



HEALTH AND WELLBEING BOARD: 16 SEPTEMBER 2014

REPORT OF THE DIRECTOR OF CHILDREN AND FAMILY SERVICES

SUPPORTING LEICESTERSHIRE FAMILIES

Purpose of report

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

Policy Framework and Previous Decisions

2. Supporting Leicestershire Families is part of the National Troubled Families Programme launched in December 2011.

Background

3. The National Troubled Families programme was launched in December 2011 by the Prime Minister. Leicestershire's response to the programme was the creation of a partnership pooled budget 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

4. As part of phase one of the National Troubled Families Payment By Results (PBR) Scheme the Troubled Families Unit (TFU) identified Leicestershire had 810 troubled families. In August 2014, Leicestershire submitted its final claim having achieved the required results for 810 families. In order to claim PBR the following results need 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.
 - If they do not enter work, but achieve the 'progress to work'
 Or
 - 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 Payment By Results programme is due to start in April 2015, however the TFU announced in August 2014 that 51 Local Authorities would become 'early starters' 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 the phase one programme and has set out a cluster of six headline issues, below which sit a basket of indicators and referral routes:-
 1. Parents and children involved in crime or anti-social behaviour;
 2. Children who have not been attending school regularly;
 3. Children who need help;
 4. Adults out of work or at risk of financial exclusion and young people at risk of worklessness;
 5. Families affected by domestic violence and abuse;
 6. Parents and children with a range of health problems.
7. A range of indicators underneath the above headline indicators are currently in the process of being developed in partnership with the early starter authorities.
8. 400,000 families have been identified nationally and the TFU have estimated Leicestershire's share of these (with combinations of at least two issues) is 2790 over 5 years, with a target of bringing 419 of these into the programme by the end of March 2015. Phase Two will draw outcomes for families from a range of services, including Supporting Leicestershire Families.

The Service

7. Supporting Leicestershire Families service was set up in April 2013 and is now entering the 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 joint funded post between Longfield School and Melton Borough Council. The Family Support Workers are managed by a team of Senior Family Support Workers and are all based out in District and Borough Council buildings.
8. The Service is supported by a secondee from the Job Centre Plus whose role is to maximise employment opportunities for families supported through the Supporting Leicestershire Families Service. 39 of the Family Support Workers took up post in April 2013, the remaining 12 took up post in November 2013.

In Practice: Working in Partnership and Team around the Family

9. The process for identifying support for families with additional needs involves multi-agency discussion at a locality level (known as Locality Hubs). All requests for service made to Leicestershire County Council, which are considered to be complex and have multiple issues, are discussed alongside

the relevant partners to ensure that the support identified is most appropriate to the needs of the families.

10. Partners include District and Borough Councils (housing, benefits, anti-social behaviour, recreation and leisure), key commissioned services and Health Services. During 2013-14 Leicestershire Partnerships Trust established Care Navigator posts managed by Neighbourhood Leads. These posts, together with the LCC Locality Service Coordinators, have become key in ensuring good and effective joint working between children's services and health, for example agreeing lead agency based on need, appropriate sharing of information, and working together to ensure the family is receiving the most appropriate services.
11. SLF receives all referrals via the Locality Hub process and so from the start of SLF involvement with a family there is good join up with other relevant partners. LPT Neighbourhood teams organise regular joint Neighbourhood learning and development forums which have helped build effective links and understanding between LCC staff and Health staff. SLF staff have effective working relationships with a host of other partners including Schools Behaviour Partnerships, Joint Action Groups (JAGs), Leicestershire Partnership Trust Neighbourhood Leads and other health professionals.
12. The locality hub arrangements also ensure that where the family are presenting needs that do not meet the threshold for the SLF Service, other services are identified that could provide 'early support' to families for example children's centres, voluntary sector organisations and youth services.

SLF Performance 2013/14

13. During 2013/14 the Supporting Leicestershire Families Service worked with 338 families. 53 of these families are now closed to SLF as they no longer require support from the Service.
14. 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

15. At the start of the intervention with families the following issues were most prevalent (identified through the first assessment):-
 - Difficulties looking after children – 87%
 - Healthy lifestyle issues – 76%
 - Family heavily or 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

16. After a family is engaged with the Service for 12 weeks a first review is undertaken. This is then repeated on a twelve weekly basis. 205 of the 338 cases have been reviewed and the following reduction in issues has been identified through the review:-

- 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%

Developing Health Outcomes

17. An additional 23 health related questions have been added to the SLF assessment and review forms which will enable the service (and broader Early Help) to collect and analyse a much broader health related data set. The questions were agreed with Public Health and the CCGs. Areas covered in the questions include: number of planned stays in hospital, A&E visits, management of specific health conditions, presentation of low level mental health, smoking and alcohol consumption.

18. The questions will be added to the assessment from October Supporting Leicestershire Families Budget.

Cost Benefits realisation

19. Nationally it is estimated that the overall cost of troubled families to the government is around £9bn per year (£1bn targeted and £8bn reactive) and early predictions on the cost benefits of Family Intervention indicated savings in the reactive cost on local authorities, health, criminal justice, housing and education services. In order to demonstrate this, a full cost benefits exercise is being undertaken on Supporting Leicestershire Families cases through 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.

20. As a precursor to the SLF Cost benefits evaluation, a cost benefits exercise was undertaken in April 2014 with a cohort of 2012 Family Intervention (FIP) families from the Melton FIP, the County FIP and the Charnwood Exemplar. As they ran a similar model of family intervention to Supporting Leicestershire Families, 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. A cohort of 16 families consisting of 73 individuals was used.

- On the basis of costs and benefits that were input 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**.
21. 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, whilst local authorities cost rose due to increased costs through the intervention provided.
 22. In order to understand more fully a broader range of cost benefits for health, pseudo-anonymised data is being provided by the Greater East Midlands Commissioning Support Unit (GEMSCU). The indicators are detailed in appendix 2. Collection of information around these indicators will enable health benefits to be costed as part of the cost benefits exercise.

The Supporting Leicestershire Families Budget

23. The Supporting Leicestershire Families 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 LCC reserves.
24. 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.
25. 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.
26. 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 contributions into the pooled budget. These partners include private housing providers, Community Rehabilitation Company (former probation trust), the Leicester and Leicestershire Enterprise Partnership (LLEP) and education providers.

Proposals/Options

27. To note progress of the Service, the early cost benefits analysis and the need for ongoing partner support and financial resource beyond March 2016.

Resource Implications

28. Partnership contributions to the Supporting Leicestershire Families pooled budget are in place until March 2016. The Phase Two Payment by results funding will be added to the pooled budget for 2016/17. Alongside this we will need to explore ongoing partner contributions to the pooled budget from March 2016 onwards. Formal discussions will take place in October 2014 to explore this.

Conclusions/Recommendations

29. The Board is recommended to note the contents of the report and the need for ongoing partner support and financial resource to enable the Supporting Leicestershire Families Service to continue beyond March 2016

Background papers

Troubled Families Unit: Working with Troubled Families: A guide to evidence and good practice.

<https://www.gov.uk/government/publications/working-with-troubled-families-a-guide-to-evidence-and-good-practice>

Leicestershire Together insight work

http://www.leicestershiretogether.org/index/strategy_and_delivery-2/slf-1/why-1.htm

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List of Appendices

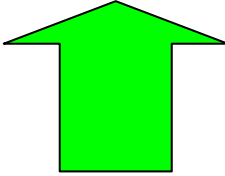
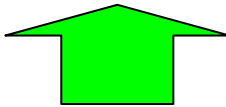
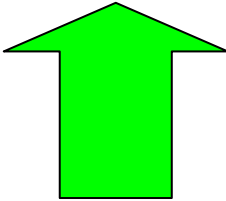

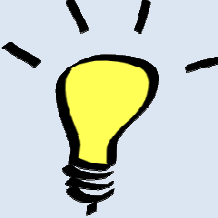
Case Study

Relevant Impact Assessments**Equality and Human Rights Implications**

Many SLF families experience a range of issues that may lead to challenges and marginalisation. Many are experiencing mental health and disability issues, over 50% of families are lone parents, most of the families are facing socio-economic challenges and many SLF families are facing isolation. Therefore the Service needs to continue to monitor the impact and reach of Service delivery on particular groups.

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 | | | | | |
|---|---|--|----------------------------------|---|--|
| AS WAS | 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), |
| COST OF INTERVENTION c. £81,000 | Health | Police/ Justice | Criminal DWP | Local Authorities | Local Authorities |
| BENEFIT |  |  | 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)

Appendix 2

Agreed Health Cost Benefits Indicators:

- No. of individuals engaging in alcohol misuse (per year)
- No. of individuals engaging in drugs misuse (per year)
- No. of practice nurse visits
- No. of general practitioner (GP) visits
- No. of ambulance call-outs
- No. of Accident & Emergency attendances resulting in investigation and subsequent treatment
- No. of Accident & Emergency attendances resulting in no investigation and no significant treatment
- No. of hospital outpatient admissions
- No. of hospital inpatient admissions
- No. of children suffering from mental health disorders (per year)
- No. of adults suffering from depression/anxiety disorders (per year)