



CABINET – 23RD NOVEMBER 2016

SUPPORTING LEICESTERSHIRE FAMILIES

REPORT OF THE DIRECTOR OF CHILDREN AND FAMILY SERVICES

PART A

Purpose of the Report

1. The purpose of this report is to provide an overview of the progress of the Supporting Leicestershire Families Service in the context of the recently published National Evaluation report on the first Troubled Families Programme.

Recommendations

2. It is recommended that the successful outcomes of the Supporting Leicestershire Families programme, including the increasingly positive cost-benefit analysis, be noted.

Reasons for Recommendations

3. A national evaluation of the Troubled Families Programme was published by the Government on 17th October 2016. The SLF programme, which differs from the national scheme in a number of respects, is evidencing good outcomes and wider benefits.

Policy Framework and Previous Decisions

4. The SLF Service model and allocation of resources was agreed by the Cabinet in June 2012. In April 2013 Cabinet received a report on the introduction of the SLF Service.
5. Reports on progress with the SLF were considered by the Scrutiny Commission in June 2013 and the Children and Families Overview and Scrutiny Committee in January 2014.

Resource Implications

6. There are no resources implications arising from this report. Partnership contributions to the Supporting Leicestershire Families pooled budget are in place until March 2019. The Troubled Families Programme Phase Two Payment by Results funding will be added to the pooled budget which equates to £2.2million per year.

Circulation under the Local Issues Alert Procedure

7. None.

Officers to Contact

Paul Meredith
Director, Children and Family Services
0116 305 6340
paul.meredith@leics.gov.uk

Jane Moore
Head of Supporting Leicestershire Families and Safer Communities, Children and
Family Services
0116 305 2649
jane.moore@leics.gov.uk

PART B

Background

8. In April 2012, the Troubled Families Unit (TFU) at the Department for Communities and Local Government (DCLG) launched the £448 million Phase One Troubled Families Programme, with the aim of ‘turning around’ the lives of 120,000 families with multiple and complex needs in England. At the core was the desire to achieve an overall shift in public expenditure from *reactive* service provision, based around responding to accumulated acute needs, towards *earlier intervention via targeted interventions*, where problems can be addressed before they escalate.
9. The definition of ‘troubled families’ for the programme was based on households who met the following criteria:-
 - are involved in crime and anti-social behaviour
 - have children not in school
 - have an adult on out of work benefits
 - cause high costs to the public purse.
10. The national programme set out ambitious plans to not only ‘turn around’ the lives of the families identified but to significantly reduce the £9 billion annual costs caused by dealing with them. In June 2013, the Government announced plans to expand the Troubled Families Programme for a further five years from 2015/16 and to reach up to an additional 400,000 families across England. £200 million was committed to fund the first year of this proposed five-year programme.
11. Leicestershire’s response was the creation of a partnership approach across agencies to pool resources, including a pooled budget¹ to deliver a programme of intensive support to families with complex and multiple issues who placed demands on the resources of public sector services. From the outset of the programme Leicestershire chose to work with a much broader range of families beyond the prescribed Payment By Results (PBR) criteria set out by the DCLG in order to ensure that the new approach to working with complex families was targeted effectively across the County rather than solely focusing on the achievement of PBR.
12. In October 2014 it was announced that Leicestershire was one of six authorities in England to have achieved 100% of its Phase One target and had therefore drawn down 100% of the available PBR funding (£2.5million). Leicestershire entered Phase Two of the Troubled Families Programme as an Early Starter in September 2014 (meaning they entered the programme 6 months earlier than the April 2015 start date).

¹ The pooled budget is made up of partner contributions (Clinical Commissioning Groups, LCC, Districts, Office of the Police and Crime Commissioner) and the Troubled Families Unit funding available to all Local Authorities

13. The Phase Two expanded programme set out a much broader focus and the inclusion of families in the programme was now based upon a cluster of six headline issues. To be eligible for the expanded programme, each family must have at least two of the following six problems:-
- i. Parents or children involved in crime or anti-social behaviour.
 - ii. Children who have not been attending school regularly.
 - iii. Children who need help: children of all ages, who need help, are identified as in need or are subject to a Child Protection Plan.
 - iv. Adults out of work or at risk of financial exclusion and young people at risk of worklessness.
 - v. Families affected by domestic violence and abuse.
 - vi. Parents or children with a range of health problems.
14. This expanded criteria mirrored the approach to identifying families that Leicestershire had in fact decided to take at the outset of the programme. The TFU identified that the Leicestershire's target for the expanded programme is 2770.

National Evaluation

15. On October 17th 2016 the TFU published the National Evaluation of the first Troubled Families programme (2012 – 2015), made up of 6 different reports. The key findings were that the programme had helped local areas transform services for families with multiple problems and in particular, had encouraged new ways of working amongst local service providers, such as better use of evidence in planning services, stronger partnerships, and integration of services. The evaluation also pointed to the success of the 'single keyworker approach' to work with the whole family on all of its problems.
16. The evaluation also attempted to measure the national impact of the programme. That impact study was innovative and experimental, using national datasets to track family outcomes. Whilst the evaluation found that more than 116,000 families on the programme did see real improvement in their lives it was, as has been the case in many social policy impact evaluations of the past, unable to attribute the positive outcomes directly to the programme.
17. Families interviewed as part of the national evaluation were positive about the service with a large majority (76%) saying the help they received through the programme had made more difference to their lives than previous help they had received. They also said they valued the trust, honesty and persistence of keyworkers.

Leicestershire Evaluation

18. As identified above, Leicestershire set out from the start to work with a much broader range of families in order to ensure that a wider set of outcomes were achieved. This meant SLF was working with families who met criteria beyond those set by the national programme. At the outset the SLF set optimistic goals

based on the targets and aspirations of the national programme to achieve significant cost savings.

19. After the first year of delivery Leicestershire decided that a far more measured and long-term approach was required. It had become clear that investment in these families needed to be over a longer period of time to address the complex and inter-generational issues they faced. The SLF programme also reviewed how change was measured, accepting that some issues would not be eliminated but rather required mitigation and better management so that families no longer required formal intervention.
20. Leicestershire has consistently met the National Payment by Results targets through effective targeting of families alongside the delivery of intensive, focused, assertive whole-family support delivered by the 52 Family Support Workers funded through the pooled budget.
21. In addition to reports against the National Payment by Results Scheme, Leicestershire has monitored the SLF programme against a wider set of outcomes, demonstrating significant change for families involved. It has provided cost-benefits information and learned from feedback from case studies and from the families themselves.

Outcomes

22. The appended 2015/16 SLF Annual Report pulls together information from the family star assessment² and other worker-collected data to provide an overview of the families supported by the programme in 2015/16.
23. During 2015/16, SLF worked with 797 families, of which two-thirds of these (542) were new cases opening during the year. The families contained 3,806 individuals of which 2,048 (54%) were children, 387 of whom were under 5 years old. Fifty-two percent of these family cases were closed during the year.
24. The report shows that in nine out of the ten assessed criteria, over 60% of families worked with have made positive progress.

Cost Benefits

25. The TFU has required Local Authorities to use the cost savings calculator (CSC) that sets out the potential fiscal benefits of the Programme. Leicestershire's cost benefits results are as follows:-

² The Family Star Assessment is a tool used by workers to work with families to support and measure change.

Table 2: Return on Investment

	Year 2 (Phase 1 2013/14)	Year 3 (Phase 1 2014/15)
Average cost per family of delivering the SLF Service	£6,286	£6,286
Average estimated cost per family pre-SLF ³	£4,105	£4,645
Average net cost per family	£2,181	£1,641
Average benefit per family	£858	£2,412
Return on Investment	£0.39: £1.00	£1.47:£1.00

26. The above return on investment analysis demonstrates that for every pound spent to projected fiscal benefit was 39p in the first year of analysis rising to £1.47 in the second year of analysis. The significant rise in benefits accrued from the first to the second year indicate that the benefits of this programme are accrued over a longer time period as the Service and service interventions are embedded.
27. Whilst the CSC is not able to identify benefits to the various agencies at this time, the County Council's Research and Insight Team replicated the tool from a pilot version of the CSC and found that the potential benefits accrued to the following agencies each year of the evaluation are:-

Table 3 – Benefits by Agency

Agency	Year 2	Year 3
Leicestershire County Council	-£36,978	-£26,489
District Councils	-£24,731	£7,102
Police	£18,919	£624
Ministry of Justice (MOJ)	£16,807	£17,270
HMT (incorporating DWP)	£35,225	£10,726
Fire and Rescue Service	£0	£0
NHS	£69,320	£108,349
School/ educational establishment	-£14,217	£610

Family Voice

28. Throughout the programme the Service has sought feedback from families, both to influence how work is delivered and to ascertain the effectiveness of the approach. This evidence has been pulled together in the case studies (included in the 2015/16 Annual Report). Overwhelmingly, families have said the SLF has had a significant impact on their lives. Partner organisations have also seen the benefits of the Service for the families they are supporting.

³ Other services available to families during 2012/13 were the Common Assessment Framework (CAF) process, County, Melton and Charnwood Family Intervention Projects (FIP), Incredible Years Programme, Fun and Families, Living with Teenagers, Family Steps, Youth Offending Services (YOS) parenting, Youth Inclusion and Support (YISP), the Youth Service, and the Children's Centres and Domestic Abuse outreach. It is estimated that these costs would have been incurred from other services had SLF not existed.

“The Supporting Leicestershire Families project is something quite different, and I can’t praise it enough” School Headteacher

“I never in a million years thought I would be drug free, I feel like I have a normal life now and my children do too!” Mother

“The continuing, regular, consistent support from workers who have enough time to get to know families and their issues, and to work through things in a calm, non-judgemental and methodical way has paid dividends.” GP

“I feel really supported, nobody has ever seen the whole picture before” Mother

“I realised I can do it. Things are hard but I am still going and I never thought I would. I am proud of myself” Father

Wider Benefits and Service Transformation

29. The national Troubled Families Unit not only set out to achieve individual results for families but to integrate and transform local public services. Leicestershire partners set out to deliver the national programme through shared ownership and leadership across the partnership so were well placed to develop integrated local public services.
30. At the outset of the programme Leicestershire appointed 52 dedicated workers whose brief was to provide intensive family support to vulnerable and complex families in the County. Key to the programme’s success was:
 - A dedicated worker for each family
 - Practical ‘hands on’ support
 - A persistent, assertive, and challenging approach
 - Considering the family as a whole – gathering the intelligence
 - Common purpose and agreed action.
31. Alongside the positive outcomes for families, the SLF programme has led significant changes across a range of partners and services. District Councils have taken a key leadership role across the programme working to ensure that services at a locality level are dealing with families holistically and taking a preventative approach to issues. Workers on the ground are sharing information with other professionals to not only help identify vulnerable families but to ensure that their plans are aligned to avoid duplication of effort across agencies.
32. The County Council’s Children and Family Services has merged its Early Help Services into a single structure that has not only achieved financial efficiencies but has enabled the model developed through the SLF Programme to be embedded across a greater range of services e.g. family work and youth work.
33. Senior Leaders across the partnership remain committed to the ethos of the programme, evidenced by the continued commitment to collaborative working by front line staff and agreement to maintain the pooled budget for the next three years.

Conclusion

34. The Prime Minister's spokeswoman made a formal statement following the publication of the national evaluation in October:

"The work that's been done by the Government to look at the impact of the programme shows that these families have seen significant improvements in their lives. We've seen improved school attendance, youth crime down, anti-social behaviour down and in more than 18,000 cases an adult holding down a job for three months or more, which is an improvement on the situation before.

We are absolutely committed to continuing to help this group of people, to help these vulnerable families that have some of the most complex needs of people in the country. Of course we should look at the evidence to see how it's working and see how things could be done differently, to learn from it and see if there's more we can do to help these people".

35. The evidence presented above demonstrates the significant impact that the SLF Service is having on families' lives across Leicestershire. Alongside this the programme continues to perform well against the national payment by results scheme and has continued commitment from partners across Leicestershire in the delivery of services.
36. Having considered the national evaluation alongside our own evaluations the Council remains confident of the effectiveness and value for money of the programme operating within the County. As such it remains committed to the three-year programme in its present form which it would wish to continue to its fruition. This is of course dependent upon the Government continuing its sponsorship, and if there were to be any significant changes to this on the back of the national evaluation the County Council would of course need to re-evaluate its position.

Background Papers

Report to the Children and Families Overview and Scrutiny Committee on 20 January 2014 "Supporting Leicestershire Families Performance Monitoring Report".

<http://ow.ly/BsO33064NNt>

Appendix

Supporting Leicestershire Families Annual Report 2015/16

Equality and Human Rights Implications

37. There are no equality or human rights implications arising from this report.