

# **Report of the Strategic Director (Children's Services) to the Meeting of the Corporate Overview and Scrutiny Committee to be held on 11<sup>th</sup> January 2017**

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**Subject:****Progress Report on Bradford's Families First Project Phase 2 – including cost benefit analysis****Summary statement:**

Bradford's Families First Programme (Phase 2) is due to identify and deliver interventions to 5,990 families by March 2020 against locally agreed payment by results targets. Up to October 2016 we have now engaged 1,416 families.

The Council and key partners continue to ensure a sustained and assertive effort to working with families, helping to improve family outcomes and seeking to ensure we meet agreed targets. We are now implementing our plans to further align key targeted early help services and support to our Families First interventions and outcomes.

Alongside its partners, the Council will require clear evidence of the benefits of the programme as plans are developed to sustain successful elements of the programme and the 'think family' approach in the longer term.

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## 1. SUMMARY

- 1.1 Bradford's Families First Programme (Phase 2) aims to identify and deliver interventions to 5,990 families by March 2020. As part of phase two, there is a stronger national focus on gathering more information on the cost effectiveness of the programme. The council and its partners will need to be provided with local evidence of benefits as we address longer term sustainability of the programme and an emphasis of 'think family' approaches.
- 1.2 This report provides an overview of national and local analysis of the Troubled Families Programme including cost benefit analysis work and a number of case studies to highlight the difference the approach is making to families living in Bradford.

## 2. BACKGROUND

- 2.1 In March 2015, Bradford Council signed up to the Department of Communities and Local Government (DCLG) Phase 2 of the National Troubled Families Programme. Under Phase 2, the DCLG set Bradford the target to identify and intervene with 5,990 families by March 2020.
- 2.2 The focus is on families who meet at least 2 of the 6 criteria below:
  - Families involved in crime and anti-social behaviour
  - Young people who are not attending school regularly
  - Children who need help (Bradford will initially focus on those high number of children referred to social care who do not meet the child protection threshold)
  - Adults out of work
  - Families affected by domestic violence and abuse
  - Families with health problems
- 2.3 In 2015, research by the Early Intervention Foundation estimated that nearly £17 billion per year is spent in England and Wales by the state on "Late Intervention", with the largest single items being the costs of children who are taken into care, the consequences of domestic violence, and welfare benefits for 18-24 year olds who are not in education, employment or training (NEET). Late intervention services in the area of child protection and safeguarding account for over a third of the total, followed closely by spending in response to crime and anti-social behaviour.
- 2.4 **Families First** aims to support or 'turn around' families with multiple problems by:
  - Working with the whole family in a way which recognises they interact and influence each other, rather than viewing them as individuals with problems
  - Having a dedicated worker or team to get to the underlying problems
  - Developing a relationship with the family, being persistent and building trust with them in order to challenge them to make the changes they need
  - Drawing in other services in a sequenced way at the best time for the family to try and ensure the family receives 'the right support at the right time'

- 2.5 There is assertive and focused work with families on problems such as domestic violence, family conflict, mental and physical health problems, poor school attendance and exclusion, crime and anti-social behaviour, support to parents on their confidence, training and preparation for work.

### **3. REPORT ISSUES**

#### **3.1 Update on Phase 2**

- 3.2 Phase 2 is harder than Phase 1 to achieve payment by results outcomes due to:

- higher number of families with a wider range of needs
- additional payment by results outcomes (4 increased to 11)
- 50% reduction in funding from DCLG
- additional monitoring requirements and time lag in achieving some outcomes

- 3.3 The Phase 2 programme funds up to £1,800 per family - an upfront payment of £1,000 per family when we commit to work with them on the programme and £800 per family based on achieving the payment by results outcomes. Bradford's funding allocation is up to £10,782,000 over the 5 years. Up to £5,990,000 will be paid upfront after eligible families are identified and up to £4,792,000 by achieving payment by results targets after the intervention and relevant monitoring period.

- 3.4 Bradford is now implementing a new Targeted Early Help structure and offer with a new permanent Head of Service who took up post in October. Martyn Stenton has extensive experience of targeted early help, community safety and Troubled Families. This new structure will expand our ability to identify and intervene with families meeting the Troubled Families criteria.

- 3.5 From January 2017, Targeted Early Help Team Managers will be aligned to geographical areas and, building on the work of early help pathfinders in two areas, early help panels will be in place to cover the entire district to support better co-ordinated work with vulnerable families. The new structure brings together the family centres, specialist inclusion and behaviour teams, intensive family support, parenting programmes, youth offending and Families First teams.

- 3.6 Families being supported through this wider group of teams, and who meet the criteria for the programme, will be included. Additional support will be provided to allocated workers so we deliver whole family assessments and plans. Briefings are being undertaken with all these teams.

- 3.7 We continue to work with partners to deliver our outcomes plan:

- Community Safety and ASB Panels (data sharing in place)
- Children Centres (building links)
- Pupil Referral Units and SEBD provision (data sharing in place)
- Education Social Work (data sharing in place)
- Behaviour Support Services (data sharing in place)
- Probation (data sharing place)
- Housing (strengthening links)
- Youth Services (building links)
- NEET (data sharing in place)
- Health Services (strong engagement in area developments and Panels)

### **3.8 Families First Phase 2 – progress at the end of October 2016**

- 3.9 By the end of October 2016, Bradford Families First programme had generated £1,416,000 in attachment fees by reaching 1,416 families (up from 1,114 in June). Our original target was to identify and work with 2,100 families by March 2017. This means we need to reach around a further 700 families up to the end of March. We have now submitted Payment by Results claims for 214 families on the new programme. This brings £171,200 income for Bradford. The latest submission was checked and approved by DCLG in mid-November. We are making a further payment by results claim in January 2017.
- 3.10 To seek to reach this target, we are seeking to ensure that all key interventions from across the new Targeted Early Help structure count towards the target for families worked with and the resulting payment by results outcome work. We are also undertaking a detailed review of our data so we can identify as many eligible payment by results claims as possible as soon as possible and further target specific schools and localities – for example where there is a gap in data or further work is needed to increase and sustain a young person's school attendance.
- 3.11 Building Better Opportunities – European Social Inclusion Fund & Big Lottery - early intervention to divert families from becoming 'troubled families'**
- 3.12 This is a joint bid with Leeds City Council. Bradford District can expect to receive approximately £1.5M over 2 years if the final bid submitted is successful. At the time of preparing this report the bid is being assessed. The programme would be expected to start in January 2017, with direct delivery commencing in April 2017.
- 3.13 Programme level impact - cost benefit analysis**
- 3.14 Nationally, significant work has been undertaken on developing tools to measure the cost and benefits of Troubled Families interventions. DCLG issued the Troubled Families Cost Saving Calculator in 2014 and invited a selection of local authorities to work with them to provide a robust indication of cost benefits replicable across the country. The Cost Savings Calculator is a tool to identify the benefits of local troubled family programmes. It is a means to undertake a **cost benefit analysis** and identify changes across the local cohort of families. This should then demonstrate how working differently with families can achieve results and inform service transformation and commissioning. It also allows comparison across different areas.
- 3.15 The cost saving calculator focuses on costs the troubled families have both before and after being part of the programme – across crime, anti-social behaviour, domestic violence, education, health, housing, child protection, training and employment. In addition it separates out actual financial costs from the social and economic costs.
- 3.16 Using this approach, Bradford has completed an in depth cost benefit analysis with a random sample of 10 families from the phase one programme. This enables comparison with the national study and provides a benchmark to repeat with families from the phase two programme. This has showed an estimated average fiscal saving per family per year of £2,750, with an adjusted estimated average fiscal saving per family per year of £1,103 (this takes into account the amount of

change we would have expected to see regardless of any intervention). This is close to the national average from the work done by other authorities and DCLG.

- 3.17 Appendices one and two provide two cost benefit analysis summaries for the Bradford Troubled Families programme. Appendix one is a 'standard fiscal saving' cost benefit analysis - the amount saved per family on average. Appendix two is a 'counter factual saving' cost benefit analysis - the net amount saved on average taking into account interventions that may have occurred regardless of the troubled families programme being in place. The initial cost benefit analysis demonstrates that for every pound invested, the pound investment is returned plus an additional £3.55. The counter factual cost benefit analysis demonstrates that for every pound invested, the pound investment is returned plus an additional £1.40.
- 3.18 In March 2015, the DCLG published 'The Benefits of the Troubled Families Programme to the Taxpayer'. The report provides findings from its work with the invited exemplar authorities. Examples from this include:
- Average financial benefit to the public purse per family across the 7 areas amounts to £11,200 per family.
  - In Manchester, for every £1 invested in the programme, £2.20 in gross benefits was realised, £1.96 in Wandsworth, and £1.80 in Bristol.
  - The average cost of services reacting to families' needs for the year before the programme intervened across the 7 areas was £26,200. This increases to £44,000 for the most complex families. Intervention costs on average only £5,214.
  - The cost benefit analysis in Wandsworth, demonstrated benefits accrued to criminal justice agencies added up to nearly £1.2m.
  - Salford has identified financial benefits to health services of £1,700 on average per family. These benefits follow a nearly 60% reduction in alcohol misuse and a 50% reduction in drug misuse in the 12 months following intervention.
  - Significant improvements in school attendance for children saw a financial benefit of £750,000 across the 7 areas involved.
- 3.19 It is planned to do further cost benefit analysis of the Bradford programme as it progresses and views from the Overview and Scrutiny Committee on this would be welcomed.

### 3.20 **Impact on individual families**

- 3.21 Appendix three includes a small number of case studies to highlight the difference the approach is making to families. Case studies are also used in workforce development sessions with staff and partners and on occasions in case work with families. There is also an element of group work in service delivery and this supports family members to share their experiences and learn from each other. For example, family members can learn from other families about their experience of issues such as domestic violence and abuse and how they were supported to address them and become more resilient. Our work with families through the Families First approach can bring direct benefits for the families themselves and can reduce the need for further service involvement in their lives eg fewer police call

outs, fewer visits to accident and emergency or ambulance calls, not needing social work interventions, children not missing school.

#### **4. OPTIONS**

- 4.1 To note the targets achieved to date.
- 4.2 To note the need for a continued assertive and intensive approach to reach, engage and improve outcomes for the agreed number of families.

#### **5. CONTRIBUTION TO CORPORATE PRIORITIES**

- 5.1 The Families First outcomes plan directly contributes through its delivery of services & outcome plan to meet corporate priorities relating to: Maintaining Safe, Clean and Welcoming Neighbourhoods; Transforming Educational Outcomes by Improving Attainment; Supporting & Safeguarding the most Vulnerable Adults, Children & Families; Promoting Prosperity; and Reducing Health Inequalities

#### **6. RECOMMENDATIONS**

- 6.1 The Corporate Overview and Scrutiny Committee support the work to deliver 'a Whole Family Approach' to deliver improved family outcomes.
- 6.2 The Corporate Overview and Scrutiny Committee continues to support the implementation of Bradford's Targeted Early Help offer/framework to deliver more effective services, reduce duplication and improve outcomes for families in the district.

#### **7. BACKGROUND DOCUMENTS**

None.

#### **8. NOT FOR PUBLICATION DOCUMENTS**

None.

#### **9. APPENDICES**

Appendix one - 'standard fiscal saving' cost benefit analysis - the amount saved per family on average.

Appendix two - 'counter factual saving' cost benefit analysis - the net amount saved on average taking into account interventions that may have occurred regardless of the troubled families programme being in place.

Appendix three – examples of case studies from recent work with families.