

**SURREY COUNTY COUNCIL**

**LOCAL COMMITTEE (TANDRIDGE)**

**DATE: 13 DECEMBER 2013**

**LEAD OFFICER: SEAN RAFFERTY, HEAD OF FAMILY SERVICES**

**SUBJECT: THE SURREY FAMILY SUPPORT PROGRAMME**

**DIVISION: ALL TANDRIDGE DIVISIONS**



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| <p><b><u>SUMMARY OF ISSUE:</u></b></p> <p><b>Policy Development and Review</b></p> <p>This report contains an outline of the Surrey Family Support Programme's implementation model and provides detail of the implementation and progress of the South East Family Support Team in Tandridge.</p> |
| <p><b><u>RECOMMENDATIONS:</u></b></p> <p>The Local Committee (Tandridge) is asked to note the significant impact the Surrey Family Support Programme will have on improving the outcomes for families with multiple and complex needs in Tandridge.</p>  |
| <p><b><u>REASONS FOR RECOMMENDATIONS:</u></b></p> <p>To ensure the committee is kept informed on the Surrey Family Support Programme's progress in improving the outcomes for families with multiple and complex needs in Tandridge.</p>   |

**1. INTRODUCTION AND BACKGROUND:**

- 1.1 The Surrey Family Support Programme is the name we have given to the local implementation of the Government's Troubled Families Programme.
- 1.2 This paper summarises the Surrey Family Support Programme's strategy and implementation for working with families with complex and multiple needs.
- 1.3 Tandridge District Council is part of the South East Family Support Team, which includes Mole Valley District Council and Reigate and Banstead Borough Council. This paper provides information on the local implementation of the Surrey Family Support Programme in Tandridge.

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| <b>2. ANALYSIS:</b> |
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### **The Government's Troubled Families Programme**

- 2.1 The national Troubled Families Programme seeks to target interventions at those families who have the most problems and who can sometimes cause problems in their communities. The government estimates that £9 billion is spent each year on these families and that the national programme will reduce these costs, and seek to ensure that the children of these families do not themselves have troubled families of their own.
- 2.2 The government plans to turn around the lives of 120,000 families by May 2015. The coordination of the National Programme is through the government's Troubled Families Unit, based in the Department for Communities and Local Government (DCLG) with the local management of the programme given to upper tier authorities. The government funding for the programme is through a payment by results arrangement whereby local authorities are paid £4,000 for each family turned around by the 2015 deadline. Some of this payment by results money is available in advance to 'pump prime' local services.
- 2.3 Through the Family Support Programme Surrey agencies plan to achieve the following outcomes:
- prioritise multi-agency working with those families with the greatest difficulties where we can make the most progress at the fastest rate;
  - make a step change in the quality and volume of multi-agency working with vulnerable families and children, introducing a single family assessment and plan;
  - developing effective family support practice and a sustainable model of partnership working for all vulnerable families;
  - shift the balance of resources away from high cost acute services to lower cost preventative services and to help make service efficiencies for all participating agencies; and
  - improve outcomes for all the vulnerable families who take part.

### **Families with multiple needs in Surrey**

- 2.4 The convention in Surrey has been to define families with multiple and complex problems as those families who have three or more professionals working with the family from two or more agencies. It is estimated that at any given time there may be up to 7,000 such families living in the county.
- 2.5 The government has defined the families eligible for funding through the Troubled Families programme as those who meet each of the following criteria:
- have children not attending school - +15% unauthorised absence, excluded pupils, etc;
  - are involved in anti-social behaviour, e.g. young offenders, adults with Anti-Social Behaviour Orders (ASBO), families with an anti-social behaviour related housing order; and
  - have an adult claiming an unemployment benefit.

- 2.6 Surrey has been given the target of turning around the lives of 1050 families by May 2015. We are required to include in the local programme all those families that meet all three of the criteria cited above. Where the number of these families falls short of the 1050 target we can then take those families who meet two of the criteria and make up the number by adding in a local discretionary criteria. We have chosen as the local discretionary factor: 'families of concern.'
- 2.7 A family of concern is defined as a family where one or more of the following issues are present: Children in Need (CiN), mental ill-health issues, drugs and alcohol problems, Not in Employment Education or Training (NEET) and or at risk of becoming NEET, families at risk of becoming homeless, ex-prisoners and families with incidences of domestic abuse. This is not an exhaustive list and families who present with other concerns may be added to the programme where they are of a concern to professionals due to additional support and/or cost.
- 2.8 Because adult unemployment and anti-social behaviour is relatively low in Surrey we have many families who, whilst presenting with multiple problems, will not meet the government funding criteria, e.g. single parent families with pre-school children who have complex and multiple needs, but with a part-time job.
- 2.9 In **Annex 1** you will find a case study to this report, this is an anonymised example that illustrates one of the more complex type of families that will be included in the programme.

### **The Surrey Family Support Programme model**

- 2.10 In 2012 Surrey public agencies agreed that families with multiple and complex needs are the responsibility for all agencies, and that a multi-agency approach is required to successfully support these families. A programme was developed and based around public agencies agreeing to the following arrangements:
- 2.11 *The local coordination of support to these families is led by Surrey's eleven Borough and District councils, supported by all other agencies.* Each borough and district council will manage a Family Support Team that brings together local agencies to identify the families who will benefit from the programme, and coordinate the local partnership working around the families.
- 2.12 *All relevant agencies will work as part of a Team Around the Family for each of the families in the programme.* The local Family Support Team will bring together the practitioners working with each family and facilitate them in working systematically as a Team Around the Family with one of the professionals taking on a lead professional role.
- 2.13 *All the families in the programme will undergo a single multi-agency assessment of their needs and have a single multi-agency support plan.* This single assessment and plan will be developed by the Team Around the Family who will meet with the family on a six weekly basis to review progress and adapt the plan.
- 2.14 *All the families in the programme will be given a period of intensive support.* In addition to support from the Team Around the Family, this support will be carried out in the families' home for an average of 12 weeks and provided by a locally based Family Coordinator.

- 2.15 *Using innovative social media we will create a Team Around the Community in each borough and district. Using the Patchwork Professional Networking tool we will link up all practitioners who work with families with multiple and complex needs in each area;*
- 2.16 *Adults involved in the programme will be helped into work and/or offered as an alternative a meaningful community activity-* for most adults in the programme there will be a clear expectation that getting a paid job will be a key outcome for their family. For some adults it might be volunteering and/or effective engagement in education, training and or other activities that promote good health and positive community participation;
- 2.17 *All arrangements will be governed through the partnership approach.* Local teams and networks are supported through professional support from the countywide agencies.

### **Implementation in Tandridge**

- 2.18 Tandridge District Council is part of the South East Family Support Team, which includes Mole Valley District Council and Reigate and Banstead Borough Council. Tandridge District Council is part of the 2<sup>nd</sup> phase of the rollout across the county and started working on the programme in October. The team, employed by Reigate & Banstead under a Memorandum of Understanding, is spread across the three District and Borough areas and is managed by the South East Surrey Family Support Team Leader, Duane Kirkland, as illustrated in annex 2.
- 2.19 Based on an initial assessment of Department of Work and Pensions data, cross referenced with police and schools information, Tandridge was given an indicative target of achieving success with 48 families by 2015. This contributes to the whole Surrey target of 1050 families by May 2015. Across the whole of the South East Surrey Partnership the target is 280 families.
- 2.20 Before the launch of the programme in Tandridge, Hilary New the Tandridge District Council lead officer, met with key partners and stakeholders to discuss with them their role in the programme. These included schools, Youth services, Job Centre plus, Children's services, Police, Probation and health.
- 2.21 The programme in Tandridge began in October and to date there have been 2 multi-agency referral panel meetings. The panel has received referrals for 4 families. These referrals are from a local secondary school, Tandridge District Council, Youth Support Service and Parashoot Housing Support.

### **Intervention**

- 2.22 Once a family has agreed to work with the programme their Family Support Co-ordinator provides 12 weeks intensive support, which is separated into 2 phases. During the first 6 weeks of support, a whole family assessment and action plan are completed. These assess the family's functioning and their existing interaction with partner agencies. From weeks 7 – 12 the intensive support helps the family improve their most immediate concerns.
- 2.23 The 12 week intervention period seeks to achieve some quick wins with the families. The intensive support enables the family to make significant changes in the long term by establishing the skills and techniques required to achieve sustained improvements. After the 12 weeks, the family will be supported by a lead professional who will continue to work with that family to embed these changes for up to a year.

- 2.24 Every 6 weeks a 'Team Around the Family' meeting is held where the family and all agencies involved come together to discuss the family's progress towards their goals. The aim is that after 12 months that family will not require the support of the programme and will be self reliant

### **3. OPTIONS:**

- 3.1 This report is for policy development and review only.

### **4. CONSULTATIONS:**

- 4.1 This report was drafted in a joint approach by Hilary New, Community Safety Manager at Tandridge District Council, Duane Kirkland, Supporting Families Team Leader at Reigate and Banstead Borough Council and Simon Montgomery, Project Officer at Surrey County Council.

### **5. FINANCIAL AND VALUE FOR MONEY IMPLICATIONS:**

- 5.1 The Surrey Family Support Programme in Tandridge will deliver financial benefits and value for money through efficiency savings derived from the effective coordination of targeted and preventative services for families with complex and multiple needs.
- 5.2 We are able to draw down from the government an attachment fee for each of the families we aim to include in the programme. Subject to achieving the optimum level of attachment fees we will receive £2.2M countywide, which will contribute to the funding of the local Family Support Teams, based in each borough and district councils.

### **6. EQUALITIES AND DIVERSITY IMPLICATIONS:**

- 6.1 The Surrey Family Support Programme targets families who are of concern to local agencies and communities.
- 6.2 This will very likely include groups targeted as part of local equality and diversity arrangements. The county council has undertaken an equalities impact assessment of the programme.

### **7. LOCALISM:**

- 7.1 The Surrey Family Support Programme is coordinated by the local Family Support Teams in Surrey's district and borough councils. The teams have the best understanding and knowledge of local pressures and deliver the service in accordance with local need.

### **8. OTHER IMPLICATIONS:**

| Area assessed:   | Direct Implications:                                 |
|--|--|
| Crime and Disorder   | Set out below  |
| Sustainability (including Climate Change and Carbon Emissions) | No significant implications arising from this report |
| Corporate Parenting/Looked After                               | Set out below.                                       |

|  |                |
|--|----------------|
| Children   |                |
| Safeguarding responsibilities for vulnerable children and adults | Set out below. |
| Public Health  | Set out below. |

#### 8.1 Crime and Disorder implications

The Surrey Family Support Programme targets families in this priority group.

#### 8.2 Corporate Parenting/Looked After Children implications

The Surrey Family Support Programme does not work with Looked After Children, but does seek to prevent family breakdown and children becoming looked after.

#### 8.3 Safeguarding responsibilities for vulnerable children and adults implications

Our local discretionary criteria of a family of concern prioritises the needs of vulnerable children and adults, focussing particularly on the following issues: children in need, mental ill health, drugs and alcohol problems, NEET and/or RONI young people, ex-prisoners, families at risk of becoming homeless and families with incidences of domestic abuse.

As part of the Team Around the Family (TAF) model of multi-agency working, partners will take joint responsibility for safeguarding of vulnerable children and adults within families with multiple needs. Working together limits the opportunity for safeguarding issues to go unnoticed.

The offer of up to 12 weeks intensive support for those families with the most complex multiple needs will help these families to safeguard themselves now and for the future.

#### 8.4 Public Health implications

Through working with families with multiple and complex needs in Tandridge, the Surrey Family Support Programme aims to improve the following Public Health implications:

- Environmental conditions: Positive impact to noise as programme impacts on anti-social behaviour
- General socio-economic and cultural conditions: Positive impact on
- poverty, community safety, housing conditions, crime, education
- Social and community network: Positive impact on social inclusion
- Health behaviours: Positive impact on a range of behaviours such as healthy eating and substance misuse

## **9. CONCLUSION AND RECOMMENDATIONS:**

9.1 Good progress has been made in implementing this new multi-agency programme and the indications to date are that the programme will succeed in supporting families with multiple needs in Tandridge.

## **10. WHAT HAPPENS NEXT:**

10.1 The Local Committee will be updated on the work of the Supporting Families Programme in 2014, as the work progresses.

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### **Contact Officer:**

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Duane Kirkland, Supporting Families Team Leader, Reigate and Banstead Borough Council, 01737 276316

Simon Montgomery, Project Officer, Surrey County Council, 02082 132745

### **Annexes:**

Annex 1: The North Family – case study

Annex 2: South East Surrey Family Support Programme – Team Diagram

### **Sources/background papers:**

DCLG (March 2012) The Troubled Families Programme: Financial Framework for the Troubled Families Programme's payment-by-results scheme for Local Authorities

(<https://www.gov.uk/government/organisations/department-for-communities-and-local-government/series/troubled-families-programme-financial-framework>)

DCLG (July 2012) Listening to Troubled Families

(<https://www.gov.uk/government/publications/listening-to-troubled-families>)

DCLG (December 2012) Working with Troubled Families: a guide to evidence and good practise

(<https://www.gov.uk/government/publications/working-with-troubled-families-a-guide-to-evidence-and-good-practice>)

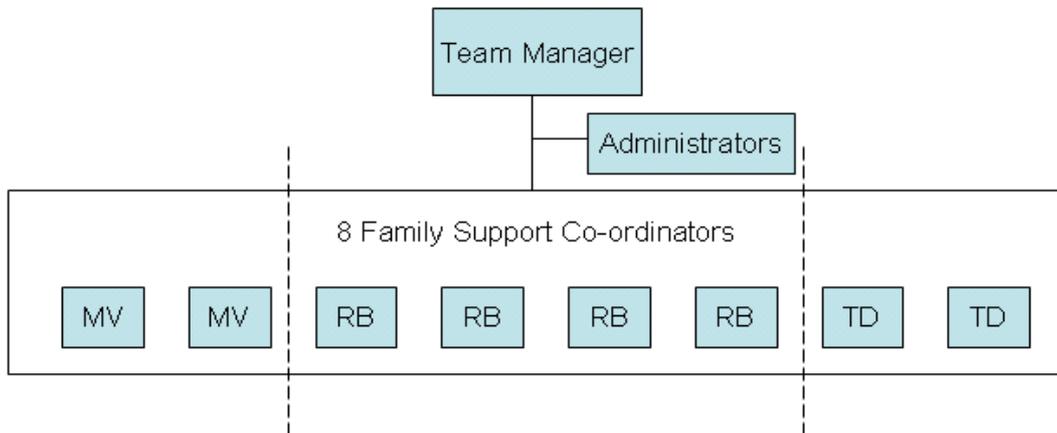
DCLG (January 2013) The Cost of Troubled Families

(<https://www.gov.uk/government/publications/the-cost-of-troubled-families>)

# Case Study 1: The North Family

| Family Story   | Crime Incidents   | Health Problems  | Housing  |              |                |               |                |                |               |                  |               |                     |                |                    |               |                     |                 |
|--|---|--|--|--------------|----------------|---------------|----------------|----------------|---------------|------------------|---------------|---------------------|----------------|--------------------|---------------|---------------------|-----------------|
| <p><b>John and Caroline North</b>, live in social housing with their 3 children. There are numerous presenting problems for the North family.</p> <p>None of the adults are in <b>work</b>.</p> <p><b>Crime</b> is a large area of concern for the North family. On average there is at least one criminal incident involving the police each month.</p> <p>There are serious <b>health</b> problems for the eldest child, which are made worse by heavy drinking and drug misuse.</p> <p>Although the youngest child has good attendance at <b>school</b>. The parents are going through court proceedings after failing to pay a fine for unauthorised absence.</p> <p>The family are at risk of being made <b>homeless</b>.</p> | <p>At least one incident a month including:</p> <ul style="list-style-type: none"> <li>•Drugs possession</li> <li>•Affray</li> <li>•Public order</li> <li>•Actual bodily harm</li> <li>•Domestic abuse</li> </ul> <p>Estimated annual cost to police<br/><b>£35,000</b></p> | <ul style="list-style-type: none"> <li>•3 x Alcohol misuse p/a</li> <li>•2 x Drugs misuse p/a</li> <li>•156 x Inpatient hospital care p/a</li> <li>•Mental health intervention</li> </ul> <p>Estimated annual cost to health services<br/><b>£40,000</b></p>   | <ul style="list-style-type: none"> <li>•Notice of Seeking Possession served</li> </ul> <p>Estimated annual cost to Housing<br/><b>£5,000</b></p>   |              |                |               |                |                |               |                  |               |                     |                |                    |               |                     |                 |
| <p><b>Estimated costs per annum</b></p> <p><b>£ 100,000 to £150, 000</b></p>   | <p><b>Unemployment</b></p> <ul style="list-style-type: none"> <li>•Carers Allowance</li> <li>•Employment Seekers Allowance</li> <li>•NEET</li> </ul> <p>Estimated annual cost to DWP and JCP<br/><b>£16000</b></p>  | <p><b>Social Care</b></p> <ul style="list-style-type: none"> <li>•Parenting programme</li> </ul> <p>Estimated annual cost to Social Care<br/><b>£3,000</b></p>   | <p><b>Estimated Annual Cumulative known financial cost</b></p> <table border="1"> <tr> <td><b>Crime</b></td> <td><b>£35,000</b></td> </tr> <tr> <td><b>Health</b></td> <td><b>£40,000</b></td> </tr> <tr> <td><b>Housing</b></td> <td><b>£5,000</b></td> </tr> <tr> <td><b>Education</b></td> <td><b>£1,000</b></td> </tr> <tr> <td><b>Unemployment</b></td> <td><b>£16,000</b></td> </tr> <tr> <td><b>Social Care</b></td> <td><b>£3,000</b></td> </tr> <tr> <td><b>Annual total</b></td> <td><b>£100,000</b></td> </tr> </table> | <b>Crime</b> | <b>£35,000</b> | <b>Health</b> | <b>£40,000</b> | <b>Housing</b> | <b>£5,000</b> | <b>Education</b> | <b>£1,000</b> | <b>Unemployment</b> | <b>£16,000</b> | <b>Social Care</b> | <b>£3,000</b> | <b>Annual total</b> | <b>£100,000</b> |
| <b>Crime</b>   | <b>£35,000</b>  |  |  |              |                |               |                |                |               |                  |               |                     |                |                    |               |                     |                 |
| <b>Health</b>  | <b>£40,000</b>  |  |  |              |                |               |                |                |               |                  |               |                     |                |                    |               |                     |                 |
| <b>Housing</b>   | <b>£5,000</b>   |  |  |              |                |               |                |                |               |                  |               |                     |                |                    |               |                     |                 |
| <b>Education</b>   | <b>£1,000</b>   |  |  |              |                |               |                |                |               |                  |               |                     |                |                    |               |                     |                 |
| <b>Unemployment</b>  | <b>£16,000</b>  |  |  |              |                |               |                |                |               |                  |               |                     |                |                    |               |                     |                 |
| <b>Social Care</b>   | <b>£3,000</b>   |  |  |              |                |               |                |                |               |                  |               |                     |                |                    |               |                     |                 |
| <b>Annual total</b>  | <b>£100,000</b>   |  |  |              |                |               |                |                |               |                  |               |                     |                |                    |               |                     |                 |
| <p><b>Unknown costs per annum</b></p> <ul style="list-style-type: none"> <li>•Operation for eldest child</li> <li>•Child In Need Plan</li> <li>•Damage to property</li> <li>•Vandalism</li> <li>•Neighbourhood complaints</li> </ul>   | <p><b>Education</b></p> <ul style="list-style-type: none"> <li>•Prosecution pending for non-payment of unauthorised absence fine</li> </ul> <p>Estimated annual cost to Education<br/><b>£1,000</b></p>   | <p><b>Areas the Programme can affect</b></p> <ul style="list-style-type: none"> <li>•Crime incidents</li> <li>•Drugs misuse</li> <li>•Alcohol misuse</li> <li>•Anti-social behaviour</li> <li>•NEET</li> <li>•Welfare dependency</li> <li>•Domestic abuse</li> <li>•Physical health</li> <li>•Involvement with social care</li> <li>•Housing issues</li> </ul> |  |              |                |               |                |                |               |                  |               |                     |                |                    |               |                     |                 |

**Annex 2: South East Surrey Family Support Programme – Team Diagram**



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