Community Budgets

Families with Complex Needs Insight

Produced by the Research and Insight Team
Leicestershire County Council
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1. Community Budgets

a. Introduction

Leicestershire's political and managerial leadership are committed to improving the way local agencies work together to help local people achieve better outcomes for families, a commitment demonstrated by their enthusiastic support to the national Community Budget programme.

Our submission to Government in February 2011 set out our vision as well as a clear approach to tackling the challenge, based on establishing an accurate and detailed evidence base developed in partnership across Leicestershire before embarking on service redesign.

This report represents the culmination of the comprehensive evidence gathering exercise. This now forms the basis for all future design activity in the programme.

Leicestershire local partners see the Community Budget as being part of an ambitious programme including systemic and systematic change in the way public services are provided in the County. There will be a much closer relationship between services and communities, citizens and service users leading to improvements in understanding, service design, commissioning and most importantly outcomes being experienced by communities, families and individuals.

The Community Budget programme for Leicestershire is developing an integrated service model that includes:

- targeted service provision at community, family and individual levels to support families and individuals already with complex needs to achieve more independence
- a focus on earlier intervention, preventing vulnerable families and individuals from developing complex needs
- a focus at the community level to help lift communities who are most in need

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By 2014/15, Leicestershire Together aim to have

- A shared view of all the FCN in Leicestershire (initial estimates suggest there are approximately 1000 families with complex needs in Leicestershire) as well as the families at risk of becoming complex (initial estimates suggest this could include over 3000 families in Leicestershire)

- Streamlined needs-based, focussed and cost effective services that address the needs of these families, improving their lives and reducing the costs to the public purse

- Integrated public and voluntary sector family focussed services designed around a single place based system, process and pathway

- A place based commissioning structure responsible for commissioning family focussed services from a single, shared budget

- Service delivery based on a re-balanced provision focussed more on targeted services than universal

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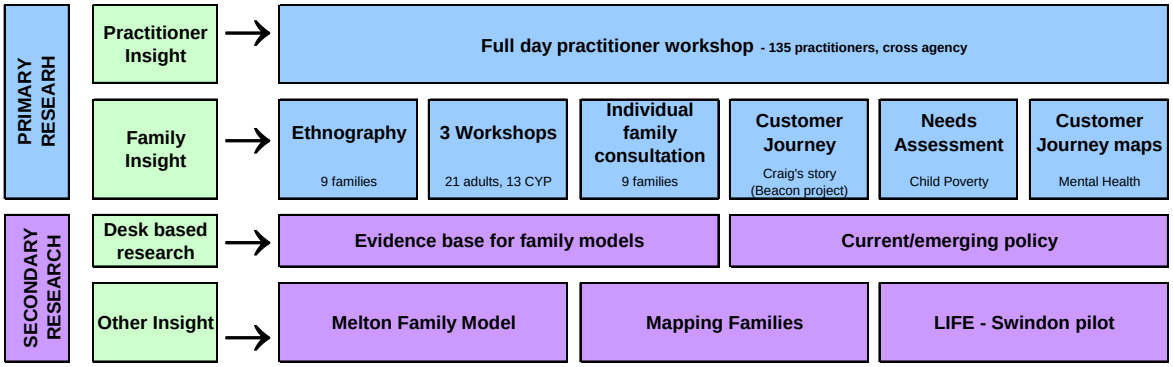
b. Insight phase summary

The diagram below sets out the individual components of the comprehensive insight gathering exercise carried out between April and October this year. Whilst each individual component presents a compelling and evidenced picture in its own right, the combination of the various approaches and the consistency of the key messages give a real confidence across the partnership as we move into the design phase of the programme.



The aim of the insight phase is to ensure that the Community Budgets programme has a foundation of evidence based insight to inform the redesign of family services in Leicestershire to improve outcomes for Families with Complex Needs.

Appendix I summarises each individual piece of insight and the reference given to it throughout this report.

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c. Document purpose and audience

This paper aims to

- summarise the data gathering, insight and analysis activities that have taken place to date
- provide the design group with some key themes and findings from the different strands of research and insight
- signpost to more detailed specific findings (for the design team to consider as part of their design approach)

This paper does not

- attempt to join the research and insight together (as the methodologies are different)
- provide any weighting to any one methodology over another
- provide any conclusions or a proposed design approach
- supersede the more detailed individual research reports

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d. Summary of Insight phase

i) Introduction

The following pages provide a one page summary of each strand of insight.

ii) Family Insight – Ethnography

Summary of insight

Ethnography is a branch of anthropological practice that focuses on recording and understanding the 'lived experience' of an individual, group or community through immersive, observational and participatory research techniques.

The ethnographic work with 9 families involved providing a 'rich description' of the families, their activities, context and ultimately the meaning and motivations of their actions (understood from a social and cultural perspective). There were two extended visits to the homes of families and a structured interview with key individuals within the household. There were four interviews with families engaged with the Melton and County Family Intervention Projects (FIP), 4 families who weren't engaged with the FIP and one family who had had a successful experience of the FIP.

In addition, a long interview with the key respondent from each household took place in a neutrally social place to enable the researcher to follow up specific lines of enquiry and to refine any insights and questions arising from the participant observation experience. See Appendix A for the full report

Summary of findings

It is important to interpret the findings of the ethnographic insight by understanding the complexity of both families and systems that make up our modern culture and society. On that basis, having one solution or one perspective on FCN's is challenged and suggests there should be more understanding of individual families from the inside out. Key findings include

- Services are currently problem led rather than family led and there is a perception from families that managers focus on managing services rather than families needs
- Professionals speak in a different language to FCN
- Professionals are torn between befriending and professional problem solving
- Support for FCN is skewed by society's view of 'normal'
- Whilst families may have complex needs, the complexity is about their relationship with the 'state'
- FCN would benefit from more co-ordinated services
- There is little to address the attitude and behaviours of society
- 'Free money' encourages the 'live for today' motto (spend it before it goes). The 'live for today motto' manifests into other behaviours of FCN

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iii) Family Insight – Aperia ran workshops

Summary of insight

Views and perceptions from families with complex needs were captured through workshops. There were three workshops where a total of 21 adults/13 young people/children participated.

The workshops aimed to capture views about the lives, unmet needs and aspirations and identify what help or support that they believe would be valuable in helping them to achieve these aspirations or overcome their fears. The workshops asked families to reflect upon current services, identify the things that they value and that have helped and the things that have not helped, clarifying how it helped or didn't and Identifying what they would change – in terms of the type of support they would start, increase and stop and the ways that services might be delivered differently to better help them. Also, what may give them capability/capacity to be more independent of services. See Appendix B for the full report.

Summary of findings

The overall impression is of a confrontational, untrusting relationship

- Fear, confusion/feeling of being judged are the predominant feelings
- Families see the sector as working in isolation from their real world/communities
- The families experience was an environment where things are done to them rather than for or with them
- One of the strongest messages related to pathways. Everyone recognised that help exists, but that how to get it and trying to find it from isolated service interventions wasn't working
- Where they portrayed positive views, this was very personal to individual people they worked with, relating to the trust or time taken by those individuals to understand them/their circumstances
- Positive experiences often related to an individual who had a professional 'advocate' in their lives.

Circle of Need® Analysis identified that the number of services that exist to provide money to families is excessive, and services are only readily available in dire circumstances, rather than made available to avoid a need becoming unmet (or helping to build the capacity of people to become self sufficient).

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iv) Family Insight – Home-Start ran workshops

Summary of insight

In July and August 2011, Home-Start consulted individually with nine families with FCN which were being supported by Home-Start. They were asked to consider both positive and negative influences they felt had an impact on their circumstances and what they felt might have been of greater help to them.

See Appendix C for the full report.

Summary of findings

Key themes and messages emerging from the family consultations included

- What families said they were exposed or subject to as children.
    - This included their parents dependency problems, abuse/exposure to violence, becoming carers at an early age, their parents mental health issues, chaotic family lifestyles and a lack of continuity in their lives – home, family, friends, schooling – childhood spent in foster and care homes and a lack of schooling

- What families said they were experiencing now
    - This included mental illness, dependency issues, domestic violence, living in refuges/safe houses, isolation and social marginalisation, debt/financial problems, family breakdown and a lack of consistent help/support

- The impacts of the above on the families
    - This included an adverse effect on aspirations, physical and mental health issues, a deep distrust/fear of some services, aggression and difficulties maintaining relationships

- Parents said they most wanted
    - Stability, support, encouragement and consistency, to be listened to and to have their needs acknowledged, people to do what they say they're going to do and to get back to you, freedom from prejudice/social marginalisation, services to work for and not against them and to have their own needs addressed as well as their children's

v) Family Services Mapping

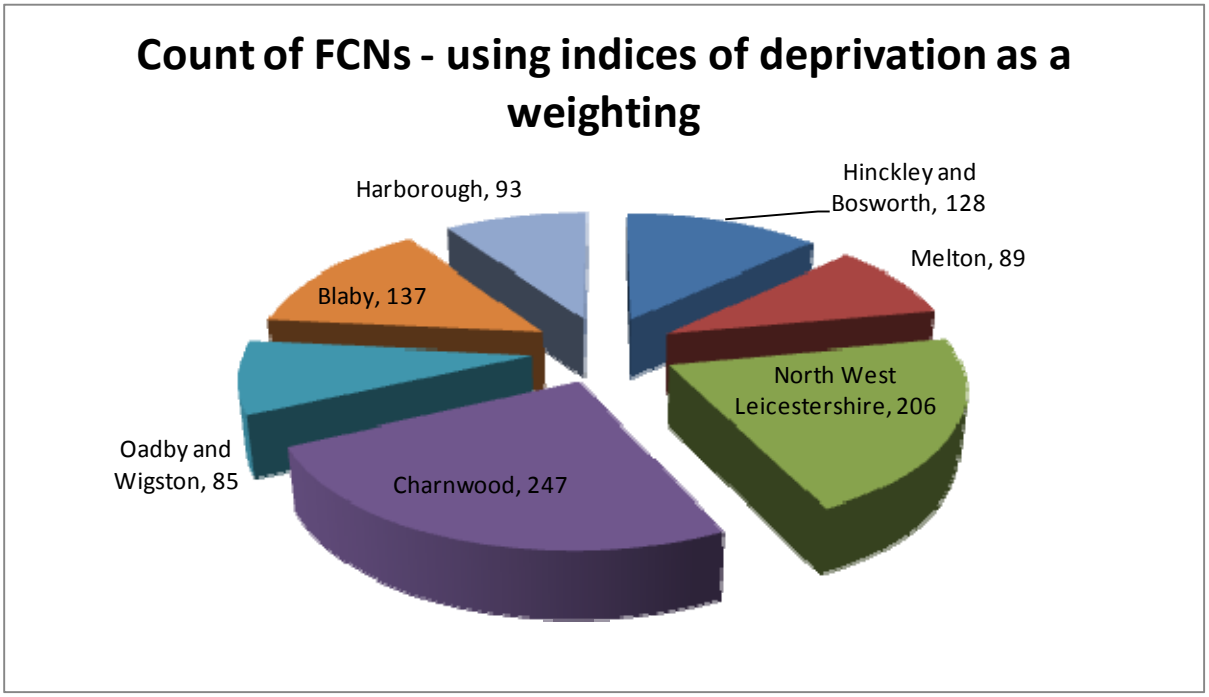
Summary of service mapping

The family mapping work defined a baseline of the structure and composition of the current provision to FCN through focussing on service provision in the Boroughs of Melton and Hinckley & Bosworth.

This helped to provide a clear understanding of the scale of the challenge in Leicestershire (extrapolated on the basis of indices of deprivation), based on the DfE definition, and the impact on services that these families have.

Estimated numbers of Families in Leicestershire

Estimate	FCN	At Risk
Low	750	2750
Median/Actual	1000	3000
High	1200	3000+



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The mapping work (carried out in the two Districts) also profiled these families, identifying the statistics presented below.

- 27% of FCN households have 3 or more children
    - >15% have 4 or more
- 59% of FCN households are lone parents
- 70% of FCN households have no parent working
- 68% of FCN have parents with low educational attainment
- 61% FCN households have a parental substance misuse problem
- 48% FCN households have an offender (past or present)
- 75% FCN households have reported a grievance to police
- Domestic violence key characteristic of many FCN
- 80% FCN are on out of work/low income benefits
- 73% FCN are known to Housing Benefits
- 38% FCN are known to Children's Centres
- 24% FCN are known to Probation
- FCN in the 2 pilot districts cost c£1.38m in DWP benefits/allowance

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vi) Practitioners Insight

Summary of insight

On July 6th 2011, 135 practitioners from across multiple public and voluntary sector agencies attended a workshop ran by Aperia. The workshop identified existing insight that services already had (for example barriers). Attendees input and thoughts were sought on the unmet needs of FCN, their view of the services available to help the families, families' perceptions of what this looks like and feels like to them, insight into barriers and gaps and what they believe works well or does not work well in terms of current service provision. Practitioners were also tasked with agreeing a set of improvement themes and principles for change.

See Appendix B for the full report.

Summary of findings

The following improvement themes that emerged included:-

- Joined up working/vision and commitment – there is a sense that people are ready and willing to work differently, but that the rules of working in this way need to be defined to allow them to move forward
- A single, good and rounded assessment that leads into seamless and joined up referrals and cross agency commissioning of support for FCN
- Information sharing – this included shared records of families, single repositories, dynamic information sharing and access to assessment registers
- Supportive, empathetic and non-judgemental professionals working in family-led interventions
- Creating learning organisations – attendees tended to feel that the sector does not 'celebrate success' and the way forward must be to build on what works
- Performance management
    - Knowing, tracking and shared agreement upon what works
    - Driving productivity and rewarding strong performance/ addressing underperformance
    - Monitoring quality
- More prevention/earlier intervention
- Designing a new approach around advocate/role models

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vii) Evidence Base for Family Models

Summary of insight

Part of an overall literature review, the evidence base for family models focuses on examples of good practice in terms of work with FCN, highlighting key points and ways of working which could be incorporated into an approach for Leicestershire. See Appendix E for the full literature review.

Summary of findings

The UK does not have an extensive pool of evidence on the effectiveness of various interventions upon which to draw. The following examples are highlights from the literature available on approaches, interventions and services. These are referenced from various sources and are those which have robust evaluation.

- Nottingham Early Intervention Model
- Payment by results and outcome based payments
- Incredible Years (a parent training intervention)
- Co-production (involving people 'in an equal and reciprocal relationship with professionals and others, working together to get things done'
- Multi-Systemic Therapy (MST)
- Functional Family Therapy (FFT)
- Family working
- Family Intervention Projects (FIP)
- Think Family approach
- Common Assessment Framework (CAF)
- Sure Start Children's Centres
- Healthy Child Programme
- Family Nurse Partnership
- Co-located and co-ordinated approaches
- Westminster Family Recovery Project
- Building Bridges (home based support service)

The following interventions, approaches or organisations are noted as promising in aspects of their work with FCN, but are either not widely referenced, or are lacking the robust evaluation of the examples above. They include C4EO (source of assembled literature and evaluative body), Role of the Third Sector, Family Systems Theory, Intensive Intervention Projects (IIPs), Eliciting Behaviour Change and Working Families Everywhere

The evidence base concludes that interventions need to be robustly evidenced, not only in general, but also at a local level, given the differences in population and characteristics across Leicestershire.

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viii) Relevant current and emerging Policy linked to FCN

Summary of insight

Part of an overall literature review, the current/emerging policy work focuses on the policy and strategy background to the theme, covering a number of interconnected areas relating to FCN. The paper also highlights key points and makes recommendations based on the assembled literature.

See Appendix E for the full literature review.

Summary of findings

The work around FCN feeds into, or draws from a range of different areas including

- Social Exclusion
- Early Intervention
- Child Protection
- Social Mobility

Much of the literature included within the literature review makes the connection between early intervention and work with families with complex needs. Specifically, this relates to intervention early in life - ideally during childhood - and the better outcomes this has later in life and the subsequent savings to public services. Given the pressures on public finances, the potential savings that early intervention can bring about have helped to increase the interest in such an approach.

The work of Graham Allen and Ian Duncan Smith has helped to place early intervention at the forefront of thinking. This is reflected in the references to their work across the literature, for example in the Coalition Government's Child Poverty and Social Mobility Strategies.

Allen's work on early intervention has helped to raise the profile of innovative forms of intervention and financing early intervention, such as payment by results and social impact bonds.

The process through which Allen's work has identified robust forms of intervention has helped to highlight the importance of evidenced, evaluated approaches and work to explore the economic and social benefits of early intervention. This has helped to move the focus away from outputs (what has been done) towards an increasingly outcome (what has changed) focused approach.

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ix) Leicestershire Child Poverty Needs Assessment

Summary of insight

This report provides an overview of child poverty in Leicestershire in 2011. It describes where child poverty exists in the County and what effect it has on the lives of children and young people in Leicestershire. The report examines some of the factors which contribute to child poverty and presents some recommendations for what can be done to reduce it.

This report is the first attempt to bring together those aspects of existing knowledge in Leicestershire which relate to child poverty. The purpose of this report is to look at some of the issues most relevant to Leicestershire and how they may be linked together

See appendix F for the full report. The Leicestershire Family Poverty Strategy is still in draft form. That said, the strategy is being built upon the foundations of insight found in the Leicestershire Child Poverty Needs Assessment above.

Summary of findings

- Relative to other parts of England, Leicestershire does not experience a high level of deprivation affecting children. The majority of the county is amongst the least deprived areas in the country
- Generally there is very little change in the areas which experience the highest levels of child poverty
- In Leicestershire these are primarily the urban centres around Loughborough, Melton, South Wigston and Coalville
- Local experience also supports national research which establishes that where families are living in poverty in otherwise more affluent areas the repercussions can be worse
- There appears to be a lack of understanding amongst the broader workforce of the existence of poverty in Leicestershire, the causes and consequences in terms of its impact on children and families
- Child poverty is multi layered and transfers from one generation to another in the same localities. A picture emerges of often chaotic families and the link between parental unemployment, low aspirations and child poverty suggests a ‘whole family poverty’ approach is vital
- Young people particularly emphasised the importance of creating opportunities for people to learn and develop new skills to get and keep, a job as a pathway out of poverty
- Practitioners however were clear that creating opportunities alone is not enough for many people living in poverty in complex families and additional support is required to change long established low familial aspirations and support the development of practical skills

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x) Craig's Story – A customer journey (Beacon project)

Summary of insight

This web based active learning tool follows the life of a rehabilitated offender, as told by himself. Craig describes himself as a blueprint recidivist offender and asks

"What If?" - Would the course of his life be any different if the right interventions had been made at the right time with the right services

This tool is intended to increase awareness and encourage joint working to address the underlying causes of offending behaviour. It is designed for practitioners, service users and policy officers who seek to address social exclusion and prevent offending and re-offending.

Summary of findings

Key interventions identified are

- Early intervention and identification
- Resettlement and rehabilitation

Craig's story demonstrates that in order to tackle re-offending it is necessary to recognise, consider and address the underlying issues that cause offending.

Summary of the web based active learning tool

- Gains an understanding of the complexity around offending behaviour and the factors that can lead to offending and re-offending
- Raises awareness of the range of agencies that contribute to the reducing re-offending agenda
- Reflects the work of a Unitary and two tier approach to reducing re-offending
- Demonstrates the crucial role of effective and integrated public service involvement in breaking the cycle of re-offending, the results of which are essential to building safer and more inclusive communities

See www.saferleicester.org/activetool (Appendix D1). For Craig's 'journey' see Appendix D2.

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xi) Participle - LIFE Family Pilot

Summary of insight

Swindon ran a LIFE programme with 12 families. Participle defines problem families as 'families in chronic crisis' and represent the point at which the current relationship between the government and people has broken down to the greatest degree. LIFE identified that 80% of workers time is spent on the system itself and only 20% in relationship with families.

The LIFE approach is for families to choose a team of workers to support them who will work with them for anywhere between six months and two years. Together they build real relationships that are equal, honest, compassionate and open.

LIFE team members learn to let go of their own professional and personal constraints so they can build meaningful relationships, facilitate development and help remove wider systematic barriers for change.

The aim is not just to fix problems but to help people develop and discover their own capabilities, address their own problems and become more independent of the system. They identify the negative patterns that hold them back, share their aspirations and build their capabilities.

The online 'Lifeboard' provides a simple way of administering the programme, avoiding spending 80% of their time filling out forms. The team can track a narrative of change, how family capabilities are growing over time and where they are being held back.

As families become more confident, the team is able to support them in finding relevant resources, putting them in touch with potential employers, particular support for particular issues, activity schemes, volunteering etc.

See appendix G for the link to the web page which includes the Swindon findings.

Summary of findings

Swindon's evaluation of their LIFE programme found that from the 12 families

- three families had on average exhibited 61% cost reduction compared to the six months prior to LIFE
- five families avoided escalations such as eviction and child protection plan
- for two families cost trajectory was unable to be prevented in the short term

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xii) Health Mapping, Customer Journeys' and Pathways

Summary of insight

This report outlines the financial long term impact of FCN upon the NHS and then upon wider partners. It also highlights some possible key intervention points where suitable intervention may have prevented long term high costs for services.

See appendix H1-6 for the full report, a map of the pathways to mental health, three patient journey maps and a letter from the author of these reports which detail his personal reflections about the exercise for the Community Budget programme.

Summary of findings

Three family patient journeys' are used to illustrate the impact of early years upon the likely pathway for the individuals within the family.

- When looking at all partners involved in supporting FCN, the simplification of access and referral may help to reduce the hand-offs and the inevitable drop out from services

- Any work on FCN will need to identify how the families are supported to access health services as and when required, alongside improving the prevention and early intervention services for these families

- The current service cost of the 3 families, for health alone, is in excess of £600k per annum. These costs are only the long term costs associated with long term placement for one individual in each family. They do not include increased primary care, mental health, substance misuse and non-elective activity which would need to be mapped to each individual family over a period

- Estimates would suggest that for each family, prevention would have saved health alone in excess of £100k as a minimum or £300k per annum in total. If replicated across the county then the savings would be significant

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xiii) Melton Family Model

Summary of insight

This report, entitled 'Melton's Way' identifies Melton as having a progressive culture of thinking differently about solving problems and improving the lives of vulnerable people. The report looks at Melton Borough Council's approach to families and FCN in terms of its approach to insight, its culture, model and improved outcomes for families.

Summary of findings

The report concludes that

- Melton's approach to FCN is achieving real, sustainable improvements to vulnerable people's lives
- There is a consistency of approach, understanding and sense of purpose. This consistency flows directly from the councillors and the strategic team and it is apparent in the operational teams and individuals who deliver Melton's priorities, goals and promises
- Unusually for a multi faceted organisation, people at every level confirm an understanding of and commitment to the three core strands that make up Melton's ethos
    - Getting the finances right and make sure they are sound
    - If going to do something do it well
    - Look after the most vulnerable people
- Melton works when assessed against 'hard' indicators – Melton's performance is improving and shows a capacity to improve further
- Melton's way of working shows up best when 'soft' indicators come into the equation
- Agencies reporting feeling a part of the Melton team

Analysis has been undertaken on performance improvement in Melton compared to other Leicestershire districts between 2008/09 to 2010/11. The performance evidence is demonstrating that Melton's approach is resulting in a greater rate of improvement in outcomes for local people across a range of areas.

Copies of the both reports can be requested from Keith Aubrey at Melton Borough Council by email at kaubrey@melton.gov.uk

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2. Findings

This section provides key themes and findings that came out of the different strands of research and insight. Where relevant, this section also signposts to the source of the original findings referencing where more detailed and specific information can be found.

a. Defining Families with Complex Needs (FCN)

i) Being flexible around FCN definitions

There is pressure to have criteria that can help to define FCN and practitioners felt that a shared definition would be beneficial. That said, a key message from the insight identifies the need for flexibility with definition criteria to ensure there are benefits for families.

	Source(s) of research and insight	**Page number(s)**
It is problematic to define a family as a homogenous unit or closed group as in reality it is highly complex and the list of issues could be extensive	Ethnography (A) Practitioners Insight (B) Literature Review (E)	4, 36, 38, 39, 40, 47 45 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32
Defining FCN may not necessarily support prevention	Ethnography (A) Practitioners Insight (B) Literature Review (E)	10, 40, 42 45, 46, 48 22
There is a need to ensure it is clear how any definition will be used and the actual benefits	Practitioners Insight (B)	45, 48
Practitioners are well placed to identify families for referral (other insight suggests for the practitioner to be well placed, there also needs to be the right circumstances eg. Flexibility) (P)	Literature Review (E)	31

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Family led as far as possible – if they believe that they need help, then we should be helping	Ethnography (A) Practitioners Insight (B) Literature Review (E) Child Poverty Needs Assessment (F)	10, 38 11, 14, 19, 31, 44 31, 64 Finding 4: page 55 (throughout)

ii) Key FCN Criteria

There is agreement that the presence of children is a factor when defining FCN and there are some other common broad themes identified through the different strands of insight. It is however the number of factors, the combination and way in which they interrelate which manifest to varying degrees in the fragile families' breakdowns and relationships with wider society. These environmental factors are social, economic and cultural.

	Source(s) of research and insight	**Page number(s)**
Housing issues (including homelessness) (P)	Ethnography (A) Practitioners Insight (B) Family Insight (C) Literature Review (E) Child Poverty Needs Assessment (F) Family Insight (J)	4, 5, 7, 12, 15, 18, 19, 20, 23, 24, 25, 32, 35, 46 6, 7, 8, 9, 17, 46 8, 15, Appendix 2 27, 42, 89, 90, 91, 92, 93 27

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High risk behaviour (including substance misuse) (P)	Ethnography (A) Practitioner Insight (B) Family Insight (B) Family Insight (C) Literature Review (E) Child Poverty Needs Assessment (F) Family Insight (J)	4, 15, 18 22, 46 17, 18 7, 8 27, 89, 90, 91, 92, 93 14, 27, 42, 54
Poverty (including debt and unemployment) (P)	Ethnography (A) Family Insight (C) Literature Review (E) Child Poverty Needs Assessment (F) Family Insight (J)	Throughout (reference to poverty includes social/cultural & economic) 8 21, 24, 27, 28, 32, 89, 91, 92 9, 15, 19, 22, 26, 36, 41, 45, 49, 53 + Appendix 2

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Health (including mental health and disability) (P)	Ethnography (A) Practitioners Insight (B) Family Insight (C) Literature Review (E) Child Poverty Needs Assessment (F)	4, 6, 18, 19, 25, 26, 27, 33, 49 6, 7, 8, 46 8 27, 42, 89, 90, 91, 92, 93 8, 9, 14, 18, 20, 27, 32, 41, 42, 43, 44, 45, 46, 48, 49, 51, 54, 55
Crime (offending and experience of) (P)	Ethnography (A) Family Insight (C) Child Poverty Needs Assessment (F) Family Insight (J)	7, 21, 30 8 27 (passing reference)

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Education/attainment (lack of) (P)	Ethnography (A) Family Insight (B) Family Insight (C) Literature Review (E) Child Poverty Needs Assessment (F) Family Insight (J)	4 18 8, 15 27, 89, 90, 91, 92, 93 21, 32, 36, 40, 41, 47, 48, 49, 59
Domestic violence	Ethnography (A) Practitioner Insight (B) Family Insight (C) Literature Review (E) Child Poverty Needs Assessment (F)	4, 6, 23, 25, 28, 32 46 7, 8 27, 42, 89, 93 14, 18 (passing reference)

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Poor parenting (P)	Ethnography (A) Practitioner Insight (B) Family Insight (B) Literature Review (E) Child Poverty Needs Assessment (F)	6, 24 8, 9, 23 18 27, 89, 90, 91, 92, 93 9 (passing reference)
Difficulties maintaining relationships (including family, friends, peers, isolation and social marginalisation) (P)	Ethnography (A) Family Insight (C) Literature Review (E)	27 8, 9 27, 89, 90, 91, 92, 93
Lack of resilience (including capability, capacity, confidence and inability to cope) (P)	Ethnography (A) Literature Review (E) Child Poverty Needs Assessment (F)	5, 6, 8, 16, 35, 38, 40, 43, 49 27, 89, 90, 91, 92, 93 15, 21, 22, 53, 54, 55

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Lack/limited choice/control (P)	Ethnography (A) Practitioner Insight (B) Family Insight (B) Literature Review (E) Child Poverty Needs Assessment (F)	6, 16, 17, 33 6, 8 6, 8 27, 89, 90, 91, 92, 93 12, 13, 14, 15, 16, 50
Adverse effect on aspirations/perception of social mobility (P)	Ethnography (A) Practitioner Insight (B) Family Insight (B) Family Insight (C) Literature Review (E) Child Poverty Needs Assessment (F)	5, 18, 20, 33 22 22 8 27, 89, 90, 91, 92, 93 16, 17, 21, 54, 55
In already fragile families, Incidents can happen that have multiple implications (P)	Family Insight (C)	8
Having multiple needs often with no adult in employment possibly with health problems and children with problems that have brought them into contact with services (P)	Impact upon the NHS (H)	1

(P) = links to national policy

iii) Different types of need for FCN

There were different types of 'needs' for families which were identified in the insight.

	Source(s) of research and insight	Page number(s)
Cyclical (and intergenerational) eg. Children within FCN become future parents within FCN (P)	Literature Review (E) Child Poverty Needs Assessment (F)	26 16, 17, 48, 49, 53, 55
Other needs Internal or external focus, severity and scope of need	Practitioners Insight (B) Family Insight (B) Literature Review (E)	7, 8 17, 18 (hopes then barriers) 26

iv) Additional intergenerational risks for FCN

The insight also identified what individuals in a family have been exposed to or subject to as children identifying additional risks of becoming FCN.

	Source(s) of research and insight	Page number(s)
Childhood spent in care – foster and care homes (P)	Family Insight (C) Child Poverty Needs Assessment (F) Family Insight (J)	7 16, 17, 26, 27, 28, 29, 30, 48, 49, 54

(P) = links to national policy

Chaotic family lifestyles and lack of continuity in their lives eg. Home, family, friends, schooling	Ethnography (A) Practitioner Insight (B) Family Insight (B) Family Insight (C) Literature Review (E)	12, 30 46 17, 18, 19 7 23, 26
Their parents mental health issues (P)	Child Poverty Needs Assessment (F) Literature Review (E)	9, 14, 18, 27, 32, 41, 42, 43, 44, 46, 48, 49, 54, 55 27. 89, 90, 91, 92, 93
Becoming carers at an early age (P)	Family Insight (C) Child Poverty Needs Assessment (F)	7 16, 24, 27, 29, 54
Abuse/exposure to violence (P)	Child Poverty Needs Assessment (F)	9, 14, 16, 17, 27, 28, 29, 55
The children of families with complex needs will normally become the next family with complex needs (P)	Impact upon the NHS (H)	2
Women with poor self-esteem and low confidence become victims of DV	Family Insight (C)	9
Unresolved anger can lead to violence	Family Insight (C)	9
Children copy learned behaviour experienced in childhood	Family Insight (C)	9

(P) = links to national policy

b) Emerging Themes

i) Early years and earlier intervention

The insight identified areas of early years/earlier intervention that has been identified as working, good practice or with the potential to be built on such as Sure Start. Key areas of insight identify the need to:

	Source(s) of research and insight	**Page number(s)**
Build on existing good practice of early years/earlier intervention	The Child Poverty Strategy will contain these points (based on the Child Poverty Needs Assessment) Family Insight (B) Literature Review (E)	 19 33, 34
Have children as the focus for intervention, but adults as the key to delivery	Ethnography (A) The Child Poverty Strategy will contain these points (based on the Child Poverty Needs Assessment) Literature Review (E)	6, 31, 32, 46 35, 36, 94

(P) = links to national policy

Create a culture of early/earlier intervention	The Child Poverty Strategy will contain these points (based on the Child Poverty Needs Assessment) Family Insight (B) Practitioners Insight (B) Family Insight (J)	 19 12, 13, 14
Several points of contact with services yet rarely were preventative measures implemented that would have reduced the likelihood of the issues occurring in later life for some of the children.	Impact upon the NHS (H)	1

There were some areas of state intervention identified in the insight which families did not respond positively to:

	Source(s) of research and insight	**Page number (s)**
An example with one family where they were faced with 28 different service representatives in one meeting	Ethnography (A)	36

(P) = links to national policy

ii) Evaluation of existing family intervention models

It is important that models for intervention are robust and thoroughly tested to ensure their validity and relevance to the needs in question. Building on the work of institutions such as the Social Research Unit at Dartington and Washington State Institute for Public Policy, the Nottingham City Early Intervention model incorporates those interventions which have met particular evaluation criteria[1] and rates them.

Of these interventions, 19 meet the 'best' criteria on evaluation quality and/or impact criteria. The full list and the Nottingham City model can be found in the literature review (Appendix E)

- Curiosity Corner (as part of Success for All)
- Early Literacy and Learning Model (ELLM)
- Functional Family Therapy (FFT)
- Incredible Years
- Let's Begin with the Letter People
- Life Skills Training (LST)
- Lions Quest Skills for Adolescence
- Multidimensional Treatment Foster Care (MTFC)
- Multisystemic Therapy (MST)
- Nurse Family Partnership (NFP)
- Parent–Child Home Program
- Project Towards No Drug Abuse (Project TND)
- Promoting Alternative Thinking Strategies (PATHS)
- Reading Recovery
- Ready, Set, Leap!
- Safe Dates
- Safer Choices
- Start Taking Alcohol Risks Seriously (STARS) for Families
- Success for All

[1] one randomised controlled trial (RCT) or two quasi-experimental designs (QEDs), a positive impact on an Allen Review outcome, no iatrogenic (inadvertent adverse) effect; and no obvious concerns about intervention specificity or system readiness

(P) = links to national policy

c) A joined up whole family system

The insight identified areas of marginalised, isolated or complicated service provision that were perceived as not working so well or which hindered families.

	Source(s) of research and insight	**Page number(s)**
Various service 'entry points' for families making things complicated	Family Insight (B) Practitioners Insight (B) Literature Review (E) Pathways to Mental Health and Substance misuse Health Services (H)	15, 18, 19 11, 14 43 1
Lack of connectedness and joined up working between agencies (P)	Practitioners Insight (B) Family Insight (B) Literature Review (E)	9, 14 15, 19 17
Inconsistencies and contradictions inherent within services and systems eg. social care (perceived to be managing complexity of state, not complexity of family situation), housing and benefit system	Ethnography (A)	5, 8, 17, 18, 19, 20, 25, 37, 40, 41, 42, 43
Transitions between services (through different life stages) not joined up (P)	Literature Review (E)	41, 72, 75, 76, 84, 85, 86, 87, 89, 106, 107
Silo mentality and funding (particularly between health and social care)	Practitioners Insight (B) Literature Review (E)	9, 10, 13, 22, 35 41, 51

(P) = links to national policy

The need for more co-ordinated whole family systems was mentioned frequently in the research. Three reoccurring features of this system were:

- Including the needs of the whole family, not just individuals within it
- Co-ordinate and join up the services working with the family
- Provide a key worker to be an advocate for the family

i) Whole family approach

	Source(s) of research and insight	**Page number(s)**
Think Family/whole family approach (P)	Literature Review (E)	16, 42, 57, 58, 62, 71, 112
Adults needs addressed as well as the children's	Ethnography (A) Family Insight (C)	6, 31, 32, 46 9
Each (family) member have their individual needs – all of which need to be addressed NB. The ethnography suggested that sometimes a family approach may have unintended consequences for family cohesion eg. Some family members are perceived to be getting more attention for bad behaviour	Ethnography (A) Family Insight (C)	5 9

(P) = links to national policy

ii) Joined up, co-ordinated services

	Source(s) of research and insight	**Page number(s)**
'No wrong door'	Literature Review (E)	57, 71, 84
Trust/good working between agencies (practitioners)	Practitioners Insight (B) Family Insight (C) Literature Review (E)	8, 9, 10, 11, 12, 10,11 82
Pull all agencies together	Family Insight (C)	9, 12
The kind of support needed involves all partners including third sector working together to deliver a co-ordinated package to the family. (P)	Impact upon the NHS (H)	2

(P) = links to national policy

iii) Key worker/advocate model

In the context of FCN, an advocate's role is to be there to help the FCN when they need it, to potentially speak on their behalf and explain what their needs may be – they may push for something to help them, plead for a cause/idea, or speak, plead or argue in favour of them.

There were many areas of good practice identified in the national literature review and primary research which have the potential to be built on.

	Source(s) of research and insight	**Page number(s)**
Family Intervention Project (FIP)/Youth Offending/Family-nurse partnership/other advocate (models) (P)	Family Insight (B) Practitioners Insight (B) Family Insight (C) Literature Review (E - reoccurring themes)	12, 14, 16, 19 11, 13, 14, 26 10 31, 39, 45, 49, 51, 56, 57, 62, 63, 71, 73, 74, 80, 112
Single point of contact (relationship/trust/cultural sensitivity/working across agencies)	Ethnography (A) Practitioners Insight (B) Literature Review (E)	Throughout 12, 14, 26 64, 70

(P) = links to national policy

d) Family Led and co-designed

A family led (co-designed) approach featured significantly in the insight. The advocate models are detailed in the previous section. Along with advocate models, other areas of good practice included family led and co-designed approaches some of which are outlined below.

	Source(s) of research and insight	**Page number(s)**
User led/user centric/user owned design/success criteria	Practitioners Insight (B) Family Insight (B) Literature Review (E)	11, 14, 31 16, 20 41, 42, 63, 66, 82
The idea that there is one solution or one perspective that can encompass the complexity of what it means to be a 'family' is open to challenge	Ethnography (A)	Throughout
Individual family led approaches (where subjects assessment is about interpretation not interrogation) will limit subjects feeling of marginalisation/failure	Ethnography (A)	9, 10
Assessments need to give respondents chance to articulate their problems and challenges in their own language and to feel their perspective is being heard and fed back in the same way	Ethnography (A)	7, 10, 17
Never thinking we have the answers – never thinking we got it all right and they haven't	Ethnography (A) Family Insight (C)	10, 36, 41 10
Actively encourage and support current and ex-service users to support other FCN (because they were felt to better understand what the family were going through as they had experienced similar issues themselves)	Family Insight (C)	6
Services to work for and not against them	Family Insight (C)	9

(P) = links to national policy

e) Sustainability for families and services

i) Ensuring consistency and stability for FCN

Where things are working with the family approach, the insight identified positives in having a consistent key worker(s) and the benefit of the key worker staying beyond the short term fix.

	Source(s) of research and insight	**Page number(s)**
A consistent person who the family trusts pulling all agencies together staying beyond the immediate crisis	Ethnography (A) Family Insight (B) Practitioners Insight (B) Literature Review (E)	17, 37, 38 19 12, 14 64, 77, 84, 98
Interventions should be sensitive, consistent and constant (P)	Ethnography (A) Family Insight (C) Literature Review (E)	5, 17, 37, 9 62, 112
Long term commitment to funding pilots/programmes	Ethnography (A) Practitioners Insight (B) Family Insight (B) Literature Review (E)	8, 23, 35, 36, 46 8 20 34
Providing long term support rather than short-term fixes	Ethnography (A) Family Insight (C)	8, 23, 35, 36, 46 8, 9

(P) = links to national policy

ii) Building family capacity

There were many opportunities identified through the insight to help families build their own capacity and aspirations (social, economic and cultural). Some of the key areas are summarised below, including the role of the community and community involvement in building capacity for families.

	Source(s) of research and insight	**Page number(s)**
Simple practical support around basic issues eg. • household budget management/help with managing money • shopping and cooking on a budget • basic literacy and numeracy skills for adults • suitable housing for large families/better use of space • parenting skills (P)	Family Insight (B) Family Insight (C) Literature Review (E) Child Poverty Needs Assessment (F)	20, 21 8 62, 86, 87 9, 14, 15, 16, 17, 18, 29, 30, 45, 54, 55
Focus on building capacity, confidence, self sufficiency, resilience and empowerment, developing interpersonal skills and aspirations in family members (P)	Ethnography (A) Family Insight (B) Family Insight (C) Literature Review (E)	6, 8, 9, 40, 42, 49, 50 18, 19 8 38, 41, 53, 55, 57, 58, 65, 72, 73, 74, 75, 77, 78, 79, 81, 82, 83, 84, 85, 86, 87
Allowing families some breathing space for constructive reflection (they needed time to reflect in order to make positive change for themselves)	Literature Review (E)	77
Encouragement to play a positive role in the social life of their community (P)	Ethnography (A) Literature Review (E)	6, 22 31, 38, 52, 53, 54, 56, 74, 112

(P) = links to national policy

Opportunities for the community to play a positive role in socialising the individuals with 'complex needs' (P)	Ethnography (A) Practitioner Insight (B) Family Insight (B)	5, 21, 22, 30, 42, 48 9 20, 22
Providing more for children to do	Family Insight (B)	20, 23
Positive role models for children and families	Practitioners Insight (B) Family Insight (B) Literature Review (E)	6, 8, 12 18 36, 38
Someone to help families gain – or regain – control of their own lives'	Family Insight (C)	9
Providing the support to the parents to ensure they have the emotional and psychological ability to manage	Impact upon the NHS (H)	2

(P) = links to national policy

f) Professional issues

i) Ensuring a quality workforce

The insight identified the importance of high quality staff and individuals with many areas identified as working/good practice. There were however areas in the insight where families and practitioners themselves identified that this wasn't the case.

	Source(s) of research and insight	**Page number(s)**
High quality, professional workforce (P)	Practitioners Insight (B)	13
	Family Insight (B)	19, 20
	Family Insight (C)	10
	Child Poverty Needs Assessment (F)	19, 20, 21, 55
	Literature Review (E)	36, 40, 44, 55, 72, 78, 85, 97, 98, 101, 111, 112
There were some examples where there were issues with the workforce eg. Empty/broken promises, judgemental, not listening or acknowledging issues	Ethnography (A)	17
	Practitioners Insight (B)	12, 13
	Family Insight (B)	16, 19, 20, 26
	Family Insight (C)	9
	Child Poverty Needs Assessment (F)	19, 20, 21, 55

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Opportunities for enhanced/different roles	Child Poverty Needs Assessment (F)	19, 20, 21, 55
Community volunteers supporting families with complex needs – need to be experienced parents or carers who can provide practical support to the family (P)	Impact upon the NHS (H)	2
Volunteers require an investment of sound training, ongoing supervision and support.	Family Insight (C)	12
Role of 'interpreters' v's 'legislators/controllers' of the system	Ethnography	8, 49

(P) = links to national policy

ii) Awareness of the issues and challenges FCN have

The insight identified the need for greater awareness by all professionals about the types of issues/challenges that FCN may be suffering.

	Source(s) of research and insight	**Page number(s)**
Increasing understanding amongst the broader workforce of key criteria/issues found in FCN	Ethnography (A) Practitioner Insight (B) Family Insight (B) Child Poverty Needs Assessment (F)	50 14 18, 20 19, 20, 21, 55
Some parents really want statutory services to better understand how much it actually takes for some people to ask for help	Family Insight (C)	9
To be listened to and have their needs acknowledged	Family Insight (C)	9
Having more awareness of what services are available in the place NB Ethnography (A) suggests there is more a need for 'navigating' the information in the system	Practitioners Insight (B) Family Insight (B)	12 18

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iii) The importance of information sharing

Good practice and further opportunities around integrated information sharing came out across many areas of insight. Key areas of information sharing development will need to include

	Source(s) of research and insight	**Page number(s)**
Assessments including the Common Assessment Framework (CAF)	Practitioners Insight (B) Literature Review (E) Child Poverty Needs Assessment (F)	11, 14, 37, 38 30, 31, 38, 39, 41, 55, 56, 58, 59, 61, 71, 73, 83, 95, 102, 103, 104, 111 17 (passing reference)
Information sharing protocols More general on information sharing (P)	Practitioner Insight (B) Practitioner Insight (B) Family Insight (C)	10, 13, 14 5 12
Referrals	Literature Review (E)	30, 64, 111
Training (P)	Family Insight (B) Literature Review (E)	20 49, 53, 60, 104

(P) = links to national policy

The insight identified slow and convoluted bureaucracy in the areas of

	Source(s) of research and insight	Page number(s)
Diagnosis	Family Insight (B)	15, 19
Referral	Family Insight (B)	15
Endless signposting	Family Insight (B)	15

iv) Ensuring the solution is evidence based/performance managed

The insight identified that there were too many short term initiatives which needed to be longer term to avoid families 'coming back through the revolving door'. Linked to this, insight identified

	Source(s) of research and insight	Page number(s)
Little shared understanding (across agencies) of what works and what doesn't	Practitioners Insight (B) Literature Review (E)	10, 13 97
Institutions collecting and assimilating best practice which could be used to inform design (e.g. Social Research Unit at Dartington)	Literature Review (E)	48, 63, 67, 83, 86, 87, 99
The need to monitor and evaluate what we do and what we are achieving with public resources	Family Insight (C)	12

(P) = links to national policy

This report represents the summary of analysis and insight undertaken to date for Leicestershire's FCN Community Budget team. The team would like to acknowledge and express thanks to the huge number of professionals, practitioners, volunteers and families who have contributed to this insight phase.

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Additional insight and analysis will be undertaken as the programme moves into subsequent phases.

(P) = links to national policy

3. Glossary

Word/Abbreviation	Explanation
Advocate	Advocate's role in the context of FCN is to be there to help the FCN when they need it, to potentially speak on their behalf and explain what their needs may be – they may push for something to help them, plead for a cause/idea, or speak, plead or argue in favour of them
Beacon Project	The Beacon scheme has now been replaced by the Local Innovation Awards Scheme. The scheme recognises, celebrates and awards partnerships that demonstrate innovative services, ideas and ways of doing things that bring real benefit to citizens
CAF	Common Assessment Framework
ELLM	Early Literacy and Learning Model
FCN	Families with Complex Needs
FFT	Functional Family Therapy
FIP	Family Intervention Project
IIPs	Intensive Intervention Projects
LIFE	In 2009 Swindon Borough Council, Participle and a number of local families developed and prototyped a highly successful framework to support families in chronic crisis to build new lives. This new approach is known as the LIFE Programme (building new Lives for Individuals and Families to Enjoy)
LST	Life Skills Training
MST	Multisystemic Therapy
MTFC	Multi Dimensional Treatment Foster Care
NFP	Nurse Family Partnership
NHS	National Health Service
PATHS	Promoting Alternative Thinking Strategies
QED	Quasi Experimental Design
RCT	Randomised Control Trial
STARS	Start Taking Alcohol Risks Seriously (for Families)
TND	Project Towards No Drug Abuse

(P) = links to national policy

4. Appendices

See separate attachments A-I

(P) = links to national policy