



OFFICER REPORT TO LOCAL COMMITTEE (WAVERLEY)

THE FAMILY SUPPORT PROGRAMME PILOT

14 December 2012

KEY ISSUE

To consider the progress of the Waverley Family Support Team Pilot and its contribution to the development of the countywide Surrey Family Support Programme.

SUMMARY

In 2011 Surrey agencies agreed to pilot a new approach to interagency working with families with multiple needs. Waverley Borough Council kindly agreed to host this pilot service. Following a period of consultation over how the pilot might work a multi-agency Pilot Team was established in June 2012 to support the coordination of services around families with multiple needs. This pilot service was to inform the development of a model of working across the county. This report comments on the progress of the pilot service and how the Waverley pilot has contributed to developing a countywide approach.

OFFICER RECOMMENDATION

The Local Committee (Waverley) is asked to note the progress made by the pilot service.

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. Calling the local approach the Family Support Programme gives a clearer description of what we are setting out to do and avoids stigmatising those families that take part.

- 1.2 As part of developing and agreeing the countywide arrangements for this programme it was agreed across Surrey agencies to pilot a new approach to working with families with multiple needs and that Waverley Borough Council would host this pilot.
- 1.3 It should be noted that an external evaluation of the pilot, focusing on the experience of the families involved and the staff who worked with these families, will to be completed in the New Year.
- 1.4 The evaluation provided in this report is that of the County Council's Head of Family Services and considers the application of the learning from the Waverley Pilot to the development of Surrey's countywide arrangements. This report provides an interim commentary on the progress of the pilot only.

2 DISCUSSION/ANALYSIS

2.1 The National Troubled Families Programme

The Prime Minister has described the National Troubled Families Programme as his government's second highest priority after the national deficit. The intention is to target interventions at those families who have the most problems and cause the most problems in their local communities with the intention of turning around the lives of those families stuck in a cycle of unemployment, anti-social behaviour and truancy.

The Government plans to turn around the lives of 120,000 troubled families nationally by May 2015. In Surrey we have been given a target of turning around the lives of 1050 families by May 2015.

The Government has defined troubled families as those families that meet **each** of the following criteria:

- Have children not attending school
- Are involved in anti-social behaviour, i.e ASBOs, young offenders, housing orders, etc.
- Have an adult claiming an unemployment benefit

The government has calculated that on average each of these families cost the public agencies who work with them £75K per year with most costs falling on local government and criminal justice agencies. It is the government's intention that through this programme participating services will deliver better value for money.

2.2 The Waverley Pilot

The pilot was planned with reference to evidence based research that supports a whole family, holistic Team Around the Family approach combined with intensive assessment support as being the most effective way of supporting families with complex and multiple needs. The intensive support

team is also known to be one of the most effective, essential and critical 'vehicles' for implementing a strategic approach to Team Around the Family across a local authority. This is because it provides an opportunity to embed new ways of partners working together and monitoring multi-agency contributions to joint process, procedures and protocols.

In brief the model provided for a local team of Family Coordinators who would work directly with the targeted families and support and better enable all those professionals and agencies working with the family to work together.

The model designed for Waverley anticipated the government's recommended approach which was published in March 2012 and in this respect was already primed to create helpful and informed ways for the county to disseminate practice to partners.

Some of the key findings from the pilot are:

2.3 Family progress

Project reporting of family progress after only three to four months of using intensive support indicates that the approach has been effective in reducing:

- Offending behaviour
- Anti-social behaviour
- Police call outs
- Evictions from social housing
- Domestic abuse

It has also enabled:

- Young unemployed people (NEETS) to enter education, employment and training and adults to move into employment.
- Families to increase their engagement with multi-agency services such as health services.

There has also been progress in removing children off the Child Protection register with social care working in partnership with the intensive support team. This is an excellent use of resources in terms of early intervention prior to possible care proceedings and this has the potential of saving resources in the future.

More work needs to be done in the future around improving the accuracy of auditing and monitoring of family progress from family allocation. Regular Team Around the Family meetings and reviews would address this.

2.4 Practice with families

The pilot team is working with 20 families, although not all of these meet the government's definition. There is very good practice going on in terms of

case management, creativity and innovation to break through family problems and offer families intensive support within the home environment. The team manager has been skilled at interpreting ways of working that can bring about change to families.

2.5 Team Around the Family approaches

The practice of the Waverley team has not been fully in alignment with the original pilot design in regards to Team around the Family.

The focus of the intensive support has been to directly support families and has been delivered outside Team Around the Family direction, knowledge and information sharing. It is only in November that Team Around the Family meetings have been scheduled to take place up to twelve weeks after case allocation apart from Children in Need plans and cases. Progress on this can be reported at the Committee meeting.

2.6 Staffing

The Pilot Team staff are deployed from a range of partner agencies: the police, adult and children's social care, health, youth work, housing and Guildford Action for Families. They have been given additional training to take on new roles.

Where seconded staff had already had considerable experience in working with families or within adult social care they have been effective in understanding, assessing and meeting family needs within the home and advocating between them and other agencies. Some of the staff seconded into the team found the work challenging and have since decided not to continue with their work in the team.

A partnership approach has been adopted to support the clinical governance of the team's work with a Surrey County Council manager providing clinical support to the team manager and a manager from the Surrey & Borders Partnership NHS Trust giving support and advice to the team on individual case management issues.

For the future roll-out, similar arrangements will need to be put in place for all staff to have suitable case management and clinical supervision.

2.7 Recording

There has been good practice in both developing an electronic database and family paper files that clearly detail family visits, interventions and engagements with other agencies.

2.8 Success criteria

At the point of agreeing to the project initial success criteria were identified for the pilot period:

I. The families involved in the programme can demonstrate progress against their own agreed objectives

- The families involved in the programme will where relevant reduce offending and other anti-social behaviours; improve their engagement with employment, learning and training; take greater control of their household management including debts and rent arrears; improve parenting and family functioning
- More work needs to be done to ascertain how parents are demonstrating progress against their own priority goals.
- There is evidence that these outcomes are being worked towards successfully. However, in order to embed sustainability this needs to be done within a Team Around the Family framework.

II. Proposals on how to develop the programme countywide will be developed with a business case

- The pilot, together with learning from evidence based research and nationwide resources have provided information for the county-wide roll out of the Surrey Family Support Programme to commence in January 2013.
- Success at this point can be measured through meeting government and local criteria for families and the embedding of coherent and cohesive multi-agency working at a strategic, managerial and front line practice levels.

2.9 Learning from the Pilot

A table attached as the appendix to this report summarises some of the key learning points from the pilot used to inform the development of the countywide approach.

3. CONSULTATIONS

- 3.1 Staff from across public and voluntary agencies working in Waverley contributed to and were consulted on the design of the pilot, as were a small group of families.

4 FINANCIAL AND VALUE FOR MONEY IMPLICATIONS

- 4.1 It is estimated that to implement the service model used and piloted in Waverley countywide would cost c.£6.8 million between 2013 and 2015. Using the learning from the pilot, a lower cost model of working has been agreed for the countywide programme.

5 EQUALITIES AND DIVERSITY IMPLICATIONS

- 5.1 The pilot service targeted a group of families with multiple needs and in doing so worked with vulnerable families including families with disabilities and families with poor health.

6 CRIME AND DISORDER IMPLICATIONS

- 6.1 The pilot team worked with a number of families who had prior involvement with anti-social behaviour. The pilot team has proved to be successful in reducing anti-social behaviour in those families it worked with.

7 CONCLUSION

- 7.1 The Waverley Family Support Team has tested out new ways of working with families with multiple needs. The learning from the pilot has informed the arrangements for the countywide implementation of the Surrey Family Support Programme.

8. WHAT HAPPENS NEXT

- 8.1 The Surrey Family Support Programme will be implemented from January 2013. Waverley Borough Council will be among the first six borough and district councils to join the new programme. This will involve closing the work of the pilot service and developing the new local service in alignment with the countywide approach.

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BACKGROUND PAPERS:

The Troubled Families Programme:
Financial Framework (Department for
Communities and Local Government)

	Key components of the Waverley approach	What happened?	Ways forward
1.	It is a local multi-agency approach led by the Borough or District Council	In place. There was provision of an administrative base by the District Council. Project staff were deployed from SCC, WBC and the police and health services. All partners agreed to the process.	Cohesive multi-agency approach with service plan and clear accountabilities.
2.	The local team works intensively with troubled families through coordinating services around the family and through providing incentives and sanctions will support families in taking control of their lives	The local team has worked intensively with families with considerable success. The Team Around the Family (TAF) events will only take place at the end of the pilot period and the learning from this has yet to be captured. There have, as yet, been no clear agreed protocols for imposing statutory sanctions which would be helpful to force families to engage. This would be a result of a TAF.	Creation of intensive support practice manual by Surrey Family Support Programme in progress. Have clear arrangements for a single multi-agency assessment of the families Have clear procedures for TAF involvement. Clear procedures for TAF involvement and decision-making from family engagement onwards. Use of sanctions by the TAF when deemed appropriate.

3.	Professionals and agencies who work with the family in order to advocate on the families behalf and to facilitate a joined-up Team Around the Family way of working – the local team will not replace existing professionals but will seek to reduce some of their inputs	The intensive team has often acted as effective advocates for the family with other multi-agency services. This has not necessarily been within a Team around the Family	The SCC implementation team is seeking to develop this through a clear step-by-step approach to service delivery.
4.	The pilot will seek to develop over a six month period a tried and tested approach that will work across Surrey, using and adapting local resources and tools to the best effect	The project team have developed a range of resources and tools that will contribute to a SFSP future practice manual.	The SCC implementation team has developed countywide procedures and guidelines, including some of the tools used in the pilot team.
5.	An action learning approach is to be used to the develop the approach with agencies and professionals and with the families themselves	A feedback conference took place in August.	More learning events can take place. These need to be focused on the TAF.
6.	The pilot will be a means of developing the countywide approach in accordance with the new national requirements	The pilot has been extremely useful in thinking about how future systems and procedures can be used in alignment with present government requirements.	A chance to develop a more coherent and cohesive way of working with families across the authority using the TAF model.