



## **Worcestershire's Stronger Families Outcomes Plan 2015/16**

(Troubled Families Programme Phase 2)

### **Background and context**

The Stronger Families programme (Worcestershire's delivery of the national Troubled Families programme) has for the last three years delivered whole family and intensive support to families with complex and – in many cases – intergenerational problems. These ranged from poor school attendance, anti-social behaviour, juvenile crime and worklessness (the national criteria for the programme) alongside issues of child protection, mental health, substance misuse, domestic abuse, debt etc (our local criteria).

In Worcestershire we exceeded our target of providing support to 900 families, and are working to evidence that an estimated 90 – 100% of these families will demonstrate improvements in school attendance, reductions in crime and ASB, and in some families, adults moving into work for a minimum of 13 weeks, by May 2015.

The success of the national programme has led to an extension for a further 5 years. Funding has been confirmed for 2015/16 with future funding expected to be confirmed post elections in May 2015.

This plan sets out how Worcestershire will prioritise families for support in the extended programme, how we will deliver that support during 2015/16, evidence progress made by families and plan for future programme delivery from 2016 and beyond.

Whilst the plan will be agreed and in place from April 2015, it is expected that it will develop in detail during 2015/16 and will be refreshed for 2016/20 should funding be confirmed following the May 2015 elections.

Details relating to the development and delivery of the plan, with partners, can be obtained by emailing [dherbert2@worcestershire.gov.uk](mailto:dherbert2@worcestershire.gov.uk) at any time.

### **Summary of principles and programme delivery**

#### **Identification of families and their needs:**

- Families eligible for support from the extended programme will be identified from local data sources, and by assessment, in line with the Troubled Families themes identified in the national framework (see pages 5 to 11 below)
- As part of whole family assessments (including Early Help Assessments or Children and Young People Assessments) all issues which need to be addressed will be identified.
- To be eligible for the Payment By Results scheme, evidence will be required to show that the family faces at least two of the issues identified by the national framework, and that the significant and sustained progress outlined in this document has been achieved by the whole family, or an adult has moved into continuous work.

#### **Evidencing outcomes:**

- This plan details the outcomes that we expect to see in families that are making sustained and significant progress. Some of that evidence will come from data (eg improved attendance at school), and some from the combined assessment of key workers and the family themselves
- In all cases, a sensible approach needs to be taken to balance actual data and a qualitative assessment of progress. An example of this may be where there is a reduction in recorded crime, or police callouts, but actually the severity of the offences committed has increased.
- As the responsible authority for PbR claims to DCLG, we will work closely with internal audit colleagues to ensure a robust system is in place to validate claims before they are made.

- A claim for 'significant and sustained progress' by a family – and therefore a PbR payment - can only be made where (a) the lead worker for the family judges that progress has been made by the family across all identified problems, that the improvements are likely to be sustained and that the intensity of support required by the family is being reduced AND (b) the data demonstrates, where appropriate, that the progress is significant and has been sustained in accordance with this plan.

### **Delivery of the programme:**

Our target is to support 3100 eligible families during the five year extended programme. As 'early starters' we are already working with a small % of this cohort and our target for the period from 1<sup>st</sup> January 2015 to 31<sup>st</sup> March 2016 is to engage with just under 700 families. To achieve this increase in the scale of the programme will require the support of a wide range of partners, both in identifying families and delivering appropriate support.

Potential delivery partners already identified include:

- The Stronger Families team, jointly managed by Vestia and Children's Services
- Action 4 Children, Barnados, Redditch Borough Council and 4Children and their delivery partners, delivering 0-19 Early Help services throughout the county
- The Early Intervention Family Support team and Wyre Forest and Hagley Project
- Colleagues in Social Care and Learning & Achievement within WCC
- Schools and colleges, YOS, housing providers and housing support providers, National Probation Service, CRC for Worcestershire, HMP Hewell etc

Organisations who wish to lead the delivery of support to families and access PbR for families they support who achieve the required outcomes, will need to demonstrate:

- A whole family and multi-agency approach
- Use of appropriate assessment and monitoring tools
- Appropriately trained and supervised staff

For further details contact Debbie Herbert [dherbert2@worcestershire.gov.uk](mailto:dherbert2@worcestershire.gov.uk)

### Prioritisation of resources

All families need to be able to access support at the appropriate level to meet their needs, and to ensure the safety of children and young people within those families.

Early Help services provide targeted support to those families whose needs are not met by universal services and will, where appropriate, provide that support alongside social care colleagues and others.

The Stronger Families programme is expected to work with families meeting a range of issues across the 6 priority themes of the programme. This plan does not give greater priority to any of these issues but, in order to ensure that resources are targeted where appropriate the following parameters are proposed/have been agreed:

- The Stronger Families team will target their resource to ensure that they are supporting (where possible) families with the most complex needs. This includes families who meet or border social care thresholds **and** would benefit from whole family intensive support and those families who place the highest demands/cost on partner agencies including police, health and DWP – as identified by data sources.
- Families supported by early intervention services will be deemed to meet the criteria for the programme if, on assessment, the issues they face (such as domestic abuse, risk of neglect, substance misuse and health problems) are judged to be 'significant' or 'moderate' (or equivalent measures for systems outside of the Early Help Assessment including Children and Young People assessments carried out by social care).

The following pages define, for each priority theme, the family level outcomes and progress measures for the programme. A more detailed spreadsheet outlining eligibility criteria, data sources and links to the programme's evaluation and cost savings calculator tool is available on request.

## 1. Parents and children involved in crime or anti-social behaviour

<b>Local strategic priority for:</b> community safety partnerships, county and district councils, National Probation service, local CRC, housing providers, Worcestershire PCC, Worcestershire Health and Wellbeing Board, Worcestershire Safeguarding Board				
<b>Strategic targets:</b> Left blank for partners to contribute				
<b>Family Level Outcomes</b>	<b>Evidence source(s)</b>	<b>Baseline measure</b>	<b>Significant progress</b>	<b>Sustained progress</b>
Reduction in frequency and severity of offending amongst under 18's in the family	YOS WM Police	Number of proven offences in the 12 months prior to intervention (per young person)	At least a 33% reduction in proven offences or offences likely to lead to a conviction or out of court disposal AND no serious crime committed (per young person) OR a significant reduction in the seriousness of crime	In the last 6 months (see notes p12)
Reduction in frequency and severity of adult offending in the family	WM Police	Number of proven offences in the 12 months prior to intervention (per family)	At least a 33% reduction in proven offences or offences likely to lead to a conviction or out of court disposal AND no serious crime committed (per family) OR a significant reduction in the seriousness of crime	In the last 6 months
Reduction in family involvement in anti-social behaviour	WM Police Housing Providers	Number of ASB incidents committed in the 6 months prior to intervention or the level of sanctions imposed by Police or housing providers (per family)	A significant reduction in both the frequency and severity of ASB incidents involving family members (guideline of 66% reduction in frequency and no escalation in sanctions)	In the last 6 months

## 2. Children who have not been attending school regularly

<b>Local strategic priority for:</b> Children's Services, schools, Worcestershire Safeguarding and Health & Wellbeing Boards				
<b>Strategic targets:</b> Left blank for partners to contribute				
<b>Family Level Outcomes</b>	<b>Evidence source(s)</b>	<b>Baseline measure</b>	<b>Significant progress</b>	<b>Sustained progress</b>
All children in the family are receiving a suitable education	ONE School records	Number of fixed term exclusions in the last 3 consecutive school terms, prior to intervention (per child)	Each child has had less than 3 fixed term exclusions	Over the last 3 consecutive terms
	ONE School/provider records	% of school sessions absent in the last 3 terms prior to intervention (per child)	Each child has had less than 15% school absences  For PbR claims from April 2016 this figure will reduce to 10% to reflect the revised DfE measure of persistent absence from September 2015.	Over the last 3 consecutive terms
	CME data School rolls Alternative provision records	Number of children in the family permanently excluded from school in the last 3 consecutive terms. Number of children not on the school roll.	Each child in the household is in school, a Pupil Referral Unit or alternative provision and is achieving the above progress measures re attendance and fixed term exclusions.	See above

## 3. Children who need help

<b>Local strategic priority for:</b> Children's Services, schools, Worcestershire Safeguarding and Health & Wellbeing Boards, community safety partnerships, corporate parenting strategy, CYPP				
<b>Strategic targets:</b> Left blank for partners to contribute				
<b>Family Level Outcomes</b>	<b>Evidence source(s)</b>	<b>Baseline measure</b>	<b>Significant progress</b>	<b>Sustained progress</b>
Appropriate step down of safeguarding intervention	FWi	Status at start of intervention (LAC/CP/CIN)	Examples of significant progress include: <ul style="list-style-type: none"> <li>- Step down from CP or CIN</li> <li>- Reunification from LAC</li> <li>- Appropriate step down from 'edge of care'</li> <li>- Step down to Early Help service or universal services</li> <li>- Social worker confirmation that issues have de-escalated</li> </ul>	Sustained for at least 6 months
Significant reduction in impact of concerns recorded within an Early Help Assessment	FWi	Recorded level of impact of issues within an Early Help Assessment ('significant' or 'moderate')	Examples of significant progress include: <ul style="list-style-type: none"> <li>- Reduction in impact of issues from 'significant' to 'moderate' or less</li> <li>- Reduction in impact of issues from 'moderate' to 'minor' or less</li> </ul>	No re-escalation for at least 6 months

## 4. Adults out of work or at risk of financial exclusion or young people at risk of worklessness

<b>Local strategic priority for:</b> community safety partnerships, county and district councils, National Probation service, local CRC, housing providers, Worcestershire PCC, Worcestershire Health and Wellbeing Board, Worcestershire Safeguarding Board				
<b>Strategic targets:</b> Left blank for partners to contribute				
<b>Family Level Outcomes</b>	<b>Evidence source(s)</b>	<b>Baseline measure</b>	<b>Significant progress</b>	<b>Sustained progress</b>
An adult or young person in the family moves into sustained employment	DWP/TFEA Key worker	At least one family member is claiming an out of work benefit at the start of the intervention and is assessed as able to work by DWP	An adult or young person in the family moves off out of out-of-work benefits and a family member moves into work Or If family is claiming UC, the earnings threshold is satisfied	JSA claimants – 26 of last 30 weeks in employment Other OOW benefits – 14 consecutive weeks (set by TF programme)
Family members have made progress to work	Case notes/FWi and/or DWP 5 stages assessment		A family member has undertaken a work or volunteering placement, accredited training or qualification to improve their skill levels OR A family member improves their overall RAG rating on DWP 5 stages to work assessment over the course of the intervention	Placement or training completed or attended for 13 consecutive weeks OR plans are in place for continued engagement with employment and skills provision



<b>Priority 4 continued</b>				
<b>Family Level Outcomes</b>	<b>Evidence source(s)</b>	<b>Baseline measure</b>	<b>Significant progress</b>	<b>Sustained progress</b>
Family have reduced debt or risk of financial exclusion	Lead worker records, evidence of debt or arrears, 'better off calculations'	Initial assessment of debt, budgeting issues, arrears etc	<p>Family make significant progress against issues identified eg:</p> <ul style="list-style-type: none"> <li>• Measurable increase in family income</li> <li>• Reduced proportion of income servicing debt</li> <li>• Sustainable housing achieved or progress made towards achieving</li> <li>• Evidence of improved budget and debt management</li> </ul>	At case closure or step down to less intensive support

## 5. Families affected by Domestic Violence or Abuse

<b>Local strategic priority for:</b> WFADASV, community safety partnerships, county and district councils, National Probation service, local CRC, housing providers, Worcestershire PCC, Worcestershire Health and Wellbeing Board, Worcestershire Safeguarding Board				
<b>Strategic targets:</b> Left blank for partners to contribute				
<b>Family Level Outcomes</b>	<b>Evidence source(s)</b>	<b>Baseline measure</b>	<b>Significant progress</b>	<b>Sustained progress</b>
Reduction in domestic abuse within the family	Recorded police call-outs to domestic incidents	Number of call-outs in the 12 months prior to start of intervention	Absence of recorded police call-outs to domestic incidents except those in support of civil injunctions or their equivalent	In the last 6 months
	Lead worker assessment/case notes	Assessment at start of assessment or when DA/DV is disclosed	Family members participate in intervention eg family support, victim or perpetrator programmes, relationship support as appropriate	Interventions completed
	Local risk assessment tool eg Safe Lives' DASH	Assessment at start of assessment or when DA/DV is disclosed	Local risk assessment (if applicable) demonstrates a reduced risk/improved safety	At case closure/step down from original level of support

## 6. Parents and children with a range of health problems

<b>Local strategic priority for:</b> community safety partnerships, county and district councils, National Probation service, local CRC, housing providers, Worcestershire PCC, Worcestershire Health and Wellbeing Board, Worcestershire Safeguarding Board				
<b>Strategic targets:</b>				
<b>Left blank for partners to contribute</b>				
<b>Family Level Outcomes</b>	<b>Evidence source(s)</b>	<b>Baseline measure</b>	<b>Significant progress</b>	<b>Sustained progress</b>
Improvement in the management of mental health of adults and children in the family	Assessment/case notes/multi-agency meeting notes	Assessment by lead worker/medical diagnosis	Assessment/case notes evidence an improvement in mental health or access to appropriate treatment/support	At case closure or step down to less intensive support
Reduced alcohol misuse within the family	Assessment/case notes/multi-agency meeting notes	Assessment by lead worker/medical diagnosis	Assessment/case notes evidence a reduction in drinking at levels likely to cause harm and/or engagement with appropriate treatment service	At case closure or step down to less intensive support
Reduced drug misuse within the family	Assessment/case notes/multi-agency meeting notes	Assessment by lead worker/medical diagnosis	Assessment/case notes evidence a cessation of illegal drug use or reduction in misuse of prescribed drugs and/or engagement with appropriate treatment service	At case closure or step down to less intensive support
Improved management of long-term and lifestyle related health conditions	Assessment/case notes/multi-agency meeting notes	Assessment by lead worker/other professional	Assessment/case notes evidence improved management of long-term health conditions and/or improved lifestyle choices	At case closure or step down to less intensive support

### Service transformation and future arrangements (beyond 15/16)

This plan will be reviewed in line with the refreshed Early Help Strategy for Worcestershire and extended, subject to continued funding of the Troubled Families programme, to cover the years 2016 – 2020, by April 2016. The refreshed plan will interface with service transformation proposals arising from Connecting Families and other service transformation programmes.

#### Notes:

1. Within the Stronger Families programme 'family' denotes a group of individuals, normally living in the same household, and including at least one child or young person under 18.
2. The decision as to whether an offence is 'serious' will if necessary be referred to Police and YOS for determination.
3. Details of the requirements for a 'move off benefits and into continuous employment' claim can be accessed in the financial framework for the programme [\(here\)](#)
4. Health outcomes will be reviewed as data sharing with health partners is improved
5. 'In the last six months' refers to the period of six months prior to the point at which a review is carried out to determine whether a family has made 'significant and sustained' progress against relevant outcomes. This can be during the period of support, at case closure or at some future date.