

REPORT TO THE COMMUNITY LEADERSHIP SCRUTINY PANEL

15th May 2014

Status: Discussion
Title: Supporting Leicestershire Families
Originator: Ann Marie Hawkins, Head of Community Wellbeing and Partnerships
Where from: Scrutiny Workplan
Where to next: N/A

Objective: To advise the Panel on progress with the implementation of the Supporting Leicestershire Families Service in Harborough District.

1 Outcome sought from Panel

1.1 That Scrutiny should consider the progress made to date and identify any areas for development.

2 Background

2.1 Leicestershire's Programme led by Leicestershire County Council, was established in 2011 as one of the Coalition Government's 16 Community Budgets under the name "Families with Complex Needs", with the dual aims of:

- Improving outcomes for England's most complex families
- Reducing the public service costs resulting from addressing the needs of these families.

2.2 On 25 March 2013 the Executive approved Harborough District Council's Supporting Leicestershire Families (SLF) model and the Countywide Service Specification and Operating Model. It also agreed that progress should be reported to Scrutiny on a six monthly basis. Progress was last reported to the panel on 21 November 2013.

2.3 The District Council has agreed a £65k contribution to the countywide Supporting Leicestershire Families Programme over three years and an annual contribution of 10k for three years towards the Locality Manager post (which Harborough District had a responsibility to provide). The overall countywide pooled budget for the programme is £7.86m

3 **What is happening across the County?**

3.1 SLF Delivery Model

3.1.1 The SLF locality delivery model is now well embedded and established within each of the seven District and Borough Councils. The District/Borough Council Locality Manager role is enabling whole family approaches to be delivered across locality services. This is leading to significant change in the way in which families are being dealt with and supported at a local level and alignment of services to support the SLF programme. Examples of which include:-

- Authorising exceptions to housing policies at a local level to enable a flexible response to families with housing issues
- Housing changing processes and procedures to ensure early help is delivered to prevent homelessness or eviction
- Information exchange significantly improved between County and District Services
- Weight management and nutritional information for families
- Warm homes/energy efficiency support to SLF families

3.2 Families Supported

3.2.1 As at 1st April 2014, across the County, 278 families made up of around 1256 individuals are engaged with the Service. Caseloads are currently averaging 6 per worker and will rise to an average of 10 per year over the forthcoming 6 months.

3.2.2 Service performance is monitored on a monthly basis, primarily focusing on outcomes for families based on an assessment undertaken by the Family Support Worker. The dashboard at Appendix A provides the latest countywide performance overview of the Service. The main issues at start of intervention are:-

- Difficulties in looking after children (87%)
- Healthy lifestyle Issues (77%)
- Family heavily or solely reliant on state benefits (72%)
- Family has financial difficulties (63%)
- Child with violent or aggressive behaviour in the household (61%).

3.2.3 Families who have been engaged with the Service for more than 12 weeks have been reviewed and this has helped the Service to track improvements or other changes in issues assessed. 178 families have been reviewed to date and positive progress is noted across most of the issues assessed particularly in the following areas:

- child has significant difficulties at or with school and formal education (attendance)
- children with aggressive or violent behaviour in the home
- difficulties in looking after children
- Domestic abuse

3.2.4 The Family Star tool is used alongside the parent(s)/carers in the household to assess the ten key areas of the parent and parenting abilities. The dashboard shows improvement across all ten areas.

4 Where are we now in Harborough?

4.1 The Locality Manager (part-time), Senior Family Support Worker (part-time) and three family support workers (full-time) are now based in The Symington Building alongside the Cultural Services Team and the Community Safety Team. The service is fully integrated with the Children's Centre Programme as both the Locality Manager and Senior Family Support Worker substantive posts are as managers of the Children's Centre Programme. Leicestershire County Council's Locality Services Co-ordinator is also co-located part time in the office. This enables a more robust understanding of a family's need resulting in the most appropriate referrals possible.

4.2 Referrals for the SLF Service come via the County Council's First Response Central Duty Team which provides a 'single front door' for all LCC Children and Family Services. These referrals are discussed at Locality Hubs, made up of a range of professionals, in order to make a decision about which Early Help Service (including Supporting Leicestershire Families) can best meet the needs of the children and their family. Harborough district practitioners from the following services contribute to this decision making process through the Locality Hub Meetings:

- Strengthening Families (preventing children requiring child protection plans)
- The Youth Service,
- Family Steps (parenting support for parents with children and young people who have behavioural difficulties),
- Children's Centres,
- Women's Aid (JADA Domestic Abuse project)
- Family Assessment Safeguarding Team
- HDC Community Safety Team
- Adult Mental Health Team
- Supporting Leicestershire Families Service.
- Youth Offending Service

4.3 Other services contribute as required including Schools, Revenues and Benefits, Housing and Health services such as Health Visitors, School Nurses, Children's Mental Health Services.

4.4 The table below outlines how referrals to the Locality Hub were allocated from January 14 to mid April 14.

Service Provider	Harborough Hub Jan-April'14
SLF	5
Children's Centres	3
Family STEPs (support for parents with Children with behaviour difficulties)	6
Youth Service	10
Step up to Social Care	6
JADA (Domestic Abuse)	3
YISP (Prevention Service for Young People linked to low level ASB/crime))	6
Leics. Part. Trust – Children Mental Health	1
LPT - School Nurses, Health Visitors	7
Vol Sector local Services (Young Carers, Fun and Families)	13
Total	60

4.5 In Harborough District the SLF Team are currently working with 24 families of which 20 families have been assessed. To give some context at April 14 other Districts caseloads were as follows:

	Blaby	Charnwood	Harborough	Hinckley	Melton	NW Leics	O&W
Family support workers	4	15	3	10	5	9	3
%of workforce	8%	31%	6%	20%	10%	18%	6%
% of workload	11%	30%	9%	22%	4%	18%	6%
Number of SLF families worked with	31	83	24	62	10	51	17

4.6 The dashboard at Appendix B provides the latest performance overview (April 2014) of the Service in Harborough. Some caution needs to be applied to the relatively small number of families worked. However, the main issues at start of intervention are:

- Difficulties in looking after children (95%)
- Family has financial difficulties (70%)
- Child development concerns (65%)
- Child has significant difficulties at or with school and formal education (attendance) 55%
- Healthy lifestyle Issues (60%)
- Family heavily or solely reliant on state benefits (80%)
- Family has financial difficulties (70%)
- Child with violent or aggressive behaviour in the household (55%).

4.7 13 Families who have been engaged with the Service for more than 12 weeks have been reviewed and this has helped the Service to track improvements or other changes in issues assessed. Positive progress is noted across most of the issues assessed particularly in the following areas:

- child has significant difficulties at or with school and formal education (attendance)
- difficulties looking after children
- child development concerns
- family has financial difficulties

4.8 The Family Star tool is used alongside the parent(s)/ carers in the household to assess the ten key areas of the parent and parenting abilities. The dashboard shows improvement across most them and in particular with progress to work.

4.9 More specifically we have already seen some very positive outcomes for families which include:

- An angry isolated adolescent has been supported to repair his relationship with his mum and return to education.
- Siblings aged 6 & 4 are sleeping in their own bedroom for the first time in their lives.
- Non dependant 18 & 21 supported into work, reducing the pressure on their 12 year old sibling and on family finances.
- Steady perseverance over 6 months has recently engaged a single parent with 6 children, who finally trusts the SLF worker sufficiently to accept that SLF is not going take her children away or prosecute her over school attendance.
- A young person was supported to make a positive decision to enhance her educational opportunities by moving away from the influence of her drug using mother.
 - A parent was supported to put firmer more appropriate boundaries around school and her boyfriend, within the context of young person's poor mental health.

- The SLF workers have become very skilled at managing multi agency meetings which define worker expectations to avoid duplication and ensure the family are able to define their own plan.
- Three SLF parents have completed the Living with Teenagers Group
- After 10 years, a parent was supported through to a diagnosis of Autistic Spectrum Disorder for her 13 year son.
- Through support provided by a SLF Worker a Personal Independence Payment has been backdated and this has stopped debt related court processes and given the family a new financial start

4.10 **Ensuring the SLF service is integrated locally**

- Schools and youth service remain key partners –SLF workers are having significant impact on attendance and improving relations with parents who are suspicious of school.
- Voluntary sector
 - Good relationship with Lutterworth & Harborough CAB, resulted in high quality benefits and debt advice
 - Voluntary Action South Leicestershire (VASL)
 - A parent was supported to undertake a carers mental health course
 - Young person has become part of 'Rock on the Rec' management group went on a festival organisation fact finding trip to London
 - Linked in with food banks on 3 occasions for different families in crisis
- Good joint work with Active Lifestyles Team
 - SLF adults using family Leisure Centre passes – 10 weeks swimming lessons
 - Young people using 'Try Sport' in half term and Easter holidays
 - Support group for parent with diabetes
- Parenting groups –A Harborough SLF worker has been trained and is currently leading a 'Living with Teenagers' group in Harborough Children's Centre
- A SLF worker accessed autism training and has become part of a locality network of support

5 **Benefits realisation**

- 5.1 It is widely acknowledged that clearly defining the benefits of the SLF service is essential for its sustainability, both to inform the appropriateness of future funding levels and contributions from partners as well as any identifying potential cashable savings across the partnership.
- 5.2 Benefits realisation is a high priority for partners and forms part of a wider evaluation exercise of the SLF service. and at the last Countywide SLF Executive, it was agreed that Geoff Parker, Chief Executive of Charnwood Borough Council, would lead a task and finish group to agree a methodology and timetable for establishing the costs and savings associated with the SLF service. This group met early in March to begin this work

5.3 It is estimated that the first full benefits realisation for SLF will be available in October 2014. This will be a study of the families worked with by SLF in the first year of service (June 2013 – May 2014). Analysis will be based at the point of the cases being closed.

6 **Payment by Results**

6.1 In 2011 the Government calculated that there were 120,000 'troubled families' nationally. Each authority was given a proportion of these families as a target to 'turn around' by April 2015.

6.2 The National Troubled Families Unit (TFU) have identified that Leicestershire have 810 troubled families, of which they expect 1/6 (135) to be supported by existing family work, and the balance (675) they are providing potential Payment by Results (PBR) funding for.

6.3 The phase 1 PBR scheme is a three year programme that began running from 2012/13 to 2014/15. The maximum funding available from the DCLG to support the Supporting Leicestershire Families Service is £2.7 million. This is made up of a combination of up front attachment fees (£1.9 million) and the Payment by Results payment (up to £800k), payable once positive outcomes have been achieved with a family. This equates to a maximum of £4k for each family.

6.4 The Governments criteria for identifying 'troubled families' is:

- Crime or anti-social behaviour
- Poor educational outcomes
- Worklessness

In order to qualify for PBR families need to meet all three criteria or two of the criteria and a local discretion filter.

To date Leicestershire has claimed a total of £1,886,400 (attachment)+ £518,600 (outcomes) = £2,405,000 out of a total available amount of £2,700,000 (89%)

Claims for 633 families across the County have been made to date which represents 78% of Leicestershire target of 810.

7 **Leicestershire County Council Budget reductions for Early Help Services.**

7.1 Leicestershire County Council will be making budget reductions to the Early Help Service of £3.8 million from a total budget of £17 million and of this £2.3 Million is required by April 2015. The Early Help Service includes the Children's Centre Programme, Supporting Leicestershire Families Service, Youth Service, Family Steps (parenting support for parents with children and young people who have behavioural difficulties), Strengthening Families (preventing children requiring child protection plans) and the Youth Offending Service. It should be noted that pooled funding for SLF is secure for the next two years. The Early Help Service plays a key role in supporting the SLF service in Harborough.

7.2 The impact of the forthcoming budget reductions is yet unknown. The County Council is committed to working with partners, including District and Borough Councils, to redesign services and minimise the impact of the reductions. Harborough District Council is supporting the County Council to do this through the Head of Community Wellbeing and Partnerships, The SLF and Children's Centre Manager and the Cultural Services Manager.

8 The National Troubled Families Programme- Phase 2

8.1 In the March Budget the Government announced its intention to expand the work of the 'Troubled Families Programme' beyond 2015. The expanded programme will reach a further 400,000 families. It will allow the SLF programme to work with a broader range of families and target problems like domestic violence and poor health and getting to vulnerable younger children. What this means for Leicestershire is that the PBR criteria (currently Education, Crime and worklessness) is being expanded which will allow all of the SLF families in the PBR claims, as well as other families worked with outside of the SLF Service.

8.2 The government are going to provide an opportunity for authorities to start 'phase 2' a year early and have identified funding to work with up to 40,000 of the 400,000 families in 2014/15. Leicestershire meet the criteria to enter phase 2 early however it is not yet known how many families this will equate across the County in 2014/15.

9 Issues for consideration

9.1 There is still pressure from central government for all programmes to demonstrate savings as early as possible however many of these families have long term, often generational issues and problems that are not easily solvable in the short term.

9.2 As advised at the last scrutiny panel not all partners will see a reduction in the need for services. It is envisaged that the main savings will be, for example, to Children and Family Services and the Police.

9.3 In order to be a successful and sustainable programme which changes the outcomes for SLF families there is an ongoing need for a cultural and practice shift within key organisations and ownership of the programme.

9.4 The impact of the LCC budget reductions and partner budget reductions is unknown at this stage.

10 Points for discussion

10.1 Consider the progress with the programme and identify if there are any areas for development

11 Equality Impact Assessment Implications/Outcomes (attach completed EIA)

11.1 Family Support Workers received equality training as part of their induction. The SLF service supports some of the Districts most vulnerable residents.

12 **Impact on Communities**

12.1 This service is benefiting the most vulnerable families in Harborough.

13 **Legal Issues**

13.1 As a partner in the SLF Service Harborough District Council will need to agree a Statement of Commitment with the County Council to confirm the countywide and locality partnership delivery arrangements. HDC has signed the County wide SLF information Sharing agreement.

13.2 Harborough District has entered into a documented agreement with Leicestershire County Council regarding the Locality Manager role.

14 **Resource Issues**

14.1 A contribution to the pooled countywide SLF budget of £65k was agreed by the Executive in June 2012 (Minute 29 2012/13 refers).

14.2 Resourcing the Locality Managers role will cost an additional £10k per year which was included within the 2013/14 budget agreed by Council on 21st February 2013.

15 **Community Safety Implications**

15.1 The SLF service aims to reduce involvement in crime and disorder from vulnerable families (either as victims or perpetrators).

16 **Carbon Management Implications**

16.1 None applicable

17 **Risk Management Implications**

17.1 Reputational damage to the Council if the SLF is not effectively delivered in Harborough District.

18 **Consultation**

18.1 Consultation has been undertaken with a wide range of agencies and is on going

19 **Background Papers**

19.1 Supporting Leicestershire Families Commissioning Board papers.

19.2 Supporting Leicestershire Families Harborough District Executive Papers

**Previous report(s): Locality Working, Executive Report, June 2012
SLF, Executive Report, March 2012, SLF Scrutiny Community Leadership Report,
November 2014**

Information Issued Under Sensitive Issue Procedure: No

Appendices:

Appendix A : Supporting Leicestershire Families Countywide Dashboard

Appendix B : Supporting Leicestershire Families Harborough Dashboard