



Children and Education Select Committee
Thursday 19 September 2013

The Surrey Family Support Programme and Transforming Public Services

Purpose of the report: Policy Development and Review

This report contains an outline of the Surrey Family Support Programme's implementation model and details its progress to date. The report also describes how the programme may be expanded through the Surrey Transforming Public Services Network.

Introduction:

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 paper summarises the Surrey Family Support Programme's strategy and implementation for working with families with complex and multiple needs.
3. The Surrey Family Support Programme formed part of our successful bid to join the government's Transforming Public Services Network to develop a community budget approach for local public services. This report provides information on the programme's approach to community budgets and outlines the development plan for scaling up the programme.

Overview

4. The Government's Troubled Families Programme

- 4.1 The national Troubled Families Programme seeks to target interventions at those families who have the most problems and who can sometimes cause the most 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.

4.2 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.

5. 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.

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 at any given time there may be up to 7,000 such families living in the county.

6.2 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.
- 6.3 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.'
- 6.4 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. Further categories may be added as the programme develops.
- 6.5 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.

7. The Surrey Family Support Programme model

- 7.1 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:
- 7.2 *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.
- 7.3 *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.
- 7.4 *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.

- 7.5 *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.
- 7.6 *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;
- 7.7 *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;
- 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 The development of this model has been informed and supported through learning from the pilot service, consultations with key stakeholders and the cross-select committee Member-led Supporting Families Task Group.

8. Implementation:

- 8.1 Work started in 2012 has identified over 1,000 families who might be eligible for the local programme. The risk factors prevalent across these families include offending, long-term worklessness, intergenerational worklessness, obesity, smoking, mental health, drugs and alcohol poor parenting of pre-school children, homeless families, families living with domestic abuse and other factors. These same issues also feature significantly with local families in acute services, such as families with children in Child Protection proceedings, the families of Surrey's Looked After Children and adult families receiving repeat and ongoing support in local health and care systems. There is a clear case to shift the balance of resources away from high cost acute services to lower cost preventative services.
- 8.2 Phase 1 of the implementation is complete with local teams and arrangements in place for Woking, Guildford, Waverley, Reigate & Banstead, Elmbridge and Spelthorne.
- 8.3 At June 2013 we had brought 358 families into the Family Support Programme, with only 31 families so far refusing the offer of help.
- 8.4 The programme will be extended to Mole Valley, Tandridge, Epsom & Ewell, Surrey Heath, and Runnymede from October 2013.

8.5 It is planned that a further 500 families will join the Programme by April 2014.

9. Department for Communities and Local Government Visit - 20 June 2013:

9.1 Senior civil servants visited Surrey to check on our programme last month and joined a workshop that reviewed progress so far. In their feedback they told us that we were the leading two-tier area on Troubled Families and we have been asked to offer support to other counties on this work.

9.2 A letter from the DCLG following this visit stated:

a) "We were struck by the depth of knowledge, obvious ability and determination of all of those we met, to make a significant difference for the lives of your most challenged and challenging families.

It was clear to us that the role the District Councils and Boroughs is both central and crucial to the continued success of your programme. Their leadership of the "Place Agenda" in Surrey was explicit and clear to see. It was evident that this relationship was no accident and has been arrived at through many years of relationship building and partnership work between the District Councils/Boroughs and the County Council. This strong foundation has clearly supported the progress that has been made with your families".

10. Comprehensive spending review announcement on Troubled Families:

10.1 Included in the June 26 2013 comprehensive spending review was an announcement to extend the national programme to 2020 and expand the families to be included to 400,000. The detail of the new programme will not be known until closer to 2015.

11. Transforming Public Services

11.1 The Surrey Family Support Programme formed part of our successful bid to join the government's Transforming Public Services Network to develop a community budget approach for local public services.

11.2 Public service transformation has its roots in the Whole Place Community Budget initiative. During 2012, four areas in England began trialling Community Budgets as a mechanism for tackling some of their biggest local challenges, from domestic violence to skills and employment. The areas involved were Cheshire West and Chester, Essex, Greater Manchester and the London Tri-Borough (Hammersmith and Fulham, Kensington and Chelsea and Westminster). In each of those four localities, public services, business and the voluntary sector have been working together to

develop new and sometimes radical joint responses to those challenges.

- 11.3 The key purpose of Transforming Public Services is to look at the whole system of service delivery instead of discrete services; establish an evidence base and create new models of investment to set up and sustain the most effective interventions.
- 11.4 The ambition is to reduce overall public expenditure in an area by refocusing resources from reactive and expensive acute interventions towards prevention and earlier intervention. Through joining the network we can draw down on support and advice from elsewhere in the country on developing our business case to improve outcomes and save money. We will also be able to draw in additional funds from Whitehall agencies.
- 11.5 To date the first wave community budget pilots are reporting cashable savings of between £15K and £30K for each of the families in their local integrated family service pilots.
- 11.6 The Surrey plan is to scale up the current services to cover between 4,000 and 7,000 families over three years from 2014-18 by including in the new programme families that sit outside of the DCLG's criteria for Troubled Families. Examples will include:
- families living with domestic violence
 - families with multiple and complex needs with pre-school children
 - families with multiple and complex needs and low income
 - offenders and ex-prisoners
 - families with mental ill-health and/or drugs and alcohol misuse
 - multiple unemployment/NEET households
 - multiple adult social care needs households
 - families who frequently visit A&E
 - families at risk of homelessness.
- 11.7 The Greater Manchester Troubled Families business case offers Surrey a provisional understanding of the potential savings we can aim to make by joining the Transforming Public Services Network. The Troubled Families team in Manchester is also working with around 1000 families and has similar funding and investment requirements. Through a cost-benefit analysis tool, which they formulated with support from the DCLG and HM Treasury, they estimate cashable savings across all public agencies of £20million.
- 11.8 The Surrey Family Support Programme is currently developing its own county specific cost-benefit analysis, with support and advice gathered from the local authorities that participated in the Community Budget pilots. Following this analysis we will be able to provide a detailed and costed projection of the cashable savings for a scaled up programme.

11.9 Work is under way to develop an outline business case for cross-agency agreement by October 2013 to be followed by working up a detailed, costed business plan over the autumn.

12. Conclusions:

12.1 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. The DCLG is pleased with Surrey's progress.

12.2 The programme will be extended and expanded through to the Transforming Public Services Initiative with local partners and central government. Work on developing the programme will take place over autumn and will conclude as part of the budget setting arrangements in the New Year.

13. Recommendations:

13.1 Members are asked to note the significant contribution the Family Support Programme will play as part of the emerging Early Help Strategy.

14. Next steps:

14.1 A report will be presented to Cabinet on 22 October 2013, outlining The Surrey Family Support Programme's business case for Transforming Public Services.

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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

(<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>)

LGA (March 2013) A Guide to Whole Place Community Budgets

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