

ASK COMMUNITY BUDGETS SWINDON – Final 1.4.2011

1. Introduction

Swindon's approach to Community Budgets needs to be seen in the context of the principles enshrined in One Swindon, the strategic four year plan for Swindon and the whole systems approach to integrated services for families with complex needs which has developed over the past four years.

Our starting point for Community Budgets is the vision enshrined in **One Swindon** to deliver public services based on

- **Local and Lasting** – We will focus on local and lasting benefits for communities and organisations in Swindon.
- **Stronger together** – Organisations in Swindon like the Council, Police, NHS Swindon, Voluntary and Community sector are working together more effectively than ever before – but have to get even better.
- **Prioritisation & Leadership** – One Swindon sets out our shared priorities and delivery will require clear prioritisation and leadership in its widest sense. There are leaders in all areas of organisations in all of our communities and we must enable them to flourish.
- **Trust & Bravery** – One Swindon signals our readiness for change. We know that bringing this about will require bravery alongside a shared and sustained commitment. Individuals, communities and organisations will need to trust each other and create a common purpose and shared endeavor.

One Swindon however, is more than a vision. It also sets our common outcomes and deliverables for Swindon across all partners and will drive change and investment decisions across agencies.

Working with families with complex needs forms an integral part of One Swindon and is underpinned by the Life Programme.

The origins of the Family LIFE Programme can be traced back to 2008. Public agencies (Swindon Borough Council, Swindon PCT, Wiltshire Constabulary, Probation and the South West Strategic Health Authority) in Swindon recognised the need for a new approach to families with complex needs. These are families with a long history of domestic violence, adults with mental illness, anti social behaviour, children taken into care, threats of eviction, unemployment and children not in education. The Life programme and methodology was co-developed by Participle and Swindon partners with families, schools and staff during 2008 and 2009.

Life has acted both as a catalyst for fundamental change in paradigm and a shift in the way public services are delivered in Swindon, as well as being key part of delivering that change. This change of how services are developed

and delivered in future has not only been enshrined in **One Swindon** but also in a new operating model for the Council.

Swindon Borough Council has a long history of joint working with the NHS. Since 2008, joint management teams and integrated services are in place for children and adult services. The arrangements are underpinned by formal National Health Services Act 2006 section 75 Agreements for the Commissioning and provision of services. This has enabled us to build a whole systems approach to families using the common assessment and team around the child model for work with families. Furthermore, arrangements between adult and children's services are supported operationally through a protocol *See the Adult, see the Child*. The Life Programme is located within this.

The New Operating Framework for the Council includes the continuation of the joint working with NHS Swindon and builds its assumptions on the learning from integration and the Life programme

This document outlines our vision and future plans for developing the Life model further so that we can reach 350 families through a whole systems approach to families with complex.

The Life Programme has been unique to Swindon and co-created with families with the most complex needs. Its philosophy is based on building capabilities in families, establishing nurturing relationships by offering an invitation to families to participate. This is very different from the traditional enforcement models that are in place elsewhere.

However, we recognise the need to develop the Life programme further as part of a truly integrated service for families. This means that we need to address the potential tensions that can be created when the Life Model interacts with statutory services such as child protection and mental health services. Currently, the social worker remains allocated to families and works alongside the Life team as do professionals from Adult Mental Health Services

As part of our Community Budget proposal we are also applying for Exemplar Funding to demonstrate how the Life Team can work with statutory social work and mental health interventions and reach 50 families with the most complex needs whilst the wider whole system will reach an additional 300 families by 2015.

2 The Partnership

Partners involved in Community Budgets:

Swindon Borough Council (including children and adult services, community services, Community Safety Partnership Team and Housing), Participle, NHS Swindon, Wiltshire Constabulary and Police Authority, Probation, schools and

children's centres, Avon and Wiltshire Mental Health Trust, Job Centre Plus, Drug and Alcohol Services, Child and Adolescent Mental Health Services, NSPCC, Great Western Hospital

Governance for the Life Programme and Community budgets is provided through the

- One Swindon Chief Officer Group
(Swindon Borough Council, NHS Swindon, Wiltshire Constabulary and Police Authority, Probation)
Wiltshire Fire Service, Great Western Hospital
- One Swindon Programme Board
- Life Programme Board

3 Resources

3.1 Life Programme Budget

The Life programme budget for 2011/12 is £520,000 funded from the One Swindon partners. This funds the Life team and development of the Life Programme.

3.2 The Life Team

The Life team consists of:

- Life Programme Leader
- Life team Manager and Assistant team manager
- Six full time Life workers with a variety of professional backgrounds including housing, children's services, Police and health)
- Administrator
- Analyst

The team is managed within Swindon Borough Council

3.3 Financial resources from April 2012

As we develop the Life Model, we are working together to identify the resources for future years. We will build on the Life Programme to further develop an integrated Life programme to reach over 350 families through a flexible resource and training our joint existing workforce in new skills and capabilities. As part of the implementation of the integrated Life Programme we are seeking to bring together existing resources from partners and reach this agreement by October 2011 (workstream 2) to enable discussions/negotiations with partners to happen in time for resources to be agreed/secured by April 2012. Anticipated contributions include

- The local authority
- Wiltshire Constabulary
- NHS Swindon

DWP – Job Centre Plus capacity to support families into employment
In addition, we are also discussing with all partners how staff and managers will be made available to undertake joint training and development work, which could lead to changes within job purposes and job roles across agencies.

4. Freedoms and Flexibilities required from government departments to enable development and implementation of the Life model

- Replace the requirement to carry out:
 - an initial assessment
 - a core assessment
 - SEN statutory processes
 - ONSET assessment for young offendersby an integrated common assessment process for both children and families.
- Seek clarity from the Information Commissioner about the legality of holding personal and sensitive information about an individual child on a family file.
- Set a locally determined standard for the timeliness of the integrated common assessment which would replace the 4 separate processes listed above. This would require suspension of reporting requirements against the national indicator NI59). Swindon wants to set its own standard to fit with Life rather than no time scale. Swindon wants to set 15 days to enable relationship building and getting to know the family rather than time scale overriding quality
- Enable the Council to allocate a suitable lead professional who is not a qualified social worker to a child in need where this is appropriate. This would not include children where there is a statutory process, complex children in need, children on a child protection plan and children in care.

We have evidence from the work with our integrated locality teams, that other professionals are able to hold the role of lead professional and lead the assessment. This maintains the existing relationship between a professional and the child and family. Where it needs increase the social workers acts as a consultant and member of the Team Around the Child but would not need to be the lead professional.

- Swindon PCT and the local authority as an integrated management team which has created greater capacity for change and improved

outcomes, for example reduction in teenage conception rates by 32%. We want to preserve integrated commissioning between Swindon PCT and Swindon Borough Council through the NHS Act 2006 Section 75 joint commissioning arrangements in order for the Council to be able to work jointly with GP consortia and continue improvements in outcomes. In order to enable this to happen, we are developing an approach of an integrated management team across Swindon PCT and the local authority and with some staff moving to the GP pathfinder consortia and some to a cluster arrangement with Gloucestershire

- What is driving individual organisations is individual targets, particularly in the youth justice area. We want to support a local policing in relation to first time offenders in negotiation with victims to enable to us to carry out more restorative justice approaches without unnecessarily criminalising young people

5 Timing

5.1 Lessons from Life work

Working with families across the whole system

Participle, Swindon Borough Council and partners, learnt, through spending time with families, and reviewing other initiatives, that a new system needs to focus on the need to be an open service, that is attractive and aspiring for both families, their peers and workers - a 'golden ticket' to building the life they want to lead.

The current Life model is truly family-led, and builds capacity for families to lead their own change process and creates opportunities to support families as they progress through the programme and into the community.

We have also learned that supporting families in building their own aspirations for their future is critical and has led to individuals seeking opportunities of employment and gaining new skills.

There is now an opportunity for Swindon to build a truly innovative integrated service for all families building by developing the Life programme for work with all families using the whole Council and partner workforce

Community capacity building

The current implementation of the Life programme has focused on supporting families and there is now a need to develop opportunities for social networks in communities that support change and enable families to re-engage with their local communities. This work will be link closely with Connected care operating in two areas of Swindon and led by a partnership of agencies in Swindon with TurningPoint.

Statutory interventions and child protection

We also acknowledge that the current Life model creates tension within statutory work with families. For example, currently in families where a social worker is involved, the social worker remains and fulfils the statutory requirements in relation to children in need and those in need of protection. There is now a need to develop the Life Programme Model further to develop an integrated approach to families with complex needs including a link with statutory interventions. It will also involve development of the programme to including learning from models such as Strengthening Families and the Family Nurse Partnership.

Developing the Life Model for reaching a larger number of families in chronic crisis and communication

It is planned that the Programme is developed further based on the lessons learned so that the fully developed Life Programme model can reach over 350 families and provide a fully integrated approach to families with complex needs including a link to statutory interventions.

This will also require us to increase the opportunities for learning and sharing of good practice through improved communication such as the Life Forum, Life training and briefings.

Swindon is also planning to apply to be a **Breakthrough Area** to increase the involvement of third sector partners in shaping and re-modelling public services to increase the capabilities, skills and capacities in local communities

Developing the Life model will be undertaken in three work streams which run concurrently :

Work stream 1 – by May 2011:

Development of an integrated Life model to ensure that the new model links effectively with statutory interventions as and when required. This will include the incorporation of a common approach to assessment and new thinking such as Strengthening Families (Berkshire model) and learning from the Family Nurse Partnership.

The starting point will be the identification of families through the common assessment process and streamlining all other assessments into this process. The fully developed Life Model will build on the common assessment process and linking this to Life principles and Life tools.

Expansion of the core Life team by 4 members to increase the capacity of the core team to supported between 20 – 25 families at any one time.

The purpose of the core Life team will be to continue to develop the Life model based on a **Team around the Family**. The Life team will also undertake the lead in involving family members in Life training.

The target group of families will be those families with the highest baseline costs across the agencies based on the financial evaluation tool outlined below

Development of the Life model to consider who is the named **lead professional** for the family.

Further review and development of Life training for staff across the agencies.

Work stream 2 – by October 2011

Agreement of the integrated Life Model and processes so that a larger number of families can be supported building on the development work in phase 1. This will involve

- Identification of the core skills and competencies required to work with families with complex needs integrating the Life principles with the children's services re-design programme (including Strengthening Families and Family Nurse partnership)
- Identification of current job roles in the agencies which will be able to be transformed based on the core skills and competencies identified. This will be followed by identification of target group of families to be supported. The model of working with families will be based on a **Team around the Family** approach
- Development of an implementation plan to reach a wider group of families with complex needs including training of the workforce and Team Around the family accountability model
- Finalise the resources to be pooled as part of the Community Budget Integrated Life programme for 2012/13

Development of an approach to increase the number of social networks in communities where families are able to support each other and thereby building the capacity in families and in communities.

Work stream 3 – by April 2012

Identification of wider workforce, whose roll can be re-modelled to work as part of a Team Around the Family if they are already involved with the family. This workforce will have core skills and competencies but not work with families on a full-time basis. The workforce will be part of the wider Life programme and receive training and support in fulfilling this role. This work will then also inform that resources are required from all community budget partners for 2012/13 in order to fully implement the team around the family model for all families with complex needs including children in need and those with high risk factors who are not children in need including

- Families where parents suffer from mental illness or substance misuse/alcohol problems
- Families with a history of domestic violence
- Children with poor school attendance (less than 80%)
- Children with fixed term exclusions (more than 2)
- Children referred to children’s social care but who did not receive an assessment or service

Implementation of an agreed approach to increase the number of social networks in communities where families are able to support each other and thereby building the capacity in families and in communities.

One Swindon Works stream– running concurrently from April 2011

Embedding the integrated Life Model in new organisational designing for public sector service delivery. This is not a one-off fix but will be our ‘culture of working’. This capacity model would then grow across the council and then wider One Swindon partners.

6 Overall outcomes and success measures

The overall vision is for Swindon to have no families in chronic crisis. This related to families with 10+ risk factors based on research undertaken by Participle in 2009, which estimated that there would be 100 – 120 families with 10+ risk factors.

The following overall success criteria have been set for Community Budgets for 2015

- Establish the Integrated Life programme with an identified workforce for April 2012
- Establish a plan to identify and work with all 350 families (5+ risk factors) over the four years through the development of an integrated LIFE Programme
- Reducing service costs year on year for CB partners through reductions from the baseline costs established for each family joining the approach. Year on year savings will be established from April 2012.

Outcome	Measure	2010/11 Baseline	Target 2011/12	Target 2012/13	Target 2013/14
People aspire to lead better lives and are benefiting from joined up services that are easy to access (One Swindon Outcome 15)	Increase the number of families supported through community budgets	12 (31.3)	20 (31.3)	100 (31.3.)	200 (31.3.)

7. Methods for measuring and evaluation of our work with families

7.1 The following outcomes have been identified and to be achieved by March 2015

- Reduction in the number of children in need from a baseline established on 1.4.2012
- Baseline costs and data established for an identified 350 families by April 2012
- For those families who exit from the Integrated Life programme by March 2015, there are measurable improvements in
 - School attendance for children where this was identified as an issue
 - A reduction in police call outs where this was identified as an issue
 - The security in housing tenure through reduction in rent arrears or threat of eviction where this was identified as an issue
 - A reduction in anti social behaviour where this was identified as an issue
 - Health among family members
 - Family relationships where this was identified as an issue
 - Health and wellbeing based on the Life Star scores
 - Employment status of family members where this was identified as an issue

7.2 Participle financial and outcome measurement tool

A financial and outcomes measurement tool is in place which captures baseline data and costs when families first start the programme and then charts their progress through the programme on a quarterly basis; see Appendix B

7.3 Participle Life Star (measuring qualitative changes in families)

Qualitative changes are measured through LIFEStar based upon a validated scale of Wellbeing, the Short Warwick Edinburgh Mental Well-Being Scale (Stewart-Brown et al., 2009; see Appendix C

9 Exemplar Funding

What is the funding for?

In order to realise our aspiration to develop the Life programme as part of an integrated whole system approach to work with families, we are applying for Exemplar Status of £150,000 to fund

- 2 social work posts in the Life team
- 1 mental health practitioner post in the Life team
- Independent evaluation in 2012 of the Life model

What gaps/barriers are we planning to address?

The current Life Programme is small scale and based on lessons learned in 5.1 above, we want to develop this model further to:

- Increase in scale and reach 50 families in chronic crisis
- Develop the Life Programme model to ensure links with statutory child protection work and the social worker working as part of the Team Around the Family. This would remove the barriers between statutory interventions and change the perception of families of statutory services
- Continue the Life team to model and prototype new developments by expanding the team to include social work and mental health skills and expertise

Who will it aim to reach and what are the intended outcomes?

The aim of the exemplar funding is to reach up to 50 families by 2013 including those who receive statutory social work services and have the potential highest costs using the financial tool developed for the Life programme and outlined in Appendix B.

Swindon partners will fund the development of the model across the wider system to be agreed by 2012 to enable a whole systems approach from April 2012 to 300 families by 2015

The outcomes for families will be those listed in 7.1 to improve

- School attendance for children where this was identified as an issue
- A reduction in police call outs where this was identified as an issue
- The security in housing tenure through reduction in rent arrears or threat of eviction where this was identified as an issue
- A reduction in anti social behaviour where this was identified as an issue
- Health among family members
- Family relationships where this was identified as an issue
- Health and wellbeing based on the Life Star scores
- Employment status of family members where this was identified as an issue

What partners will be involved?

The partners involved are Swindon borough Council (housing, children and adult services, community services), NHS Swindon, Probation, Wiltshire Constabulary, Job Centre Plus

Where will it sit within existing services?

The Life team will be part of Swindon borough Council Children's Services and as it develops link closely with all service delivery

How does the project fit into the wider approach outlined in the overall Community Budget proposal?

The proposal is an integral part of the Community Budget approach as it allows us to prototype the inclusion of social work and mental health services in the current Life team and thereby support the development of the whole systems approach to reach a further 350 families

What processes are in place to ensure the welfare of vulnerable children and adults is safeguarded?

The Life Programme works within statutory child and adult protection policies and the proposal to include qualified social workers in the team will strengthen the child protection functions further

How does the project build on previous practice?

The proposal builds on the Life Programme and is developing new innovative practice which has not previously been tested. It therefore builds the evidence base for public services and a whole systems approach to families

What is new and innovative about the project?

There has been very considerable interest from other local authorities, investors and the voluntary sector in the life programme because it builds a new evidence base for working with families. The approach outlined in Appendix A is innovative because it builds on

- Developing strengths and building capabilities in families to support themselves
- Inviting families to participate
- Family led work
- A new way of families to support each other through on-line tools such as the Life Board (for which further funding has been secured through the Social investment Fund)

The additional exemplar funding will mean that the statutory part of the Life programme can be developed quicker and tested

What makes the project of wider interest in terms of developing practice and new approaches?

Interest in Life continues to develop and the learning will influence other local authorities, particularly the six areas which are currently considering the development of the Life programme in their area. There is also considerable interest from social work professionals and Professor Mary MacLeod has

undertaken an independent appraisal of the Life approach and placed it within the professional literature.

How will the project be evaluated and how will emerging learning from the project be shared more widely?

This is an ideal opportunity to use the Life Programme for Exemplar Funding and to disseminate findings to a wider audience as Participle and Swindon Borough Council have secured funding of £1.2 million to develop the Life Programme in up to 6 other local authority areas in 2011. This funding will be held by a new organisation called the Life HQ, a social enterprise.

Furthermore, the funding will enable us to build on early success. The Swindon Life programme now is operating with 47 family members in total and based on the financial and outcomes model developed by Participle we can report that improvements have been made including:

- Prevention of a child moving to an Out of Borough residential placement
- 5 eviction orders were prevented;
- 3 children prevented from going onto child protection plans, and a further 4 were taken off child protection plans;
- 80-90% reduction in police call outs on average;
- 2 ASBOs were avoided;
- Improvement in school attendance and avoidance of permanent exclusion.
- Better family dynamics
- Improved physical and mental health

We recognise the need for further evaluation and will commit to:

- Disseminate learning across organisational change among partners as part of One Swindon
- Disseminate learning across other local authority areas including the 6 areas who have agreed to also develop the Life programme.
- Explore the opportunities for payment by result and Social Impact Bonds for this work with families
- Fund an independent evaluation in late 2012 to inform the dissemination of learning

Appendix A:

Definition of families in chronic crisis

Nationally it is estimated that there are 100,000 families in chronic crisis and work by the department of education suggests that Swindon could have as many as 350 families in this category.

These families live from day to day experiencing an ongoing pattern of crisis: domestic violence, debt, poor living conditions, feuds with their neighbours, alcohol misuse, truancy, the threat of homelessness, criminal proceedings, exclusion; which has become the norm. Antisocial behaviour is common but these families have often been victims themselves, are isolated from support networks, live in fear, have numerous and serious mental, physical and emotional health issues and, importantly, have never known a different life. It's a generational issue, as their parents and grandparents before them, their siblings, children and grandchildren grow into the same patterns.

The costs these families incur, across multiple agencies, services and departments, is proportionately enormous: estimated at £250,000 - £350,000 per family per year. What is clear is that the majority of this money is spent with little sustainable impact on families' abilities to lead different lives.

The current whole system approach to families and the Life model and Life values

Swindon established a whole system approach to working with families in 2005 with the implementation of the Common Assessment Framework and team Around the Child model. Since 2008 integrated services for families have been in place in children and adult services and thereby doubling the number of families supported through the common assessment and team Around the Child to over 580 in the 12 months to November 2010.

However, we also recognised the need for change and development, particularly for families with complex needs who were not making the improvements in outcomes that we and they aspired to.

In working with participate, Swindon partners developed the Life Programme.

LIFE focuses on unlocking the capability for families to build and sustain the lives they want to lead through a number of enablers: the ability to value yourself and to become aware of what holds you back; a sense of urgency and possibility that will allow you to create the life you want to lead; the ability to develop meaningful relationships and build new connections within your community.

Core to developing these capabilities is a particular quality of relationship, built between the families and the team, that gives families the means and the space to change. **LIFE focuses on changing the mindset and skill-set of workers in the programme and in the wider system to develop this new relationship.**

LIFE is not service delivery in the traditional sense. It gives families the strengths and relationships required for fundamental behaviour change. It builds connections and opportunities in the wider community for families to develop into. It proactively changes wider system structures so that the programme, and the families themselves, are able to thrive.

The programme has three distinct areas of focus:

- (i) **Teams working in new ways** – We refer to this as the ‘80:20 flip’, the idea that we need to move from 80% of frontline staff time being spent on filling out forms and only 20% with the family. Participle found that for most front line workers, 80% of their time is spent on maintaining a risk management system, through form filling, meetings, administrative tasks and data collection. The remaining 20% of their time may be spent in face-to-face interactions with users of public services or other professionals. LIFE inverts this ratio, investing time working in radically different ways, based on a new type of relationship with the families;
- (ii) **A new type of relationship** – The programme is family led. The programme is not an enforcement tool. One of the main parts of the LIFE programme is to change the relationship between the state’s services and the Families in Chronic Crisis. The first step was to create a programme that the families could voluntarily take part in. Each family receives an invitation that they could accept or reject. If they join, the process is then family led. This means trusting that the families can lead the development, the planning and the delivery of changing from their current state of Chronic Crisis, to one of Surviving. Of course the families are supported by LIFE team members, and the LIFE programme has a number of new tools to help this process. Tools that recognise that change happens in non-linear ways. We saw from research with families a basic cycle of change that moved from mindsets that were ‘closed’, to ‘stuck’, to ‘open’, to ‘proactive’. The programme recognises that over time, each member, as well as the family as a whole, will move through this cycle of change at different speeds, in parallel ways, and not always heading in one direction. The LIFE programme’s meta goal is to get people from ‘closed’ to ‘proactive’ states, but it recognises that this is not a straight linear process (with linear structures and rules), but instead a complex journey that needs flexibility;

- (iii) **Future opportunity building** – In order for people to change, they need environments that will support their change. We have found that people living in Swindon want to be part of building new lives for themselves and their communities. Bringing about sustainable change across whole communities is possible but requires commitment from government and locals. The LIFE programme has a built in a strand that provides opportunities for families to engage in voluntary groups, small enterprises and social groups. The programme actively seeks to support social networks, skills training opportunities, enterprise opportunities and peer-to-peer learning networks.

For more information, please see Appendix A: How LIFE Works, or visit www.alifewewant.com (and if needed use the username: Temp03, and password: abetterlife)

How LIFE Works

Families join the programme and work with a team of people for a number of hours and days each week, which changes in intensity depending on the family's dynamic and the stage of the programme. They build a relationship together that allows the family to show the underlying issues and opens up opportunities for the family to change, through joint activities and new experiences. Space is provided for new conversations between the team and the family. The team supports the family to discover their aspirations and to build their own plans.

The team supports the families through the stages of change as they move through each programme event, situation, step and stage. Along the way families will be faced with the barriers that have been in their lives for many years, and often for generations. They will be supported to see those barriers and be able to integrate them and move beyond, to new ways of being and behaving.

To implement a LIFE Programme, a team needs to be built, and the following, briefly described stages are implemented:

- **Pre-Stage** – Build the LIFE Team - The LIFE programme is made up of a Team Leader, and a team of six or seven members, who will work directly with the families. During the course of the project, each family will work closely with three to four members of the team. These team members may be seconded from council or other agencies, to work in the LIFE programme. Each team member meets weekly with a 'Downloader', who will record their reflections on each family.

This is both a support role, and a method of gathering insights to the family. The teams are also supported by an Administrator.

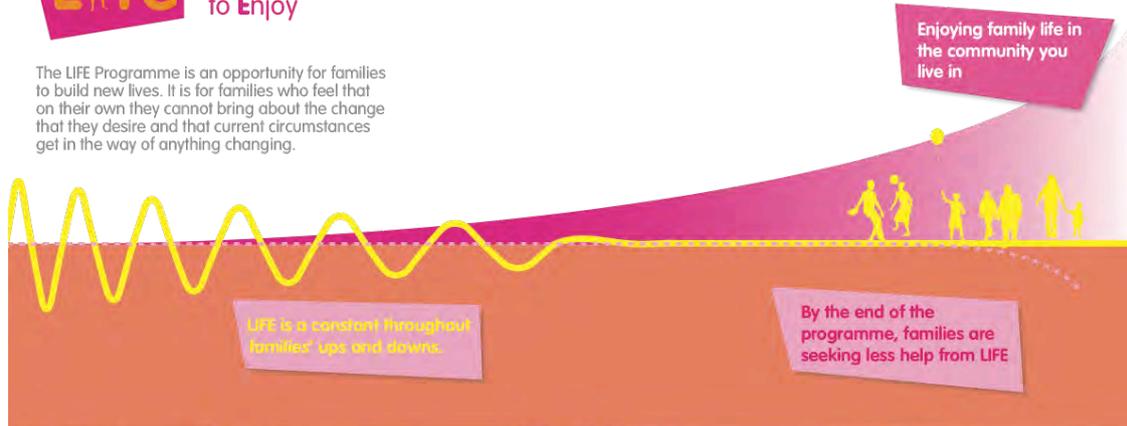
- **Stage Zero – Invitation** - The families are identified and recommended to the programme by front line agencies. The families receive a welcome pack and an invitation to the programme. The families are supported by the LIFE team to try and make the decision on whether they would like to join. This will normally be through some family activity. This stage sets the tone for the other stages.
- **Stage One – Aspirations** - Families are revealing their true potential and having that recognised and reinforced by the team. Families create a BIG plan wherein they explore the values and capacities that they want to develop. The families test things out on their own for a structured period of time, and reflect with the team. Families learn how to identify the experiences that will help them create what they want in life. Many tools are used to help the families to plan and record their activities, to examine and break down barriers they have encountered.
- **Stage Two – Capabilities** - Families discover the underlying themes to their desires and start seeking those qualities in their daily activities, friendships, work and family relationships. Also, the families start experiencing benefits of their changed behaviours and are telling others about them. The families start to focus more outwardly from the home, including sports activities, social groups, training, volunteering and, employment.
- **Stage Three – Opportunities** - By this stage the families are open to new relationships and building networks beyond their current friendship circles. They are also doing much more for themselves. A measure of success of this is the substantially less engagement with government service providers and agencies and less time with the team. The families have built resilience, stability and have experienced part of the life that they wanted to create and enjoy with their family.
- **Final Stage – Exit** - When the time is right, and this could be up to two years, the team and the family build an exit strategy, that includes a plan for the future, a plan to remain pro-active, and again a series of tools that help them maintain their change, and of course a social network that helps families support other families.

It may seem like a simple structure. In many ways it is. But in each stage a unique set of tools and techniques have been built, that allow the team and families to work and develop in new ways.



building new Lives
for Individuals & Families
to Enjoy

The LIFE Programme is an opportunity for families to build new lives. It is for families who feel that on their own they cannot bring about the change that they desire and that current circumstances get in the way of anything changing.



Stage 0 – Invitation		Stage 1 – Aspirations			Stage 2 – Capabilities			Stage 3 – Opportunities		
1	2	3	4	5	6	7	8	9	10	11
Invitation	Connecting & Committing	Revealing Potential	Hopes & Dreams	Family in Action	Opportunity Seeking	Experiencing New	Contribution	Building Social Networks	Independence	Exit
Families are finding out about the programme	Families are finding out about the learn, and whether they connect with them Families are deciding whether to commit to the programme	Families are revealing their true potential and having that recognised and reinforced by the team	Families create a BIG plan. In these weeks they explore the values and capabilities they want to develop	Families test things out on their own for a structured period of time, and reflect with the team Families learn how to identify the experiences that will help them create what they want in life	Families discover the underlying theme to their desires and start seeking those qualities in their daily activities, friendships, work, and family relationships	Families start experiencing the benefits of their changed behaviours, and are taking others about it	Families are engaging in outward-focused activities such as local gardening, helping neighbours, volunteering	Families gain knowledge & new relationships and building networks beyond their current friendship circles	Families are taking responsibility for themselves and are engaged in the learn to engage in other	Families are taking about the success of the programme and a desire to finish

Appendix B:

Please see the **cost saving case** in Appendix B, for further details on the development of the outcomes of the programme.

Savings Summary

Through our thorough investigation and analysis, based on a study of 10 families in the programme. Examples of the costs incurred by families with complex multiple needs is as follows:



Consequently, we have created a cost matrix that maps the costs of services and activities against the various agencies that fund them. In the case of Swindon, we initially identified 24 different council departments and other agencies and over 70 different types of services/activities. The costs were conservatively estimated using a mix of internal Swindon cost data and cost data reported in external research.

Figure: Excerpt from cost matrix spreadsheet

Support/ Action	Units	Unit Cost	SBC-CS	SBC-Housing	SBC-Education	SBC - Direct Schools Grant	LEA - Direct Schools Grant	Dept for Education - Other
Education								
Mainstream school (universal)	# months	£333 /mth				£333 /mth		
Early years/educational family support intervention	# sessions	£32 /session	£32 /session					
Fixed term exclusion	#	£500 /incident	£500 /incident					
Permanent exclusion	# months	£1,500 /mth	£1,500 /mth					
Missing school / low attendance	# months	£193 /mth	£193 /mth					
Produce a SEN Statement	#	£2,500 /SEN				£2,500 /SEN		
SEN, ongoing	# months	£1,430 /mth				£1,430 /mth		
Education Maintenance Allowance (EMA)	# months	£130 /mth						
Pupil Referral Unit	# months	£1,250 /mth				£1,250 /mth		
Special needs school (EBO, etc) - non-residential	# months	£1,250 /mth						
Employment								
NEET	# months	£51 /mth	£51 /mth					
Jobcentre Plus	# months	£54 /mth						
Jobseeker's Allowance (JSA)	# months	£250 /mth						
Employment & Support Allowance (ESA)	# months	£200 /mth						
Income Support	# months	£274 /mth						
Child Protection								
Core assessment completed (Child in need)	#	£877 /assessment	£740 /assessment					
Child in need, ongoing	# months	£411 /mth	£411 /mth					
Child protection plan	# months	£1,633 /mth	£1,633 /mth					
Initial child protection conference	#	£261 /event	£79 /event			£52 /event		
Child protection review conference	#	£188 /event	£52 /event			£45 /event		
Leaving care/accommodation	#	£209 /event	£209 /event					
Finding a subsequent placement	#	£163 /event	£163 /event					
Make a care order (legal costs)	#	£2,198 /incident	£2,198 /incident					
Child supported in family or independently (CSF)	# months	£238 /mth	£238 /mth					
Child in care placement: in-house	# months	£1,777 /mth	£1,777 /mth					
Standard external placement for EBO young person	# months	£15,167 /mth	£15,167 /mth					
Standard external placement for young person w/	# months	£17,333 /mth	£17,333 /mth					
Specialist external placement for young person w/	# months	£20,583 /mth	£20,583 /mth					
Agency Foster Care - Standard placement for young	# months	£3,683 /mth	£3,683 /mth					
Agency Foster Care - Standard placement for young	# months	£3,850 /mth	£3,850 /mth					
Agency Foster Care - Sole placement for young	# months	£5,633 /mth	£5,633 /mth					

We then used this cost matrix and real data from the Swindon LIFE program to calculate two categories of savings:

- Direct cost savings – Decrease in actual costs compared to the costs incurred by the families 6 months prior to entry into the LIFE programme ('baseline cost'). Whether the families have availed themselves of the various services is to most extent verifiable, and therefore there is a high level of certainty regarding these savings.
- Prevented cost savings – Costs expected to have occurred if the family had not entered the LIFE programme. These estimates are based on the professional consensus of the LIFE team as to what would have occurred and the associated probability. These estimates have been limited to twelve months of projection.

Baseline Costs

As of December 2011, there are 12 families with 47 family members in the Swindon LIFE programme.

The 12 families have been defined based on household units. On average, a LIFE family has 4 members: 2 adults and 2 children. However, this average belies the considerable variability – from small single parent and child units to larger families with up to 5 children. All families, except one, have children under the age of 18.

Using the 6 months prior to entry in the LIFE programme, details were gathered as to the public services consumed by the families. Then using the cost matrix, the 'baseline' costs of the families were calculated. In total, these 12 families are estimated to have been costing the state £820k pa, or an average of £17k pa per family member.

Direct Cost Savings

Using the same approach as for the baseline costs, data was gathered on the public services consumed by the family during each of the 6 month periods after their entry in the LIFE programme.

From an analysis of the calculated actual costs, we found that the LIFE families fall broadly into three groups:

Families with improved circumstances [Families 1,8,10]

- Upon entry into LIFE, typically cost >£100k pa as a family unit, or on average >£30k pa per family member
- Have on average exhibited 61% cost reduction compared to the 6 months prior to LIFE

Families with stabilised situations – no further escalation [Families 3,5,6,7,9]

- Typically cost £20-50k pa as a family unit upon entry into the programme (or £5-£15k pa per family member)
- Have avoided escalations such as eviction (~£12k for full eviction process), child on a protection plan (£20k+ pa) such that actual costs have remained essentially flat.

Families with limited immediate turnaround opportunities [Families 2,4]

- Typically cost <£50k pa upon entry into programme.
- Cost trajectory unable to be prevented in the short term, eg mother & child placement already agreed with social services prior to entry into LIFE; children taken into care due to disclosure of abuse.

Prevented Cost Savings

The LIFE families are typically on a path of escalation prior to their entry. The team works with the families to prevent these escalations and to create space for the family to work on solutions. For example, with the assistance of the LIFE team, children in three families were not placed in care (which was expected to have otherwise to have occurred with a 80-100% probability). The expected prevented cost savings over the first twelve months during the LIFE programme were estimated based on the professional consensus of the LIFE team as to what would have occurred and the associated probability.

Using the same 3 categories identified in the Direct Cost Savings analysis:

Families with improved circumstances [Families 1,8,10]

- Further escalation of costs was prevented on top of the reduction in actual costs in the order of magnitude of ~£223k in total, or ~£74k per

family

- The saving equates to a 30-50% saving of the total forecasted costs if the family had not entered the LIFE programme.

Families with stabilised situations – no further escalation [Families 3,5,6,7,9]

- Escalation of costs avoided, estimated at ~£207k in total, or ~£42k per family.
- The saving equates to a ~52% saving of the total forecasted costs if the family had not entered the LIFE programme

Families with limited immediate turnaround opportunities [Families 2,4]

- The escalation along the cost trajectory was not avoided. However, some costs were prevented at an estimated total value of ~£34k, or ~£17k per family

Summary

The analysis of the cost savings in relation to the families in the LIFE programme highlighted 3 broad categories of families:

Families with improved circumstances [Families 1,8,10]

- Upon entry into LIFE, typically cost >£100k pa as a family unit, or on average >£30k pa per family member
- Have on average exhibited 61% actual cost reduction compared to the 6 months prior to LIFE
- Further escalation of costs prevented on top of the reduction in actual costs. Prevented costs estimated at ~£223k in total, or ~£74k per family. Saving equates to a 30-50% saving of total forecasted costs if the family had not entered the LIFE programme.

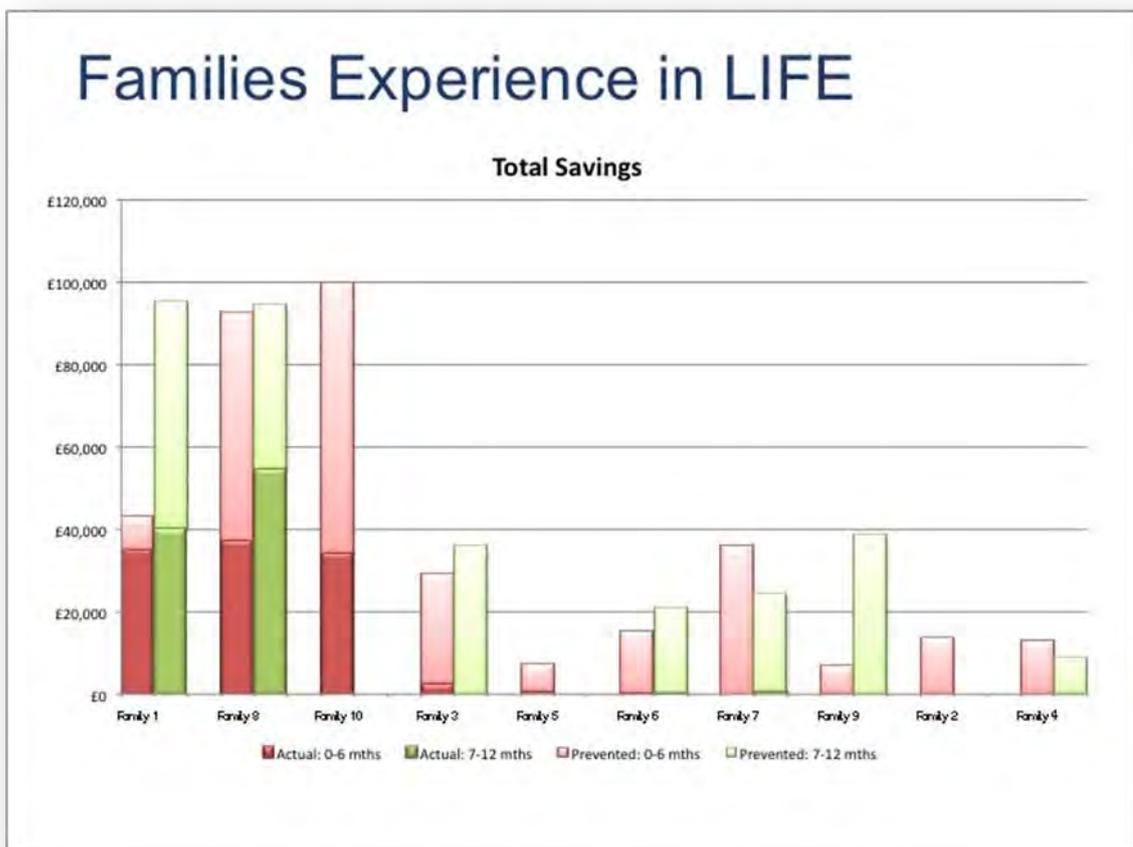
Families with stabilised situations – no further escalation [Families 3,5,6,7,9]

- Typically cost £20-50k pa as a family unit upon entry into the program (or £5-£15k pa per family member)
- Actual costs have remained essentially flat by avoiding escalations such as eviction (~£12k for full eviction process), child on a protection plan (£20k+ pa), etc.
- Escalation of costs avoided. The prevented costs are estimated at ~£207k in total, or ~£42k per family. The saving equates to a ~52% savings of the total forecasted costs if the family had not entered the LIFE programme.

Families with limited immediate turnaround opportunities [Families 2,4]

- Typically cost <£50k pa as a family upon entry into programme
- Cost trajectory unable to be prevented in the short term, eg mother & child placement already agreed with social services prior to entry into LIFE; children taken into care due to disclosure of abuse.
- However, some costs were prevented at an estimated total of ~£34k, or ~£17k per family.

Figure: Total savings (direct & prevent) for Swindon LIFE families



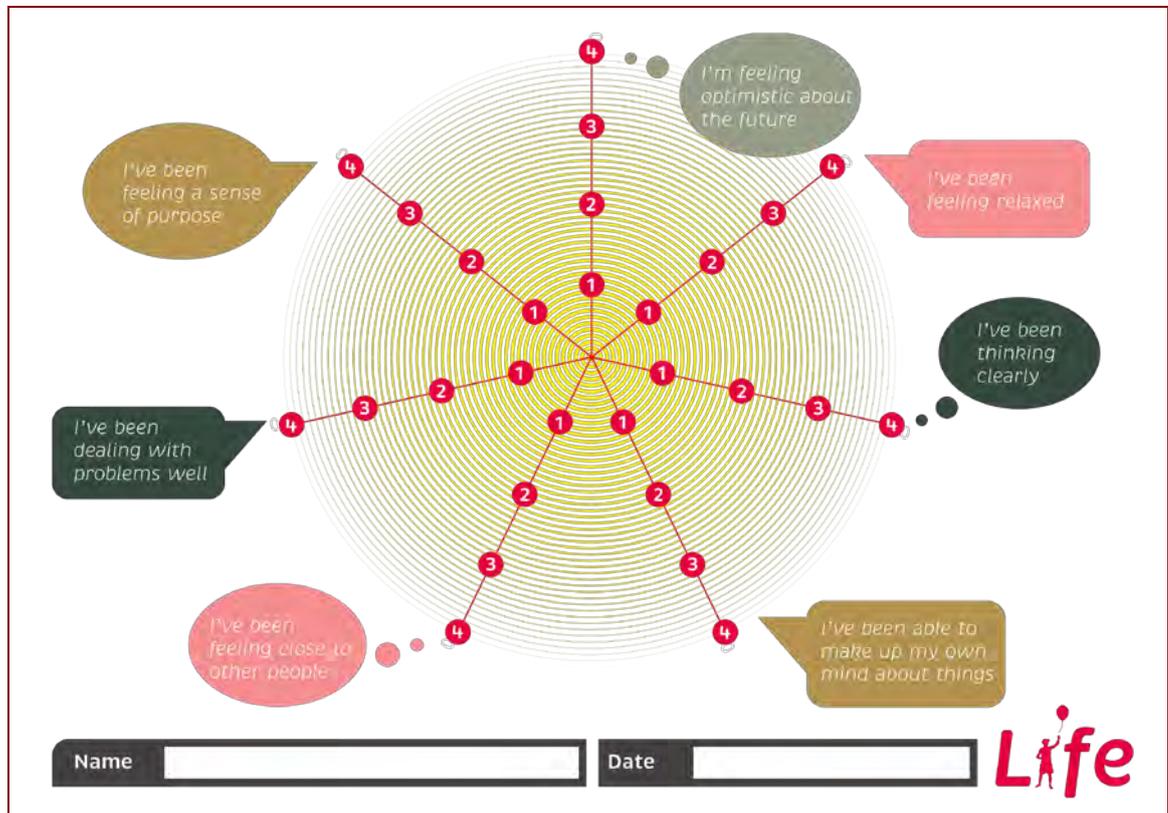
Appendix C:

On-line tools

Participate have been able to develop a digital response to the development of the LIFE programme. Specifically through the avenues listed below) In addition, we have been developing new metrics and outcome frameworks, which better reflect the long-term success of programmes that work with the types of issues facing these families

- Open Source Site – www.alifewewant.com, a site that puts all our thinking, practice, principles and tools online for comment, critique and development, so that all the expertise from families, experts and front line workers can be channelled into strengthening the programme and building a community to support a ‘family movement’.
- Tools – We have started to develop a series of tools that the team and family members can use, together, or on their own, to help them move through the various stages of the programme. Many of these can be viewed in the Resource section of www.alifewewant.com.
- The LIFEboard - An online tool that enables a new form of communication between families and workers and acts as a system of self-reporting, capturing not only basic data, but also making visible ‘softer’ progress, such as well-being, as well as crucial data on the capabilities and resources that are being nurtured and expanded in these families to build sustainability

Life Star



What dimensions can be assessed through LIFEStar?

The seven dimensions of LIFEStar can each be assessed separately, or aggregated to a general Wellbeing status. In other words the tool offers the flexibility to measure both individuals and families, to aggregate families and make comparisons between families and to make comparisons between families on different programmes. In other words LIFE can benchmark progress with data from other sources.e.g. the European Social Survey.

One Swindon –