000 families - £65.4M to £111M
- For 7,000 families - £114.5M to £194M

The pilot business cases provide a strong evidence base to develop a Surrey business case and this will be worked up over the coming months. This work will involve gaining a better understanding of the pilot business cases and a much better understanding of local costs and activities. A key learning point from the pilots is that preparing a robust business case takes time, effort, strong partnership working and a leap of faith.

## 6. Implementation plan

What are we agreeing to progress? What are the next steps? Include a high level plan with key steps and dates, including accompanying risks.  
e.g. Step – Date - Risks

Step	Date	Risks
Agree scope of new service	Oct to Dec 2013	We need to be able to scope the scale quickly in order to develop the business case
Agree Business Case and Cost Benefit Analysis methodology	Oct 2013	It is likely that agencies will struggle to provide the activity and financial data necessary for a detailed business case. Agencies may not give the production of this work priority to meet the timescales. The final the business case will need to be based on best available data.
Prepare Cost Benefit Analysis	Oct to Jan 2014	It is likely that agencies will

		struggle to provide the activity and financial data necessary for a detailed business case. Agencies may not give the production of this work priority to meet the timescales. The final the business case will need to be based on best available data.
Run Co-design workstream	Oct to March 2014	The timescales will be challenging to work through and agree across agencies the new service model. Significant agency participation is required.
Agree implementation plans	Feb 2014	The timescales will be challenging to work through and agree across agencies the new service model. Significant agency participation is required.
Begin implementation	April 2014	Many cost benefits may only be realised once the new delivery model is in place . A complex and or slow implementation might delay benefits realisation. The new delivery model will require radical change to organisations, staff and families. Careful risk management will be necessary at implementation.

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