

**SURREY COUNTY COUNCIL****CABINET****DATE: 26 MARCH 2013****REPORT OF: MRS MARY ANGELL, CABINET MEMBER FOR CHILDREN AND FAMILIES****LEAD OFFICER: NICK WILSON, STRATEGIC DIRECTOR OF CHILDREN, SCHOOLS AND FAMILIES****SUBJECT: SURREY FAMILY SUPPORT PROGRAMME****SUMMARY OF ISSUE:**

1. The Surrey Family Support Programme is the name we have given to the local implementation of the Government's Troubled Families Programme.
2. This approach aims to improve outcomes for families who have multiple needs through a new model of multi-agency working.
3. This report provides an overview of the programme, including implementation by local teams based in borough and district councils.

**RECOMMENDATIONS:**

It is recommended that Cabinet agrees:

1. The strategy and implementation of the Surrey Family Support Programme, by local teams in Elmbridge, Guildford, Spelthorne, Reigate and Banstead, Waverley, and Woking borough councils
2. That a local discretionary criteria of families of concern be added to the government's criteria for families to join the programme

**REASON FOR RECOMMENDATIONS:**

3. In order to achieve the best outcomes for local families with multiple needs, the national programme has been adapted to better suit Surrey communities.

**DETAILS:****The Government's Troubled Families Programme**

4. The national Troubled Families Programme seeks to target interventions at those families who have the most needs and cause the most problems in their communities. The government estimates £9 billion is spent each year on these families. The national programme seeks to reduce these costs and seeks to ensure the children of these families do not have troubled families of their own.

5. 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 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 up to £4,000 for each family that is turned around by the 2015 deadline and are not already funded by other Government Programmes. Some of this payment by results money is available in advance to pump prime local services.

### **The Objectives of the Surrey Family Support Programme**

6. Through the Family Support Programme Surrey agencies plan to meet the following objectives:
  - Transformed quality and volume of multi-agency working with vulnerable families and children, introducing a single family assessment and plan
  - Development of effective family support practice and a sustainable model of partnership working for vulnerable families
  - Improved outcomes for **all** the vulnerable families who take part

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

7. The government has defined the families eligible for the programme as those who meet **each** of the following criteria:
  - Have children not attending school - +15% unauthorised absence, excluded pupils, or not on a school roll, and;
  - Are involved in anti-social behaviour, e.g. young offenders, adults with anti-social behaviour orders, families with anti-social behaviour related housing orders, and;
  - Have adults claiming unemployment benefit
8. 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 who 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 estimate that as few as 100 Surrey families may meet all three of the government criteria and therefore most of the families joining the Surrey programme will meet two criteria and the local discretionary factor of being a family of concern.
9. A family of concern is defined as a family where one or more of the following issues are present: children in need; mental ill-health issues; drugs and alcohol problems; young people who are not in education, employment or training (or at risk of this in the future); ex-prisoners; families at risk of becoming homeless; and, families with incidences of domestic abuse. Further categories may be added as the programme develops.

10. It will be important to review the local discretionary criteria as and when the Welfare Reform impacts on Surrey families. The programme will need to be adaptive to changes in need and demand across the county.

### **Working in partnership to support families with multiple needs**

11. Surrey public agencies have agreed families with multiple needs are the responsibility for all agencies and a multi-agency approach is required to successfully support these families. The Surrey Family Support Programme is based around public agencies agreeing to the following arrangements:
12. *The local coordination of support to these families will be led by Borough and District councils, supported by all other agencies.* Borough and District Councils are the local place leaders for Surrey, and are best placed to co-ordinate local inter-agency work. Each Borough and District Council will manage a Family Support Team that will bring together partner agencies to identify the families who will benefit from the programme and coordinate the local partnership working around individual families;
13. *All relevant agencies will work as part of a Team Around the Family for each of the families in the programme.* Those families targeted in the programme will typically be working with at least three agencies and with four or more professionals working with various family members. The local Family Support Team will bring together these professionals and facilitate them in working as a joint team around the whole family with one of the professionals taking on the role of chair of the Team Around the Family (see **ANNEX 1**);
14. *All the families in the programme will undergo a single multi-agency assessment of their needs and have a single multi-agency support plan.* We will use a single multi-agency assessment across the family to understand the needs of the whole family and develop a single plan that will intelligently coordinate and sequence the support to be given to the family. This single plan will not replace statutory plans where they exist but bring the plans made around individual family members together to support the needs of all family members. The 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. We expect families to have made good progress in under twelve months whereupon they will leave the programme to receive universal services or lower tier targeted services.;
15. *All the families in the programme will be given a period of intensive support.* The local Family Support Team will be made up of Family Coordinators who will provide intensive outreach support to the families included in the programme. This intensive support is in addition to and in support of the Team Around the Family. For most families this intensive support will be for 12 weeks initially focusing on family functioning and bringing together the single assessment and latterly on supporting the family in engaging with their Team Around the Family and single plan. Some families will need more than this 12 week period and some less. We will monitor this supply of service;
16. *We will create a network team of family support professionals in each borough and district.* Through the local Family Support Team we will bring together those professionals from across agencies who are regularly working with the families targeted in the programme to work as a network, providing support to one another and taking the overview of all the families in the local

programme. Where it makes sense some staff will be dedicated to the families in the programme, and;

17. *All arrangements will be clinically governed through the partnership approach.* The Borough and District Council teams will be supported in safeguarding and clinical governance through professional support from Surrey CC and NHS agencies. This will include case meetings on families with Children in Need, safeguarding supervision and training provided to Family Support Teams. Each Team Around the Family will be chaired by an appropriately qualified professional.
18. In addition to improving outcomes for families with multiple needs the Family Support Programme will innovatively transform partnership working in Surrey.

### **An Evidence Based Approach**

19. Service delivery will involve using evidence based methodologies that have been found to be the most effective ways of supporting and helping families. A process which takes families from intervention to community integration, called the 'Ten 'I's', will be used (see **ANNEX 2**).
20. This process involves using a key worker who will build relationship and rapport with the family and come alongside them in a process of change. The Family Co-ordinator or Lead Professional engages with family gaining consent for information sharing and creating a partnership agreement. They then assess family function using a range of evidence based tools and interpret their findings with the help and additional insight of a team of multi-agency practitioners. Family goals and priorities are at the forefront of a plan for change. A Family Support plan is formulated in partnership with the family giving a clear action plan with timescales and review built into the process. Multi-agency resources are deployed to support family change with the Family Co-ordinator or Lead Professional orchestrating delivery. Family progress is monitored through a six week review process until the family has met their planned outcomes and can be integrated into their local community with universal services and any further resourcing that is required.
21. Family Co-ordinators will receive intensive training in evidence based practice and coaching for change. This is a twenty four day training programme over one year. They will gain a respected City and Guilds vocational qualification at Level 4 in Work with Parents.

### **Outcomes for families**

22. The Programme will seek to achieve the outcomes sought through the government's Troubled Families Programme of:
  - Improving school attendance for those pupils missing more than 15% schooling and or those with three or more fixed term exclusions
  - Supporting unemployed adults into work
  - Reducing family involvement in anti-social behaviour
23. In addition to these national measures local measures will include:
  - Reducing children in need

- Supporting young people not in education, employment or training, to participate in education, training or employment
  - Supporting family members to engage with and complete support programmes, e.g. substance misuse treatment, family therapies, mental health support programmes
  - Improving family functioning and neighbour relations
  - Better value for money
24. A performance management framework will be used across the county to record and report on the progress and outcomes of families and agency participation in Teams Around the Family.

### **Information Sharing**

25. The aim of the Family Support Programme is to improve the lives of those families with multiple needs, who have been identified through the programme's data matching exercise.
26. In order to carry out this data matching exercise, information must be shared between the various agencies who are working with these families, so an information sharing protocol has been put in place to cover the specific information sharing taking place in order to facilitate the Surrey Family Support Programme.
27. This information sharing protocol is a level 2, context specific ISP within Surrey's two-tier information sharing framework. It is compliant with the general principles for information sharing set out in Surrey's Multi-Agency Information Sharing Protocol (MAISP). Organisations that sign up to this information sharing protocol are therefore bound by the principles of the Surrey MAISP and the level 1 over-arching protocol.

### **Governance**

28. The governance arrangements for the programme will exist at the local and countywide levels. Each district and borough council will have its own local governance arrangements that will be confirmed by April 2013. At the countywide level the Surrey Alliance for Children, Young People & Families Board will be the multi-agency governance board overseeing implementation and progress.
29. Within the County Council the programme will be led through the CLT Supporting Families Board chaired by the Strategic Director for Children, Schools & Families who in turn will report to the Cabinet Member for Children & Families.

### **Review**

30. This is a significant countywide change programme that will develop inter-agency working. The County Council and its public partners are experienced in joint working around clients and this programme increases the scale of this work and places a focus on families as opposed to individuals. Whilst the programme uses an evidenced based approach, the implementation and the development of the work will need to be adapted as we learn what works best locally. Planned opportunities to review the implementation and progress will

be built into the performance reporting cycle. The first review will take place upon implementing the phase one services and to inform the implementation of phase two arrangements.

### **Phases of implementation**

31. Implementation will be in two phases. Phase one involves setting up Family Support Teams and associated support mechanisms in the largest six boroughs namely Elmbridge, Guildford, Spelthorne, Reigate and Banstead, Waverley, and Woking, with teams in place and 350 families signed up to the programme by April 2013.
32. Phase two involves extending the programme to Epsom & Ewell, Mole Valley, Runnymede, Surrey Heath and Tandridge from October 2013. The detail of how the programme is extended will be discussed with the local councils and other stakeholders over coming weeks, and agreed at a meeting on 16<sup>th</sup> April 2013.

### **CONSULTATION:**

33. Cabinet have been kept informed at key stages of the programme.
34. Children and Families Select Committee have also been kept informed at key stages of the programme.
35. A Supporting Families Task Group, made up of Clare Curran (Chairman), Steve Cosser, Tim Hall, Peter Hickman and Sally Marks, has taken an overview of the development of the strategy and implementation plans. The task group's report is on the agenda for this meeting, presenting their recommendations regarding the programme.
36. Implementation is planned in partnership with district and borough councils. They have been consulted throughout the planning process, and received training, practical guidance, funding and support from Surrey County Council.
37. Surrey County Council, and district and borough councils, have consulted partner agencies whose practitioners will form the core of those groups constituting the Team Around the Family, as follows:
  - Health (including CCGs)
  - Mental health
  - Drug and Alcohol Action Team (DAAT)
  - Police (including CIAGs)
  - Skills Training UK
  - Registered Social Landlords
38. Families who took part in pilots of the Family Support Programme have been consulted, and their views have informed the development of the model to be implemented countywide.
39. All those consulted are supportive of the programme, and keen to progress with implementation by local district and borough teams.

### **RISK MANAGEMENT AND IMPLICATIONS:**

40. This is a complex change programme involving the careful coordination of many agencies and professionals using local arrangements. Key areas of risk include the Council being accountable for leading multi-agency services; partner agencies being prepared to prioritise and resource the programme; getting the balance right between services managed at the borough and district level to meet local needs and creating consistent quality and access countywide; local agencies and practitioners being prepared to collaborate around families to achieve mutual results; safeguarding services delivered through borough and district councils, and; delivering high volume of work to tight timescales. Countywide and local implementation plans have been developed with supporting governance arrangements.

### **Financial and Value for Money Implications**

41. 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, which will contribute to the funding of the local Family Support Teams, based in each borough and district.
42. The total costs of the programme will not be known until arrangements have been finalised for the extending the programme countywide. At this first stage the cost of providing the dedicated services is £2.048M made up of £1.375M DCLG attachment fees and £0.6M financial contributions made by borough and district councils.
43. Through the government's payment by results arrangement there is potential to earn up to a further £1.3m where families meet the success measures of increasing school attendance, getting employment and reducing anti-social behaviour.

### **Section 151 Officer Commentary**

44. The Section 151 Officer acknowledges that the programme is complex and is still in its early stages. Therefore only high level costings have been possible to date. More detailed costings will be developed as more families are supported through the programme. The financial and value for money implications will be calculated throughout the programme and will inform the progress.

### **Legal Implications – Monitoring Officer**

45. This report sets out how the government's Troubled Family Programme will be implemented in Surrey. It should be noted that the programme does not give the Council any additional powers, and our statutory duties remain unaffected. To comply with the Data Protection Act 1998, the initial 'matching' phase of the programme is governed by an information sharing protocol and any further information sharing will only take place with the consent of the family member concerned. Provision has been made for Family Coordinators to receive safeguarding training. To meet our duties under the Equality Act, we need to ensure that provision is made within the programme to meet the varying needs of families with different protected characteristics.

## Equalities and Diversity

<p><b>Information and engagement underpinning equalities analysis</b></p>	<p><b>Information:</b></p> <ul style="list-style-type: none"> <li>• The Troubled Families Programme: Financial Framework (DCLG)</li> <li>• Listening to Troubled Families (DCLG, July 2012)</li> <li>• Working with Troubled Families (DCLG, December 2012)</li> <li>• The Cost of Troubled Families (DCLG, January 2013)</li> </ul> <p><b>Engagement:</b></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><b>Key impacts (positive and/or negative) on people with protected characteristics</b></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><b>Changes you have made to the proposal as a result of the EIA</b></p>	<p>No changes to the proposal as a result of this EIA.</p>
<p><b>Key mitigating actions planned to address any outstanding negative impacts</b></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><b>Potential negative impacts that cannot be mitigated</b></p>	<p>None.</p>

## Corporate Parenting/Looked After Children implications

46. The programme includes families with children in need. One of the planned outcomes is a reduction in Looked After Children.



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

47. Our local discretionary criteria of a family of concern prioritises the needs of vulnerable children and adults, focusing 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.
48. 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.
49. The offer of up to twelve weeks intensive support for those families with the most complex multiple needs will help these families to safeguard themselves now and for the future.

### **Public Health implications**

50. Through undertaking a health impact assessment. The following implications have been 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

51. 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:**

52. Phase one of implementation involves setting up Family Support Teams and associated support mechanisms in Elmbridge, Guildford, Spelthorne, Reigate and Banstead, Waverley, and Woking, with teams in place and 350 families signed up to the programme by April 2013.
53. Discussions are taking place with Epsom and Ewell, Tandridge, Runnymede, Surrey Heath and Mole Valley councils and other stakeholders over extending the programme countywide by October 2013.

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**Consulted:**

**Members:**

- Children and Families Select Committee
- Supporting Families Task Group

**Stakeholders/Partners:**

- Children's Services
- Education
- Adult's Services
- Health (including CCGs)
- Mental health
- Drug and Alcohol Action Team (DAAT)
- Police (including CIAGs)
- Skills Training UK
- Registered Social Landlords

**Public:**

Those families involved in pilots of the Surrey Family Support Programme.

**Annexes:**

**Annex 1** – Team Around the Family

**Annex 2** – Ten 'I's

**Sources/background papers:**

- The Troubled Families Programme: Financial Framework (Department for Communities and Local Government)
- Listening to Troubled Families (Department for Communities and Local Government, July 2012)
- Working with Troubled Families: A guide to evidence and good practice (Department for Communities and Local Government, December 2012)
- The Cost of Troubled Families (Department for Communities and Local Government, January 2013)



