



Family Intervention Projects/Vulnerable Household Services

24th July 2014

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INTRODUCTION

Since the Supporting People funded Family Intervention Projects (FIP) /Vulnerable Household Projects were set up around 2008, Lancashire County Council has adopted the Working Together with Families approach, the Government has launched the Troubled Families Programme and Early Support Services have been commissioned by CYP. In addition, the financial context has changed and the Supporting People budget is in the process of being reduced by around 25%. Consequently, the Supporting People Partnership has been reviewing the appropriateness of continuing to fund family intervention projects/vulnerable household services.

To date, there has been a desk top analysis of available data and consideration has been given to the impact of the wider strategic developments. There has been informal consultation through the Supporting People Partnership with Strategic Housing Leads from District Councils. However, there has not been consultation with providers or other stakeholders. Consequently, we are intending to share this document with providers and stakeholders and seek feedback to the proposal outlined.

NATIONAL DEVELOPMENT OF FIPS

Family Intervention Projects (FIPs) were set up to work with some of the most troubled and challenging families to tackle anti-social behaviour, youth crime, inter-generational disadvantage and worklessness. Projects take an intensive and persistent multi agency approach to supporting families to overcome their problems, co-ordinated by a single dedicated key worker (DofE Research Report)

DEVELOPMENT OF FIPS IN LANCASHIRE

The first FIP established in Lancashire was the Burnley FIP which was originally funded, in 2007, through the national Respect initiative. In 2008, the Supporting People Commissioning Board agreed to fund FIPs across the County. The support is tailored to meet the families' needs and is focused on housing support issues. Whilst the projects can work with a family for up to two years, the support should gradually reduce in line with the individuals/ families increasing ability to live independently. The overall support package is designed with the whole family in mind and requires a 'team around the family' approach to ensure engagement with agencies and specialists who work with children, young people and families.

CURRENT FAMILY INTERVENTION PROJECT PROVISION

FIPs are being delivered in the following areas by the providers indicated:

- Preston City Council Preston
- Lancaster City Council Lancaster (contract ended in March 2014)
- Action for Children Chorley and South Ribble, Burnley
- Barnardo's Pendle, Wyre

Funding

- Supporting People funding for family intervention projects is £242k
- The maximum hourly rate for services is £16.52 per hour. Given the low capacity of services and high number of hours provided, the weekly unit costs of these services are higher than generic floating support services.

Support Delivered

- The number of hours that are allocated per service user/ family range from 4 to 14 per week. However 4 out of the 6 services are contracted to deliver around 7 hours per week.
- Within 2011/12 and 2012/13 the duration of support ranged from 3 to 15 months with 3 services offering support in 2012/13 for an average of 5/6 months and 2 services offering support for 12 -15 months. Nationally support lasted in 2011 for around 11 months.
- The average duration of support in generic floating support service is 4 – 5 months. Floating support services are short to medium term visiting support service aimed at helping vulnerable people to develop skills to live independently in order to prevent homelessness. Generic services offer support to all vulnerable people.

Performance Data

Appendix A provides an overview of the performance data. The data needs to be treated with caution for a number of reasons including:

- small sample size
- incomplete returns

When cross referencing all data sources, it appears that there is under reporting amongst the majority of services and one provider has submitted almost no data. Consequently three years data has been included in order to provide a wider sample.

Excluding Preston City Council, performance indicator returns suggest that 44 households have ceased receiving a service in 2013/14, whereas 31 outcome forms, which are completed when the service ends, have been submitted. 29 client record forms, which are completed when the service commences, have been received. This also appears to be an under representation.

The Lancashire outcomes data for 13/14 shows that when performance is compared to the outcomes for people with complex needs receiving floating support across the North West, services in Lancashire are:

- identifying less need in relation to "Economic Well-being" and "Being Healthy", but once identified the proportion of people achieving a positive outcome are similar to or higher than the North West;
- identifying more need in relation to "Enjoy and Achieve", but the proportion of people achieving a positive outcome is mixed when compared to North West;
- Identifying a similar or higher proportion of people in need apart from help to maintain or secure accommodation in relation to "Staying Safe", but there is a higher proportion of people achieving a positive outcome.

WORKING TOGETHER WITH FAMILIES AND EARLY SUPPORT

Working Together with Families

The WTWF approach has three strategic outcomes:

- Increased family resilience and resourcefulness
- Reduced cost to public sector services
- Increased confidence by local communities that agencies are supporting families effectively

WTWF is designed to reduce the number of services working with families thereby reducing the duplication, cost and long term dependence on services. The focus is on services working smarter together, alongside families, doing with and not to, or for families to increase resilience. The overall aims are to:

- improved intelligence about families at risk;
- provide earlier support where issues identified;
- provide better information sharing across organisations;
- implement a comprehensive work force development strategy designed to ensure all Lead Professionals who are working with families have the necessary skills to undertake this work;
- ensure there are less professionals involved with families;
- reduce families identified as 'not coping' or 'just coping';
- embed culture change within and across organisations regarding working with families.

Troubled Families Programme

The Troubled Families programme is a national Government-funded initiative designed to support 120,000 of the most troubled families across the country by the end of this parliament. Upper-tier local authorities have been offered funding (on a payment by results basis) to support families and to achieve the following key outcomes:

- Reduction in crime and anti-social behaviour
- Children back in school
- Parents back in work or progress to work
- Cuts in costs for the state

Lancashire has the second largest number of families to be supported under this initiative – 2,630 families – and delivers this under the auspices of WTWF.

Using data from local and national data sets, the WTWF coordinators work with their district Local Management Groups to identify the number of families in their areas and to ensure support is coordinated effectively around those families to deliver outcomes.

Criteria

The criteria for identifying families is outlined below. Families must meet two or more of the national criteria to be counted for the TFU programme and attract attachment fee and PBR funding..

Crime/ASB

- 1 or more under 18 with proven offence &/or ASBO, ASB, ASBI etc. in last 12 months.

Education

- Permanent exclusion, 3 or more fixed school exclusions across 3 consecutive terms.
- Or in a PRU or not on a school role.
- &/or 15% unauthorised absences across 3 consecutive terms.

Work

- Adult on DWP out of work benefits.

4th 'Local' Criteria

- Homelessness/housing, children in need, domestic abuse, substance misuse, emotional and mental health, anti-social behaviour and more...

Early Support Services

CYP recently commissioned a range of early support services to assist people who are level 2 (people with additional support needs) or level 3 (people with complex needs) on the continuum of need. The Working Together with Families approach and Early Support services District Panels have been brought together to identify CYP and Families who following assessments or step down referral require some form of support from Prevention and Early Help or Universal Services. Families would need to be at least level 3 on the Continuum of Need before they would be considered for

support and a CAF would need to be completed by the originating agency to take through the District Panels and Processes.

An overarching Prevention and Early Help offer should be available from April 2015 but it must be recognised that this will be a much reduced targeted offer.

The Future

At this point it has not been decided if LCC will enter phase 2 of the TFU programme. LCC are completing a cost benefit analysis and will report this to the WTWF Governance Group later this year.

The TFU financial framework for phase 2 is not yet available but DCLG have indicated that funding will be significantly less than phase 1 and that the programme will have to reach a greater number of families which would indicate that this type of intensive approach would be even less sustainable going forward.

The Working Together With Families (WTWF) approach and the Prevention and Early Help (P&EH) service going forward operates on a lead professional model and we would expect this lead professional (LP) to be drawn from the appropriate service across the partnership and for the work to form part of their "normal" caseload, so if the primary needs are housing there could be an expectation that many of the LPs came from Housing services. In Lancashire, the WTWF approach agreed by its Governance Group is not based on a FIP model.

SUPPORTING PEOPLE FUNDED FIPS MAPPED AGAINST WTWF LIST

FIP families have been mapped against the WTWF lists. These are the results:

Provider	Number of families being supported in Dec/Jan	Number of people appearing on WTWF lists
Chorley and South Ribble	5	3
Preston	2	2
Pendle	6	2
Wyre	6	0
Lancaster	6	2

Very few of the WTWF identified families have been supported by existing FIP's with Burnley being the exception.

CONCLUSION

At the time when services were set up, Family Intervention Projects and Vulnerable Household Services played an important role in meeting the needs of families with complex needs. Over the intervening years, a range of services which focus on providing more co-ordinated services that are aimed at supporting the whole family, including those families with challenging behaviour, are becoming part of the mainstream service offer. Families can be referred to district panels who now co-ordinate the troubled families and early support interventions. Consequently, it appears that people receiving services from Family Intervention Projects would be able to access support from other services although the level of support and duration may be different. In the event that the proposal to decommission services is agreed, there would be clear transition arrangements so that existing service users receive appropriate levels of support. The role of District Panels would also need to be clarified as part of the wider review of Partnerships and the Prevention and Early Help Offer.

RECOMMENDATIONS

It is recommended that SP funding for Family Intervention Projects/Vulnerable Household Units ceases at the end of March 2015. Whilst it is acknowledged that currently only a proportion of the people being supported by the FIPs are appearing on the Working Together with Families lists, it is assumed that, given the small number of families who are supported annually by the FIPs, the remaining families could either be referred for assistance through the district panels or to a floating support service which provides people with short to medium term visiting support aimed at helping vulnerable people to develop skills to live independently in order to prevent homelessness.

NEXT STEPS

- Seek Cabinet Member approval to consult
- Circulate this document to providers and other stakeholders and request feedback by 30th September 2014
- Seek Cabinet Member approval to final recommendation following receipt of consultation feedback
- Supporting People team to provide information to contribute to the WTWF cost benefit analysis
- Analyse the ethnic profile of WTW list and consider how profile compares to FIPS

DATA ANALYSIS

The analysis was undertaken using the existing datasets that are available to supporting people. In some cases there were difficulties in obtaining data and in some cases there were no submissions made to Supporting People services for a range of reasons.

Performance Indicators

		11/12	12/13	13/14
KPI 1a	Maintained independence	93.3% - 100%	100%	80%-100%
SPI 2b	Utilisation	95%-153%	94%-102%	90%-152%
SP4	Throughput	116%-294%	116%-266%	250%-300%

Client record data

The following tables provide a profile of people accessing the service

Sex

The table shows that the majority of the main applicants are women. However, around 10 out of the households, where data is available, appear to have partners. No information is available to the SP Team regarding the profile of people requiring this type of service across Lancashire.

	Male	Female	Missing	total
12/13	3	39	1	43
13/14	6	25	0	31

Disability

6 out of 46 main applicants were disabled in 2012/13 and 5 out of 31 people in 2013/14. The number of disabled members of the family is not available. The JSNA states that nationally the percentage of working age adults who are disabled is 15%. The percentage of people accessing services who are disabled are in line with the national population figures.

	Yes	No	Don't Know	%
12/13	6	36	1	14%
13/14	5	26		16%

FAMILY INTERVENTION PROJECTS/VULNERABLE HOUSEHOLD SERVICES

Age

The age of the main applicant is shown below. Over the three year period, the 32-38 year old category is the highest each year with 39-45 increasing in 13/14. In every household at least one member of the family is under 18 years old.

Service Type	16-17	18-24	25-31	32-38	39-45	46-59	59+	
11/12	2	3	3	17	14	4		45
12/13	3	4	7	19	4	6	1	44
13/14	1	0	4	14	10	1	2	32

Need

The primary need of the main applicant is shown below. As expected, the majority of service users have complex needs.

	Mental health probs.	Alcohol related problems	Single homel's with support needs	Young people at risk	Offend -ers	Homeless families with support needs	Gener ic*	People at risk of domestic violence	Generic / Comple x needs	Total
2011/12		1		2	1	1			40	45
2012/13	2		1	1		3	3	3	35	44
2013/14	2			1	4	10			15	32

Generic/Complex needs for people who have individual or multiple / complex needs who cannot be properly described by the other client groups or categories.

Ethnic Origin

All new service users in 2013/14 were White British and all but one service user in 2012/13. No information is available to the SP Team regarding the profile of people requiring this type of service across Lancashire; however it is clear that the profile of service users doesn't reflect the profile of the citizens of Lancashire

	White: British	Mixed: White & Asian	Asian/Asian British: Indian	Asian/Asian British: Other	total
2012/13	40	1	1	1	43
2013/14	31				31

Economic Status

The economic status of the main applicant is shown below. Over the three year period, "not seeking work" is the most prevalent status with "long term sick" being the second most common. However in 2012/13 a significant proportion of people were either job seeking or were in part time employment

	2011/12 (need to check)	2012/13	2013/14
FT work	2	3	2
PT work	4	5	3
Job seeker	5	7	3
Not seeking work*	28	14	14
FT Stud.		1	
LT sick/disabled	11	8	5
Other adult	1	5	2
Retired			2
Child < 16	1	1	1
Total		44	32

Not seeking work - those who are unwaged or carrying out unwaged work, e.g. voluntary work, caring for small children or other dependents, choosing to remain at home and so not available for work. Clients described by this category would not be registered as unemployed or job seeker but may be in receipt of income support.

NB: Most lone parents with a youngest child aged 5 or over will no longer be entitled to claim Income Support if they are only claiming it because they are a lone parent. Instead, with support from JCP+, they will need to look for paid work and make a claim for Jobseekers Allowance or Employment and Support Allowance if they are not able to work due to a health condition or disability.

Referral Source

Police, local authorities and "other organisations" made the highest number of referrals in 2013/14. The police also referred high numbers of families in 2012/13. Other organisations referred significant numbers of individuals in 2011/12 and 2012/13.

Internal transfer	1	1	0
Noms LA	3	2	1
LA referral	3	3	6
Social services	2	2	2
Prison/Prob.			
Mental Health Team	0	0	1
Health service/GP	3	0	1
YOT	4	0	2
Police	7	15	8
Vol org	1	1	1
Self-referral	0	5	3
Other	21	15	7
Total	45	44	32

FAMILY INTERVENTION PROJECTS/VULNERABLE HOUSEHOLD SERVICES

Comment = Results show that 100% have been supported to obtain their correct benefits and 0% supported to obtain paid employment, that is not positive statistics that we would like.

OUTCOME DATA (total forms submitted – 31) Figures highlighted in green are 5% or more above the north west figures (complex needs) Figures highlighted in yellow are 5% or more below the north west figures (complex needs) No shading means that performance is within 5% of the north west figures (complex needs)		Lancashire Performance Data				NW Performance Data		NW Performance Data	
						NW Benchmark for Homeless Families in Floating Support		NW Benchmark for Generic / Complex Needs in Floating Support	
		No of service users identifying a support need	No of service users supported to achieve the outcome	% of service users identifying a support need	% of service users supported to achieve this outcome	NW Benchmark % of service users identifying a support need	NW Benchmark % of service users supported to achieve this outcome	NW Benchmark % of service users identifying a support	NW Benchmark % of service users supported to achieve this outcome
Ref	Outcome								
Economic Wellbeing									
1a	The client has maximised their income, including receipt of the correct welfare benefits	14	14	45.16%	100.00%	82.00%	94.00%	71.00%	90.00%
1b	The client has reduced their overall debt	8	6	25.81%	75.00%	49.00%	78.00%	60.00%	78.00%

FAMILY INTERVENTION PROJECTS/VULNERABLE HOUSEHOLD SERVICES

1c(i)	The client is now in paid work	0	0	0.00%		10.00%	29.00%	13.00%	34.00%
1c(ii)	The client has participated in paid work whilst in receipt of the service	0	0	0.00%		10.00%	38.00%	13.00%	40.00%
Enjoy and Achieve									
2a(i)	The client has participated in their chosen training and/ or education	10	8	32.26%	80.00%	21.00%	75.00%	19.00%	68.00%
2a(ii)	The client has achieved their desired qualification(s)	10	3	32.26%	30.00%	21.00%	70.00%	19.00%	59.00%
2b	The client has participated in their chosen activities	12	9	38.71%	75.00%	25.00%	91.00%	19.00%	83.00%
2c	The client has participated in their chosen work-like activities	0	0	0.00%		7.00%	77.00%	11.00%	69.00%
2d(i)	The client has established contact with external services/ groups	24	22	77.42%	91.67%	62.00%	95.00%	59.00%	89.00%
2d(ii)	The client has established contact with friends/ family	8	7	25.81%	87.50%	16.00%	97.00%	13.00%	91.00%
Be Healthy									
3a	The client is managing their physical health better	5	5	16.13%	100.00%	24.00%	95.00%	35.00%	84.00%
3b	The client is managing their mental health better	9	8	29.03%	88.89%	23.00%	90.00%	37.00%	83.00%
3c	The client is managing their substance misuse better	6	6	19.35%	100.00%	7.00%	74.00%	16.00%	74.00%
3d	The client is now able to manage independent living better as a result of the assistive technology/aids and adaptations	0	0	0.00%		2.00%	89.00%	8.00%	86.00%
Stay Safe									
4a	The client has maintained their accommodation	14	14	45.16%	100.00%	61.00%	92.00%	56.00%	91.00%
4a	The client is in settled accommodation	7	6	22.58%	85.71%	78.00%	90.00%	47.00%	73.00%
4b	The client has complied with their statutory orders/related processes	3	3	9.68%	100.00%	4.00%	90.00%	7.00%	80.00%
4c(i)	The client is better managing self harm	3	3	9.68%	100.00%	3.00%	93.00%	6.00%	85.00%
4c(ii)	The client is avoiding causing harm to others	4	3	12.90%	75.00%	5.00%	86.00%	6.00%	85.00%

FAMILY INTERVENTION PROJECTS/VULNERABLE HOUSEHOLD SERVICES

4c(iii)	The client is minimising the harm/risk of harm from others	9	9	29.03%	100.00%	17.00%	95.00%	19.00%	94.00%
Making a Positive Contribution									
5	The client has more choice and/or involvement and/or control	19	18	61.29%	94.74%	68.00%	95.00%	63.00%	91.00%