

LEICESTERSHIRE SAFER COMMUNITIES STRATEGY BOARD

8TH DECEMBER 2016

LSCSB UPDATE: SUPPORTING LEICESTERSHIRE FAMILIES

1. Background

- 1.1 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.
- 1.2 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.
- 1.3 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.
- 1.4 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.

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

- 1.5 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.
- 1.6 The Phase Two expanded programme set out a much broader focus and the inclusion of families into 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.
- 1.7 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.

2. National Evaluation

- 2.1 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.
- 2.2 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.
- 2.3 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.

3. Leicestershire Evaluation

- 3.1 As identified above, Leicestershire set out from the outset 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.
- 3.2 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 that families no longer required formal intervention.
- 3.3 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.
- 3.4 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 the families themselves.

4. Outcomes

- 4.1 The 2015/16 SLF Annual Report (appended) 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.
- 4.2 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.
- 4.3 The report shows that in nine out of the ten assessed criteria, over 60% of families worked with have made positive progress.

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

5 Cost Benefits

5.1 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:-

5.2 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

5.3 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.

5.4 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:-

5.5 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

6 Family Voice

6.1 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

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 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.

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

“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

7 Wider Benefits and Service Transformation

- 7.1 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.
- 7.2 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.
- 7.3 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
- 7.4 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.

- 7.5 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.

8 Troubled Families at risk of Involvement in Serious and Organised Crime

- 8.1 In August 2016 the Home Office Published Lessons Learned: Troubled Families at Risk of Involvement in Serious and Organised Crime (SOC) that sets out early learning on how the Troubled Families Programme can be used to help prevent individuals or families from getting involved in serious and organised crime activity. Supporting Leicestershire Families is working with the Police Serious and Organised Crime lead to ensure processes are in place to identify families involved in Serious and Organised Crime in order to ensure support and intervention is provided as required. SLF are also working with partners to identify families who are vulnerable to involvement in SOC.

9 Partnership Working

- 9.1 Further work will take place over the next year to develop and embed our relationship with partners to ensure our families get the best possible support at the right time, thereby preventing the impact on the community and other services.

10 Recommendations for the Board

1. To note the summary of the national evaluation
2. To note the successful outcomes of the SLF programme, including the cost benefit analysis of the SLF programme to date

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Appendix: 2015-16 Supporting Leicestershire Families Annual Report