

SURREY COUNTY COUNCIL

CABINET

DATE: 3 FEBRUARY 2015

REPORT OF: MRS MARY ANGELL, CABINET MEMBER FOR CHILDREN AND FAMILIES

LEAD OFFICER: NICK WILSON, STRATEGIC DIRECTOR FOR CHILDREN, SCHOOLS AND FAMILIES

SUBJECT: EXPANDING THE SURREY FAMILY SUPPORT PROGRAMME



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SUMMARY OF ISSUE:

The Surrey Family Support Programme (SFSP) is the name given to the local implementation of the Government's Troubled Families Programme in 2012. The programme aims to improve outcomes for families who have multiple needs through a model of multi-agency working. The Programme is also one of the six projects included in Surrey's participation in the Public Services Transformation Network (PTSN).

This report gives an overview of the expansion of the Government's national programme from 2015-2020 and the implications for the Surrey Family Support Programme.

Cabinet is asked to agree to an Outcomes Plan that will enable the local programme to begin its expansion pending the conclusion of consultations over the new ways of working with partner agencies. The Outcomes Plan will mark the transition from the current Troubled Families Programme (Phase 1) to the new expanded Programme (Phase 2).

RECOMMENDATIONS:

It is recommended that Cabinet agrees:

1. To the expansion of the Surrey Family Support Programme to include around 1000 families each year between 2015 and 2020.
2. To begin working towards the Government's expanded Troubled Families programme target with immediate effect.
3. To increase the families eligible to join the programme through the criteria set out in the Families Outcomes Plan, attached at Annex 1 to this report.

REASON FOR RECOMMENDATIONS:

In light of the very good local performance on the first phase of the national Troubled Families Programme, the Council was invited by the Government to be an Early Starter for the new expanded Programme. As part of this, the Council has received additional funding of £651,000 this year with a requirement that an additional 549 families are brought into the local Programme by April 2015. This new funding is to be invested in the staff providing intensive support services to the targeted families. Key to beginning the new Programme is implementing new eligibility criteria on which we are required to consult on with local partners.

In agreeing to the above recommendations, Cabinet will replace the eligibility criteria it agreed for the original Programme in March 2013 with a new set of criteria that will expand the Programme to cover a wider set of families.

Further work is underway to develop agreements with partners over the delivery model of the new service arrangements and these will form part of Surrey participation in the Public Services Transformation Network. The details of these arrangements will be reported to Cabinet in May, once they are concluded. However, in order to begin the new Programme now, a decision is required over the new Outcomes Plan to bring new families into the Programme.

DETAILS:

Background

Phase 1 of the Government's Troubled Families Programme (2010-2015)

1. The national Troubled Families programme was announced by the Government in 2011 with the aim of providing support and targeted interventions to those families with complex and multiple needs that cause problems in their communities and who are a high cost to the public purse. The Programme aims to improve outcomes for families with complex needs and to reduce costs through multi-agency engagement with families and the application of a preventative approach to working with these families.
2. The Government provides some funding towards the programme through a payment by results arrangement.
3. Through the current programme, 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 of Communities and Local Government (DCLG) with the local management of the Programme given to upper tier authorities.

The Surrey Family Support Programme

4. The Surrey Family Support Programme is the local implementation of the national Troubled Families programme.
5. Key features of the programme include:
 - The co-ordination at community level of support to families by District and Borough Councils

- Relevant agencies are brought together into a Team Around the Family (TAF) to create a joined up approach to the family's needs
 - Families undergoing a single multi-agency assessment of their needs and having a single multi-agency support plan
 - Those families with the greatest and/or most complex needs are given a period of flexible, intensive home based support by teams managed by the borough and district councils
 - All unemployed adults are helped into work
6. Surrey's target is to turnaround 1050 families by May 2015. At October 2014, the programme had turned around 691 families which accounts for 65% of the Surrey target. The Council is on track to meet the target of 1050 families by May 2015.
7. The local programme has been successful in changing the way local services work together in partnership when intervening with whole families and formed one of the six projects to be included in Surrey's participation in the government backed Public Services Transformation Network.

Phase 2 of the Government's Troubled Families Programme (2015-2020)

8. Following the early successes of the current Programme, the Government announced an extension and expansion of the national programme and funding for the new expanded Programme included in the last Budget.
9. The expanded Troubled Families programme will run from 2015-2020 and aims to work with an additional 400,000 families nationally. As part of this Surrey has been set a target of making significant and sustained progress with 3,660 families by May 2020. This will involve including up to around 1000 families in the local programme each year from 2015.
10. Surrey is an Early-Starter for the expanded programme. As highlighted in a letter to the Council's Chief Executive from the DCLG, this is due to Surrey being 'one of the highest performing areas in the current Troubled Families Programme'. This means that, although the expanded programme does not officially begin until April 2015, families can be brought into the programme in Surrey under the expanded eligibility criteria when we are ready to do so. Advanced funding of approximately £549,000 has been provided by Government in support of being an Early Starter. To meet the requirements of being an Early Starter, the service has to have identified and started working with 549 families by April 2015 and contributed evidence to the DCLG in support of its 2015 Spending Review submission.
11. In the current phase of the troubled families programme we have identified 1737 families who meet the Governments four criteria for being a troubled family. The expanded national programme widens the eligibility to six criteria. A family must have two of the following six headline problems to be deemed eligible:
- Parents and children involved in crime or anti-social behaviour
 - Children who have not been attending school regularly
 - Children who need help, e.g. a child with an early help assessment and/or supported by social services
 - Adults who are out of work or at risk of financial exclusion and young people at risk of worklessness
 - Families affected by domestic violence and abuse

- Parents and children with a range of health problems

12. These expanded criteria mean more vulnerable and high cost families in Surrey will be eligible for support from the programme. However, we may only use the Government funding to support the most complex and high cost families.

Delivering the Expanded Programme – Moving the Surrey Family Support Programme into the mainstream

13. As described in paragraph 5, the model of delivery implemented for the Phase 1 Troubled Families Programme was a model of integrated 'Team Around the Family' working with local coordination and intensive support to families delivered through six borough and district council based teams:

- South East Area team (Mole Valley, Tandridge, Reigate& Banstead)
- Woking
- Guildford
- Waverley
- Surrey Heath/Runnymede
- North East Area team (Elmbridge, Epsom& Ewell and Spelthorne)

14. Whilst this model has enabled the delivery the Programme effectively to date, developing the approach to work with a broader set of problems and working with a larger volume of families over five years requires some changes to the model of delivery. In effect moving the Programme to what was a time limited multi-agency project to what needs to be a mainstream service for working with families with complex needs.

15. Work is underway with partners and across the Council to develop the new model of working using the following principles:

- The County Council will use a dedicated network model whereby named posts/staff across relevant Council services will be dedicated to work a caseload made solely of Family Support Programme families, but will remain in the their current teams and structures. This would create in each quadrant of the County a virtual team made up of staff from across Youth Support Services, Schools & Learning Services and Adults Services. The programme will have clear working arrangements with the Children's and Safeguarding Service.
- For relevant SCC commissioned services, e.g. community health services, Health Visitors, Domestic Abuse outreach, etc. the commissioned services would be aligned with the programme using the same principles.
- Where appropriate, partners are also being asked to commit to this approach. There is agreement so far from the Department for Work and Pensions (DWP)/Job Centre Plus (JCP).
- The Team Around the Family for most cases will be made up of the dedicated staff which will need to be enhanced through the support of other professionals depending on the issues within the family.

- 500+ families per year could be supported through intensive support via Family Support Teams employed within the Borough and District Councils.
16. Work began on developing this new approach via multi-agency working group last year. However, due to the multi-agency Ofsted inspection over October and November this work has been delayed until now – January 2015.
17. Details of the final model and arrangements with partners will come before Cabinet later in the year.

The Surrey Family Support Programme Families Outcomes Plan

18. Guidance issued by the DCLG stipulates that local authorities must produce a local Outcomes Plan for the expanded programme. This plan must show the following:
- Which families will be prioritised in the local Programme
 - What a significantly improved outcome is for all of the six headline family problems covered by the Programme
 - What will be measured to establish that this outcome has been achieved, and
 - The timeframes against which the sustainability of these outcomes will be measured
19. The Surrey Family Support Programme Outcomes Plan for the expanded programme is attached as Annex 1 to this report.
20. The Outcomes Plan sets out that for a family to be eligible for the expanded programme they must meet at least two of the six Government criteria. For each of these criteria, the plan shows the corresponding Surrey policy objective. The theme of these objectives is keeping families out of high cost acute services through offering preventative support early on.
21. The Outcomes Plan also highlights the eligibility priorities which relate to each of the government criteria. This column conveys what characteristics a family is likely to possess that will make them eligible under that specific headline problem.
22. The progress levels on the Outcomes Plan indicate how a family may present on entry to the programme and then the characteristics they will present when they have made improvement. Level 1 represents a safe and stable family being supported in universal services. If a family presents at Level 4 under a headline problem then they are at the opposite end of the spectrum, presenting with an extensive problem that requires a high level of support. The purpose of these progress levels is to illustrate that a family's improvement is relative to the level at which they presented at the outset of their involvement with the programme. These entry levels are likely to be different for each problem a family is eligible under.
23. The final sustainability column shows how long an improvement from one level to the next must be sustained in order for a family to be regarded as having made significant and sustained progress.
24. The Outcomes Plan is designed to be a simple yet consistent way of tracking outcomes for families throughout their involvement with the programme. It aims to

recognise the differing circumstances and needs of families whilst giving tangible outcomes against which progress can be measured and payment claimed.

25. The Strategic Director for Children Schools and Families and the Chief Executive will undertake a review of the Outcomes Plan annually and may make variations to the eligibility and success criteria in response to local community demands and changes. Where significant changes are to be made, the Plan will be referred back to Cabinet for approval.
26. The Plan may need to undergo some changes resulting from the completion of consultation with partners over new models of working.

CONSULTATION:

27. The Surrey Families Outcomes plan has been widely consulted on. This includes engagement in internal Surrey County Council forums as well as multi-agency discussions. Consultation has occurred with the following:

- Community Safety Board
- Children and Young People's Strategy Board
- SFSP Multi-agency panels
- District and Borough councils
- Health partners (incl. CCGs)
- Surrey Safeguarding Children Operations Group
- Domestic Abuse development group
- Schools
- Collaborate 2014 conference
- Registered Social Landlords

Matters arising from consultation

28. The majority of those consulted so far have approved of the overall format of the Outcomes Plan.
29. Specific technical points were raised such as the indicators that should be used when measuring improvement in anti-social behaviour, particularly from the viewpoint of Registered Social Landlords. Similarly the need for appropriate indicators from the viewpoint of schools when tracking a child's attendance and exclusions.
30. Third sector organisations and others raised the need to consider very carefully how to track the progress of a family affected by domestic violence and abuse due to the sensitive and often hidden nature of this issue.
31. It was also felt that those vulnerable groups, such as young carers and those affected by child on parent violence, needed to be explicitly referenced in the plan.
32. All matters raised in consultation have been duly noted and considered during the framing of the Outcomes Plan.

33. A number of responses to the consultation concerned clarification and queries over how the Plan might best be used. A guidance note will be prepared and published alongside the plan.

RISK MANAGEMENT AND IMPLICATIONS:

34. This is a complex programme of work involving many local agencies. Local implementation plans are being developed as part of the discussions with partners on scaling up the model. The risk issues arising from this process will be included in the report to Cabinet in May.

FINANCIAL AND VALUE FOR MONEY IMPLICATIONS:

35. Set out below is a table summarising the anticipated DCLG grant income with assumptions for each year of the expanded programme as well as the total expected grant income for the whole five year programme (2015-2020).

Year	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	Total
No. of families brought into the programme (Turnaround target)	549	1000 (778)	1000 (778)	1000 (778)	1000 (777)	-	4549 (3660)
	Family related grant funding (£'000)						
Unit	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Attachment fee (£1,000 per family)	549	778	778	778	777	-	3660
PbR (£800 per family)*	-	440	622	622	622	622	2928
Total family related grant funding	549	1218	1400	1400	1399	622	6588
Service Transformation Grant	102	350	350	350	350	350	1852
Total Grant Funding	651	1568	1750	1750	1749	972	8440

*Assumed 1 year lag for results and subject to claims being submitted

36. There is a clear expectation that the expanded Surrey Family Support Programme will operate on an 'invest to save' basis. A more detailed financial case for the sustainability of the programme will be presented to Cabinet at a later date as part the Working Together arrangements (see below).

Working Together (Surrey's Public Service Transformation Network)

37. Surrey public agencies were successful in being invited to take part in the Public Services Transformation Network (PSTN) to work with central government and its agencies on developing integrated service using a community budget approach. This local partnership work has been named Working Together.
38. The Surrey Family Support Programme is one of six Working Together projects that intend to reduce public expenditure in Surrey by shifting the balance of resources away from reactive and acute services to early help and preventative services. As part of this initiative the Programme has explicit objectives in delivering better value for money and improved outcomes for Surrey residents.
39. As part of Surrey's Public Transformation work, Cabinet agreed an outline Business Plan for the Surrey Family Support Programme in February 2014. This Business Plan is being worked up further with partners for implementation in 2015/16. The Business Plan, once completed, will set out how the Programme will sustainably deliver financial efficiencies across Surrey agencies. This Business Plan will come for Cabinet approval in May 2015.

Section 151 Officer Commentary

40. This report details the potential grant funding available to the County Council over the next 5 years for phase 2 of the national Troubled Families initiative. This funding is subject to eligibility criteria and the project being able to evidence significant and sustained progress (and financial savings) as per the Surrey Families Outcome Plan.
41. The cost of delivering the second phase of the project and the cost profile over the 5 years has yet to be determined. It is expected that the cost of delivery will be funded from the potential grant income. The detailed financial case for the on-going financial sustainability of the project is planned to be developed over the next few months and presented to Cabinet in May.

Legal Implications – Monitoring Officer

42. This report sets out how the expansion of the government's Troubled Families programme will be implemented in Surrey. It should be noted that the programme does not give us any additional powers, and our statutory duties remain unaffected.
43. The programme relies on the sharing of information between agencies, and this is governed by a multi-agency information sharing protocol.
44. The Equalities Impact Assessment (EIA) reflects the fact that the programme is targeted and is not therefore open to all. We do not yet know the profile of the families that will be admitted to the programme in terms of their protected characteristics. To comply with our duties under the Equality Act, we need to ensure that the services provided are able to meet the varying needs of families with different protected characteristics.

Equalities and Diversity

45. In March 2013, an EIA was completed in relation to the existing SFSP which has been included below. This will be updated in light of the expansion of the

programme and the new criteria and will accompany the further report to Cabinet in May 2015.

<p>Information and engagement underpinning equalities analysis</p>	<p>Information:</p> <ul style="list-style-type: none"> • The Troubled Families Programme: Financial Framework (DCLG) • Listening to Troubled Families (DCLG, July 2012) • Working with Troubled Families (DCLG, December 2012) • The Cost of Troubled Families (DCLG, January 2013) <p>Engagement:</p> <p>Our engagement up to now has been with internal and external partners who will be part of the programme, to understand the impact this programme will have on them, and their service users.</p> <p>As we are in the process of identifying families, it is not possible to fully understand the impact on particular protected characteristics of service users across the county at this stage.</p>
<p>Key impacts (positive and/or negative) on people with protected characteristics</p>	<p>This programme will co-ordinate multi-agency support for families characterised by crime/anti-social behaviour, adults out of work, and children not attending school.</p> <p>The evidence for family intervention has been consistently strong, for all families.</p>
<p>Changes you have made to the proposal as a result of the EIA</p>	<p>No changes to the proposal as a result of this EIA.</p>
<p>Key mitigating actions planned to address any outstanding negative impacts</p>	<p>Understand the representation of protected characteristics across families and staff participating in the programme, and monitor the impact of the programme over time.</p> <p>Where particular needs are identified, the programme will take steps to advance equal opportunities amongst families and staff, including any necessary training.</p>
<p>Potential negative impacts that cannot be mitigated</p>	<p>None.</p>

Corporate Parenting/Looked After Children implications

46. The expanded programme includes families with children in need and families with a Child Protection Plan. One of the planned outcomes of the Programme will be a reduction in Looked After Children.

Safeguarding responsibilities for vulnerable children and adults implications

47. As part of the Team Around the Family (TAF) model of multi-agency working, partners 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.

Public Health implications

48. A health impact assessment was carried out for the existing programme. The following implications were identified:

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 substance misuse

49. The programme will monitor the impact on health providers, in particular 0-19 public health services to ensure this has a positive rather than negative impact in their ability to deliver core public health services commissioned.

WHAT HAPPENS NEXT:

50. 549 families will be brought into the expanded programme by April 2015 using the agreed Surrey Families Outcomes Plan.

51. A further report will be presented to Cabinet in May, regarding the link between the Working Together arrangements and include details of the scaled-up model of delivery and business case covering the sustainability of the expanded programme and the financial savings it plans to deliver.

Contact Officer:

Sean Rafferty, Head of Family Services
Telephone: 020 8541 9014

Samantha Voyle, Project Officer
Telephone: 020 8541 8604

Consulted:

Clare Curran, Cabinet Associate, Children, Schools & Families

Annexes:

Annex 1 – Families Outcomes Plan

Sources/background papers:

- Financial Framework for the Expanded Troubled Families Programme (Department of Communities and Local Government, November 2014)