



Herefordshire's Family Outcomes Framework

This document is Herefordshire's first iteration of a family outcome framework which directly supports the delivery of local strategic outcomes, primarily contained within the new Health and Wellbeing Board Strategy 2015-2018 and the Children and Young People's Plan 2015-2018.

This outcomes framework will evidence the impact of Herefordshire's revised approach to helping families earlier.

This document is designed to act as an overarching guide for practitioners, staff, managers and auditors to ensure families achieve significant and sustained improvement which will meet the requirements of the national Troubled Families programme. There will be training and a shorter practitioner's guide developed to support delivery of this document.

The outcomes framework will be approved in September 2015 and will then be reviewed regularly to ensure it meets changing local and national requirements

Herefordshire's approach to helping families

Herefordshire is committed to supporting the most vulnerable and challenged families and their children, which is articulated as key priorities within the Health and Wellbeing Strategy and the Children and Young People's Plan. We are dedicated and focused on ensuring all Herefordshire residents live safe, healthy, independent lives and children have a great start in life.

The new Children and Young People's Plan will help to drive forward an agenda of service transformation and early help across the council and its partners, so that there is a greater emphasis on addressing needs at the earliest opportunity and embedding outcomes-focused family plans using evidence based interventions.

One key action will be to streamline assessment processes so that the assessment stays with the family throughout; whether there are step-ups or step-downs, changes of worker or whether the case is active with universal services or within social care teams. The assessment and outcome plan provides accurate, timely and efficient monitoring and avoids families having to re-tell their story.

Below is Herefordshire's Family Outcome Framework which has been agreed locally, and provides a partnership-wide outcomes framework encompassing strategic objectives, the needs of our families and the needs of local partner organisations. It strives to achieve better outcomes for families, reduce demand and costs for public services but also reducing risk, harm and vulnerability.

By successfully achieving sustained and significant change for families we are confident of demonstrating the fiscal savings for all partners by seeing a reduction in the reactive, statutory and specialist services. The national cost savings calculator will be utilized along with data and intelligence gathered by partners to enable a greater targeted focus on families who are the most challenging and challenged within the county.

Development of the Herefordshire Family Outcomes Framework

- From the beginning of this plan's development, partners from across the Health and Wellbeing Board and Children and Young People's Partnership were clear that this plan had to reflect the county's ambition to achieve better outcomes for families and provide a consistent way of measuring that. Supplementary to that, this framework also acts as a response to the national Troubled Families (TF) programme. The framework is a tool to drive performance and quality as well as for the purposes of drawing down government funding.
- The framework has been developed and approved in tandem with the production of the county's Health and Wellbeing Strategy and Children and Young People's Plan (CYPP). This document should be read in conjunction with the CYPP annual business plans for early help.
- Herefordshire Health and Wellbeing Board and its sub-group, the Children and Young People's Partnership, agreed to participate in phase 1 of the national TF programme and achieved its 3 year target of improved outcomes for 310 families in February 2015. As a result of the national and local impact, the partnership, and Herefordshire Council's Cabinet as lead accountable organisation, agreed to participate in the extended TF programme to 2020. Over this 5 year period our aim is to support over 1000 families.
- Guidance from the TF Financial Framework and exemplar outcomes plans from early starter authorities have supported the production of this first framework for Herefordshire.
- The public health outcomes framework has been used where possible to ensure that strategic outcomes are already measurable and evidenced.
- There has been an extensive consultation on this framework with individual partners, services and teams plus partnership groups and boards between November 2014 and up to approval in September 2015.
- Following the initial draft of the outcomes framework and before its final approval, Herefordshire Council's internal auditors were also consulted to ensure that the framework is robust enough to provide the evidence of significant and sustained progress in families to support any payment by results claims made to the Department of Communities and Local Government.
- Once this framework is approved there will be further development work undertaken to ensure these outcomes are used in practice by front line staff, through revised tracking tools, individuals and family outcomes plans, training and ICT systems. This will be crucial to connect improvements in individual families back to the strategic county goals.

Identifying and working with families



- Families will be identified by a number of means across the 6 main headline areas above – through information sharing of data sets with partners or through nominations or referrals from individual professionals. The specific issues across the 6 headings are detailed in the appendix below along with the data sources for identifying issues in families.
- Herefordshire’s early help approach is currently being developed as part of the priorities within the new Children and Young People’s Plan and will include actions around workforce development; referral, assessment and planning processes; market and community development and establishing an early help offer of service. A key part will be the establishment of an early help intelligence function that will triangulate intelligence from partners to understand the issues within the family. Where the family is not already assessed and / or receiving support then their situation would be risk assessed to be able to prioritise families for assessment and support where appropriate.
- Practitioners working with families will undertake a well conducted family assessment, working with all family members to identify the issues that need to be addressed. This will form the basis of an holistic family outcomes or action plan which will address the issues and what outcomes the family is aiming to achieve. This in turn facilitates the actions to achieve those outcomes in a well-coordinated and effective approach using evidence based techniques and practices.
- The presence of at least 2 of the main headline areas above, suggests that a family may need help and meets the DCLG requirements for a troubled family. Practitioners will need to work with families to agree their outcomes, including outcomes from the appropriate sections of the outcome framework below, and write them in to the individual family outcome plan.
- If an additional issue arises, or becomes apparent, during the course of any support intervention with a family, an outcome must also be achieved for those issues to demonstrate the family has achieved significant and sustained progress.

Evidencing outcomes and long term impact

The achievement of outcomes within this framework demonstrates a commitment to a proportionate and pragmatic approach that reflects genuine improvement in the family's outcomes. Where the term "family member" is used in the framework this means either a child or an adult within the family group.

We will be using a variety of sources to confirm families have achieved positive outcomes.

- The family assessment, outcome plan and review processes will provide a qualitative measure of change for families that will assess the overall wellbeing of the family as well as progress against outcomes across the six headline problems identified as appropriate. Partners may have different tools and recording processes that will achieve this.
- The outcome framework for Herefordshire (below) sets out the core outcomes and measures that indicate the Herefordshire agreed standard of significant and sustained progress.
- Evidence from those practitioners working directly with families will enable them to make a judgement on whether a family has improved significantly and can sustain that improvement long-term, so that intensity of support can be reduced and then eventually stopped.
- The views of family members through self-assessment tools will also help to confirm that significant improvements have been made and that they can be sustained.

Achievement of the outcomes for families will be monitored and reviewed by the early help intelligence function working with practitioners. This process will confirm that at the final review point the family has achieved the outcomes agreed, that support could potentially be reduced or stopped and therefore a claim can be made to DCLG. Outcomes generally will have been achieved between the time the family were identified and an intervention started, and the final review period.

Achievement of outcomes for families against this framework should ensure that significant and sustained improvement for that family has been achieved. However families will be monitored by the early help intelligence function for a longer period of time after an intervention has ended because sometimes situations arise in families that can cause a re-escalation of issues. It is better to catch those issues quickly to resolve them before they reach any crisis point.

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

Lead partnership / agencies:

- Herefordshire Community Safety Partnership
- Police, Probation and Youth Offending Services

Strategic goals and indicators:

- To reduce the number of first time entrants to the youth justice system *
- To reduce the level of police call outs
- To reduce the percentage of offenders who re-offend *

| INDIVIDUAL FAMILY OUTCOME MEASURES: | MEASURED BY / DATA SOURCE: |
|--|---|
| 1. There is a 50% reduction compared to the previous 6 months in the number of recorded offences committed by the family | Recorded offences by the police |
| 2. There is a 60% reduction compared to the previous 6 months in the number of incidences of anti-social behaviour committed by the family | Recorded incidents of anti-social behaviour from police, youth offending service, housing providers, environmental health teams |
| 3. No siblings of young offenders have engaged in anti-social behaviour and / or criminal activity in the previous 6 months, and do not enter the youth justice system for the first time. | Recorded incidences from youth offending service and police |

* Public Health Outcomes Framework

^see appendix 1 for specific issues under this heading

2. Children who have not been attending school regularly

Lead partnership / agencies:

- Herefordshire Strategic Education Board
- Schools, Herefordshire Council

Strategic goals and indicators:

- To reduce the number of children and young people with permanent and fixed exclusions at school
- To increase the % of children and young people that make expected rates of progress in English and Maths

| INDIVIDUAL FAMILY OUTCOME MEASURES: | MEASURED BY / DATA SOURCE: |
|--|---|
| 4. Each school age child in the family has attended school for at least 90% of sessions across the last three school terms | Schools census collected by Children’s Wellbeing Directorate Attendance data from individual schools |
| 5. Each school age child in the family has fewer than three fixed term exclusions within the last three school terms | Schools census collected by Children’s Wellbeing Directorate Exclusions data from individual schools |

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3. Children who need help

Lead partnership / agencies:

- Herefordshire Children and Young People’s Partnership
- Herefordshire Council Children’s Wellbeing Directorate

Strategic goals and indicators:

- To reduce the number of children and young people needing to be looked after
- To increase from 60% to 80% the proportion of all children achieving a Good Level of Development at the end of the Early Years Foundation Stage

| INDIVIDUAL FAMILY OUTCOME MEASURES: | MEASURED BY / DATA SOURCE: |
|---|---|
| 6. Families who are eligible are taking up the 2 and 3 year old offer of nursery places and attended 85% of their sessions in the last 6 months | Early years take up figures – Children’s Wellbeing Directorate QA+ database - Hoople |
| 7. There is an appropriate de-escalation or step-down of a safeguarding plan – ie from child protection (CP) to children in need (CIN) to Common Assessment Framework (CAF) and there is no re-referral to social care after 6 months following the end of the plan | Social care FWI records - Children’s Wellbeing Directorate |
| 8. Children in the family are making good progress at school or a good/expected level of development in Early Years | Early Years Foundation Stage Profile Annual Results 2 Year Assessment Results and Integrated Reviews Teachers reports/assessments |
| 9. Six months after an intervention, parents report improved confidence and competence in parenting | Family assessment and outcome plan Practitioner case notes |

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| | Parents self-assessment / self-reporting |
| 10. Six months after an intervention, the family continue to take part in a wider range of community activity | <p>Family assessment and outcome plan</p> <p>Examples could include library membership, joining sport/leisure groups or involvement in specific activities</p> |

^see appendix 1 for specific issues under this heading

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

Lead partnership / agencies:

- Herefordshire Council, Jobcentre plus

Strategic goals and indicators:

- To reduce the number of people reliant on out of work benefits
- To increase the % of 16-18 year olds who are in education, employment or training *
- To reduce the % of low-income families with children*

| INDIVIDUAL FAMILY OUTCOME MEASURES: | MEASURED BY / DATA SOURCE: |
|--|---|
| 11. An adult or young person in the family has secured and maintained a job (full or part time) for 6 months (individuals claiming JSA) and 3 months (individuals claiming other benefits as per the Troubled Families guidance) | Individual no longer claiming out of work benefits, evidenced through DWP automated benefits check; young person not registered as NEET |
| 12. An adult or young person in the family have made progress to work through volunteering placement, progression into an apprenticeship, traineeship or further accredited learning | Practitioner records Family outcome plan |
| 13. An adult or young person in the family has completed and achieved a qualification, apprenticeship or achieved other milestones that supports progression into continuous paid work | Practitioner records Family outcome plan |
| 14. Family have reduced debt or risk of financial exclusion, e.g. reduced council tax or housing arrears and are accessing eligible benefits including free school meals | Practitioner records Family outcome plan |

* Public Health Outcomes Framework

5. Families affected by domestic violence and abuse

Lead partnership / agencies:

- Herefordshire Community Safety Partnership
- Police, Housing providers, West Mercia Women's Aid

Strategic goals and indicators:

- To increase reporting of domestic violence and abuse into formal reporting routines

| INDIVIDUAL FAMILY OUTCOME MEASURES: | MEASURED BY / DATA SOURCE: |
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| 15. There is a reduction in domestic violence or abuse within the family for at least 6 months | Practitioner case notes; local risk assessment tools Family outcome plan Recorded police call-outs to domestic incidences No reports of incidences from other agencies eg West Mercia Womens Aid (WMWA), Housing Associations |
| 16. Families that are affected by domestic violence and abuse are actively engaged with support services, such as WMWA | WMWA attendance records Practitioner case notes Family outcome plan |
| 17. Perpetrator of domestic abuse is actively engaged and successfully completes a perpetrator program | WMWA attendance records Practitioner case notes Family outcome plan |

^see appendix 1 for specific issues under this heading

6. Parents and children with a range of health problems

Lead partnership / agencies:

- Herefordshire Health and Wellbeing Board
- GPs, Clinical Commissioning Group, Wye Valley NHS Trust, 2Gether Foundation Trust

Strategic goals and indicators:

- To reduce the prevalence of dental decay at age 5 so that the mean is equal or better than the England mean*
- To increase to 95% the take up for all routine immunisations in 0-5 year olds*
- To reduce hospital admissions for unintentional and deliberate injuries in 0-4 year olds from the 25th percentile to between 25th – 75th percentile*
- To reduce the proportion of pregnant women who are smokers at the time of delivery to above the 75th percentile for England*
- To reduce the prevalence of young people smoking, drinking and misusing substances

| INDIVIDUAL FAMILY OUTCOME MEASURES: | MEASURED BY / DATA SOURCE: |
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| 18. Family is registered with local GP | Family outcome plan Practitioner notes / assessment GP practice confirmation |
| 19. Family is registered with local dentist and attended a check-up in the last 12 months | Family outcome plan Practitioner notes / assessment Dental practice confirmation |
| 20. Children have received age appropriate health immunisations / vaccinations | Family outcome plan |

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| | Practitioner notes / assessment GP practice confirmation Child Health hand held record (red book) |
| 21. Family member has engaged with a smoking cessation programme and is demonstrating progress towards cessation (shown by progress over the previous 6 months) | Family outcome plan Practitioner notes / assessment Help to quit service records |
| 22. Family member has engaged with a drug / alcohol treatment programme and is demonstrating progress towards reducing harmful behavior (shown by progress over the previous 6 months) | Family outcome plan Practitioner notes / assessment |
| 23. Family member has engaged with a healthy weight programme and is demonstrating progress towards a healthy lifestyle (shown by progress over the previous 6 month period) | Family outcome plan Practitioner notes / assessment |
| 24. Pregnant women are under the care of a midwife and have had an ante-natal assessment by a Health Visitor | Maternity and health visiting records Family outcome plan |
| 25. All children in the family aged 2½ years have had an ages and stages health assessment | Health Visiting records or Nursery records Family outcome plan |

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Appendix 1 – Specific family issues and identifying data sources

The indicators below are taken from the DCLG Troubled Families Financial Framework March 2015. Those in italics indicate where additional Herefordshire indicators have been added.

| Who are the families we need to support in Herefordshire and how do we identify them? | | |
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| Family Problem (min of 2) | Indicators - what issues could be present in a family | Who will provide the information |
| 1. Parents and children involved in crime or antisocial behaviour. | A child who has committed a proven offence in the previous 12 months. | Information provided by Youth Offending Service and the Police. |
| | An adult or child who has received an anti-social behaviour intervention (or equivalent local measure) in the last 12 months. | Information provided by the Police, anti-social behaviour teams and housing providers. |
| | An adult prisoner who is less than 12 months from his/her release date and will have parenting responsibilities on release. | Information provided by probation providers and prisons. |
| | An adult who is currently subject to a licence or supervision in the community, following release from prison, and has parenting responsibilities. | Information provided by probation providers and prisons. |
| | An adult currently serving a community order or suspended sentence, who has parenting responsibilities. | Information provided by probation providers. |

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| | <p>Adults or children referred by professionals because their potential crime problem or offending behaviour is of equivalent concern to the indicators above. <i>For example:</i></p> <ul style="list-style-type: none"> - racial and hate crime incidences - repeat police call outs to the same address/location over a 6 month period - incidences of sexual violence - incidences of noise nuisance, fly tipping | <p>Nominations from the Police, multi-agency gang units, probation providers, Serious Organised Crime Partnerships, Integrated Offender Management Teams and CHANNEL coordinators; environmental health services; Council diversity team; Herefordshire Safeguarding Adults and Children's Boards; Community Safety Partnership</p> |
| <p>2. Children who have not been attending school regularly.</p> | <p>A child who is persistently absent from school for an average across the last 3 consecutive terms.</p> | <p>Information compiled locally for submission to the Department for Education for the School Census and Alternative Provision Census. Information provided by Education Welfare Officers.</p> |
| | <p>A child who has received at least 3 fixed term exclusions in the last 3 consecutive school terms; or a child at primary school who has had at least 5 school days of fixed term exclusion in the last 3 consecutive terms; or a child of any age who has had at least 10 days of fixed term exclusion in the last 3 consecutive terms.</p> | |
| | <p>A child who is in alternative educational provision for children with behavioural problems.</p> | |
| | <p>A child who has been permanently excluded from school within the last 3 school terms.</p> | |
| | <p>A child who is neither registered with a school, nor being educated in an alternative setting</p> | <p>Information compiled locally from within the local authority</p> |
| | <p>A child nominated by education professionals as having school attendance problems of equivalent concern to the indicators above because he/she is not receiving a suitable full time education.</p> | <p>Nominations from teachers and education welfare officers (or equivalent).</p> |

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| 3. Children who need help: children of all ages, who need help, are identified as in need or are subject to a Child Protection Plan. | A child who has been identified as needing early help | <p>Information from local authority early years providers (e.g. children's centres) about children who don't take up the Early Years Entitlement, by cross-referencing a list of those children eligible with those who are not in an early years setting.</p> <p>Information from local schools, academies and education welfare teams, Special Educational Needs Coordinators (SENCOs) or equivalent about children identified in the School Census as having social, emotional and mental health problems .</p> <p>Information from the Police and Children's Services (including youth services) about children who have been reported missing from home and identified as of concern</p> |
| | A child who has been assessed as needing early help. | <p>Information from Children's Services or related multi-agency teams about children who are:</p> <ul style="list-style-type: none"> - repeatedly assessed under Section 17 or 47, of the Children Act 1989, but not deemed ' a child in need', or -subject to Early Help Assessments or Common Assessment Framework (CAF) , or equivalent |
| | A child 'in need' under Section 17, Children Act 1989. | <p>Information provided by Children's Services.</p> |
| | A child who has been subject to an enquiry under Section 47, Children Act 1989. | |
| | A child subject to a Child Protection Plan. | |

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| | <p>A child nominated by professionals as having problems of equivalent concern to the indicators above. <i>For example:</i></p> <ul style="list-style-type: none"> -children experiencing / at risk of poor parenting -children with developmental delay - children at risk of exploitation (including sexual exploitation) - children identified as not achieving expected levels of attainment in school - children with challenging behaviour - teenage parents - young looked after mother / father who have already had children removed - young carers | <p>Nominations from schools, social workers, early years providers, (including Children's centres), health visitors, education psychologists, school Special Educational Needs Coordinators (SENCOs), Youth Offending Service and the Police. Information from the Closing the Gap project, Herefordshire Carers Support</p> |
| <p>4. Adults out of work or at risk of financial exclusion or young people at risk of worklessness.</p> | <p>An adult in receipt of out of work benefits or</p> <p>An adult who is claiming Universal Credit and subject to work related conditions.</p> | <p>Department for Work and Pension's Automated Data Matching Solution (ADMS) for the Troubled Families Programme.</p> |
| | <p>A child who is about to leave school, has no/ few qualifications and no planned education, training or employment.</p> | <p>Information drawn from Personal Learner Records and the local authority's Client Caseload information System (or equivalent)</p> <p>Information collected by local schools, academies and alternative providers for the Department for Education's School Census and Alternative Provision and Youth Contract providers.</p> <p>Key Stage 4 data compiled by schools and academies' pupil level for the production of published school performance tables.</p> |

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| | A young person who is not in education, training or employment. | Local authorities' Client Caseload Information Systems (or equivalent), which indicates whether young people have been identified as not in education, training or employment (NEET) or whether their activities are 'not known'. |
| | Parents and families nominated by professionals as being at significant risk of financial exclusion. This may include those with problematic / unmanageable levels and forms of debt and those with significant rent arrears. <i>Could also include, for example:</i> - families with housing difficulties e.g. overcrowding, under notice of eviction or homeless - repeat attendance at food banks | Nominations from organisations specialising in debt and finance, such as the Money Advice Service, Jobcentre Plus and housing providers. Council enforcement team, providers/services that distribute food bank vouchers |
| 5. Families affected by domestic violence and abuse. | A young person or adult known to local services has experienced, is currently experiencing or at risk of experiencing domestic violence or abuse. | Referrals from local domestic violence and abuse services or professionals, such as Independent Domestic Violence Advisors (IDVAs), housing providers, health services, the Police, Children's Services and Youth Offending Service. |
| | A young person or adult who is known to local services as having perpetrated an incident of domestic violence or abuse in the last 12 months. | Local Police data and intelligence. Referrals from local domestic violence and abuse services or professionals, such as Independent Domestic Violence Advisors (IDVAs), housing providers, health services, the Police, Children's Services and Youth Offending Service. |
| | The household or family member has been subject to a police call out for at least one domestic incident in the last 12 months. | Information from the Police, Multi-Agency Safeguarding Hubs (MASH) and Multi-Agency Risk Assessment Conferences (MARAC). |
| 6. Parents and children with a range of health problems. | An adult with mental health problems who has parenting responsibilities or A child with mental health problems. | Referrals from Community Mental Health Services, Child & Adolescent Mental Health Services, local GPs, education psychologists and school Special Educational Needs Coordinators (SENCOs). |

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| | <p>An adult with drug or alcohol problems who has parenting responsibilities, or</p> <p>A child with a drug or alcohol problem.</p> | <p>Information drawn from the National Drug Treatment Monitoring System.</p> <p>Referrals from local GPs, the Police or local substance misuse support services.</p> |
| | <p>A new mother who has a mental health or substance misuse problem and other health factors associated with poor parenting. This could include mothers who are receiving a Universal Partnership Plus service or participating in a Family Nurse Partnership</p> | <p>Referrals from health visitors, midwives, family nurses or local GPs.</p> <p>Information from the Local Child Health Information System.</p> |
| | <p>Adults with parenting responsibilities or children who are nominated by health professionals as having any mental and physical health problems of equivalent concern to the indicators above. This may include unhealthy behaviours, resulting in problems like obesity, malnutrition or diabetes.</p> <p><i>Other examples could include:</i></p> <ul style="list-style-type: none"> - children repeatedly not attending medical appointments - individuals identified as attending A&E repeatedly over a sustained period | <p>Referrals from health professionals, including GPs, midwives, health visitors, family nurses, school nurses, drug and alcohol services and mental health services.</p> |