

Final report

Charter Housing/SOLAS

Lasting Solutions – Outcome Evaluation

October 2011

The logo for SOLAS, featuring the word "solas" in a bold, purple, lowercase sans-serif font. A small orange and white circular icon is positioned above the letter 'o'.The logo for CordisBright Consulting. It features a stylized lowercase letter 'b' in dark blue, with a white circle inside the lower curve. Below this, the word "CordisBright" is written in a bold, sans-serif font, with "Cordis" in orange and "Bright" in dark blue. Underneath, the word "Consulting" is written in a smaller, italicized, dark blue font.

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Executive summary

Introduction

Lasting Solutions is an innovative family intervention project (FIP) which was established in November 2010. It offers intensive and holistic support for up to seven families at any one time. Key features of the FIP are that they address the needs of families with complex needs, take a whole-family multi-agency approach and are goal orientated. The cost of the project is £88,415 per year. More details can be found in Section 2.

This report provides an initial outcome evaluation of Lasting Solutions FIP, including early evidence on the cost effectiveness and cost efficiency of the FIP.

Conclusions

The evidence in this evaluation supports the following conclusions:

Conclusion 1 - Outcomes: Lasting Solutions is achieving many positive outcomes for families. These include:

- A marked reduction in anti-social behaviour
- Significant success in sustaining tenancies where the family would otherwise be at risk of eviction.
- Some success in getting family members into employment, education and training and preventing children becoming Looked After.
- Encouraged improved partnership working that is tailored to the needs of families.

This aligns closely with Welsh Government policy to provide tailored and bespoke support that addresses the continuum needs of the whole family. Figure 1 summarises the main outcomes achieved by the Lasting Solutions FIP for families accessing support and in supporting partnership working.

Conclusion 2 – Cost effectiveness: Lasting Solutions offers exceptional value for money, offering a net rate of return on investment of 426%.

Our conservative and evidence-based assumptions suggest that the FIP has supported savings (through costs that have been prevented) of at least £465,000 per year. This represents a net return of investment of 426%.

Figure 1: Summary of cost savings

Area of saving	What these savings include	Amount saved
Sustaining tenancies for 7 families	Staff and legal costs, security, rent loss, repairs and re-letting. Housing partners incur these costs.	£65,240 in total (£9,320 per family) ¹
Preventing three children engaging in anti-social behaviour	Police time, Youth Offending Service involvement and court appearances	£46,710 (£15,570 per child) ²
Preventing a 6 month custodial sentence in a secure unit	Home Office costs of detaining someone on a secure unit	£59,650 ³
Preventing one child from becoming Looked After	Local Authority cost of field and centre staff time carrying out social services activities, costs of providing care and accommodation and one-off and ad hoc purchases	£41,400 ⁴
Preventing three family members from becoming NEET	Savings from educational underachievement, unemployment and underemployment.	£252,000 (£84,000 per person) ⁵
Total		£465,000

Conclusion 3 – Cost efficiency: Compared to similar services offering intensive whole family support, Lasting Solutions is highly cost efficient.

We have compared two measures of unit costs for the Lasting Solutions FIP with six FIPs evaluated by the Department of Communities and Local Government. These measures are:

¹ DCLG 2006 report evidence from 2005 that the cost of evicting a tenant for anti-social behaviour is between £6,500 and £9,500. We have chosen to use the mid-point of £8,000 of these estimates. And have uplifted this figure for inflation using the average rate of CPI for each year (this was 3.2% in 2006, 4.3% in 2007, 4.0% in 2008, -0.5% in 2009 and 4.6% in 2010) to give a figure of £9,320 per tenancy. Example calculation, £8,000 * 1.032 * 1.043 * 1.04 * 0.995 * 1.046 = £9,320.

² DCLG 2006 report evidence from 2004 that the costs associated with a child involved in anti-social behaviour is £13,000. Uplifting this for inflation using the average rate of CPI for each year (2.8% in 2005, 4.3% in 2007, 4.0% in 2008, -0.5% in 2009 and 4.6% in 2010) gives a figure of £15,570 per child in 2011. Example calculation, £13,000*1.028* 1.032 * 1.043 * 1.04 * 0.995 * 1.046 = £15,570.

³ DCLG 2006 report evidence from 2004 that the costs associated with a six month custodial sentence is £51,400. Uplifting this for inflation using the average rate of CPI for each year (2.8% in 2005, 4.3% in 2007, 4.0% in 2008, -0.5% in 2009 and 4.6% in 2010) gives a figure of £59,650 per sentence in 2011. Example calculation, £51,400*1.028* 1.032 * 1.043 * 1.04 * 0.995 * 1.046 = £59,650.

⁴ PSSRU 2010 report that the average weekly cost of a looked after child is £716 in 2010 or £37,232. Accounting for inflation using the average rate of CPI inflation in 2010 of 4.6% gives a yearly cost to the Local Authority of a Looked After child of £41,400 in 2011.

⁵ DCLG 2006 presents evidence suggesting that preventing someone from being NEET can save £300,000 over the child's lifetime, or £84,000 in present value terms (i.e. 2011 prices).

- **Average cost per client month:** This is the expenditure in the year spent on the project divided by the total number of months of contact with each family over the same year.
- **Average total cost per family:** This is the average amount spent on each family during the duration of the intervention.

Based on these measures the Lasting Solutions FIP has the lowest average cost per client month at £1,053 among the FIPs. In addition, based on different scenarios on the average duration of FIP intervention with each family (a best case of six months average, a likely case of twelve months average and a worst case of eighteen months average) the Lasting Solutions FIP has an average total cost per family below the average of the other FIPs in every scenario including on the eighteen months average.

Conclusion 4 - Improvements: Few areas of improvement were identified by stakeholders.

FIP workers felt there was some area for improvement about the strategic leadership offered by the steering group and a need for a simple outcomes-focused monitoring form. Other stakeholders felt there was a need for the service to be able to support more families.

1 Introduction

1.1 Aims

Lasting Solutions is an innovative family intervention project (FIP) which was set up in November 2010 and began supporting families in Monmouthshire, Caerphilly and Newport in January 2011.

Lasting Solutions has the capacity to offer intensive, bespoke and whole-family support to up to seven of the most vulnerable families who are at the point of crisis. The families that Lasting Solutions support will have complex needs and will typically be involved with many statutory and voluntary sector agencies.

The aim of this report is to provide an initial outcome evaluation of this service. In particular this report provides evidence to help understand the:

- **Outcomes** experienced by children and families who have benefitted from the service
- Outcomes and lessons for **partnership working**
- **Cost effectiveness** of the model in terms of ‘preventable costs’ (i.e. establishing whether the financial benefits of Lasting Solutions outweigh the financial costs of the service model)
- **Cost efficiency** of the model (i.e. how the costs of Lasting Model compare to comparable and alternative models of service delivery)

1.2 Context

Lasting Solutions FIP is strongly located within the *Child Poverty Strategy for Wales* (2011)⁶ which sets the Welsh Government three strategic objectives. These are:

Objective 1: Reduce the number of families living in workless households.

Objective 2: Improve the skills of parents and young people living in low income households so they can secure well-paid employment.

Objective 3: Reduce inequalities that exist in health, education and economic outcomes of children and families by improving the outcomes of the poorest.

The Child Poverty Strategy aims to “*provide the framework for a coherent approach to tackling child poverty across the Welsh Government*”, as well as

⁶ Available at <http://wales.gov.uk/docs/dsijg/policy/110203newchildpovstrategy2en.pdf>. (Accessed 14th June 2011).

setting the direction for both policy and effective local delivery arrangements⁷. It is a statutory requirement under the Children and Families (Wales) Measure 2010 for the Welsh Government to develop this Strategy, and for key public organisations to act on child poverty. Welsh local authorities are also required to prepare and publish child poverty strategies⁸.

The Strategy recognises that supporting families is essential to reducing inequalities and improving outcomes for the poorest children (i.e. achieving Objective 3) because children grow up in families.

In supporting families, the Strategy advocates a whole family approach based around integrated services providing holistic support to children and families at every level of need. It emphasises the need for a systematic approach to supporting families encompassing **prevention**, **protection** and **remediation**. The idea is that in addressing the broad range of family needs that a continuum of support which places an emphasis on prevention and protection to reduce the need for remedial action should be developed.

1.3 Methodology

This evaluation has adopted a mixed methods approach, utilising both quantitative and qualitative techniques and primary and secondary data. Figure 2 provides more details.

⁷ Welsh Assembly Government, February 2011, *Child Poverty Strategy for Wales*.

⁸ The Children and Families (Wales) Measure 2010. SI 2010 No.1699 (W.160) (C.87)

Figure 2: Sources of data

	Qualitative research	Quantitative research
Primary data	<ul style="list-style-type: none"> • Joint interview with practitioner and manager • Telephone interviews with key partners • Telephone interviews with parents • Telephone interviews with children 	<ul style="list-style-type: none"> • Outcome evaluation tool
Secondary data	<ul style="list-style-type: none"> • Incorporation of case study notes 	<ul style="list-style-type: none"> • Analysis of partner project returns • Analysis of budget • Benchmarking around cost effectiveness and cost efficiency

1.3.1 Primary qualitative research

The primary qualitative research involved:

- **Joint interview with FIP practitioner and manager:** We conducted a joint interview with the Lasting Solutions FIP senior practitioner and manager to discuss their experiences of the project and the approach of the FIP.
- **Telephone interviews with key partners:** We conducted telephone interviews with key partners involved with families accessing support. These included police, housing representatives, school nurses and schools. We asked these partners for their views on the outcome of the FIP for families accessing support and the lessons for partnership working.
- **Telephone interviews with parents and children:** We spoke with four parents and children whose families are accessing support from Lasting Solutions. We asked them:
 - About the support they are receiving
 - What difference the support is making
 - Whether the differences could of occurred without the support
 - What it was about the support that had enabled these differences

1.3.2 Primary quantitative research

We asked the FIP practitioner to complete an outcome tool for each of the seven families accessing support. In addition to asking characteristics about the families being supported and the nature of support, it asked whether the following outcomes were identifiable:

- Children in the family are attending school more
- Children in the family are doing better in school

- Adults in the family are entering employment or training that will improve chances of finding employment
- The family are better able to access advice and support
- There have been less police call outs
- Family members are less or no longer involved in anti-social behaviour
- The family are better able to sustain their tenancy/less at risk of eviction
- Family members are better at attending health appointments
- There is less evidence of domestic violence
- Family members are accessing support for their alcohol and substance misuse problems
- Family members are accessing support for any mental health issues and/or their mental health problems are impacting less on their day to day life and relationships
- There have been no re-registrations on the child protection register
- The family are less likely to require the assistance of social services
- The family is accessing their full benefits entitlement
- There is evidence that the family has implemented better routines

This outcome tool allows us to quantify some of the outcomes that were consistently reported by numerous stakeholders, including; the FIP, the families accessing support and key partners.

1.3.3 Secondary qualitative research

Lasting Solutions provided detailed case studies for families accessing support. We have integrated these with our interviews with families to produce individual case studies for four families accessing support. These help to contextualise some of the outcomes of the FIP in the real life experience of families.

1.3.4 Secondary quantitative research

The secondary quantitative research involved:

- **Analysis of budget:** We have reviewed the budget for the FIP to establish expenditure on the project and to derive measures of unit costs in order to make conclusions around the cost effectiveness and efficiency of the project.

- **Analysis of partner project returns and case load data:** We had access to partner returns concerning the differences the FIP is making on issue such as the number of police call outs or incidents of anti-social behaviour as well as data on the case loads the FIP are working with. These have been incorporated into the analysis in order to quantify the outcomes of the FIP.
- **Benchmarking around cost effectiveness and cost efficiency:** Having quantified the outcomes and established the costs of the project we have been able to undertake some benchmarking around both the cost effectiveness of the project and the cost efficiency of the project (i.e. whether the FIP project has lower unit costs than similar service models). This benchmarking has been informed by both DCLG 2006⁹ and PSSRU 2010¹⁰. Full details can be found in Section 6 and Section 8. DCLG 2006 provides an evaluation of six FIPs in England and Scotland, including deriving unit costs and providing financial data on preventable costs. PSSRU 2010 provide unit costs for a range of health and social care services. Full details of our approach can be found in Section 6 and Section 8.

⁹ DCLG 2006 “*Anti-social Behaviour Intensive Family Support Projects: An evaluation of six pioneering projects*”. Available at <http://www.communities.gov.uk/documents/housing/pdf/153701.pdf>. Accessed 20th October 2011.

¹⁰ PSSRU 2010 “*Unit Costs of Health and Social Care: 2010*”. Available at <http://www.pssru.ac.uk/pdf/uc/uc2010/uc2010.pdf>. Accessed 20th October 2011.

2 About Lasting Solutions

2.1 Scope of the service

Lasting Solutions is an innovative family intervention project (FIP). It was set up in November 2010 and began supporting families in Monmouthshire, Caerphilly and Newport in January 2011.

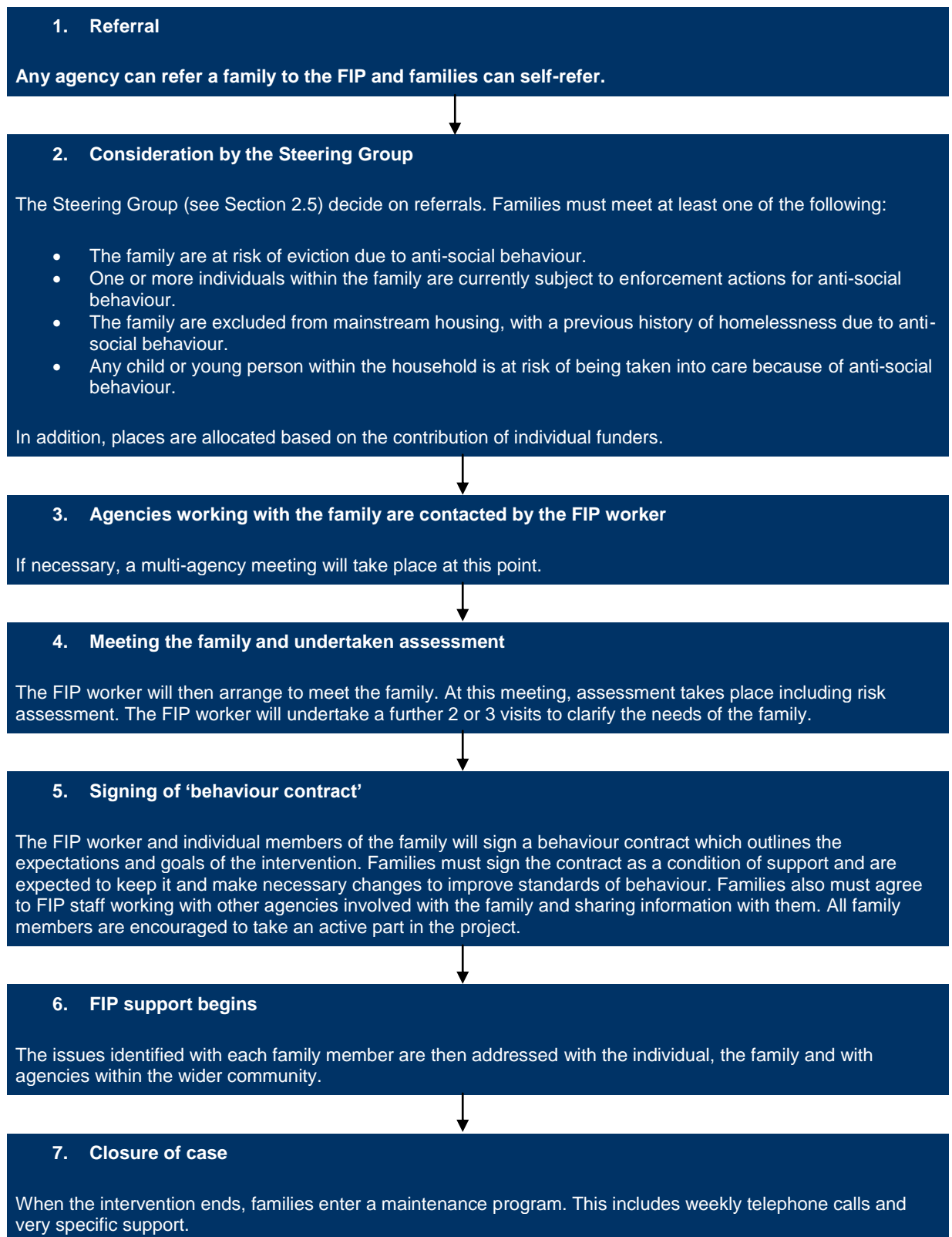
Lasting Solutions can offer up to seven families at any one time intensive, whole family focused and tailored support of up to 9 hours per week per family. This can be for an extended period (i.e. could be greater than 12 months). This translates into at least a phone call or visit every day and the support can cover any identified need within the family. This can include supporting families with:

- Home management skills
- Budgeting, benefits and money advice
- Establishing daily routines
- Supporting regular school attendance
- Parenting skills and capacity
- Dealing with family relationships
- Attending meetings and appointments
- Individual and group activities for family members, particularly children
- Building confidence and self-esteem
- Positive changes to drug and alcohol use
- Help and advice on employment and training
- Other help and support that the family may need including referral to other agencies

2.2 Referral and care pathway

Figure 3 details the referral and care pathway for the FIP intervention.

Figure 3: Referral and Care Pathway for Lasting Solutions FIP intervention with families



Some key points to note about this care pathway and the support offered include:

- **Complex cases:** As the referral criteria make clear, the FIP only intervenes when families are at crisis point. The families Lasting Solutions support are among the most vulnerable and will typically be known to many statutory and non-statutory sector agencies.
- **‘Whole family’ approach:** All family members are encouraged to actively participate and the initial assessment and case planning seeks to clarify the needs of all family members. To ensure that the needs of the family are prioritised, the FIP worker will meet families or at least individual members outside of standard working hours, including at night and on weekends.
- **Multi-agency working:** Partner agencies are contacted at the outset of the involvement of the FIP and multi-agency meetings take place as required. In addition, the FIP practitioners often broker multi-agency multi-disciplinary inputs reducing the need for multiple professional contacts and improving coordination.
- **Bespoke and tailored support:** FIP practitioners will sequence and pace change processes with the families in ways that encourage the ownership of the family. As the support is bespoke, this can include the FIP meeting the cost of a male support worker to undertake weekend working with male adolescents as required. Similarly, SOLAS has been able to fund fishing equipment, vet fees, trips and other resources to address the needs of the families drawing on its own charitable donations. SOLAS has also been able to provide clothes to families drawing on donations.
- **Goal orientated:** While support is flexible, it is not soft touch. Contracts have been agreed and FIP practitioners hold family members to them.

2.3 Funding and costs

2.3.1 Funding

Currently, Lasting Solutions is jointly funded by:

- Caerphilly County Borough Council –Anti-Social Behaviour team in Housing
- Monmouthshire County Council –Supporting People
- Monmouthshire Homes
- Melin Homes
- Charter Housing
- SOLAS

Each funder (apart from SOLAS) has an allocation for families that can receive the service dependent on their funding contribution. Funding currently provides capacity to support seven families.

The service already has a waiting list and has had to refuse referrals which did not meet the referral criteria but nonetheless would benefit from tailored and intensive intervention. This suggests there may be unmet need at current levels of provision. Indeed, two families and one key partner identified this as an area for improvement. Indeed, this was the only area for improvement that partner agencies could identify.

2.3.2 Costs

The annual cost of providing the service is £88,415. Based on supporting seven families this equates to £12,630 per family per year, or £1,053 per family per month. Based on a family receiving 9 hours support per week this corresponds to an hourly cost per family for direct work of £26.99. The service employs three staff: two project workers (one full time and one part time) and there is some part time management. In addition, a male support worker is employed on a contract basis to work with adolescent male family members as required. Figure provides full details on areas of expenditure.

Figure 4: Lasting Solutions expenditure in 2011/2012

Area of expenditure		Amount
Staff costs	Salary	£53,000
	Pensions	£7,131
	Employer's National Insurance	£4,034
	Total	£64,165
Other staff costs	Travel and subsidies	£13,500
	Learning and development	£1,750
	Total	£15,250
Direct costs	IT/Telephone	£3,000
	Stationary/equipment	£1,500
	Marketing	£2,000
	Total	£6,500
Management charges	SOLAS administration	£1,250
	SOLAS recharge	£1,250
	Total	£2,500
Total		£88,415

2.4 Ensuring the quality and safety of practice

The quality and safety of the FIP staff's practice is ensured because of:

- **Qualified, experienced staff:** One Project Worker has 18 years of experience in undertaking parenting and core assessments as part of a family centre and is a facilitator of the Freedom programme. The other Project Worker has undertaken work with adults with long term mental health issues, learning difficulties and with sex offenders.
- **Regular debriefing and discussion about cases:** FIP staff have regular debriefings to reflect on their practice and share lessons. This is supported by case supervision and one to one meetings.
- **In house psychologist:** Staff have access to an in-house psychologist for therapeutic supervision and for advice about dealing with specific behaviours and issues that arise. e.g. when a young woman overdosed.

2.5 Governance

In addition to making decisions on all referrals, the Lasting Solutions Steering Group also:

- Review the progress of the service and support the FIP manager and Project Workers in any barriers or issues experienced.
- Agree any changes to process, policies and procedures.

The Steering Group comprises representatives all funding agencies.

The Steering Group meet on a six weekly basis but additional meetings will be held to discuss urgent referrals or issues that need addressing as a matter of urgency.

The FIP Project Worker and Manager identified the Steering Group as an area for improvement in relation to:

- The way the steering group works. The steering group is largely a referral, case allocation and review group. There is no clarity about project governance e.g. no terms of reference and no current role thinking strategically about the service model and the strategic positioning of the service, notwithstanding the demand for additional support by families.
- There were monthly written updates on individual cases for the steering group. This has slipped.

3 Case Study 1: Family A

3.1 Summary

Family A consists of a lone mother and her 14 year old son. Figure 5 summarises the needs/issues faced by this family, the support Lasting Solutions has offered and the outcomes of this support.

Figure 5: Summary of needs/issues, support and outcomes for Family A

Area	Details
Needs/issues at time of referral	<ul style="list-style-type: none"> • Son involved in anti-social behaviour and criminal incidents, leading to an ASBO and pending criminal charges • Son had no positive male role model • Mother was experiencing difficulties related to her mental health • Mother was unable to deal with son's behaviour so there were no boundaries in place • Large rent arrears and debt issues which mother had not dealt with • Mother had experienced long-term domestic violence from son's father, which the son had witnessed • Father had died of a heart attack in January 2010 with mother and son having found him. Neither had received bereavement counselling • Family home was not a healthy environment • Family served a Notice of Eviction
Support provided by Lasting Solutions	<ul style="list-style-type: none"> • Liaison with Council and support to mother to gain retrospective permission for unauthorised changes to the home and to carry out required minor repairs • Input into getting rent arrears and debt issues under control, including work with CAB • Son supported to begin bereavement counselling • Son taken fishing and to martial arts by male support worker • Mother received support to deal with confidence and self-esteem issues • Facilitated moving house to avoid revenge attacks and move somewhere without unhappy associations • Work-focussed sessions have taken place with the mother
Outcomes	<ul style="list-style-type: none"> • Son able to discuss his father and issues outside of the home • Debt problems now being dealt with • Mother is more confident • Mother is undergoing job-related training and is now working two days a week • Tenancy has been sustained • The son has not been involved in any anti-social behaviour incidents • No revenge attacks • Son is doing better in school

3.2 Needs/issues for Family A

The son had no positive male role model and had serious anti-social behaviour issues. For example, he was attending a school for children with behavioural difficulties but was being regularly excluded. In addition, he had been involved in a number of anti-social behaviour and criminal incidents in the community, such as possessing a knife and threatening another young boy with it. This had resulted in many revenge attacks and threats on the family home, such as the mother's car tyres being slashed and windows broken, in addition to threats to burn down the house with the family in it. Lastly, an Anti-Social Behaviour Order (ASBO) was made for the son and there were pending criminal charges awaiting a court date.

The mother had mental health issues. Specifically, she was experiencing anxiety, depression and had little confidence or self-esteem. She would remain in her bed clothes and left the house infrequently. She had attempted suicide in December 2010 and was unable to deal with her son's behaviour.

The mother had experienced long-term domestic violence from her son's father and the son had witnessed this throughout his life. The father had died from a heart attack in the family home in January 2010 and both the mother and son had found him. Neither had received bereavement counselling and the mother was unable to talk to her son about his father.

In addition, there were large rent arrears and debt issues which the mother had not been dealing with. The family was at risk of eviction.

3.3 Support provided by Lasting Solutions

Lasting Solutions first met Family A in January 2011 and began working with them in February 2011. Family A had been referred by the Council because the family were at risk of losing their home due to the anti-social behaviour and had been served with a Notice of Eviction.

Upon engagement with the family it was discovered that the family home was not a healthy environment. The FIP worker liaised with the Council and supported the mother to gain retrospective permission for unauthorised changes to the property and to carry out required minor repairs.

The son indicated that he was ready for counselling and so a referral was made to Cruse¹¹. A male peripatetic worker was also brought in to take the son fishing and the mother reports that he has also taken the son to martial arts classes.

There has been much input into getting the mother's rent arrears and debt issues under control and work with the Citizen's Advice Bureau has been undertaken. The mother has received significant support from Lasting Solutions to build her confidence and self-esteem.

¹¹ Cruse are a bereavement charity. For more information please see www.crusebereavementcare.org.uk.

As one of the key areas of concern was that the family were still the victims of revenge attacks and combined with the unhappy memories of the home, led to the mother to ask about the possibility of moving out of the property and away from the area. The mother had identified another family who wanted to exchange properties and the FIP worked with the Council to make this happen. Ordinarily, the Notice of Eviction would have prohibited such a move. However, because the Tenancy Enforcement Officer involved was on the FIP Steering Group she was happy to allow this to take place, subject to conditions.

3.4 Outcomes achieved by support

The son enjoyed being taken fishing and was able to open up and talk to the peripatetic worker about his father and issues outside of the home. This fishing also had the benefit of giving mother and son 'time out' from each other.

The work around the mother's self esteem and debt problems has helped to resolve the debt issues and this has led to her identifying activities of interest and taking the first steps towards accessing training and employment. The mother deals proactively with her remaining debt commitments, including opening mail and dealing with it whereas previously she regularly threw letters of importance away. The change in her confidence and general persona has been noticed by other organisations.

The Tenancy Enforcement Officer involved with this family reports that the family would not have been able to sustain their tenancy without the support of the FIP. Furthermore, moving house has proved a catalyst for mother and son to get their lives back together. Since moving, more work has taken place with the mother on her confidence and self-esteem including work focussed sessions, for example. She has identified returning to work as her main goal. Furthermore, she can now parent more appropriately and establish and maintain boundaries. Indeed, the mother reported she has now found work for two days a week and has received help from the FIP workers about entering college to study towards being a nail-technician.

The son has had no anti-social behaviour incidents since February 2011. In particular, he has not been in any further trouble, there have been no police callouts and no breaches of his ASBO. In addition, there have been no further revenge attacks, no threats and the son has made new friends.

The son has also been spending longer days in school and although this is still an area for improvement, the son has stated he is looking forward to work experience and work-focused activity in the next year. The mother also reports that the FIP workers keep in contact with the son's school and there are signs of improvement in his behaviour at school, which was corroborated by the Tenancy Enforcement Officer involved with the family.

The progress made by both mother and son has been so great since the intervention began that the FIP are about to be closed as a full case and put onto the FIP maintenance programme.

4 Level of needs and demonstrable outcomes of support

4.1 Level of need

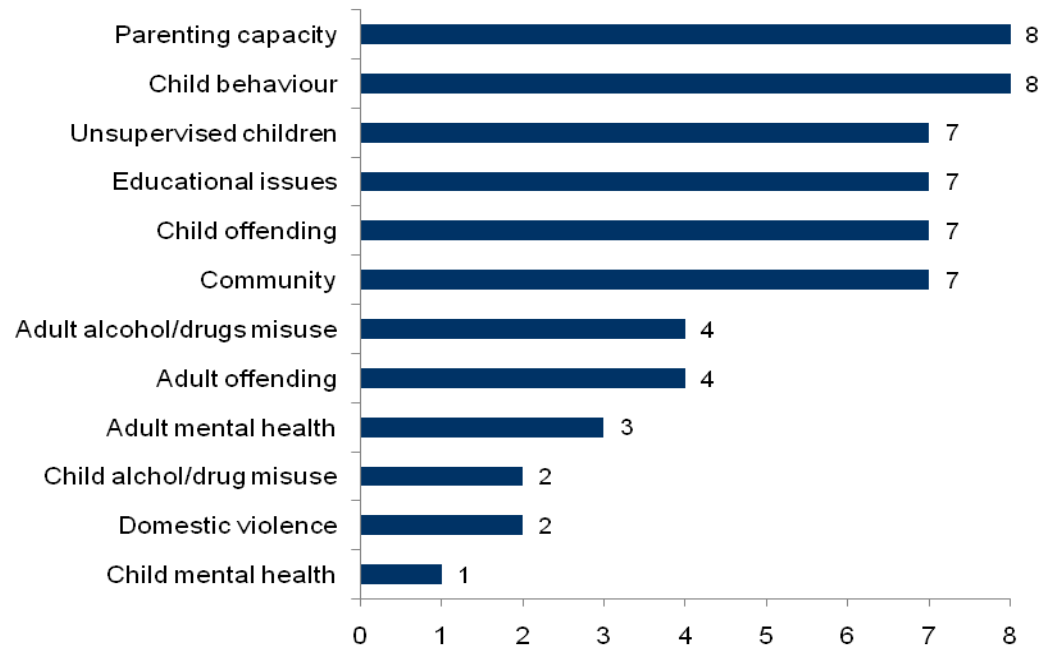
4.1.1 Family risk factors

Using profile data on the caseload supported this year, Figure 6 shows the typical family risk factors presented at the point of referral. It shows that all families demonstrated risks around parenting capacity and child behaviour. In addition, 7 out of the 8¹² families demonstrated risks around:

- Unsupervised children
- Educational issues
- Child offending
- Issues in the community

¹² We received data from Lasting Solutions about eight families who have received support. Seven of these families are currently still accessing support and one family who was accessing support only did so briefly as their circumstances and needs changed, so they were put in the maintenance programme and accessed another, less intensive service.

Figure 6: Family risk factors at point of referral



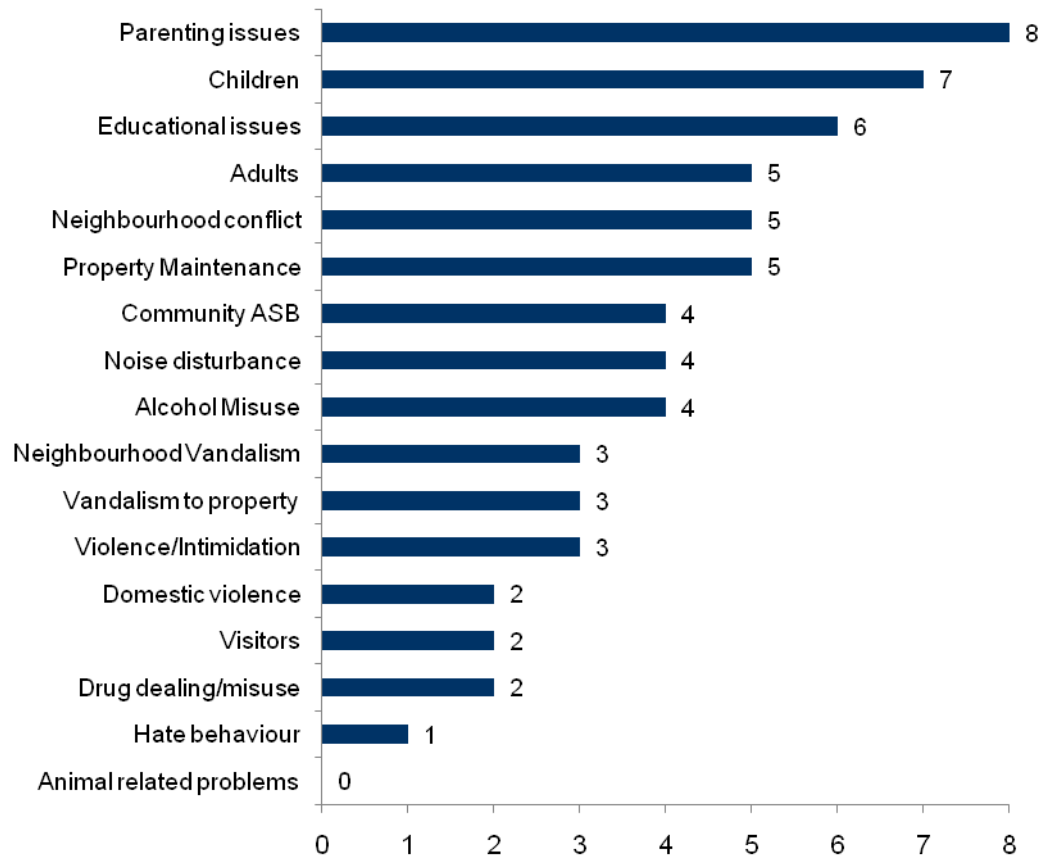
4.1.2 Anti-social behaviour

At the point of referral, the families who have or are accessing support presented with the following anti-social behaviour (ASB) actions:

- One family had an Anti-Social Behaviour Order (ASBO) and Acceptable Behaviour Contract (ABC) in place
- One family had received letters about their anti-social behaviour and had a ABC in place
- One family had been notified they were in breach of tenancy and had an ABC in place
- Two families had been served with Possession Orders
- Three families had been notified they were at risk of action

Figure provides details on the types of anti-social behaviour among families at the point of referral. It again highlights all families had parenting issues and most issues concerned their children and educational issues.

Figure 7: Details on anti-social behaviour at point of referral



4.2 Outcomes of support

4.2.1 For families

Figure 8 shows the outcomes achieved by the intervention as reported by the FIP workers themselves through the outcome tool. It shows that for all families the following outcomes have been achieved:

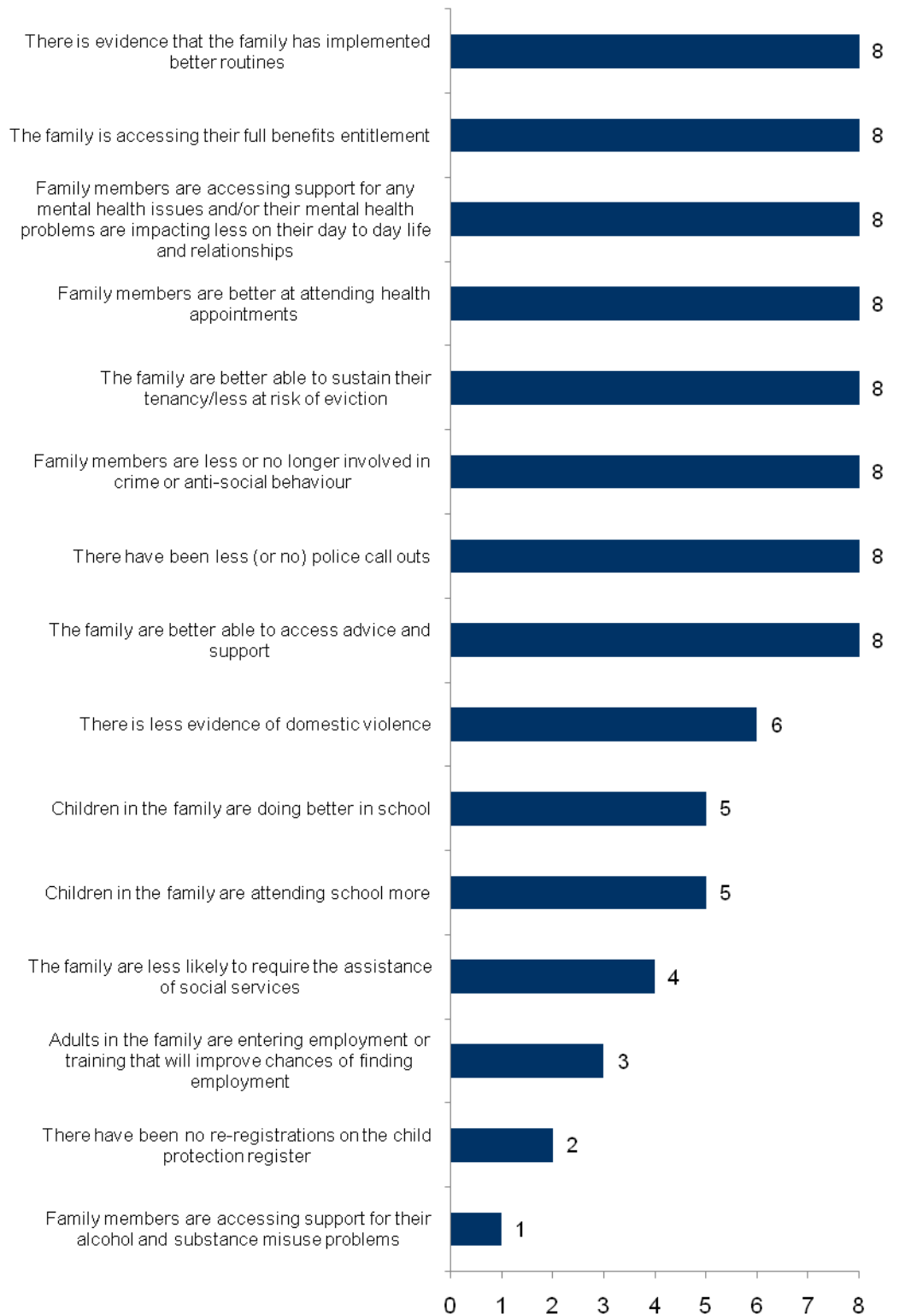
- *'There is evidence that the family has implemented better routines'*
- *'The family is accessing their full benefits entitlement'*
- *'Family members are accessing support for any mental health issues and/or their mental health issues are impacting less on their day to day lives and relationships'*
- *'Family members are better at attending health appointments'*

- *'The family are better able to sustain their tenancy/less at risk of eviction'*
- *'Family members are less or no longer involved in crime or anti-social behaviour'*
- *'There have been less (or no) police call outs'*
- *'The family are better able to access advice and support'*

Furthermore, for at least half of families the following outcomes have also been achieved:

- *'There is less evidence of domestic violence'*
- *'Children in the family are doing better at school'*
- *'Children in the family are attending school more'*
- *'The family are less likely to require the assistance of social services'*

Figure 8 Outcomes achieved by Lasting Solutions intervention



These outcomes have been consistently verified by the other stakeholders interviewed for this evaluation - partner agencies and the families. Much of this evidence is presented in the four case studies but it is worth highlighting the reduction in police call outs, arrests and anti-social behaviour. For three families, police data shows there were 74 call-outs in the year previous to FIP involvement. In the first six months of FIP support there have been 17 call-outs to these addresses. If this is repeated throughout the year this will result in 40 fewer call-outs or a reduction of 54% in police call outs for these three families. In addition, the involvement of the FIP has meant three children have ceased their extensive anti-social behaviour completely (see Case Studies 1 and 4) and all families have seen a reduction in anti-social behaviour. For example, one family went from having 9 incidents of anti-social behaviour in the year prior to FIP involvement to none since FIP support began and the eldest son in this family has experienced no more arrests (see Case Study 4).

4.2.2 Partnership working

The four case studies provide evidence of close and effective joint working between the Lasting Solutions FIP and partner agencies. However, key partners highlighted the following:

- Housing partners working with Family D highlighted how the involvement of Lasting Solutions has served as a vital channel of communication between themselves and the family. This has helped reduce noise and neighbour disputes and reduced the workload of housing officers (see Case Study 4).
- The FIP Project Worker has facilitated joint working between adult psychiatry, CAMHS, Social Services and Schools after a teenager engaged in serious self harm. The FIP was a key contact for information exchange, developing strategies to address the self harming behaviour jointly with CAMHS and the school nurse and delivering the support to the young person. The young person is now being educated in a safe education setting as a result (see Case Study 2).
- Police partners have highlighted how the FIP Project Worker has helped keep police aware and involved with a family with a history of drug dealing and use.

All key partners and families attributed the success of the FIP down to the amount of time the Project Worker can spend with the family. Many highlighted that this is much more time than they themselves or other partners can devote to the family, notwithstanding the complexity of need of the families and the costs associated with escalating problems. This allows the Lasting Solutions FIP to get to know in detail the whole family's issues and begin to address them.

5 Case Study 2: Family B

5.1 Summary

Family B consists of a mother and her two daughters, one aged 13 years old and the other aged 14 years old. Figure summarises the needs/issues faced by this family, the support Lasting Solutions has offered and the outcomes of this support.

Figure 9 Summary of needs/issues, support and outcomes for Family B

Area	Details
Needs/issues	<ul style="list-style-type: none"> • Extreme behaviours and anti-social behaviour of youngest daughter posing a danger to herself and local community • Youngest daughter at risk of being accommodated by Local Authority due to the danger she posed to herself and others • Mother had mental health issues, low confidence and been a victim of domestic abuse • Significant debt issues • Eldest daughter subject to verbal and physical abuse by her younger sister • Eldest daughter had not received appropriate medical treatment for a longstanding condition
Support provided by Lasting Solutions	<ul style="list-style-type: none"> • Work with the mother on budgeting and finance, in addition to support opening mail, filling out forms and making calls to address debt issues • Mother supported to attend GP appointments and assessed by mental health team • Freedom Programme being delivered to mother • Youngest daughter supported to attend GP and an initial CAMHS assessment has been organised • Liaison with key partners to ensure appropriate child protection in place for youngest daughter • Accompanies mother to meetings to discuss youngest daughters issues, including police station when daughter was arrested • Time spent with youngest daughter looking at her behaviour on herself, her family and wider community • Supported eldest daughter and mother to ensure eldest daughter receives appropriate medical care for longstanding condition
Outcomes	<ul style="list-style-type: none"> • Mother now proactively dealing with debt problems • Mother receiving appropriate medical care and now much more confident • Eldest daughter receiving appropriate medical care • Youngest daughter now educated in a safe setting and on Child Protection Register • Some improvement in youngest daughter's behaviour in the community but issues remain • Mother feels better equipped to deal with youngest daughter and eldest daughter feels FIP involvement gives them some space when youngest daughter's behaviour is most challenging

5.2 Needs/issues for Family B

The main issue for Family B was the behaviour of the youngest daughter, whose extreme behaviour was posing a danger to herself and the wider community. She has a history of self harm and is fascinated by fire. She was causing regular anti-social behaviour and was targeting younger children to do the same. For example, she had attacked a younger child for which she received a reparation order. This behaviour had escalated to such an extent that there was a risk of her being accommodated by the Local Authority due to the danger she posed to herself and other children.

In addition, the presence of the mother's long term (but now estranged) partner and father of both daughters who has a long history of domestic violence against the mother was compounding problems, particularly the mother's mental health issues. Despite many agencies having tried to engage with the mother, they had all taken the decision that she wasn't ready for specific parenting intervention until her mental health issues were being dealt with. The mother also had significant debt issues and bailiffs were regularly calling at the property.

Lastly, the eldest daughter is subject to verbal and sometimes physical abuse by her younger sister. This daughter has a medical condition which requires her to wear casts on her legs for up to three months and have an operation. When Lasting Solutions began the intervention with this family the elder daughter hadn't received medical care for three years.

5.3 Support provided by Lasting Solutions

Family B were referred to Lasting Solutions by the local Police. By the time intervention began the father had moved to another area and had left the mother alone with the two daughters.

A substantial amount of work has been undertaken with the family since intervention began, starting with the mother's financial situation through budgeting and finance sessions. The mother reports that FIP workers have also helped her to open her mail, fill in forms and by making phone calls on her behalf.

The mother has also been supported with attending GP and mental health service appointments. She has now been assessed by the mental health team. Given her long history of domestic violence, the mother agreed for the FIP worker to deliver the Freedom Programme with her¹³.

In terms of the youngest daughter's behaviour, the FIP worker supported her by accompanying her to the GP and organising an initial assessment with CAMHS. Alongside this, the FIP worker liaised closely with the school and Social Services to ensure appropriate child protection intervention took place. The school nurse involved with the youngest daughter reports that the FIP Project Worker has

¹³ The Freedom Programme is a 12 week programme providing information to men and women about domestic violence. See www.freedomprogramme.co.uk for more information.

facilitated multi-agency working between adult psychiatry (who were involved when she was admitted to hospital for a self harm incident), the school nurse and CAMHS. The FIP Project Worker then took the lead on putting in place strategies and safety procedures in case she attempted further self harm. The mother reports that the FIP worker also accompanies her to meetings with Social Services and the school to discuss her daughter's issues. The FIP worker also accompanied the mother to the police station when her daughter had been arrested. Furthermore, time has been spent looking at her behaviour on herself, her family and the wider community.

In terms of the eldest daughter, the FIP team have supported the mother and her daughter to ensure that new appointments were made with the GP and accompanied them to these appointments.

5.4 Outcomes achieved by support

In terms of the mother's financial situation, she is now at the point where she is no longer throwing away letters without opening them, is pro-actively dealing with her debt and no longer has bailiffs calling at the property. In the mother's own words she has *'become more confident about bills and stuff'*. This was corroborated by the youngest daughter who reports that the support has *'helped mum'* because the FIP Project Worker *'sits there, speaks to my mum and sorts things out for her'* with *'dentists, bank stuff and all that'*.

As discussed above, the mother and eldest daughter are now both receiving appropriate medical care. In addition, both daughters, the mother, the FIP Project Worker and a local Police Officer all report that the mother is now more confident due to the work that has taken place (such as the Freedom Programme) and because of having the support and reliability of the FIP Project Worker.

The work on the youngest daughter's behaviour has meant she is now educated in a safe educational setting and is on the Child Protection Register. There was a marked improvement in the youngest daughter's behaviour in the community and she is now *'trying to keep out of trouble'*, which has been corroborated by a local police officer, a school nurse and the eldest daughter. However, her behaviour at home is still volatile and abusive and the FIP worker still has to support the family through crises as these arise.

Although this is still a work in progress, the mother feels more confident about her parenting and reports she has *'become a lot stronger'* with her daughter. She also values the support she gets around her daughter's behaviour and reports the FIP worker is *'very calm and patient'* with her. The support has also given the mother and eldest daughter some breathing space when the youngest daughter's behaviour is challenging. For example, the youngest daughter values the FIP involvement because the FIP Project Worker *'asks me stuff, if things are ok with me and my family'* and *'sometimes when [youngest daughter] is kicking off [the FIP Project Worker] takes me and mum out'*.

6 Cost effectiveness of Lasting Solutions

This section seeks to draw some initial conclusions about whether the Lasting Solutions FIP is cost effective. We can draw these conclusions by taking account of the costs that have been avoided as a result of successful intervention. For example, sustaining more tenancies and dealing with fewer anti-social behaviour incidents represent direct savings to partners. This way of looking at costs and benefits allows some conclusions to be drawn about whether this project offers ‘value for money’.

It should be emphasised that this analysis should be treated as indicative for a number of reasons, including:

- Most importantly we do not know the counterfactual of what would have happened if the intervention had not taken place. It may be that some of the outcomes identified with the intervention in Section 4 would have occurred anyway. To overcome this we have focused solely on outcomes identified as directly attributable to the project by the family, FIP workers and partner agencies.
- The sustainability of interventions over time is crucial to understanding value for money. Necessarily, as the Lasting Solutions FIP is in its first year, we have had to focus on short-term and intermediate outcomes.

6.1 Assumptions

6.1.1 Length of FIP involvement

At present there is not sufficient data to make firm conclusions on the average duration of FIP support for a family. Therefore, we assume that a family will on average receive support from Lasting Solutions for one year. Clearly, our estimates of the financial benefits are sensitive to this with benefits increasing if average duration is less and decreasing if average duration is longer. For example, if the average duration were six months our estimates of the financial benefits would double, whereas if the average duration were 18 months they would be a third lower.

6.1.2 Costs avoided

Building on the analysis in Section 4 and the detailed case studies which provide evidence of the outcomes the Lasting Solutions FIP, we make the following assumptions about the ‘preventable costs’ averted in the short-term from a year of FIP activity:

- **Without the involvement of the FIP workers, seven families would not have been able to sustain their tenancies:** This was reported for all seven families currently accessing support by the FIP and has been corroborated by all families interviewed and key partners. See Section 4.2.

- **The FIP intervention will prevent three children engaging in anti-social behaviour incidents over the course of a year:** While anti-social behaviour has reduced as reported by the FIP for all families, interviews with families and key partners identified three children in particular whose anti-social behaviour has ceased who were already subject to Anti-Social Behaviour Orders or Acceptable Behaviour Contracts (see Case Study 1 and 4). Please note, this incorporates the reduction in police call outs¹⁴.
- **The FIP will ultimately prevent at least one six month custodial sentence in a secure unit:** Data from the FIP showed that at least one child was involved in youth court proceedings as a result of anti-social and criminal behaviour (see Case Study 4). In addition, Home Office findings from the 2003 Crime and Justice survey found about one third of children involved in anti-social behaviour go on to commit serious offences¹⁵
- **The FIP intervention will prevent one child from becoming Looked After:** Through interviews with families and key partners it was discovered that through facilitating a move out of her mother's home that an expectant mother prevented the likely involvement of Social Services with her child (see Case Study 3).
- **Three family members will be supported into employment, education or training:** Interviews with family members identified one teenage son who was about to enter the army and another who had started attending college as a direct result of FIP support. In addition a mother had taken up paid employment for two days a week and was attending college (see Case Study 1, 3 and 4).

These assumptions are conservative and evidence-based in that we have chosen to focus on outcomes that have been identified by families and key partners in addition to the FIP. Over time, the Lasting Solutions FIP will have more data which will allow greater detail on the wider range of outcomes associated with the project. As such we believe our analysis provides a lower bound on the yearly financial benefits the project achieves (i.e. the benefits will be at least as large as we estimate and most likely larger).

6.1.3 What we have not been able to take account of

It should be noted that we have not taken account of a number of potential outcomes, including:

¹⁴ Locally produced estimates show that for one family the reduction in police time due to not having to deal with three arrests, 16 fewer call-outs and no incidents of vehicle theft, the Local Authority not having to issue four anti-social behaviour letters and a reduction in one magistrates court proceedings has alone saved £12,508.27 since FIP involvement began. This does not incorporate a reduction in time required by the Youth Offending service and is based on an underestimate of each police call-out taking one hour of police time. Therefore our estimated savings from reduced anti-social behaviour of £15,507 per child based on national estimates appear to be broadly accurate.

¹⁵ See <http://webarchive.nationalarchives.gov.uk/20110220105210/rds.homeoffice.gov.uk/rds/pdfs05/r245.pdf> for details. Accessed 20th October 2011.

- Savings from improving the mental health of family members. However, savings from this are likely to be significant. For example, the Centre for Mental Health¹⁶ estimates that the annual cost to the UK of mental health issues is £105.2bn in 2009/10.
- The benefits of not missing routine health appointments. As DCLG 2006 point out, these savings are likely to be negligible compared with other savings. For example, New Philanthropy Capital 2007¹⁷ estimate that the cost of a GP appointment with prescription is £54.41. While we have not been able to gather definitive data on the number of missed appointments prevented, even if this figure was 100 that would still represent a saving of £5,441. There are also longer term benefits for families from accessing services that they need. For example, immunisation will have long term positive outcomes in terms of a child's health.

This reinforces the view that our estimates should be treated as a lower bound.

6.2 Cost savings

Figure takes these assumptions alongside estimated cost savings from each of these outcomes to make initial conclusions about the financial benefits. It shows that even under these very conservative assumptions we estimate that the FIP intervention saves £465,000 in total and £376,585 net of total costs. This represents a return on investment of 426%.

¹⁶ Centre for Mental Health 2010 "The economic and social costs of mental health problems". Available at http://www.centreformentalhealth.org.uk/pdfs/Economic_and_social_costs_2010.pdf. Accessed on 20th October 2011.

¹⁷ New Philanthropy Capital 2007 "What Price an Ordinary Life? The financial costs and benefits of supporting disabled children and their families". Available at <http://www.philanthropycapital.org/download/default.aspx?id=392>. Accessed 20th October 2011.

Figure 10: Summary of cost savings

Area of saving	What these savings include	Amount saved
Sustaining tenancies for 7 families	Staff and legal costs, security, rent loss, repairs and re-letting. Housing partners incur these costs.	£65,240 in total (£9,320 per family) ¹⁸
Preventing three children engaging in anti-social behaviour	Police time , Youth Offending Service involvement and court appearances	£46,710 (£15,570 per child) ¹⁹
Preventing a 6 month custodial sentence in a secure unit	Home Office costs of detaining someone on a secure unit	£59,650 ²⁰
Preventing one child from becoming Looked After	Local Authority cost of field and centre staff time carrying out social services activities, costs of providing care and accommodation and one-off and ad hoc purchases	£41,400 ²¹
Preventing three family members from becoming NEET	Savings from educational underachievement, unemployment and underemployment.	£252,000 (£84,000 per person) ²²
Total		£465,000

¹⁸ DCLG 2006 report evidence from 2005 that the cost of evicting a tenant for anti-social behaviour is between £6,500 and £9,500. We have chosen to use the mid-point of £8,000 of these estimates. And have uplifted this figure for inflation using the average rate of CPI for each year (this was 3.2% in 2006, 4.3% in 2007, 4.0% in 2008, -0.5% in 2009 and 4.6% in 2010) to give a figure of £9,320 per tenancy. Example calculation, £8,000 * 1.032 * 1.043 * 1.04 * 0.995 * 1.046 = £9,320.

¹⁹ DCLG 2006 report evidence from 2004 that the costs associated with a child involved in anti-social behaviour is £13,000. Uplifting this for inflation using the average rate of CPI for each year (2.8% in 2005, 4.3% in 2007, 4.0% in 2008, -0.5% in 2009 and 4.6% in 2010) gives a figure of £15,570 per child in 2011. Example calculation, £13,000*1.028* 1.032 * 1.043 * 1.04 * 0.995 * 1.046 = £15,570.

²⁰ DCLG 2006 report evidence from 2004 that the costs associated with a six month custodial sentence is £51,400. Uplifting this for inflation using the average rate of CPI for each year (2.8% in 2005, 4.3% in 2007, 4.0% in 2008, -0.5% in 2009 and 4.6% in 2010) gives a figure of £59,650 per sentence in 2011. Example calculation, £51,400*1.028* 1.032 * 1.043 * 1.04 * 0.995 * 1.046 = £59,650.

²¹ PSSRU 2010 report that the average weekly cost of a looked after child is £716 in 2010 or £37,232. Accounting for inflation using the average rate of CPI inflation in 2010 of 4.6% gives a yearly cost to the Local Authority of a Looked After child of £41,400 in 2011.

²² DCLG 2006 presents evidence suggesting that preventing someone from being 'not in employment, education or training' (NEET) can save £300,000 over the child's lifetime, or £84,000 in present value terms (i.e. in 2011 prices).

7 Case Study 3: Family C

7.1 Summary

Family C consists of a mother, her two daughters (aged 18 and 16 years) and her son (aged 12 years). Figure summarises the needs/issues faced by this family, the support Lasting Solutions has offered and the outcomes of this support.

Figure 11: Summary of needs/issues, support and outcomes for Family A

Area	Details
Needs/issues	<ul style="list-style-type: none"> • At risk of eviction due to anti-social behaviour related to drug dealing and use • Police regularly called to the property • Home and garden in a poor state of repair • Mother the victim of domestic violence which had been witnessed by her children • Mother and daughters had confidence and self-esteem issues • Debt issues and rent arrears • Daughters not in employment, education or training (NEET) • Youngest daughter was having unprotected sexual relationships • Relationships within the family strained • Eldest daughter wanted to move into her own property with partner as they were expecting a baby
Support provided by Lasting Solutions	<ul style="list-style-type: none"> • Liaised with registered social landlord and attended property as repairs took place. Also helped family clean property. • Explored drug and alcohol issues. • Extensive discussions with mother and other adults about drug use. • Keeping local police informed. • Liaison with housing rent officers on debt issues • Advice and support given to the mother around relationships and delivering the Freedom Programme • FIP Project Worker helped eldest daughter and her partner applying to all appropriate housing associations • Liaison with social services and housing to explore housing needs of youngest daughter following breakdown of relationship with mother, plus discussion of options with daughter • Work focused sessions with youngest daughter (including interview skills) and help support to attend college open days plus help to access financial support • Work with the youngest daughter on her relationship with mother, appropriate boundaries and dealing with conflict • Youngest daughter supported with GP appointments
Outcomes	<ul style="list-style-type: none"> • State of the property now in reasonable condition • No evidence of drug use and dealing in the house and people who were visiting the house have not been back. Early data suggests there will be 6 fewer police call outs a year to this address, a 43% reduction. • Tenancy sustained and rent arrears now being dealt with and housing rent officers visit less often • Mother is dealing with her mental health issues and history of domestic violence

	<ul style="list-style-type: none">• Youngest daughter now attending college• Youngest daughter accessing appropriate medical care around her mental health needs and contraception• Eldest daughter has moved and her confidence has grown, she is now able to make and attend appointments by herself• No risk of social service involvement in eldest daughter's child
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7.2 Needs/issues for Family C

The family were at risk of eviction due to anti-social behaviour including:

- Violence and intimidation
- Drug dealing
- Alcohol misuse
- Inappropriate visitors day and night

The home and garden were in a poor state of repair and the police were regularly called to the property. Relations with the wider community were extremely poor.

The mother had been the victim of significant domestic violence by her ex-husband when he was living at the property. Her children had been witness to this. Her ex-husband was still involved with the family and was controlling the mother and family despite having his own home. The mother had little confidence or self-esteem and was virtually housebound due to this.

This had led to the mother avoiding contact with her landlord and other 'officials' which had led to outstanding debt and rent arrears.

The two daughters were not in education, employment or training (NEET). Both daughters were both experiencing issues with their emotional and mental health. In particular, the youngest daughter has very low self esteem and confidence issues. The youngest daughter had also confided with the FIP worker that she was having unprotected sex with her boyfriend.

Relationships in the home were strained, with many arguments within the family unit. Mediation had been used in the past but had not been successful.

The eldest daughter and her partner wanted to move into their own property. This became more important to find suitable accommodation when she fell pregnant and still further after the last incident of domestic violence involving her mother and father.

7.3 Support provided by Lasting Solutions

Family C were referred to Lasting Solutions as a condition of a suspension of a Notice Seeking Possession order by the Registered Social Landlord of the property. Engagement began in January 2011.

The engagement by the FIP was shared between two workers, one concentrating on the mother and the other on the two daughters. Please note, at the time of engagement the son was permanently living with his paternal grandmother so fairly limited contact has been made with him through the FIP.

The FIP workers liaised with the maintenance team of the registered social landlord and were at the property as repairs were undertaken. In addition, the FIP workers worked alongside the family to clean the home and garden.

In terms of the drug and alcohol issues, the FIP worker used a structured approach to start exploring the issues with the mother. In addition, many discussions with the mother and the adults using her house to use and deal drugs have taken place. The FIP Project Worker has kept the local Police informed of developments.

On rent arrears, this is an ongoing issue which the mother still needs support with. However, there is now in ongoing communication with the landlord's housing rent officers.

Around the mother's relationships, advice and support has been provided during every visit. She talks openly about the domestic violence she experienced but did not feel ready to take the Freedom Programme in a group setting. Therefore, the programme has been delivered in her home on a one to one basis by the FIP workers. Furthermore, the mother has also received support to ensure her mental health needs are being addressed by her GP.

With the eldest daughter and her desire to move home, the FIP workers helped her and her partner to apply to all appropriate housing associations. This involved writing supporting letters, completing applications and attending appointments, which they were both unable to do independently. After the last incident of domestic violence between her mother and father, FIP workers advised her of the implications of having a baby in this environment (her mother's home) and the possibility of Social Services involvement. She was supported to look into alternative temporary accommodation and was accompanied on visits to women's refuge's and housing offices.

With the youngest daughter, the FIP worker initially attempted to work on her self esteem and confidence. However, there was a relationship breakdown between the youngest daughter and her mother, which resulted in the daughter moving in with her next door neighbour which was inappropriate for a number of reasons.

After this false start, liaison with Social Services and Housing did not result in any solutions so the FIP worker spent many sessions with the youngest daughter listening and advising her on options she had in terms of resettlement. After all other options were exhausted this resulted in her moving to her grandmother's

house. The daughter also reports that the FIP Project Worker is also now helping her with looking for a flat for the youngest daughter.

Since moving in with her grandmother, work focus sessions have started and she has been supported to attend open days at the college and adult learner's events. She has been supported with her college application and in accessing financial support around this. The youngest daughter describes this support as *'she comes to places with me and has helped me with interview questions so I know what to expect'*.

Around the youngest daughter's relationship with her mother, a lot of work has been undertaken about relationships, appropriate boundaries and dealing with conflict. Tasks were set for her to repair her relationship with her mother, such as sending a mother's day card. This has taken place.

The youngest daughter was supported with attending GP appointments to ensure she has advice about contraception and to discuss options to help her mental health. The daughter reports that FIP workers have attended appointments with her, in addition to support in arranging appointments.

7.4 Outcomes achieved by support

The work on the property has meant that home conditions have now been brought to a reasonable standard and one that the mother can now maintain.

Work around the drug and alcohol issues has led to the people using the property to use or deal drugs having stayed away from the property. In the first six months of FIP support there have been 4 police callouts to the address, compared to 14 in the year before FIP support. There have been no police call outs in the last six months. The police representative felt that the trust the mother has with the FIP Project Worker and the intensive nature of the support have been key to tackling these issues.

Rent arrears are now being paid but still not always on time. Nonetheless, the communication with the landlord's housing rent officers means they have had to make minimal visits to the property and there is no immediate risk of eviction.

The mother reports that this support has made a *'big difference'* because *'I had just shut down and got no other support'*. She reports that the support has been essential to sustaining her tenancy. She said she had *'got myself in such a ruck, I wouldn't face things... I wish I'd done it five years ago'*.

Unfortunately, there was a domestic violence incident where the mother was hurt and a daughter threatened. Due to this, the registered social landlord and police have decided that the mother should be moved out of the area for her own safety. The FIP worker is supporting this move.

The eldest daughter was finally resettled in a hostel close to her partner's family and from there has since moved into her own flat. Since moving to her own flat, she has been supported to access benefits entitlements and to establish utilities

and other services. She has also been given general emotional support through this stressful time. Since this move, the eldest daughter and her partner report their relationship has improved and her confidence has grown. The eldest daughter has also grown up a lot and is able to make and trust her own decisions and choices. She is now able to make and attend appointments without support.

In addition, as the eldest daughter has now left home there is no expectation of any Social Services involvement.

As stated, the youngest daughter now lives with her grandmother. Her grandmother is happy to have her and it is a stable environment for her.

In addition to the worked focused sessions and attending open days, the youngest daughter also attended a Gateway training course aimed at promoting confidence and self-esteem. After being helped with sessions on interview techniques, she was accepted onto a hairdressing course.

The youngest daughter identifies that the support has lifted her spirits and substantially improved her confidence. She has gone back to playing in a band. Her elder sister has also recently joined the band. The youngest daughter has also begun swimming and dealing with her weight issues. She would not use transport due to confidence issues and she has now been accompanied on trial runs to and from college and other activities and is now confident that she can do this alone.

Since the youngest daughter has moved to her grandmother's home, support has been reduced and has focused on help to access grants to purchase her college equipment. She has also become very work focused and has been supported to apply to a volunteering agency for her to gain work experience over the holiday before term begins. The youngest daughter reports that this support has *'helped me really a lot'* and she couldn't have made these changes without the support of the FIP. She attributes this to having *'someone there that supports you and believes in you... it is the way they support you because they are always there if you need it'*.

8 Cost efficiency of Lasting Solutions

This section seeks to draw some early conclusions around the cost efficiency of the Lasting Solutions FIP. That is, it seeks to establish how this particular service model compares with comparable service models that provide intensive family support.

8.1 Comparison with other Family Intervention projects

DCLG 2006²³ have evaluated six early FIPs, including an analysis of costs of the project. They calculate two types of unit costs;

- **Average cost per client month:** This is the expenditure in the year spent on the project divided by the total number of months of contact with each family over the same year.
- **Average total cost per family:** This is the average amount spent on each family during the duration of the intervention.

8.1.1 Average cost per client month

Given the Lasting Solutions is in its first year, accurate data on the average duration of intervention is not available so in this report we focus on average cost per client month.

Figure compares the average cost per client month of the Lasting Solutions FIP in 2011 with that for the six FIPs evaluated in DCLG 2006 for the year 2004 under the following assumptions:

- The costs of providing the six FIPs evaluated in 2011 would have risen in line with inflation²⁴.
- That the Lasting Solutions FIP operates at full capacity throughout the year, meaning the average cost per client month is £1053²⁵. This assumption has been made because:
 - There is currently a waiting list for FIP support.
 - The six FIPs evaluated in DCLG 2006 were operating at close to full capacity.

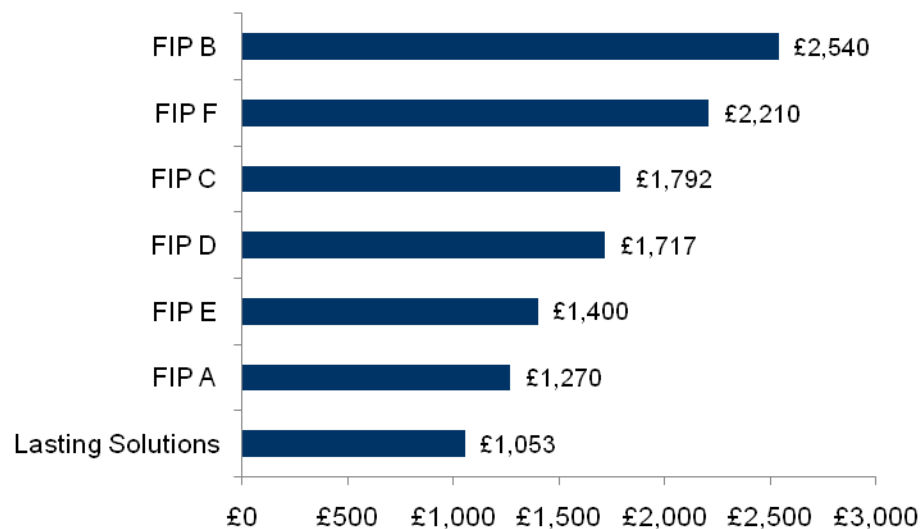
²³ DCLG 2006 "Anti-social Behaviour Intensive Family Support Projects: An evaluation of six pioneering projects". Available at <http://www.communities.gov.uk/documents/housing/pdf/153701.pdf>. Accessed 20th October 2011.

²⁴ Specifically, we have uplifted the costs in line with the average rate of Consumer Price Inflation (CPI) for each year. That is, costs rose by 2.8% in 2005, 3.2% in 2006, 4.3% in 2007, 4.0% in 2008, -0.5% in 2009 and 4.6% in 2010.

²⁵ £88,415 total costs divided by 7 families divided by 12 months.

Figure 12 identified that Lasting Solutions has the lowest average cost per client month among all seven FIPs, suggesting that among similar projects the Lasting Solutions FIP is especially cost efficient²⁶.

Figure 12: Comparison of average cost per client month between Lasting Solutions FIP and FIPs evaluated in DCLG 2006 – Uplifted for inflation



8.1.2 Average total cost per family

Given the Lasting Solutions FIP is in its first year it is hard to make conclusions about the typical duration of an intervention. Therefore, we have made three assumptions on the average duration of FIP support to assess how the average total cost per family may compare with similar FIPs.

In DCLG 2006 the average duration of closed cases for the six FIPs ranged from 4.9 months to 17.9 months. Therefore, we have compared the average total cost per family of the Lasting Solutions FIP with those for the six evaluated FIPs according to three assumptions about the average duration of intervention:

1. **Best case (average duration of six months):** If the average duration is six months then the average total cost per family would be £6,315²⁷.
2. **Most likely case (average duration of twelve months):** If the average duration is twelve months then the average total cost per family would be £12,631²⁸.

²⁶ Indeed, even if inflation is not taken account of the Lasting Solutions FIP still has the lowest average cost per client month among all seven FIPs.

²⁷ Average cost per client month of £1,053 * 6 months = £6,315 average total cost per family. Rounded to nearest pound.

²⁸ Average cost per client month of £1,053 * 12 months = £12,631 average total cost per family. Rounded to nearest pound.

3. **Worst case (average duration of eighteen months):** If the average duration is eighteen months then the average total cost per family would be £18,946²⁹.

Figure compares the potential average total costs per family under these three scenarios for the Lasting Solutions FIP with that for the six evaluated FIPs in DCLG 2006 after adjusting for inflation³⁰. It shows:

- Under all our scenarios the average total cost per family is less than the average among the FIPs evaluated in DCLG 2006.

Figure 13: Comparison of average total cost per family – Uplifted for inflation

FIP	Average total cost per family
Mid-point of average total cost per family among FIPs in DCLG 2006	£19,907
Lasting solutions (worst case)	£18,946
Lasting Solutions (most likely case)	£12,631
Lasting Solutions (best case)	£6,315

²⁹ Average cost per client month of £1,053 * 18 months = £18,946 average total cost per family. Rounded to nearest pound.

³⁰ We have used the average annual rate of Consumer Price Inflation (CPI) for this. This figures are 2.8% for 2005, 3.2% for 2006, 4.3% for 2007, 4.0% for 2008, -0.5% for 2009 and 4.6% for 2010.

9 Case Study 4: Family D

9.1 Summary

Family D consists of a mother, her 16 year old son, 14 year old daughter, 11 year old son, 7 year old daughter and three older daughters who no longer live in the family home. Figure summarises the needs/issues faced by this family, the support Lasting Solutions has offered and the outcomes of this support.

Figure 14: Summary of needs/issues, support and outcomes for Family A

Area	Details
Needs/issues	<ul style="list-style-type: none"> • Mother the victim of domestic violence and sexual abuse resulting in low self esteem, confidence and mental health issues • Few boundaries for children • Both sons extensively involved in anti-social behaviour • Many disputes with neighbours, often due to children's challenging behaviour and noise levels • Garden in poor state of repair
Support provided by Lasting Solutions	<ul style="list-style-type: none"> • Support to address state of garden, including liaison with Council • Mother supported with attending GP appointments and to address mental health issues. • Freedom Programme being delivered and bereavement counselling arranged • Mother supported to attend parenting classes • Liaison with Housing to deal with neighbour disputes and supporting mother to establish consequences for children's actions • Liaison with Social Services, Police and Schools around child protection issues • Focussed sessions taking place with youngest son to address poor listening, smoking, appropriate boundaries and house rules • Eldest son supported to enlist in army
Outcomes	<ul style="list-style-type: none"> • Mother now addressing mental health issues and history of domestic violence and sexual abuse • No further anti-social behaviour incidents and a 92% reduction in police call-outs • Reduction in neighbour disputes • Mother feels better equipped to deal with sons' challenging behaviours • Eldest son joining the army

9.2 Needs/issues for Family D

The mother has been the victim of domestic violence from the fathers of her children and experienced sexual abuse at the age of seven. This has resulted in low self-esteem, no confidence and mental health issues.

The children have had very few boundaries which have led to a lack of respect for the mother and few routines, including at night. The oldest son had been extensively involved in anti-social behaviour in the area. His younger brother has been influenced by this behaviour and has also been involved in anti-social behaviour. Furthermore, the youngest son has a high level of exclusions from his school. While the youngest son is easily led and associates with a number of children in the area who get together to cause trouble, he increasingly takes the lead and was caught stealing a bike from school. The younger son in particular has very little respect for his mother, will not stick to set boundaries and will regularly be missing from home. He can be physically and verbally abusive to his mother who does not know how to deal with this behaviour.

The family have had many conflicts with the next door neighbour, particularly in relation to noise. This has led to interventions from the local ASB team, who have facilitated mediation sessions which have led to some agreements. However, a lot of the issues relate to the children understanding the consequences of their behaviours and taking responsibility for their actions. This was limited.

In addition, the garden of the property was in a poor state.

9.3 Support provided by Lasting Solutions

The FIP Project Worker has established a good relationship with all family members. The support began with addressing the poor state of the garden, which involved time spent phoning and emailing the Council.

The mother has been supported with attending GP appointments and to deal with her mental health issues. She has also been supported to enrol for confidence building and relaxation courses. Further to this, the Freedom Programme is being delivered to her on a one-to-one basis and a referral to Cruse has been made. In addition, liaison with Social Services has led to the mother being offered a place on the New Pathways programme in order to address her experience of sexual abuse. Finally, the mother has also been supported and encouraged to attend a parenting class every month.

Significant liaison has taken place between the FIP Project Worker and housing partners to deal with the neighbour disputes. In particular, the FIP worker has been supporting the mother to ensure that her children take responsibility for their actions. For example, the last complaint was made as a result of the youngest son throwing a cat litter tray into the neighbour's garden. The mother was advised to help her son understand consequences and to support him write a letter of apology.

Work has taken place on child protection issues and there have been good working relationships established with Social Services, the Police and schools.

In terms of the youngest son, the FIP Project Worker has kept in particularly close contact with his school and now has a more realistic picture of the problems. This revealed for example that he is not good at listening to

instructions. To address this, cooking sessions have been delivered to assist with building listening skills. More focussed topics on issues such as smoking, appropriate boundaries and house rules have also been discussed.

The eldest son expressed a desire to join the army and has been supported to make further enquiries into this. He has attended a number of appointments with army recruitment and is currently going through the necessary tests and interviews. It is expected that he will start working in January. He has not been in any further trouble and the FIP male mentor has worked with him on boundaries and other issues.

9.4 Outcomes achieved by support

The work on the garden has been started and this has contributed to building the mother's trust with the FIP worker. This has led to more one-to-one work between them.

The mother's mental health, confidence and stress issues are now being addressed and she is taking medication to reduce anxiety. The mother reports she is more confident and *'doesn't feel so alone'* and that the support is *'like having a friend. In fact she is more help than my own family'*.

The mother reports that there have been fewer disputes with neighbours and that at times they even have friendly conversations. This has been corroborated by police and housing partners. Housing partners report that they are now spending less time working with this family due to noise and neighbour disputes at the property.

The police report that there has been a dramatic reduction in the number of call-outs to the address from 25 in the year before FIP involvement to 1 in the first six months of support. If repeated through the year this would imply 23 fewer call-outs, or a 92% reduction. Furthermore, they report there have been no anti-social behaviour incidents, compared to 9 in the year before FIP involvement and no arrests, compared to 2 in the previous year.

As stated, a lot of work has been undertaken regarding the behaviour of the eldest son and the mother now reports that she feels better supported to deal with his behaviour. She feels that the FIP Project Worker has had a very positive impact on her both her sons as she has a good relationship with them. The mother reports the sons listen to what the FIP Project Worker says and she has made them think about the consequences of their actions.

10 Conclusions

The Lasting Solutions FIP has been assessed in relation to:

- Outcomes for families and supporting multi-agency working
- Cost effectiveness
- Cost efficiency

The evidence points to several key conclusions.

Conclusion 1: The Lasting Solutions FIP is achieving a number of positive outcomes for families and is supporting multi-agency working. This aligns closely with Welsh Government policy to provide tailored and bespoke support that addresses the continuum needs of the whole family.

These key outcomes relate to:

- Family members are more able to access support as required, particularly for mental health issues
- Families are better at sustaining their tenancy and are less at risk of eviction
- Family members are less or no longer involved in crime or anti-social behaviour
- Families are less likely to require the assistance of social services
- Children are doing better in school
- Family members are accessing employment, education or training
- Family members have better routines and are better able to cope with issues
- Improved partnership working

Figure 15 summarises the key outcomes for

Figure 15 Evidence of outcomes of Lasting Solutions FIP

Outcome	Evidence supporting this
<p>Family members are more able to access support as required, particularly for mental health issues</p>	<ul style="list-style-type: none"> • The FIP reports that for all eight families who are or have accessed support <i>'family members are accessing support for any mental health issues and/or their mental health issues are impacting less on their day to day lives'</i>. See Section 4.2. • A family member among the families with drug and alcohol issues has begun counselling around these issues • Mother in Family A has accessed support for her confidence and self-esteem issues and help finding work, while the son has accessed bereavement counselling (see Case Study 1). • Youngest daughter in Family B has been referred to a psychologist and with much support from the FIP, commenced accessing support from CAMHS. The mother is accessing the Freedom Programme, been supported to attend GP appointments and accessed help with her mental health issues. Eldest daughter is now receiving appropriate medical care for a longstanding condition (see Case Study 2) • Mother in Family C is dealing with her mental health issues and the impacts of domestic abuse. Eldest daughter able to make and attend appointments by herself. Youngest daughter has received appropriate medical care around mental health issues and contraception (See Case Study 3). • Mother in Family D is accessing support for mental health issues, parenting, domestic abuse and sexual abuse (see Case Study 4)
<p>Families are better at sustaining their tenancy and are less at risk of eviction</p>	<ul style="list-style-type: none"> • The FIP reports that for all eight families that <i>'the family are better able to sustain their tenancy/less at risk of eviction'</i>. See Section 4.2. • Mothers in Family A and C dealing with debt issues and tenancies have been sustained (see Case Study 1 and 3). Properties have also been repaired. • Mother in Family B is pro-actively dealing with debt issues (see Case Study 2) • There have been fewer neighbour disputes at the property of Family C and noise has been reduced (see Case Study 4)
<p>Family members are less or no longer involved in crime or anti-social behaviour</p>	<ul style="list-style-type: none"> • The FIP reports that for all eight families that <i>'family members are less or no longer involved in crime or anti-social behaviour'</i>. See Section 4.2. • The FIP reports that for all eight families that <i>'there have been no or less police call outs'</i>. See Section 4.2. • Based on data for the first six months of FIP involvement, among three families accessing support there is likely to be a 57% reduction in police call outs over a year compared to the number of callouts in the year previous to FIP involvement. • Son in Family A who had been involved in anti-social behaviour and had received an ASBO and had criminal charges pending is now no longer involved in anti-social behaviour (See Case Study 1). • Drug related police call outs at Family C have ceased and overall there has been a 43% reduction in police call outs to this address (see Case Study A).
<p>Families are less likely to require the assistance of social services</p>	<ul style="list-style-type: none"> • The FIP reports that 4 of 8 families that <i>"the family are less likely to require the assistance of social services'</i>. See Section 4.2. • Eldest daughter's child in Family C is not at risk of becoming a LAC due to FIP supporting move to appropriate accommodation (see Case Study 3).

Outcome	Evidence supporting this
Children are doing better in school	<ul style="list-style-type: none"> The FIP reports that for five out of eight families that <i>'children in the family are doing better in school'</i>. See Section 4.2. The FIP reports that for five out of eight families that <i>'children in the family are attending school more'</i>. See Section 4.2. Son in Family A is reported to be attending school more and doing better according to a number of stakeholders (see Case Study 1).
Family members are accessing employment, education or training	<ul style="list-style-type: none"> The FIP reports that for three out of eight families that <i>'family members are entering employment or training that will improve chances of finding employment'</i>. See Section 4.2. Case studies show that one mother has entered part-time employment and is attending college (see Case Study 1), one teenage son is about to join the army (see Case Study 4) and a teenage daughter is attending college (see Case Study 3)
Family members have better routines and are better able to cope with issues	<ul style="list-style-type: none"> The FIP reports that for all eight families that <i>'there is evidence that the family has implemented better routines'</i>. See Section 4.2. Mother in Family A reports being more confident and being better able to cope with her son's behaviour (see Case Study 1) Many stakeholders report Mother in Family B reports being more confident and is better equipped to deal with her youngest daughter's challenging behaviour (see Case Study 2) Mother and daughters in Family C are all more confident (see Case Study 3) Mother in Family D feels better equipped to deal with sons' challenging behaviours (see case Study 4).
Improved partnership working	<ul style="list-style-type: none"> Key partners are contacted at the point of intervention and multi-agency meetings take place as appropriate (see Section 2) FIP Project Workers key work with families and draw in specialist support as required, reducing the need for multiple professional contacts with the family (see Section 2) Police partners report information sharing with the FIP Project Worker has provided useful intelligence (see Section 4.2.2) Housing partners report that the FIP has supported better communication with the family and that there has been a reduction in noise and neighbour disputes and reduced housing's workload (see Section 4.2.2) School nurse reports that FIP Project Worker has been crucial to liaison between CAMHS, school nurse and adult mental health services, helping to establish and deliver strategies to a teenager who self-harmed for example. Liaison with social services and school by FIP has resulted in child being educated in a safe educational setting (see Section 4.2.2).

Conclusion 2: The Lasting Solutions FIP is cost effective.

Based on verified outcomes, we can identify substantial preventable costs (savings) through the FIP intervention. We estimate that the Lasting Solutions FIP has financial benefits of at least £465,000 per year, which given total annual costs of £88,415 implies a net rate of return on investment of 426%.

Conclusion 3: The Lasting Solutions FIP is cost efficient in comparison to similar forms of intensive family support.

We have compared two measures of unit costs for the Lasting Solutions FIP with six FIPs evaluated by the Department of Communities and Local Government. These measures are:

- **Average cost per client month:** This is the expenditure in the year spent on the project divided by the total number of months of contact with each family over the same year.
- **Average total cost per family:** This is the average amount spent on each family during the duration of the intervention.

Based on these measures the Lasting Solutions FIP has the lowest average cost per client month at £1,053 among the FIPs. In addition, based on different scenarios on the average duration of FIP intervention with each family (a best case of six months average, a most likely case of twelve months average and a worst case of eighteen months average) the Lasting Solutions FIP has an average total cost per family below the average of the other FIPs in each scenario.

Conclusion 4: Few identified areas for improvement.

FIP workers felt there was some area for improvement about the strategic leadership offered by the steering group and a need for a simple outcomes-focused monitoring form. As initial steps:

- Having an away day for the project steering group to explore with steering group participants how they would like to see the project develop and the steering group develop, particularly in relation to monitoring outcomes and positioning the FIP in the wider work of partners.
- Developing a simple outcomes based report that provides steering group members with details of the progress of individual families in relation to a core set of outcomes (of the type set out at conclusion 1)

The only other area for improvement identified was that all partners interviewed wanted the FIP expanded to work with more families.



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