

Keys to the Future

An independent evaluation of Shelter's
Children's Services

Bristol service interim report



Shelter



UNIVERSITY OF
BIRMINGHAM

Acknowledgements

The evaluation team would like to thank everyone who gave their time to participate in this evaluation and made invaluable contributions: children and young people, parents, stakeholders, Keys to the Future workers, the management and administrative staff at Shelter.

Cover photograph by Sophie Laslett. Other photographs by Nick David, Sophie Laslett and Andrea Testoni.

To protect the identity of Shelter clients, names have been changed and models have been used in photographs.

RH3095

Contents

Introduction	4
Aims and interventions	5
Programme reach	8
Impact and outcomes	10
Lessons learnt	16
Appendix 1: Cost consequence case study	18



Introduction

This report has been produced as part of an independent evaluation of the Keys to the Future programme commissioned by Shelter, specifically covering the Bristol Keys to the Future service. It presents the findings of qualitative research conducted over the past year with the Keys to the Future staff team, parents, children and young people, and other stakeholders. In addition, interim findings of a cost consequence case study are outlined. It aims to provide an overview of the achievements of Bristol Keys to the Future over the past year and, as such, contributes to an evaluation summary report that covers all of the Keys to the Future interventions.



Aims and interventions

Aims

Bristol's Keys to the Future service aims to ensure that the needs of homeless children in Bristol are met. It offers a comprehensive housing needs assessment and follow-up family support to improve children's housing situation, together with a range of tailored support services for children, including acting as the Lead Professional for children with complex needs, to enable them to feel safe, happy and to enjoy and achieve.

Interventions

The Bristol service tailors its interventions to meet the needs of individual children and families (summarised in Table 1). The Keys to the Future service works in close co-operation with the Shelter Homeless to Home (H2H) service which helps homeless families settle into their new homes and sustain their tenancies. When both services are involved, H2H has supported the parent and Keys to the Future (KTTF) has focussed on meeting the needs of the children. A parent from Bristol commented:

'There is the same ethos for KTTF and H2H so it's doubly good. The tenancy support and the child support have the same training and consistency. Consistency is something we've lacked in our lives.'

Table 1: Interventions used in Bristol

Intervention	Parents	Children
Advice, information and signposting	575	282
Engagement with one or more agencies including making a referral	591	435
Financial, in-kind support and charity applications	142	87
General support activities	504	339
Group work and user-involvement activities	11	221
One-to-one placement with a volunteer	2	12
One-to-one planned meetings with child	0	466
Total	1,825	1,842

NB This table is based on data from September 2008 to August 2009. Intervention data was not recorded before this.

Table 1 shows that the most common intervention used with parents, and the second most frequent with children, was engagement with other agencies. This is because of the strong emphasis in the Bristol model on multi-agency working and the effective links that have been developed with a wide range of other agencies. The data also shows that one-to-one planned work with children is a strong feature of the Bristol service.

Interventions that have worked well are as follows:

Resolving housing issues

Bristol Keys to the Future has helped to get people rehoused and also to deal with difficulties, such as racial harassment, in their current accommodation. The service also helps families to access support with redecorating and furnishings, so that they can make a decent family home.

Advocacy and liaison with local agencies

Parents have commented on how effective Keys to the Future has been in advocating on their family's behalf with other agencies. Often families are apprehensive about dealing with statutory agencies and Keys to the Future has been successful in helping people to find out about, and get, what they are entitled to.

Supporting families to access other local services

The families Keys to the Future works with are often chaotic or in crisis. Keys to the Future offers a flexible service that overcomes barriers to accessing other services, such as accompanying service users to appointments and helping them find free activities for children in their area. This appears to build the capacity of families to be more independent in the long term.

Co-ordination of multi-agency work

Keys to the Future has supported many children through the Common Assessment Framework (CAF) process, often acting as the Lead Professional. Multi-agency panels are in place across the city now, but Shelter's experience is that some work better than others and that in some instances CAFs are done 'to' families rather than 'with' them and that they can be seen as a bureaucratic process that is not helpful to children and families. Keys to the Future has been involved in 461 multi-agency support plans in Bristol, often co-ordinating multi-agency work regardless of whether or not a CAF is in place.

Group work with young people

Keys to the Future provides a wide range of group work opportunities for children. These activities help children to make friends, integrate, develop social skills, have new experiences, and increase their confidence.

Involving children

The Bristol service has a strong culture of service-user involvement and other agencies have described them as 'child-centred and service-user led'. The Groovy Team and Groovy X Team have delegated budgets and the children plan what they want to do. Children have also been involved in the recruitment of staff.

'KTTF are very good at keeping the focus on how it might feel to be that child.'

Barnardos worker



Programme reach

The data in this section is based on monitoring data for 401 children supported by Bristol Keys to the Future, from July 2007 to August 2009.

Fifty-two per cent of the children Bristol Keys to the Future has worked with were boys and 47 per cent were girls. In one per cent of cases, the Bristol service worked with pregnant women. This indicates no significant gender difference.

Eighty-nine per cent of the children supported in Bristol did not have a disability. Of the six per cent that were recorded as having a disability the most common were ADHD, autism and respiratory illness.

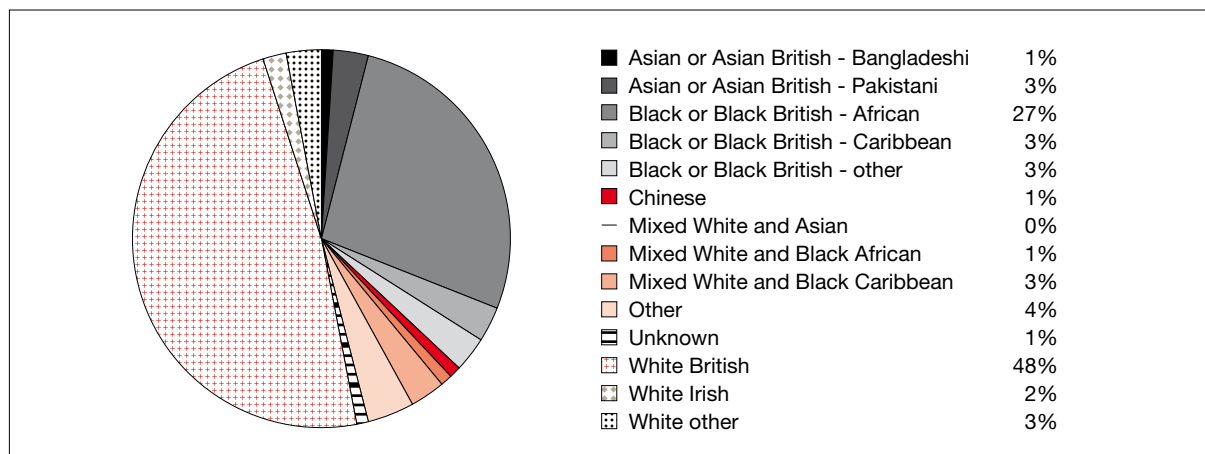
Table 2 shows that the majority (53 per cent) of the children Keys to the Future has worked with in Bristol are under six years old. This is due to the fact that the key source of referrals to the service has been health visitors who work mainly with this age group.

Table 2: Age of children worked with in Bristol

Age group	Number of children	% of children worked with
0-5	213	53%
6-12	130	32%
13-16	58	15%

Chart 1 summarises the data on the diverse communities reached by Keys to the Future.

Chart 1: Ethnicity of children worked with in Bristol

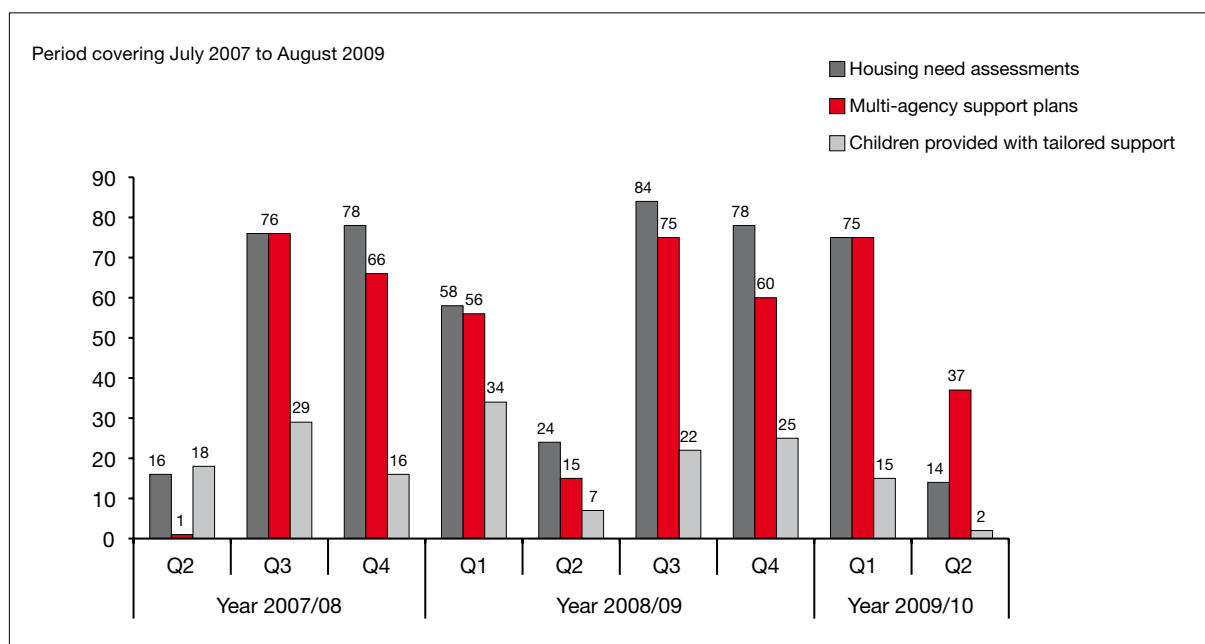


In Bristol, 53 per cent of the children Keys to the Future has worked with were white and 33 per cent were black, of which 27 per cent were black British or black African. Four per cent of children were Asian and four per cent were of mixed ethnicity. The 2001 Census data states that 91 per cent of the population in Bristol City were white. It is clear that the project has been effective in reaching black and minority ethnic communities, including refugees and asylum seekers.

One Chinese parent interviewed was complimentary about the Bristol service, describing it as ‘good for my culture’. She compared Keys to the Future favourably with services provided specifically for the Chinese community.

Over the period July 2007 to August 2009, the service has completed 557 housing assessments, 474 multi-agency support plans and provided 169 children with tailored support. Chart 2 shows quarterly outputs for housing needs assessments, multi-agency support plans and children provided with tailored support. There is no discernable pattern in outputs. Overall, activity was higher in year 2 as the project became established and there has been a reduction in outputs in each year during the summer period (quarter 2).

Chart 2: Quarterly profile of outputs for Bristol¹



¹ Overall service target outputs: 900 unsettled children have their support needs assessed (housing needs assessments); 600 multi-agency support plans developed and monitored; and 225 unsettled children are provided with tailored support and opportunities to engage in learning and recreational activities.



Impact and outcomes

Table 3 shows that the main Every Child Matters (ECM) outcomes that the Bristol service has achieved are in relation to improving housing and income for the families they have worked with. Achieving personal and social development and enjoying recreation, children and young people (CYP) having stability and being cared for, and attending and enjoying school, have also been significant achievements.

Table 3: ECM outcomes in Bristol

ECM aim	Count	%
Aim 13 – CYP live in decent homes and sustainable communities	105	21%
Aim 14 – CYP live in households free from low income	105	21%
Aim 9 – CYP achieve personal and social development and enjoy recreation	62	12%
Aim 6 – CYP have security, stability and are cared for	49	10%

ECM aim	Count	%
Aim 7 – CYP attend and enjoy school	41	8%
Aim 2 – CYP mentally and emotionally healthy	27	5%
Aim 5 – CYP safe from discrimination, bullying, crime and antisocial behaviour in and out of school	23	5%
Aim 1 – CYP physically healthy	20	4%
Aim 10 – CYP engage in decision making and support the community and environment	14	3%
Aim 3 – CYP choose to live healthy lifestyles	8	2%
Aim 4 – CYP safe from maltreatment, neglect, violence and sexual exploitation	13	3%
Aim 11 – CYP engage in law abiding and positive behaviour in and out of school and develop positive relationships	13	3%
Aim 8 – CYP achieve stretching national educational standards	9	2%
Aim 12 – CYP develop self-confidence and successfully deal with significant life changes and challenges	5	1%

Average risk factors for children worked with have reduced significantly. For instance, across all children worked with, there was an 86 per cent reduction of children at risk of not attending or enjoying school and a similar reduction in the risk of children having unhealthy life styles.

Cost consequence analysis

A cost consequence case study² indicated that Keys to the Future offers good value for money. The return on investment (eg potential savings for statutory agencies), related to primary family risk alone, suggests a return of between £4 and £7 for every £1 invested in Keys to the Future. This is a conservative figure as it excludes both the impact of income maximisation for the family and the potential longer-term cost and consequence implications associated with the other educational, offending/victimisation, and emotional risks identified.

Outcomes of group work for children

Children participating in a group work drama session during the Easter school holidays were asked what they liked about group activities with Shelter and how Shelter helped them. They said:

‘It’s fun. If I wasn’t here I’d be watching TV, sitting in – bored.’

‘Making friends is the best thing. I’ve made lots of new friends and I used to be a bit of a loner.’

‘It’s based on our ideas, so it’s good.’

‘We can talk about how we feel and if we’ve got family problems. If there’s a big argument they can help sort it out.’

‘I’m getting on better at school with my learning, especially maths and literacy. I’m happy now.’

² Based on one family’s situation and the intervention by the Bristol Keys to the Future service. For further details, see Appendix 1.

There is evidence of children enjoying themselves, making friends and getting on better at school. They have received emotional support and advocacy within their family.

Observation of Groovy X team sessions, for children who are no longer supported by the service but still want to be involved, showed how much the children value the chance to plan and participate in activities, often doing things they had never tried before. They seemed to relish the chance to plan and lead these sessions, showing considerable maturity and good teamwork in allocating roles and tasks within the group.

Children attending a family fun session at an adventure playgroup also commented on the difference Keys to the Future has made to them and their family. There is evidence of children feeling happier, safer and better able to get on with their peers.

‘It’s got me back on my feet. Before I was down to my lowest level, like I was in a dark pit. Then Shelter came and I’ve gone back up. I’ve got into activities I’d never have got into without help like, DJ-ing, ice skating and trips. I used to just be in the house. Now I can get out more and meet more people. It makes me feel happier – I’m getting my life back to how it used to be. I’ve got a girlfriend now and it’s lasting better. I find it easier to get on with people.’

Boy (14)

‘We get to do fun stuff. It’s really fun, better than staying in. Shelter helped us to find a new house and get carpets, plates etc. It’s in a nicer area and closer to school. Before, we had to get up at 5.30am to go to school. They’ve been helping Mum and she’s happier. My Dad and us don’t have to get up so early. We feel safer where we are now and we feel happier.’

Sisters (11 and 13)

Outcomes of one-to-one support for children

Case study 1: Keys to the Future, Bristol Engaging with services

Family profile

The family has four children aged three, seven, 12 and 14. Mum (Amy) and Dad (Bill) split up and Amy moved away to Portsmouth with the three youngest children. She died suddenly and all the children had to move back to Bristol to live with their Dad. The housing association tenancy was in Amy's name, so Bill and the four children were then threatened with homelessness as well as coping with the grief of losing Amy. The two eldest children were not attending school regularly and were displaying challenging behaviour.

Keys to the Future's interventions

Keys to the Future supported Bill to sort out his benefits and successfully applied for school uniform grants and bus passes for the two older children, which helped them to attend school. Bill said:

'Our heads were all over the place but in a way it's brought us a bit closer. Without their help my kids wouldn't be getting on as well. It's like they're part of the family. Shelter listened and helped but social services have watched and judged. Shelter are mellow and chilled out – that's what helped me to speak to them. They don't talk down to me.'

Keys to the Future worked one-to-one with Ellie and Mark separately. Both children had a CAF. They found Shelter's support invaluable.

'She helps me chill out and get away from things. I can trust her and speak with trust with her, but have a good time as well. Without it my brain would have been overloaded. Yeah, I need to go to school but she didn't tell me what to do. She gave me advice about what might happen if I didn't go. If you needed something done it'd be done in the next two weeks. My KTTTF worker would go out of her way to help.'

Ellie (14)

Outcomes

The issues this family face cannot be quickly fixed but Keys to the Future has enabled them to cope during a traumatic time by gaining their trust and not judging them. The outcomes of the support Keys to the Future provided were praised by other professionals supporting the family. One described Shelter's engagement with the family, particularly Bill who is very mistrustful of statutory agencies, as 'a massive achievement'.

'The horse-related volunteering Shelter helped Ellie get into has been great for her. She really loves it. It's given her something to look forward to.'

Learning mentor

Bristol Keys to the Future has helped children in relation to all five ECM outcomes and their sub-objectives by offering a tailored and bespoke service that meets the needs of individual children and families. Families value the way the service has been delivered in a non-judgemental and inclusive way (see Case study 1).

Keys to the Future has also helped families to deal with the impact of trauma such as bereavement and domestic violence. One parent said:

‘My KTTF worker helps my boys to deal with the trauma they’ve experienced. She helps them to relax and reintegrate. They were very isolated.’

Bristol Keys to the Future has supported children to enjoy and achieve at school. Shelter organised a volunteer tutor to work with one young person through their local volunteering project. This was so successful that the school asked to continue the arrangement and the volunteer goes into school weekly to help the young person who is now achieving well:

‘They got her into a course on a Monday after school and I’m so pleased with how she got on. She hasn’t been learning well at school, especially not her times tables and telling the time. But she came home from this and she knew how many minutes were in half an hour. It’s really helped in just six weeks. I felt she learnt more from that than she had in school.’

Parent of child

Outcomes of holistic support for families

By doing housing needs assessments with a focus on the needs of children, Keys to the Future has been able to improve the housing situation of many of the families it has worked with.

‘They’ve made a lot of difference. She’s worked wonders with my three kids. Without Shelter people would be stuck. My old house was full of damp but my new one is lovely. It’s made a lot of difference because now the girls have their own space instead of five or six in one bedroom. Without their help things would be wrecked, they’ve done so much for us. Now the girls are calming down. They all liked to see her.’

Parent

An important part of Keys to the Future’s success has been working in a holistic way, with a ‘whole family’ approach, supporting both the parents and the children. This has brought about benefits that are likely to last after Shelter’s involvement with the family finishes (see Case study 2).

Case study 2: Keys to the Future, Bristol Housing and family support

Family profile

Zainab and her two children, aged one and nine years, were living with their in-laws in very overcrowded accommodation. Zainab was treated as a slave by her husband's family. Her movements were restricted, the family lived in one bedroom and shared a double bed and there were no toys in the house. Zainab had postnatal depression following the birth of her youngest daughter. This was compounded by ongoing domestic violence by her husband, who was physically and sexually abusive. The Shelter worker described Zainab as being 'worn down' when they first met.

Keys to the Future's interventions

Keys to the Future provided emotional and practical support. The service helped the family to get rehoused in emergency accommodation and then provided support through the whole process to enable Zainab to feel brave enough to live independently. Keys to the Future got social services to write a letter of support to the housing department because Mum had threatened to kill herself and her children. This helped them get a high enough priority to bid for permanent housing.

Outcomes

The Homelessness Officer who dealt with the case acknowledged that Keys to the Future's involvement changed the outcome and led to the family being permanently rehoused:

'Zainab was not always able to fight her case. She wasn't aware of what she needed to do. KTTF acted as an advocate on her behalf – it wouldn't have been clear how vulnerable she was otherwise. Their involvement was really valuable – Zainab wasn't coping.'

The domestic violence worker (from Freedom) involved with the family also felt Keys to the Future's support made a significant difference:

'I very much doubt that Zainab would have done it without Shelter. They found her somewhere to live and took very quick steps to help Zainab improve it – it had no carpets and the wallpaper was peeling off. They also supported her in dealing with racist neighbours and helped her to put in a complaint.'

The CAF process worked very effectively in co-ordinating multi-agency support for the family, and has been recognised as an example of good practice in Bristol.

Zainab is effusive about the impact of the support she has received. Her confidence and self-esteem have increased dramatically and the mental health of both children has improved. The family are now safe and the children are thriving. She is looking to the future and wants to work as a bookkeeper. Zainab said:

'KTTF helped me to get out from my hell. Now I'm happy with my children and we are free. Shelter gave me shelter.'



Lessons learnt

Bristol Keys to the Future has developed a range of effective interventions that have improved the outcomes for the children and families they work with. Learning about what has worked in Bristol includes the following:

Holistic, 'whole family' support for children and families

It is clear that holistic support incorporating Keys to the Future and Homeless to Home (H2H) services has been effective, with H2H supporting the parent and Keys to the Future supporting the children. Often it is not possible to improve the situation for the children without working with the parents. There is scope to look at extending the CAF process to include the whole family.

Multi-agency working

The Bristol service has been effective in working in partnership with a range of other agencies to improve outcomes for children and families. When the CAF process works well it has provided a helpful structure for this, but it can be bureaucratic and a CAF is not always necessary for multi-agency work to take place.

Building trust and being responsive

The needs of families worked with in Bristol are often complex and long-standing. Shelter has been effective at building trust with 'hard to reach' families who are suspicious of statutory services and has provided a tailored and responsive service to meet their needs. This has included working with families for up to one year if they have on-going needs.

Participation of service users

The Bristol service has a strong culture of involving the children and families it works with, both in relation to their own situation and in developing the Keys to the Future service. This strong emphasis on the voice of children and young people is effective in relation to ECM outcomes and building children's confidence and self-esteem.

Appendix 1: Cost consequence case study

Introduction

This section presents a case study from Bristol and provides a cost consequence of Shelter's interventions. It aims to give an indication of Keys to the Future's value for money in relation to this case.

The case was selected because it is typical of the complex issues faced by the families that Keys to the Future works with, and because the interventions and outcomes were tangible and therefore a cost could be allocated to them.

Cost consequence case study: Keys to the Future, Bristol Dealing with the impact of domestic violence

Family profile

Jenny is a lone parent with six children. Her three older daughters do not live with her all the time and her eldest boy (aged 10) has autism and attends a residential special school during the week, returning home at weekends. The two youngest boys (aged nine and seven) live with Jenny and both have life threatening allergies.

The family was referred to Keys to the Future by Bristol City Council's Tenancy Support Officer. The whole family has suffered trauma from domestic violence. They have had to leave the family home many times. The father was convicted for violence against Jenny and sent to prison in March 2008. Jenny commented:

'I've been really ill. I had a suspected bleed on the brain, anaemia and I was under severe stress, a combination of physical and mental ill health. I was really chaotic. I had short-term memory loss and I couldn't look after the kids. Social services made an assessment, but they said there were no child protection issues.

'I lost my job and my children's Dad made a fraudulent claim against me to the Child Support Agency from prison. Whilst this was being investigated, I couldn't get any benefits. I had nothing to live on. Some weeks we survived on Weetabix with water.

'My children have been traumatised from what they've seen and experienced. My nine-year-old was really depressed. He'd lock himself in his room and wouldn't talk. He'd shout all the time. My seven-year-old was the opposite. He got over excited and acted in a baby-fied way to get my attention.'

As a result of the domestic violence the family was rehoused. They moved from a multicultural area of Bristol, where they lived for 14 years, to a predominantly white working-class area. The children are mixed race and the family has experienced harassment and racial persecution in their current accommodation.

Keys to the Future's interventions

Because of the complexity of family needs, Keys to the Future has worked closely with Shelter's Homeless to Home (H2H) service in Bristol. Keys to the Future has focussed on Jenny's emotional support needs, particularly in relation to her parenting role, and on the needs of the two youngest boys who displayed challenging behaviour. H2H has also assisted with benefits claims, applications for rehousing out of Bristol, and support from a specialist agency to address the racial harassment the family were experiencing.

continued

'I nearly lost my home. I was £3,000 in debt because I couldn't claim housing benefit. Until two weeks ago I didn't have a bank account because I was made bankrupt. If you don't have a bank account, you can't get child benefit. If you don't get child benefit, you can't get income support. If you don't get income support, you can't get housing benefit. [The H2H worker] helped me focus on what I needed to do first and helped me to get a bank account. Eventually I did it.'

Jenny

External agencies also commented on the complexity of family need and the risk of the youngest children being excluded from school or becoming involved in antisocial behaviour.

'The youngest boys were frustrated. Their older brother had complex needs and the focus was all on him. They needed to do something they could enjoy.'

Housing department spokesperson, Bristol City Council

Outcomes

In a short period of time, Shelter has significantly improved the situation of a family with long-term and complex needs. The boys have bonded with the Keys to the Future worker and enjoy their trips out and say that these make them feel happy. The family's income and benefits have been sorted out, which has improved their economic wellbeing and helped them keep their home.

Keys to the Future has helped to build Jenny's self-esteem and confidence as a parent through modelling ways to deal with the children's challenging behaviour and supporting her to access more in-depth parenting support, not just by referring her but by making it easier for her to attend through accompanying her to the first sessions. Shelter's impact on the family is summed up by this quote from Jenny:

'My KTTF worker helps my boys to deal with the trauma they've experienced. She helps them to relax and reintegrate. They were very isolated. The two youngest have severe life threatening allergies and it makes it hard for them to do things. Sometimes [the KTTF worker] takes all six children out with me. We plan activities and things that we can all do together, like swimming and going to explore. They adore [the worker]. We also do things like go to the park after school. I've wanted to do things but it was overwhelming. I wouldn't have done it without her.'

'Shelter has made a massive difference. [The worker] dealt brilliantly with [the children's] behaviour and has shown me how to deal effectively with it. It's given me a lot of confidence.'

'It's refocussed me on my family and put me back to where I can be a Mum again. In the kind of trauma I've been through, the kids get forgotten – there's a danger that they grow up in a parentless home.'

'Without Shelter's help my kids would be in care and I'd be homeless – definitely.'

Cost consequence analysis

The following analysis is based on the immediate costs to Shelter, the direct financial benefits of support to the family, and the likely longer-term costs to other agencies if preventative/early interventions had not happened.

While value for money and social return on investment models of cost consequence analysis place an exclusively monetary value on any intervention, they do not necessarily address the 'soft' outcomes of an immediate/preventative intervention that may have longer-term financial benefits for the Exchequer. In the case of Jenny, there are 'quality of life' outcomes of Keys to the Future's work that are hard to place a financial value on.

Unit cost³

The methods for calculating the financial costs of Keys to the Future intervention at an hourly rate in this case are outlined in Table 1. These are based on full cost recovery models developed by the Association of Chief Officers of Voluntary Organisations and agreed by the Charity Commission.

Table 1: Keys to the Future cost analysis calculation

Keys to the Future cost analysis calculation
Individual staff salary
+ on costs such as National Insurance and pension
+ indirect costs (office accommodation, travel etc)
+ % of management project management overhead
+ % of central/organisational support costs
÷ by number of staff ÷ by number of working weeks (44) ÷ by number of working hours (37.5)
= Total hourly intervention cost: £32.24

Between May and September 2009, Keys to the Future recorded 25 hours contact time with the family and a further 25 hours in negotiating access to other services, monitoring and inter-agency liaison. Shelter's Homeless to Home (H2H) service estimates a similar level of intervention, involving securing welfare benefits and negotiating family access to other services.

The total Shelter time allocated has been 100 hours – which equates to an investment of £3,224 – split between Keys to the Future and H2H cost-centres. This figure will rise as further interventions are planned and implemented. The figures here relate to initial work and outcomes, as the case was still open when this assessment was done.

Cost consequence assessment

Cost consequence operates at a number of levels:

For the family

Keys to the Future/Homeless to Home service has resulted in Jenny securing full benefits entitlement and disability living allowance (DLA) for one of the sons. Taking DLA alone, this has a financial value to the family of £3,658.20 per annum (at higher rate DLA @ £70.35 per week). Assuming no change in circumstances, this equates to £29,266 between first intervention and the son being able to claim in his own right as an adult.

For external agencies

Keys to the Future has secured other beneficial outcomes for the family. There have been referrals for counselling as a survivor of domestic violence, support around racial incidents, and engagement in an intensive parenting programme. While it is possible to put an hourly unit cost on these additional interventions (£48 for counselling and £55 for intensive family support) it has not been possible to arrive at a cumulative cost for external agency interventions.

3 Other agencies involved were not able to quantify time spent with the family (and related interventions) and have therefore been excluded from this calculation.

For Jenny

the key outcomes of Keys to the Future's intervention were that she had maintained her accommodation and that her youngest three children were not looked after by the local authority. This equates to:

- Housing – loss of tenancy, £9,500⁴
- Care costs – the median weekly financial implication of a child being taken into foster care is £489 or for a children's home it is £2,580. As Jenny indicated that this was a high risk, this would represent a cost saving (over the six-month period of Keys to the Future's interventions) of between £12,636 and £67,080 per child for statutory services.⁵

Other risk factors

Jenny, Keys to the Future/Homeless to Home service staff, and external stakeholders identified a number of other risk factors that have cost consequence implications:

- Repeated incidents of domestic violence (total estimated cost per incident to legal, health and related services) – £73,437 per case.⁶
- Racial attacks – the cost to the individual of a racial assault is estimated at £788 and £1,440 to health and criminal justice services per incident.⁷
- Risk of school exclusion due to disruptive behaviour – £14,664 per placement in a pupil referral unit.⁸
- Risk of a Parenting Order due to disruptive behaviour of child – application costs only, £2,480.⁹
- Potential long-term mental health problems – intervention and treatment costs, £21,612 per household.¹⁰

These figures only apply to immediate costs and do not take account of the 'life course' consequences for children in families with complex housing, educational, social and emotional needs. Nor can the cost consequence model place a value on Keys to the Future's impact on the family's quality of life and relationships.

Conclusion

This interim cost consequence analysis provides a series of financial proxy measures to assess the impact of Keys to the Future. The analysis indicates that Keys to the Future offers good value for money. In terms of return on investment (eg potential savings for statutory agencies) the figures related to primary family risk alone suggest a return of between £4 and £7 for every £1 invested.

The analysis excludes both the impact of income maximisation for Jenny and the potential longer-term cost and consequence implications associated with the other educational, offending/victimisation and emotional risks identified within the family.

These interim findings reinforce a growing body of evidence which supports the veracity of preventative and early interventions with children and families and '[offering] services as their problems are identified, rather than these waiting until their difficulties have exceeded some notional threshold for services'.

4 Jones, A., Pleace, N., Quilgars, D. & Sanderson, D. (2006) *Addressing antisocial behaviour: An independent evaluation of the Shelter Inclusion Project*. London, Shelter

5 NHS Information Centre (2009). *Personal social services expenditure and unit costs, England, 2007–08*. Leeds, NHS Information Centre

6 Home Office (2006) *Tackling Sexual Violence: Guidance to Local Partnerships*. London, Home Office

7 Home Office (2005) *The economic and social costs of crime against individuals and households 2003/04*. London, Home Office

8 National Audit Office (2005) *Improving School Attendance in England*, Report by the Comptroller and Auditor General, HC 212 Session 2004–2005 and Fairbridge (2009) *School Exclusion*. London, Fairbridge

9 Home Office (2006) *Regulatory Impact Assessment: Extending parenting contracts and orders*. London, Home Office

10 Office of the Deputy Prime Minister (2004) *Supporting People: Benefits Realisation of the Supporting People Programme*, London: Office of the Deputy Prime Minister

Until there's a home for everyone

We are one of the richest countries in the world, and yet millions of people in Britain wake up every day in housing that is run-down, overcrowded, or dangerous. Many others have lost their home altogether. Bad housing robs us of security, health, and a fair chance in life.

Shelter helps more than 170,000 people a year fight for their rights, get back on their feet, and find and keep a home. We also tackle the root causes of bad housing by campaigning for new laws, policies, and solutions.

Our website gets more than 100,000 visits a month; visit shelter.org.uk to join our campaign, find housing advice, or make a donation.

We need your help to continue our work.
Please support us.

UNIVERSITY OF
BIRMINGHAM



Shelter
88 Old Street
London EC1V 9HU

0300 330 1234
shelter.org.uk

Registered charity in England and Wales (263710)
and in Scotland (SC002327)

Shelter