Troubled Families evaluation 2017

Early Help

MANCHESTER
CITY COUNCIL

This evaluation provides the strongest evidence yet of how reform is working

- Based on 5,000 referrals and 6 years of working in this way
- Broader and deeper evidence than the national impact study evaluation
- Sustained this way of working despite all the cuts since 2010, Ofsted inspection in 2014.
- Has been mainstreamed into Early Help strategy and embodies the Our Manchester ways of working
- The impacts with families are widespread and sustained
- We are now reaping the benefits of protecting these investments
- We now know much more about what works best with families and why, and also what works less well
- These insights have enabled the service to adapt approaches over time

Tracking the programme since 2012

Wave 1

January 2012

168 open cases – all less than 6-months

Phase 1 only

Wave 2

August 2012

164 cases open over 6-months

Phase 1 only

Wave 3

December 2012

195 cases open over 6-months

Phase 1 only

Wave 4

July 2013

642 cases open over 6-months

Phase 1 & 2 only

Wave 5

February 2014

1,479 NDM cases open over 6-months

Focus on 184 case closures

Citywide coverage

Wave 6

October 2014

2,306 NDM cases open over 6-months

Focus on 322 case closures

Citywide coverage

Wave 7

June 2015

3,253 NDM cases open over 6-months

Focus on 643 case closures

Citywide coverage

Wave 8

July 2016

3,997 NDM cases open over 6-months

Focus on 1,898 case closures

1,393 cases with 12-month monitoring

Review NDM cases with 'Planned Endings' → Describe the families → Describe the challenge → Review the response → Measure the achieved outcomes → Model the costs and benefits
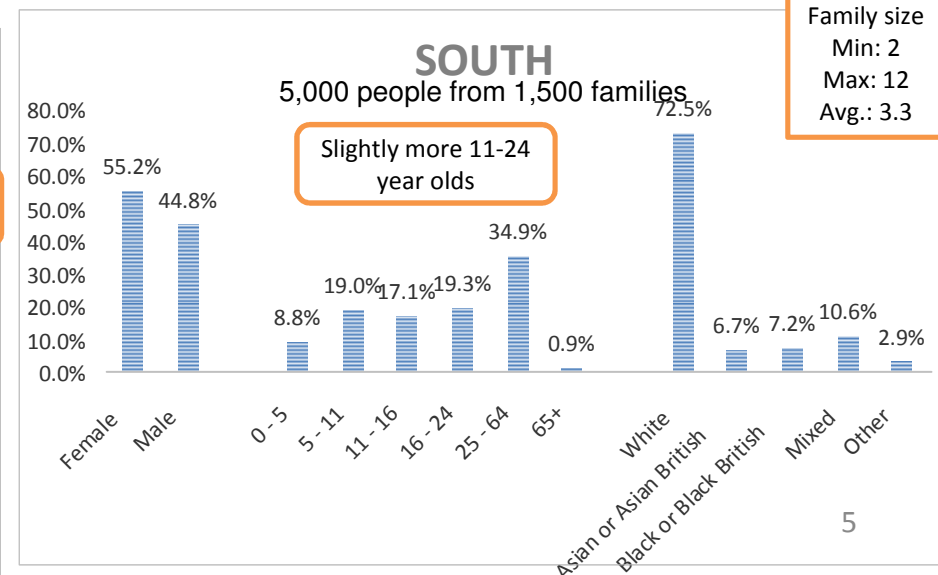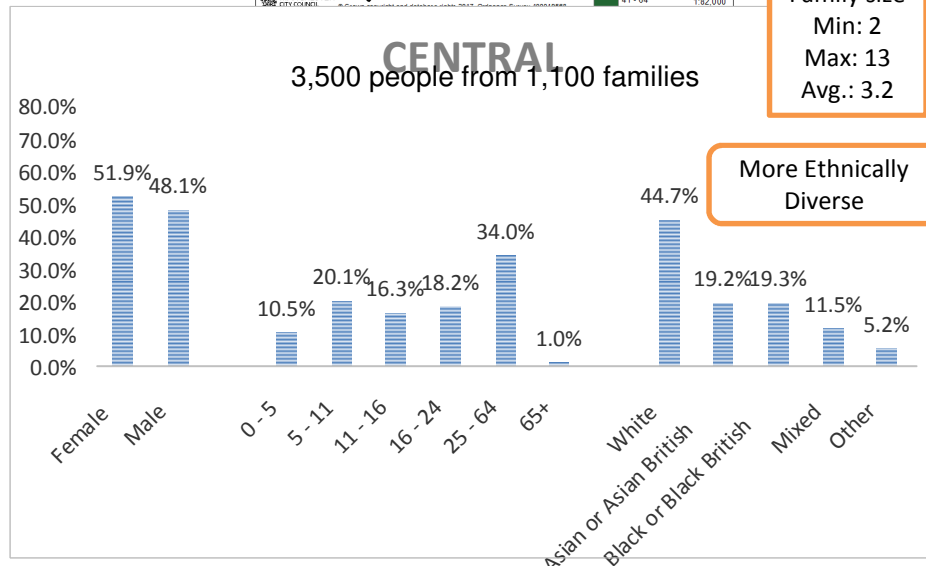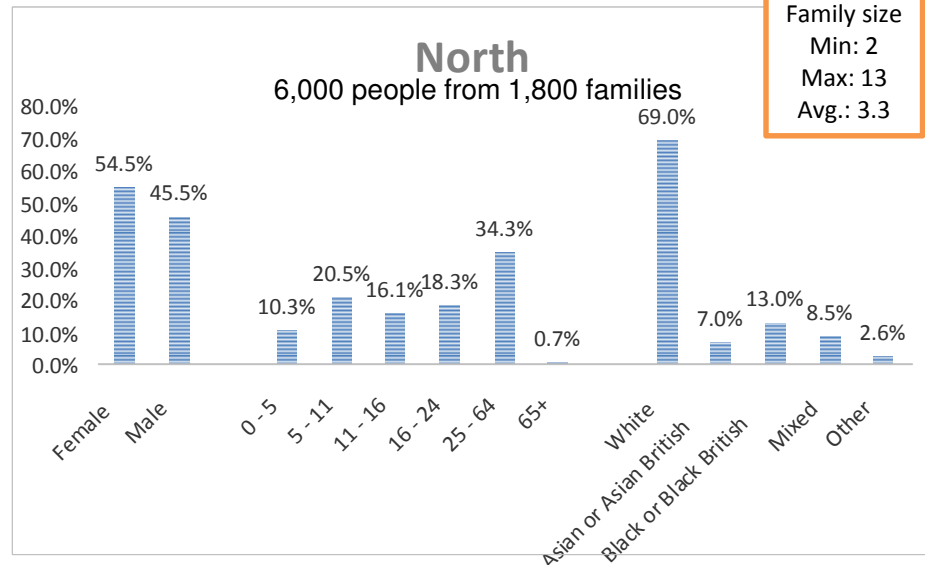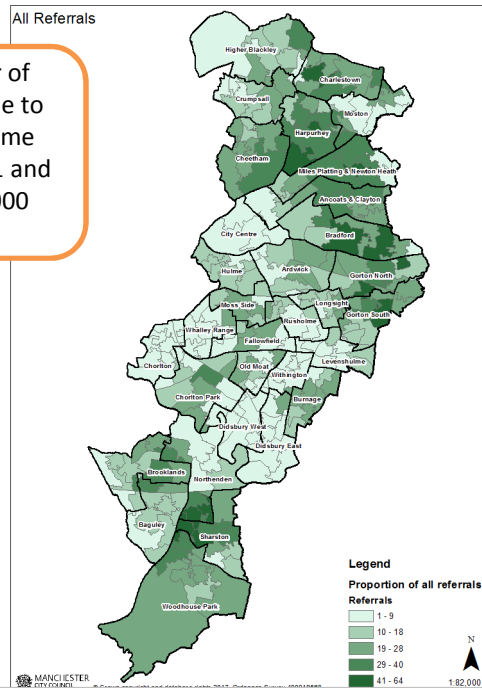
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The evaluation is based on almost 5,000 referrals over 6 years

- The evaluation captures intelligence on two groups:

Cohort	Number Evaluated (Outcome & Impact)
1. Presenting Needs	3,997
2. Impact at End of Intervention*	1,898
3. Impact at 12-months after End of Intervention*	1,393
4. Comparison Group**	c.4,000
* Cases that have come to a 'Planned Ending' ** Cases that have been screened for complex issues, but have not yet received targeted support	

7,000 adults, 8,000 children from 4,000 families

The number of referrals made to the programme between 2011 and 2016 – c.5,000 families

All Referrals

Higher Blackley
Charlestown
Crumpsall
Moston
Harpurhey
Cheetham
Miles Platting & Newton Heath
Ancoats & Clayton
City Centre
Bradford
Hulme
Ardwick
Gorton North
Moss Side
Longsight
Gorton South
Whalley Range
Rusholme
Fallowfield
Chorlton
Levenshulme
Old Moat
Withington
Chorlton Park
Burnage
Didsbury West
Didsbury East
Brooklands
Northenden
Baguley
Sharston
Woodhouse Park

Legend
Proportion of all referrals
Referrals
1 - 9
10 - 18
19 - 28
29 - 40
41 - 64

1:82,000

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North
6,000 people from 1,800 families

Family size
Min: 2
Max: 13
Avg.: 3.3

Female	54.5%
Male	45.5%
0 - 5	10.3%
5 - 11	20.5%
11 - 16	16.1%
16 - 24	18.3%
25 - 64	34.3%
65+	0.7%
White	69.0%
Asian or Asian British	7.0%
Black or Black British	13.0%
Mixed	8.5%
Other	2.6%

CENTRAL
3,500 people from 1,100 families

Family size
Min: 2
Max: 13
Avg.: 3.2

More Ethnically Diverse

Female	51.9%
Male	48.1%
0 - 5	10.5%
5 - 11	20.1%
11 - 16	16.3%
16 - 24	18.2%
25 - 64	34.0%
65+	1.0%
White	44.7%
Asian or Asian British	19.2%
Black or Black British	19.3%
Mixed	11.5%
Other	5.2%

SOUTH
5,000 people from 1,500 families

Family size
Min: 2
Max: 12
Avg.: 3.3

Slightly more 11-24 year olds

Female	55.2%
Male	44.8%
0 - 5	8.8%
5 - 11	19.0%
11 - 16	17.1%
16 - 24	19.3%
25 - 64	34.9%
65+	0.9%
White	72.5%
Asian or Asian British	6.7%
Black or Black British	7.2%
Mixed	10.6%
Other	2.9%

Families have a wide range of presenting needs

Most common presenting needs are:

- Worklessness
- Child Safeguarding
- Police Activity
- Mental Health
- Poor Parenting
- Unauthorised Absence for School

Presenting Need	Percentage	Grouping
Permanent Exclusion	1%	Less than 1 in 10 families
Gang Affiliation	2%	
GP Non-Registration	6%	
Teenage Pregnancy	8%	
Looked After Child(ren)	11%	1 in 5 families
Long Term Ill Health	12%	
Fixed Term Exclusion	15%	
ADHD	15%	
Dentist Non-Registration	18%	
Physical Disabilities	18%	
Chid Protection Plan	19%	
Risk of Eviction	20%	
Criminal Offending	22%	1 in 4 families
Bereavement	22%	
Alcohol Misuse	23%	
ASB Incidents	25%	
Learning Disabilities	25%	
Drug Misuse	26%	1 in 3 families
Rent Arrears	28%	
Debt (not including rent &…)	30%	
Persistent Absence	32%	
Domestic Violence	39%	
Child in Need	40%	
Unauthorised Absence	54%	Over 1 in 2 families
Poor Parenting Skills	60%	
Mental Health	61%	
Police Call-outs (inc ASB)	62%	
All Safeguarding	70%	
Worklessness	80%	

Based on 3,997 families

We now understand more about the complexity of presenting needs

Families with these Presenting Needs... / also have these Presenting Needs	Presenting Need	Parmanent Exclusion	Gang Affiliation	GP Non Registration	Teenage Pregnancy	Looked After Child(ren)	Long Term Ill Health	Fixed Term Exclusion	ADHD	Dentist Non Registration	Physical Disabilities	Child Protection Plan	Risk of eviction	Criminal Offending	Bereavement / loss seperation	Alcohol Misuse	ASB Incidents	Learning Disabilities	Drug Misuse	Rent arrears	Debt Issues (other than Rent)	Persistent Absence	Domestic Violence	Child in Need	Poor Parenting Skills	Mental Health	Police Call-outs (inc ASB)	All Safeguarding	Worklessness
Parmanent Exclusion	1%	100%	7%	0%	7%	0%	7%	71%	21%	14%	29%	29%	29%	57%	29%	29%	71%	29%	43%	29%	57%	86%	71%	50%	64%	86%	86%	79%	79%
Gang Affiliation	2%	5%	100%	14%	24%	19%	14%	38%	48%	33%	14%	33%	48%	67%	29%	43%	62%	33%	62%	48%	62%	48%	67%	33%	90%	67%	86%	86%	81%
GP Non Registration	6%	0%	5%	100%	15%	15%	12%	8%	5%	86%	17%	32%	29%	29%	37%	31%	44%	31%	32%	44%	37%	29%	71%	41%	73%	58%	78%	88%	78%
Teenage Pregnancy	8%	1%	7%	12%	100%	11%	17%	29%	19%	43%	24%	41%	31%	43%	45%	37%	60%	35%	45%	45%	45%	37%	76%	37%	76%	76%	81%	89%	91%
Looked After Child(ren)	11%	0%	3%	7%	6%	100%	7%	25%	15%	19%	18%	0%	20%	40%	24%	26%	42%	33%	34%	28%	28%	37%	72%	0%	65%	64%	86%	100%	82%
Long Term Ill Health	12%	1%	2%	6%	11%	7%	100%	19%	24%	27%	53%	30%	20%	29%	33%	35%	45%	62%	26%	31%	38%	38%	65%	37%	75%	80%	81%	75%	89%
Fixed Term Exclusion	15%	5%	4%	3%	11%	16%	12%	100%	29%	17%	17%	27%	24%	47%	24%	30%	52%	35%	40%	36%	41%	71%	71%	43%	69%	72%	90%	86%	87%
ADHD	15%	2%	6%	2%	9%	12%	18%	34%	100%	17%	30%	22%	25%	33%	25%	30%	51%	55%	40%	32%	40%	47%	70%	44%	78%	80%	84%	78%	93%
Dentist Non Registration	18%	1%	4%	29%	18%	14%	19%	18%	15%	100%	25%	37%	34%	32%	33%	37%	49%	32%	40%	41%	46%	33%	73%	34%	71%	71%	85%	85%	88%
Physical Disabilities	18%	2%	2%	5%	10%	12%	35%	18%	26%	23%	100%	28%	23%	28%	35%	36%	44%	51%	31%	35%	44%	43%	64%	37%	76%	76%	77%	77%	89%
Child Protection Plan	19%	1%	3%	7%	11%	0%	14%	19%	13%	24%	19%	100%	23%	36%	27%	34%	47%	30%	35%	34%	37%	40%	76%	0%	73%	67%	89%	100%	90%
Risk of eviction	20%	2%	5%	8%	11%	12%	12%	21%	19%	28%	20%	29%	100%	40%	23%	32%	59%	26%	39%	68%	50%	43%	69%	31%	69%	76%	87%	71%	87%
Criminal Offending	22%	3%	5%	6%	11%	18%	13%	32%	19%	20%	19%	34%	30%	100%	26%	33%	57%	28%	39%	37%	37%	50%	76%	33%	66%	67%	94%	85%	89%
Bereavement / loss seperation	22%	2%	3%	10%	15%	13%	18%	21%	18%	25%	29%	32%	21%	32%	100%	36%	50%	34%	41%	35%	46%	39%	71%	37%	77%	81%	84%	82%	87%
Alcohol Misuse	23%	2%	4%	8%	12%	14%	18%	24%	20%	27%	28%	39%	29%	40%	35%	100%	53%	31%	52%	37%	43%	43%	77%	35%	72%	82%	87%	87%	93%
ASB Incidents	25%	3%	3%	7%	12%	14%	14%	26%	22%	22%	22%	33%	33%	42%	30%	33%	100%	29%	37%	37%	40%	49%	79%	34%	71%	74%	98%	81%	90%
Learning Disabilities	25%	2%	3%	7%	10%	16%	29%	25%	34%	21%	37%	31%	21%	30%	30%	29%	42%	100%	33%	34%	37%	40%	66%	35%	75%	80%	81%	81%	90%
Drug Misuse	26%	2%	5%	7%	13%	16%	12%	29%	25%	27%	22%	36%	32%	42%	36%	47%	54%	33%	100%	38%	44%	47%	79%	36%	73%	83%	89%	88%	90%
Rent arrears	28%	1%	3%	9%	12%	12%	13%	24%	18%	25%	23%	31%	50%	36%	27%	31%	48%	31%	34%	100%	57%	42%	69%	34%	68%	72%	85%	78%	88%
Debt Issues (other than Rent)	30%	3%	4%	7%	11%	11%	15%	25%	21%	26%	27%	32%	34%	33%	34%	33%	49%	31%	37%	53%	100%	44%	70%	35%	72%	78%	86%	77%	89%
Persistent Absence	32%	3%	3%	5%	8%	12%	13%	37%	21%	16%	22%	29%	25%	38%	24%	28%	50%	28%	34%	33%	38%	100%	69%	42%	71%	72%	88%	84%	88%
Domestic Violence	39%	2%	2%	7%	9%	14%	13%	22%	18%	21%	19%	33%	24%	35%	26%	30%	49%	28%	34%	32%	35%	41%	100%	37%	68%	70%	90%	84%	87%
Child in Need	40%	2%	2%	6%	7%	0%	12%	22%	19%	16%	18%	0%	17%	25%	22%	22%	35%	24%	25%	26%	28%	41%	60%	100%	63%	59%	74%	100%	81%
Poor Parenting Skills	60%	1%	3%	7%	9%	13%	14%	21%	20%	20%	22%	31%	23%	29%	28%	27%	43%	31%	30%	31%	35%	41%	66%	38%	100%	70%	82%	81%	84%
Mental Health	61%	2%	2%	5%	9%	13%	16%	22%	21%	20%	23%	29%	26%	30%	29%	31%	45%	33%	35%	33%	39%	42%	69%	35%	70%	100%	85%	77%	87%
Police Call-outs (inc ASB)	62%	2%	2%	6%	8%	14%	13%	22%	17%	19%	18%	31%	24%	34%	24%	26%	48%	27%	30%	31%	34%	42%	71%	36%	67%	68%	100%	80%	87%
All Safeguarding	70%	1%	2%	7%	9%	16%	12%	21%	16%	19%	19%	35%	20%	31%	24%	27%	28%	30%	29%	31%	40%	67%	49%	67%	62%	81%	100%	84%
Worklessness	80%	1%	2%	6%	8%	12%	13%	20%	18%	19%	20%	29%	23%	31%	24%	27%	29%	29%	31%	34%	39%	66%	37%	64%	66%	82%	80%	100%

61% of families have a Mental Health issue = c.2,400 families
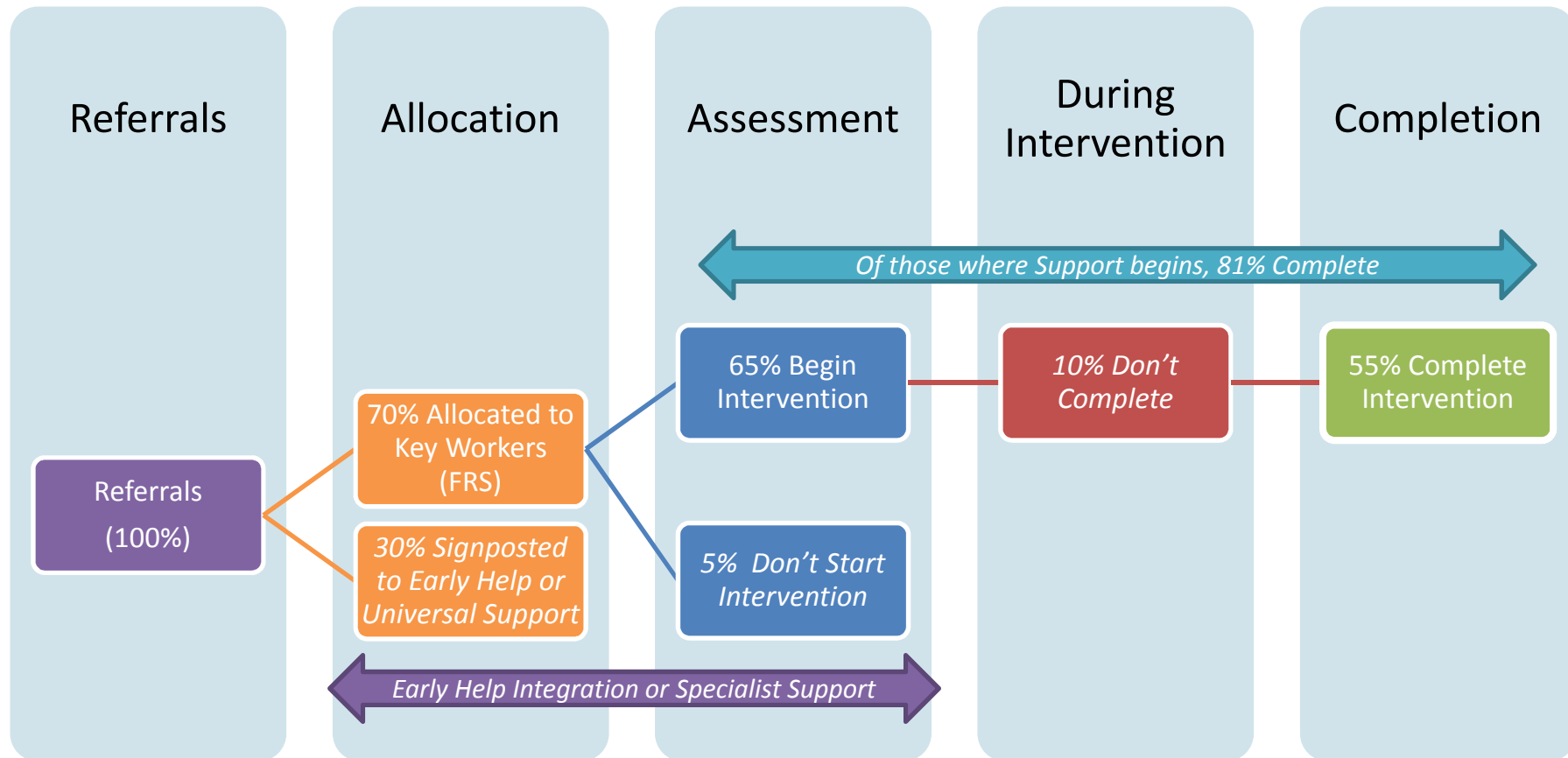
For Example

45% of families with a Mental Health issue are also linked to ASB = c1,000 out of c.2,400 families

77% of families also have Safeguarding = c1,800 out of c.2,400

Based on 3,997 families
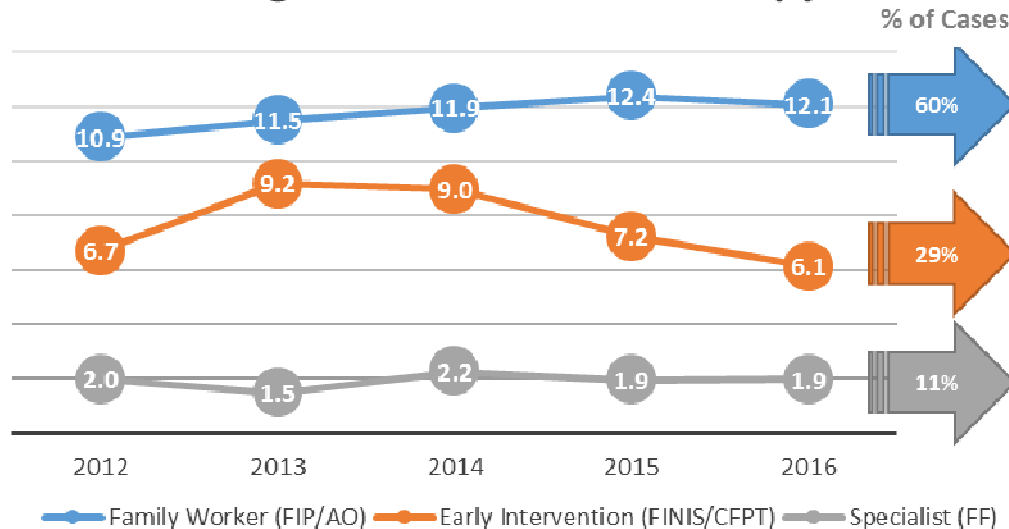
Common Assessments = better use of resources

Effective triage & allocation seeing people get right support at right time

Referrals	Allocation	Assessment	During Intervention	Completion

Of those where Support begins, 81% Complete

65% Begin Intervention

10% Don't Complete

55% Complete Intervention

70% Allocated to Key Workers (FRS)

Referrals (100%)

30% Signposted to Early Help or Universal Support

5% Don't Start Intervention

Early Help Integration or Specialist Support

- Invest in triage and allocation for 100% (based on 2015) = 1,300 referrals
- Invest in assessment for 70% = 910 cases
- Invest in intervention for 65% = 845 cases
- Expect outcomes from 55% = 715 cases

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Tailoring services to meet demand

Average No. of Months of Support

% of Cases

Family Worker (FIP/AO): 10.9 (2012), 11.5 (2013), 11.9 (2014), 12.4 (2015), 12.1 (2016) — 60%

Early Intervention (FINIS/CFPT): 6.7 (2012), 9.2 (2013), 9.0 (2014), 7.2 (2015), 6.1 (2016) — 29%

Specialist (FF): 2.0 (2012), 1.5 (2013), 2.2 (2014), 1.9 (2015), 1.9 (2016) — 11%

Legend: Family Worker (FIP/AO) — Early Intervention (FINIS/CFPT) — Specialist (FF)

Predicting the average support needs – need to review relationship with complexity and severity of needs

Length of Intervention

Avg. Months		Complexity		
		Low	Medium	High
Family Size	Small	6.0	6.8	11.1
	Medium	6.4	7.8	12.6
	Large	5.3	8.0	12.4

Assessing current cases

- **75% of Family Worker Cases are below 12-month average**

- **80% of Early Intervention Cases are below 6 – month average**

- **100% of Specialist Cases are below 2 month average**

- **Overall 6% of open cases have been open for more that 2-years**

Open Cases - Average Months of Support

Categories: Average, Specialist (FF), Early Intervention (FINIS/CFPT), Family Worker (FIP/AO)

Legend: 6 months, 12 months, 18 months, 24 months, Over 24 months

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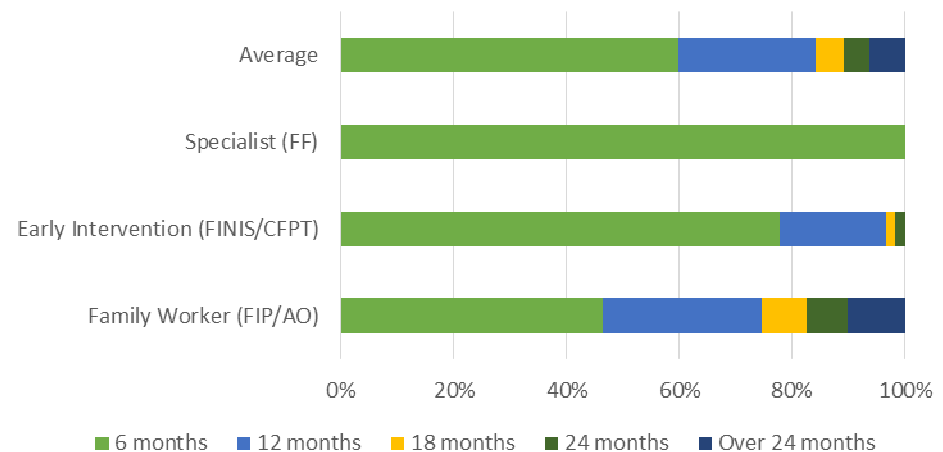
Support has led to reduced needs

Presenting Need at Start and End of Intervention

55% of families had children missing school before support, this is reduced to 9% after support

74% of families were regularly involved in police incidents before support, this is reduced to 58% after support

Legend:
- % of Families with this beed BEFORE Intervention
- % of Families with this need AFTER Intervention
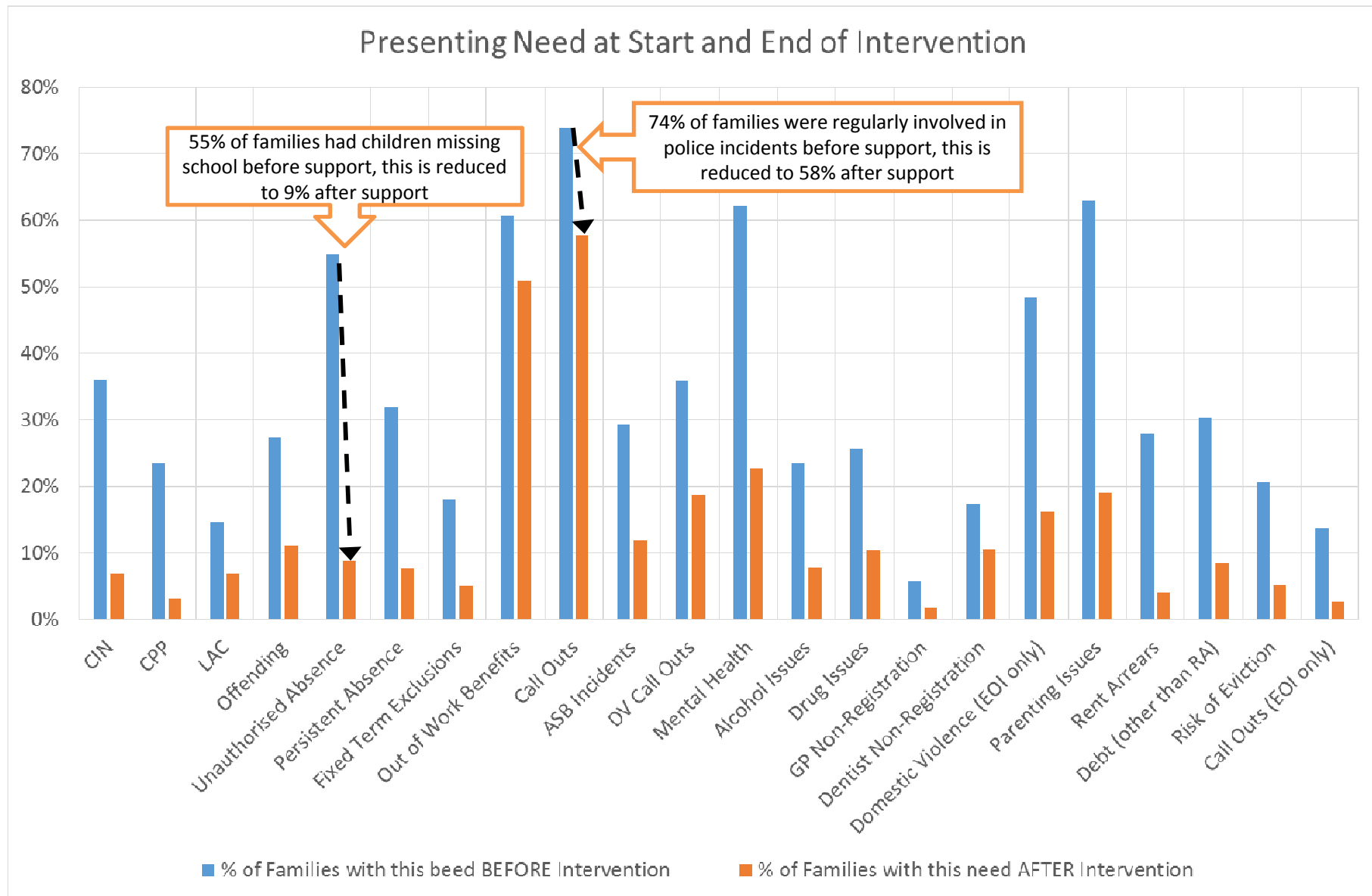
Based on 1,393 families

Impacts are sustainable

	Presenting Need	Impact (12 months)	Recidivism
CIN	36%	81%	14%
CPP	24%	87%	5%
LAC	15%	53%	7%
Offending	27%	59%	15%
Unauthorised Absence	55%	84%	13%
Persistent Absence	32%	76%	16%
Fixed Term Exclusions	18%	72%	9%
Out of Work Benefits	61%	16%	20%
Call Outs	74%	22%	32%
ASB Incidents	29%	60%	18%
DV Call Outs	36%	48%	25%
Mental Health	62%	64%	n/a
Alcohol Issues	24%	67%	n/a
Drug Issues	26%	59%	n/a
GP Non-Registration	6%	68%	n/a
Dentist Non-Registration	17%	39%	n/a
Domestic Violence (EOI only)	48%	66%	n/a
Parenting Issues	63%	70%	n/a
Rent Arrears	28%	86%	n/a
Debt (other than RA)	30%	72%	n/a
Risk of Eviction	21%	75%	n/a
Call Outs (EOI only)	14%	81%	n/a

Based on 1,393 families

- **Presenting Need** = % of families affected

- **Impact (12 months)** = % of those families with the Presenting Need where the issue has improved

- **Recidivism** = % of those families who improved, where there issues have returned with 6-months

For example (from the top line of table):

- 36% of families (c.500) have 1 or more children with a CIN status

- 81% of families (c.405) see all CIN statuses removed within 12-months of the intervention ending

- 14% of families (c.57) where all CIN statuses were removed, see CIN status re-introduced within 6-months

# Adding value to different groups in different ways

Cluster 1 – Families who are in work, have no offending, but low to medium child safeguarding (CIN & LAC) and school issues
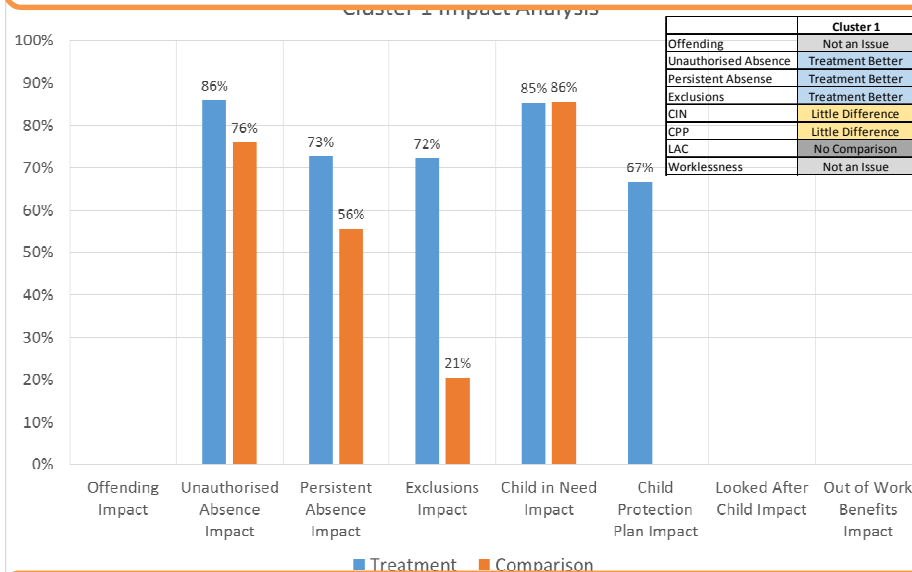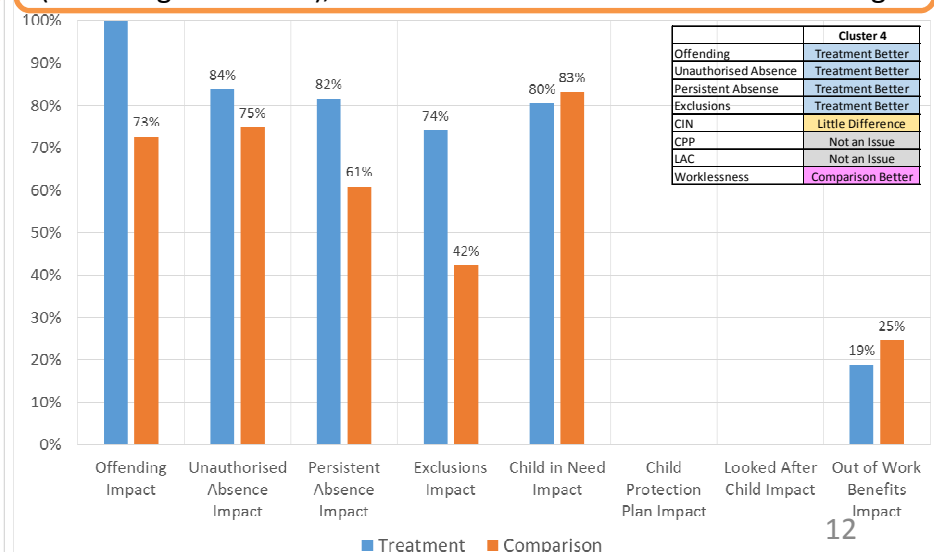
Cluster 2 – Families with complex needs, higher level child safeguarding (CPP & LAC), offending, school issues & worklessness
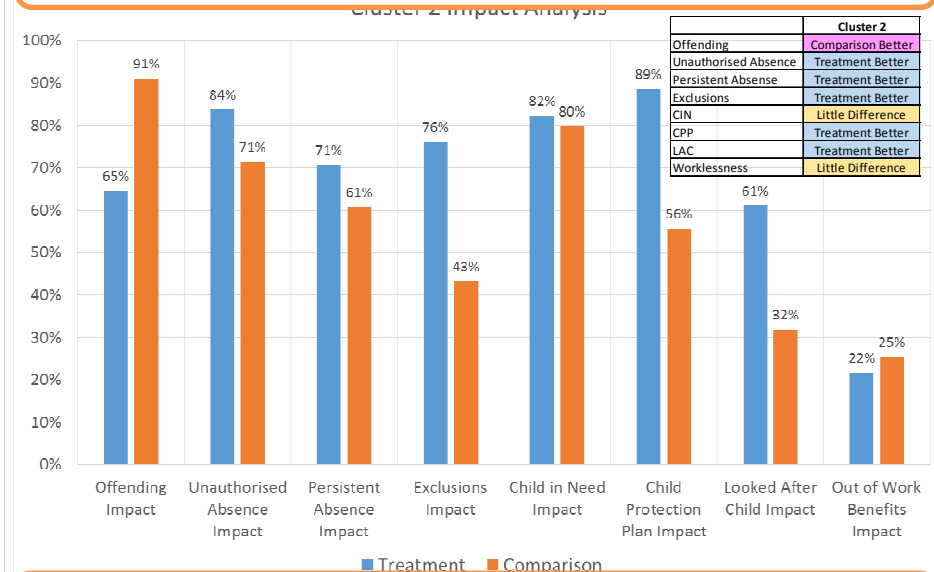
Cluster 3 – Families who are all workless and have 'children in need' (excluding CPP & LAC).
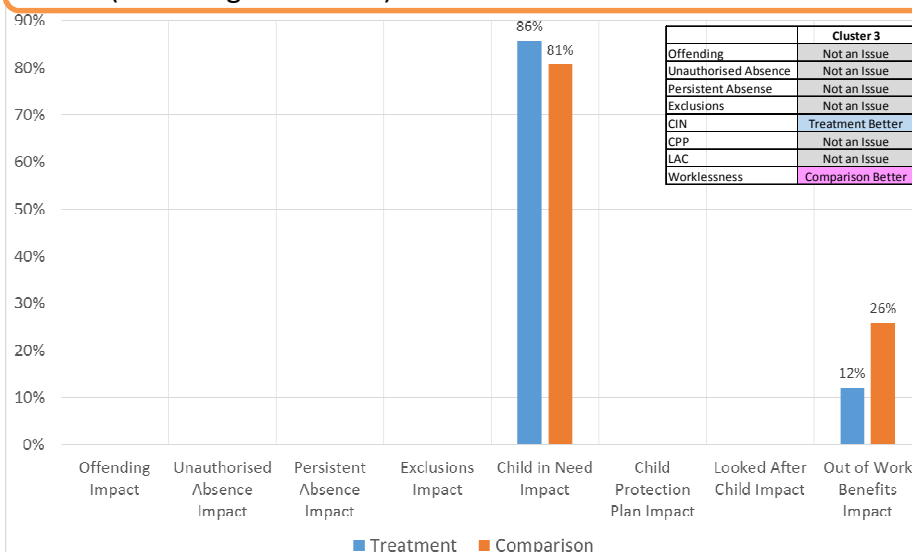
Cluster 4 – Families who are all workless, have 'children in need' (excluding CPP & LAC), but also school issues and some offending.

Case Study

Mum with 8 children who live with her (aged 1 to 17), and 3 children in looked after care (aged 8-12)

Background to Early Help involvement:

Referral to Early Help – Protect to provide support to mum to address the following concerns:

- Lack of trust in professionals
- Parenting Issues
- Mum has experienced DV in most of her relationships
- Historic rent arrears - unable to apply to move properties
- Ccurrent property which is overcrowded
- Mum's ability to sustain changes.

An Early Help Assessment was completed on 05/12/2016 following the Signs of Safety model and a number of concerns were identified.

Relationships - Mum resisting getting into conflict with her ex partner as to avoid stress and upset children. Daughter is aware mum is doing this to protect her and this in turn seems to be having a positive impact on their relationship.

Domestic Violence - Mum doesn't feel she needs specialist intervention but is willing to discuss the impact of DV on the children. Mum isn't getting back into a relationship with ex-partner because she has realised that she is able to parent the children more calmly.

Engagement with Professionals - Since Early Help involvement Mum has attended all Core Groups and has attended and contributed to the discussion in a calm and constructive manner which has been really positive and has been noticed by professionals who have responded positively enabling the meetings to focus on and progress the CP plan.

Youth Offending - Mum took Social Worker advise that Son (12) needed more specialised support. Mum accepted this advice and looked at ways in which she could provide support to her Son whilst he was living away from the family

Financial Issues - Mum has recognised she needs to reduce her rent arrears and has prioritised this following advice from Northwards Housing. Mum is managing her family budget and provides the essentials items for the children

Education - JLB is being supported by a Support Worker from Barnardos and school to find an appropriate education package. Mum is supportive and encouraging of all her children's education, TL and TA's school report states they are well presented and have good attendance. MR and CL have settled into nursery well.

Implications

1. Sustain Early Help within our investments in Children's Services. Cost-Benefit Analysis is being updated

2. Connect Early Help for families better to the Children's and Adults MASH. Strengthen the connections with Early Years. Schools providing leadership at a place level

3. Build these ways of working into the design of Integrated Neighbourhood Teams for Health and Social Care. Primary Care providing leadership

4. Bring together our reform programmes and place-based services more effectively. Including the ways we have strengths-based conversations, how we triage and assess and how we allocate support to the right people

Any questions or comments please contact:

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