



Social Care Services Board
Monday 25 January 2016

The Surrey Family Support Programme

Purpose of the report: Policy Development and Review

This is a report on the progress made by the Surrey Family Support Programme. The report covers the progress made in Phase 1 of the Programme; How the Programme has developed a multi-agency partnership approach to working with families and communities; How the programme has been developed to meet the Government's Extended Troubled Families Programme, and; How the Programme is to be taken forward as part of the Surrey Early Help Strategy.

Introduction:

1. The Surrey Family Support Programme is a multi-agency programme targeted at families who present the County Council and other Surrey public agencies with a range of issues across two or more family members. The families often have a wide range of complex issues and will usually have been known to local public agencies for a long time. The Programme seeks to identify and prioritise those families who are of the most concern and highest reactive cost to local agencies and offer these families a joined up support package. This will include a key worker, who supports the family and a Team Around the Family made up of the practitioners and agencies contributing towards a single joined-up assessment and Family Action Plan. Those families with greater needs are also given 12 to 18 weeks of intensive support provided by a Family Coordinator. A Family Support Programme case study is included as Annex 1 to this report.
2. The Surrey Family Support Programme is the name we have given to the local implementation of the Government's Troubled Families Programme. For the first phase of the Programme The Surrey Programme was among the highest performing services in the national Troubled Families Programme.

3. This paper summarises the Surrey Family Support Programme's strategy and implementation for working with families with complex and multiple needs. The report covers the progress made in Phase 1 of the Programme; How the programme has been developed to meet the Government's Extended Troubled Families Programme, and; How the Programme is to be taken forward as part of the Surrey Early Help Strategy.

Overview

4. The Government's Troubled Families Programme – Phase 1

- 4.1 The national Troubled Families Programme (Phase 1) sought to target interventions at those families who have the most problems and who can sometimes cause the most problems in their communities. The government estimated that £9 billion is spent each year on these families and that the national programme would reduce these costs, and seek to ensure that the children of these families do not themselves have troubled families of their own.
 - 4.2 The government planned 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 was through a payment by results arrangement whereby local authorities are paid £4,000 for each family supported towards better outcomes by the 2015 deadline. Some of the payment by results money was made available in advance to 'pump prime' local services.
5. Through the Family Support Programme Surrey agencies planned to achieve the following outcomes:
 - Improve outcomes for all the vulnerable families who take part.
 - 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;
 - Prioritise multi-agency working with those families with the greatest difficulties where we can make the most progress;
 - Developing effective family support practice and a sustainable model of partnership working for all vulnerable families, and;
 - 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;

6. Families with multiple needs in Surrey

- 6.1 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 each year there may be over 5,000 such families living in the county.
- 6.2 The government defined the families eligible for Troubled Families (Phase 1) 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.
- 6.3 Surrey was given the government target of turning around the lives of 1050 families by May 2015. In this instance turning around a family meant that for each of the family members who met the Troubled Families criteria set out above: Children's school attendance improved to +85% over three consecutive terms; Family involvement in crime and or anti-social behaviour reduced by at least 60% over six months; And, or an adult who was claiming unemployment benefits was helped into continuous employment.
- 6.4 We were 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 could then take those families who meet two of the criteria and make up the number by adding in a local discretionary criteria. We chose as the local discretionary factor: 'families of concern.'
- 6.5 A family of concern was defined as a family where one or more of the following issues were 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, high cost families and families with incidences of domestic abuse. Further local categories were added as the programme developed.

7. The Surrey Family Support Programme model: A Local Partnership Approach to Working with Families and Communities

- 7.1 In developing a local Programme it was agreed to take a multi-agency partnership approach in designing the way to work with families. It is important when working with families that the service

offer is both local and community based – close to the home or in the home. Because the families we wanted to target through the Programme were getting services from across many Surrey agencies it was important that all relevant Surrey public agencies would share the responsibility for them. All local partners would need to work towards agreed goals for every family for each headline problem, which are shared jointly and owned across the partners.

- 7.2 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 was required to successfully support these families. A programme was developed and based around public agencies agreeing to the following arrangements:
- 7.3 *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 manages 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. Because some borough and district Councils joined up their resources this resulted in six teams covering the county as follows: A North East Team comprised of Elmbridge, Spelthorne and Epsom & Ewell; a South East Team comprised of Mole Valley, Tandridge and Reigate & Banstead; a joint Surrey Heath and Runnymede team; with Woking, Waverley and Guildford going with single council teams.
- 7.4 *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 to coordinate support to the family. The professionals and agencies involved in Team Around the Family include schools, Police, Health Visitors, Probation Officers, Youth Workers, Education Welfare Officers, Job Centre Advisers and Housing Officers amongst others.
- 7.5 *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.
- 7.6 *The families with the greatest needs 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 to 18 weeks and provided by a locally based Family Coordinator.
- 7.7 *Adults involved in the programme will be helped into work-* 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 this it might be volunteering and/or effective engagement in education, training and or other activities that promote good health and positive community participation. The DWP has seconded three staff into the Family Support Programme to support families in accessing back to work support and employment opportunities;

7.8 *All arrangements will be governed through the partnership approach.* Local teams and networks are supported through professional support from the countywide agencies.

7.9 This localised and multi-agency approach has underpinned the way the Programme and its partner agencies have worked with families and communities to great success.

8. Achieving the Troubled Families Target

8.1 Work started implementing the Programme in 2012 and by September 2013 the Programme had been implemented countywide.

8.2 By February 2015, and ahead of the Governments May 2015 deadline, Surrey agencies achieved the Troubled Families Phase 1 target of turning around the lives of 1050 families. Of these families, 898 had children whose attendance and behaviour at school significantly improved. 366 families significantly reduced their involvement in anti-social behaviour and youth crime. 152 adults were helped to move off out of works benefits and into continuous employment, with another group of parents supported into temporary working and training opportunities.

9. Department for Communities and Local Government (DCLG) and Ofsted

9.1 The Surrey Family Support Programme was considered as part of the Ofsted inspection of services for children in need of help and protection, children looked after and care leavers in November 2014. In their report, inspectors included the Family Support Programme among a list of the Council's strengths and stated that "The local authority has been successful supporting troubled families who have older children and who require intensive intervention through the troubled families initiative...This demonstrates a positive picture in improving the lives and circumstances of children."

9.2 Louise Casey CB, the DCLG's Director General for Troubled Families, wrote to the Council in 2015 commending Surrey on its strong performance and for being one of the top programmes nationally.

9.3 The DCLG and Treasury have taken a keen interest in Surrey's innovative model of working and in particular how partnership practice and the joint working with borough and district councils has

been developed.

10. Extending the National Troubled Families Programme (Troubled Families Phase 2):

- 10.1 Included in the 2013 Comprehensive Spending Review was an announcement to extend the national Troubled Families Programme to 2020 and expand the families to be included to 400,000 families by April 2020. The funding for the Extended Programme through to 2020 was confirmed in the 2015 Comprehensive Spending Review.
- 10.2 In Troubled Families Phase 2 the focus will continue on those families with multiple problems and who are a high cost with an expansion of the on the families who may be brought into the programme. The expanded programme has further objectives around transforming local services who work with families and making efficiencies across local and national public services.
- 10.3 The Programme will be expanded through increasing the eligibility criteria for families who may be funded through the programme. To be eligible for the Programme, each family must have at least two of the following six problems:
- 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 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

11. Extending the Surrey Family Support Programme

- 11.1 As part of the local implementation of the Extended Troubled Families Programme in Surrey the Council, with key partners, has agreed with the Government to turn around the lives of a further 3,660 Surrey families by April 2020. Like the first programme, the Government funding in support of the work is through payment by results, i.e. £1,800 for each family that makes a significant improvement in their outcomes through joining the programme. It should be noted that the Government funding per family is significantly less than in the first programme where the payment by result was £4,000 for each family.
- 11.2 As part of expanding the Programme locally the Council and its partners was required to consult on, agree and publish a local plan that sets out:
- Which families will be prioritised in the local Programme (this may be revised over time)

- 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

This Plan was consulted on in the Autumn of 2014/15 and agreed at Cabinet on 3 February 2015. A Copy of the Framework is included as an annex 2 to this report. The Framework is due to be reviewed in the Spring.

11.3 Because of Surrey's high performance in Phase 1 of the Government Programme we were able to bring families into the programme under the new criteria from Autumn 2014 – in effect overlapping the beginning of the Extended Programme with the end of the Phase 1 Programme.

11.4 At the end of December 2015, 621 families have joined the Family Support Programme under the new criteria. The Programme is working to the Corporate Strategic Goal of supporting 750 families by April 2016.

11.5 An analysis made of a sample of 402 families in the Programme shows that of these families:

- 55% have a recent involvement in crimes and or anti-social behaviour
- 79% have education concerns such a poor school attendance and schools exclusions
- 86% have children who either have been or are at risk of becoming Children in Need
- 32% reported of recent domestic abuse and or violence at the point of referral and assessment
- 91% have adults who are workless with 14% having a NEET young person in the family
- 65% have ongoing health concerns
- 21% have alcohol and or substance misuse problems
- 60% report on having poor mental health

11.6 Of these families:

- 9% have six concerns
- 25% have 5 concerns
- 34% have 4 concerns
- 28% have 3 concerns
- 4% have 2 concerns

12. The Family Support Programme and Early Help

12.1 As part of preventative arrangements for and in support of local safeguarding responsibilities all local areas are required to have a

multi-agency approach to Early Help in order to bring together local agencies to:

- Identify vulnerable children and families who will benefit from additional support that will prevent any difficulties from escalating
- Support local agencies in determining what additional support a vulnerable child or family may need
- Ensure that vulnerable children and families have access to a wide range of local services that will act to intervene early prevent families from needing greater support
- Coordinate local agencies to participate in a joined up early help offer to their local community with services coordinated around families and children

12.2 The Council with Surrey partners introduced an Early Help Strategy in 2014 and this Strategy is now under review by the Council and public service partners.

12.3 As part of this review of the Early Help Strategy a pilot of a new approach to Early Help is being delivered in the South East (Tandridge, Mole Valley and Reigate & Banstead) of the County. This pilot is based on the Family Support Programme approach to multi-disciplinary working and work on evaluating the pilot will be reported in late February 2016.

12.4 This review of Early Help is part of the Council's Children, Schools and Families Change Programme – Confident in our Future. The Early Help Programme sits alongside and is connected to reviews of Safeguarding Services, SEND Services and Learning and Skills Services.

12.5 Subject to further work and agreement with partner agencies it is proposed that the Family Support Programme be integrated within the new Early Help Strategy and local models for preventative and early interventions services. This will give the advantages of enabling the Early Help Strategy to :

- a) Offer intensive support to c.650 families each year through the local Family Support Teams based in the borough and district Councils
- b) Enable families offered a multi-agency intervention as part of the Early Help Strategy to count towards the Surrey target of turning around 3660 families as part of the Extended Troubled Families Programme.

13. Costs and Savings

13.1 In support of developing and delivering the Surrey Family Support Programme the Council has received some funding from

the government. This funding has come in the way of a Payment By Results scheme which for Phase 1 of the Troubled Families Programme was paid at £4,000 per family successfully turned around and now at Phase 2 £1,800 per family. Subject to achieving targets this funding averages out at c.£1.3 million per annum over the two phases of the Programme This revenue is used to fund the six local Family Support Teams based in borough and district councils with these councils also contributing additional funds to their local Team.

13.2 The government sees its Troubled Families Programme as a transformative programme that will make financial efficiencies across local public services. DCLG research advises that nationally the families targeted through the programme cost on average £75,000 each across public agencies. Through the programme it is assumed that these costs will be reduced

13.3 It can be said that the Programme does and will realise a range of financial benefits across Surrey agencies. For example, in phase 1 of the Programme 152 adults were helped into continuous employment and this will have achieved upwards of £4 million savings in benefits payments by the Department for Work and Pensions (DWP). Reducing family involvement in anti-social behaviour and improving school attendance will also have achieved some financial benefits across Surrey agencies but identifying and or realising these as cashable benefits is difficult. . We are working with the DCLG on the evaluation of the Troubled Families Programme in identifying the social, economic and financial benefits of this work.

13.4 The emerging Preventative and Early Help Strategy will include the development of a business case for the Council to demonstrate and realise savings and efficiencies for the Council and with partner agencies.

Conclusions:

14.1 The Surrey Family Support Programme has proven to be a great success in supporting multi-agency working with Families. Surrey is recognised by Government as a local area that leads the way for working with families with multiple needs and developing the multi-agency approach in large and complex two tier local authority area. The Ofsted inspection of local services in 2014 listed the Family Support Programme as one of Surrey's strengths.

14.2 The Family Support Programme is able to be part of and contribute to the wider Surrey agenda for preventative and early intervention services such as the Friends, Families and Communities strategy and initiatives to reduce crime and getting unemployed people into work. The model of working with borough and district councils could provide a model of localised working for other services.

14.3 The Governments Extended Troubled Families Programme gives

Surrey an opportunity, and some additional funding, to work towards turning around a further 3660 Families. This will be best achieved through building on the current model of delivery and integrating the Family Support Programme in what will be the new Multi-agency Early Help Strategy for Surrey

Recommendations:

- 15 Members are asked to note:
- a) the success of the this multi-agency and preventative approach to working in achieving the first phase of the Family Support Programme
 - b) the significant contribution the Family Support Programme can play as part of the emerging Preventative and Early Help Strategy and other preventative initiatives across the Council and with Surrey partners.

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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

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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

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