

## **LEICESTERSHIRE SAFER COMMUNITIES STRATEGY BOARD**

**25 SEPTEMBER 2014**

### **SUPPORTING LEICESTERSHIRE FAMILIES**

#### **Introduction**

1. The purpose of this report is to provide an overview and update to the Board on the work of the Supporting Leicestershire Families (SLF) Service and broader Troubled Families programme.

#### **Background**

2. The National Troubled Families programme was launched by the Government in December 2011. Leicestershire's response to the programme was the creation of a partnership pooled budget which would be used to deliver a programme of intensive support to families identified with complex and multiple issues and who place some burden on the resources of public sector services.

#### **National Troubled Families Programme and Payment By Results**

3. As part of Phase One of the National Troubled Families Payment By Results (PBR) Scheme the Troubled Families Unit (TFU) identified that Leicestershire had 810 'troubled families'. In August 2014, Leicestershire submitted its final claim for PBR funding having achieved the required results for the 810 families.
4. In order to claim PBR funding, the following results needed to be demonstrated:-
  - Each child in the family has had fewer than 3 fixed exclusions and less than 15% of unauthorised absences in the last 3 school terms; **and**
  - A 60% reduction in anti-social behaviour across the family in the last 6 months; **and**
  - Offending rate by all minors in the family reduced by at least 33% in the last 6 months.

Or

  - If they do not enter work, but achieve the 'progress to work';
  - At least one adult in the family has moved off out-of-work benefits into continuous employment in the last 6 months (and is not on the European Social Fund Provision or Work Programme to avoid double-payment).
5. A recent government announcement has seen all party commitment to extend the national programme by a further five years. Phase Two of the PBR programme is due to start in April 2015. However, the TFU announced in

August 2014 that 51 local authorities would become an 'early starter' for Phase Two, as a result of high performance in Phase One. Leicestershire is one of the early starters and will enter Phase Two in September 2014.

6. Phase Two of the programme has a much broader focus than Phase One and it sets out the following six headline issues, below which will sit a basket of indicators and referral routes:-
  - i. Parents and children involved in crime or anti-social behaviour;
  - ii. Children who have not been attending school regularly;
  - iii. Children who need help;
  - 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 and children with a range of health problems.
7. A range of indicators underneath the above headline issues are currently in the process of being developed in partnership with the early starter authorities.
8. 400,000 families have been identified nationally. The TFU have estimated that Leicestershire's share of these (with combinations of at least two issues) will be 2790 over the 5 year programme and it has set a target to bring 419 of these families into the programme by the end of March 2015. Phase Two will draw outcomes for families from a range of services, including SLF.

### **The Service**

9. The SLF Service was set up in April 2013 and is now entering its second year of service delivery. The Service is made up of 51 Family Support Workers, 48 of whom are funded through the pooled budget, two from the Youth Offending Service and one jointly funded post between Longfield School and Melton Borough Council. The Family Support Workers are managed by a team of Senior Family Support Workers all of whom are based out in the localities in District and Borough Council offices.
10. The Service is supported by a secondee from Job Centre Plus whose role is to maximise employment opportunities for families supported through the SLF Service. 39 of the Family Support Workers took up post in April 2013 and the remaining 12 took up post in November 2013.

### **SLF Performance 2013/14**

11. During 2013/14 the SLF Service worked with 338 families. 53 of these families are now closed to SLF as they no longer require support from the Service.
12. 40% of the families were referred to SLF for issues relating to health (including substance misuse and mental health), 23% for employment issues, 18% for parenting support needs and 16% for concerns around child behaviour. On average, each family was referred for 6 issues.

### **Start Assessment**

13. At the start of the intervention with each family a first assessment was carried out and from this, the following issues were identified as being the most prevalent:-
- Difficulties looking after children – 87%
  - Healthy lifestyle issues – 76%
  - Family heavily of solely reliant on state benefits – 72%
  - Family has financial difficulties – 62%
  - Children with violent or aggressive behaviour in the household – 61%
  - Lack of parenting is an issue within the family – 58%

### **Outcomes**

14. After a family is engaged with the Service for 12 weeks a first review is undertaken and this is then repeated on a twelve weekly basis. 205 of the 338 cases have been reviewed and the reductions in the following issues have been identified:-
- Domestic abuse - 66%
  - Family with ASB issues - 47%
  - Family at risk of homelessness - 18%
  - Child has significant difficulties at or with school (attendance) - 17%
  - Child has significant difficulties at or with school (exclusions) - 12%
  - Child with violent or aggressive behaviour in the household - 11%
  - Family has financial difficulties - 10%

### **Cost Benefits realisation**

15. Nationally it is estimated that the overall cost of ‘troubled families’ to the Government is approximately £9bn per year (£1bn targeted and £8bn reactive). Early predictions on the cost benefits of family intervention indicated savings in the reactive costs for local authorities, health, criminal justice, housing and education services.
16. In order to demonstrate this, a full cost benefits exercise is being undertaken on SLF cases through the collation of data from partners and other agencies. This is done using a Cost Benefits Calculator tool provided by the TFU. Families within the Service are tracked for 12 months prior to involvement through to 12 months post involvement. The first SLF cost benefits report on the first cohort of SLF families will be published in October 2014.
17. As a precursor to the SLF cost benefits evaluation, a cost benefits exercise was undertaken in April 2014 using a 2012 cohort of Family Intervention Project (FIP) families from the Melton FIP, the County FIP and the Charnwood Exemplar which consisted of 16 families (73 individuals). As they ran a similar model of family intervention to SLF, it was agreed that whilst being a small

sample, they would be a good sample to look at to ascertain some early indications of the cost benefit of SLF intervention.

- On the basis of the costs and benefits that were inputted into the tool, the overall fiscal benefit identified was **£1.27 for every £1 spent**.
  - If we acknowledged the public benefit (social and economic benefits) as well as the fiscal benefit, this rose to **£2.67 for every £1 spent**.
18. Appendix 1 sets out the savings calculated for each of the key agencies involved in the families tracked. Health (alcohol and drug misuse) and Police/Criminal Justice were the main benefactors post intervention. The local authorities costs, however, rose due to increased costs of providing the intervention.

### **The Supporting Leicestershire Families Budget**

19. The SLF pooled budget is made up of three elements: partnership contributions (seven District Councils, two Clinical Commissioning Groups, Public Health, Leicestershire County Council, Job Centre Plus and the Police); the Troubled Families Unit (TFU) attachment fees and Payment by Results (PBR) funding; and, County Council reserves.
20. The SLF budget was set up in 2012/13 with partner commitment secured for three years (2012/13 to 2014/15). Due to the delay in the start of the Service the monies received into the pooled budget for 2012/13 were put into reserves in order to fund the service for 2015/16.
21. The SLF Service costs around £2.2m per year. The funding available through the TFU for Phase Two of the programme is approximately £800k per year for the next five years. Therefore the partnership will need to secure ongoing partner contributions if the Service is to continue at its existing level.
22. Following the publication of the cost benefits report in October, the Service leads will meet with key partners in order to discuss ongoing funding contributions. In addition to discussions with existing funders, it is proposed that a wider set of agencies are approached with the possibility of securing wider contributions into the pooled budget. These partners include private housing providers, the Community Rehabilitation Company (former probation trust), the LLEP (Leicester, Leicestershire Local Enterprise Partnership) and education providers.

### **Recommendations**

23. It is recommended that the Board notes the performance of the Supporting Leicestershire Families Service and proposals for Phase Two of the broader Troubled Families programme.

**Officer to Contact**

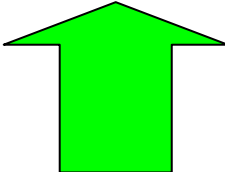
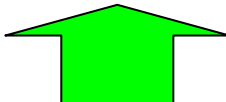
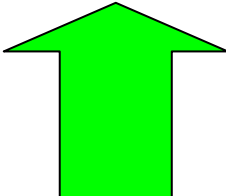

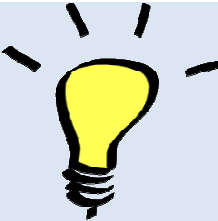
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**Appendices**

Appendix 1 - Cost Benefits for FIP Families

# Cost Benefits for FIP\* Families

Overall fiscal benefit = £1.27 for every £1 spent  
 Public benefit (social and economic benefits) + the fiscal benefit = £2.67 for every £1 spent.

Issues 12 months before/at start of intervention					
<b>AS WAS</b>	Alcohol misuse (6), Drugs misuse (6)	Domestic abuse (6) <18 first time entrant to criminal justice system (2), Diagnosed mental health (10)	Service data wasn't available	Homeless individuals(3), Protection Assessments Truancy (11)	Taking into account cost of intervention Core (11),
<b>COST OF INTERVENTION</b> c. £81,000	<b>Health</b>	<b>Police/ Justice</b>	<b>Criminal DWP</b>	<b>Local Authorities</b>	<b>Local Authorities</b>
<b>BENEFIT</b>			tbc		
	£31,087	£17,591	tbc	£65,525	-£15,475
Issues 12 months after/at close of intervention					
	Alcohol misuse (2), Drugs misuse (3)	Domestic abuse (1) <18 first time entrant to criminal justice system (3), Diagnosed mental health (11)	Service data wasn't available	Foster care (9 weeks), Child Protection Core Assessments (8), Truancy (13)	n/a

\*County Family Intervention Projects – (based on 16 closed PBR families tracked using TFU tool and latest available service and family monitoring data)