

Sheffield's Troubled Families Outcome Plan

Introduction

The Troubled Families programme aims to develop and embed a culture of whole family, partnership working across support services nationally in order to better support families to overcome multiple and complex needs and achieve significant and lasting change in their lives.

In Sheffield, we term this approach the Building Successful Families (BSF) programme. Our successful track record in the first phase of the programme, achieving 100% success in “turning around” the lives of 1680 families, and our ongoing achievement and ambition in the Expanded Phase contributed to our award of Earned Autonomy. This changes our funding model and places more emphasis on the achievement of our service transformation goals. Our ambition is not only to transform the lives of identified families but to transform our services to be kinder, more integrated and more sustainable.

Our success in this programme is based on our achievement of significant outcomes for 5360 families and our progress towards our Earned Autonomy objectives. These objectives reflect our ambition across our services to tackle some of our city's key challenges connected to the programme's aims across the life course.

Our Troubled Families Outcome Plan (TFOP) defines how we identify families for the programme, what successful family outcomes look like and our Earned Autonomy objectives. We used the Financial Framework developed by DCLG and local partner workshops to define our TFOP and we review and update it every year to ensure it reflects the approaches taken in the city and any changes we have made.

Timeline Targets for success¹

Operational Managers within services will be key to monitoring the progress made with families against success criteria. The Performance & Analysis Service (PAS) will oversee data collation and analysis in order to meet a range of governmental reporting requirements: reports will also be generated in order to inform local service design.

As part of our commitment to the national programme, we continue to contribute to the evaluation and provide data back to MHCLG². We continue to work towards achieving 100% success with 5360 families by the end of the programme, as set out in the below targets³:

¹ Updated annually following achievement of results and updated target figures from the National Troubled Families Unit

² Ministry for Housing, Communities & Local Government, the programme funders

³ Green lines indicate actual attachments and family outcomes as based on targets

Year	Identification & Engagement of families	Family Outcomes
2015/16	1873	92
2016/17	1117	1036
2017/18	1206	930
2018/19	1027	1040
2019/20	137	2262

Strategic leaders are integral in driving our service transformation and achieving our Earned Autonomy outcomes. Our targets cover outcomes that are owned and need to be achieved across all of our city's services. They are ambitious and reflect our aims in developing services that work together to achieve transformation for our families and the city as a whole.

Strategic objective	Measurable	Baseline	Mar-19	Mar-20	Mar-21	Mar-22
Higher proportion of children ready for school	Percentage of children achieving expected learning goals in communication & language at foundation stage	85.6% (July 2018)	85.6%	86.6%	87.1%	87.6%
Higher proportion of children ready for school	Reduction in the average age at referral to SALT	~ ⁴				
Higher proportion of children ready for school	All children accessing FEL in PVI providers will start school with their speech & language needs identified	0	22%	52%	82%	100%
Children feel supported to thrive and achieve, at school and at home	Reduced rate of Permanent Exclusion at Primary	0.079% (July 2018)	0.047%	0.037%		
Children feel supported to thrive and achieve, at school and at home	Reduced rate of fixed term exclusion for children at Primary	2.29% (July 2018)	2.230%	2.030%		
Children feel supported to thrive and achieve, at school and at home	Reduced overall persistent absence rate at primary	10.43% (July 2018)	9.900%	9.000%		
Reduction in demand on SIC, driving cost savings	Reduction in children attending Sheffield Inclusion Centre	297 (May 2018)	247	188	165	
Fewer Sheffield children are excluded, reducing demand on SIC	Reduced rate of fixed term exclusions at Secondary School	16.61 (July 2018)	15.5	14.5		
Fewer Sheffield children are excluded, reducing demand on SIC	Improved overall persistent absence rate at secondary school	17.11 (July 2018)	14.45	13.90		

⁴ To be confirmed

Young people are supported to thrive and achieve	Improved average Attainment 8 score per pupil	44.5 (July 2018)	44.80	45.20		
Parents are supported to learn and work	Percentage of families who achieve continuous employment	9.47% (March 2018)	11%	12.50%		
Parents are supported to learn and work	Increased number of families reaching Progress to Work TFOP threshold where mental health is a concern	51%	56%	61%		
Reduced demand on specialist services, driving cost savings	Reduction in re-referrals to Social Care	32%	30%	29%	24%	19%
Reduced demand on specialist services, driving cost savings	Reduced percentage of currently open CIN who have been CIN for over 12 months	42%	37%	33%		
Reduced demand on specialist services, driving cost savings	Increased percentage of children and young people with EHC plans educated in mainstream schools	45.4%	52%			

Identification of Families

To qualify for attachment to the BSF programme, families must meet at least 2 of the Headline Problems. These Headline Problems are how the Troubled Families unit defines overarching “baskets” of indicators that suggest areas of need and support. They are, in essence, a way of grouping issues into overarching themes. The Headline Problems are:

1. Crime or Anti-Social Behaviour;
2. Education;
3. Child who needs help;
4. Financial Exclusion & Homelessness;
5. Domestic Violence & Abuse;
6. Health.

Families can meet multiple Issues under any of the Headline Problems but only if they are across at least 2 Headline Problems. Qualifying Headline Problems must be met by more than one family member.

In addition, all cases that are attached to the programme must be able to prove that there has been:

- A whole family keyworker;
- A whole family action plan;
- A whole family assessment;

- A whole family review process.

Headline Problem	Indicators
Crime or ASB	Adult or child is/was at risk of committing crime or ASB, Adult or child in custody/prison, Family are victims of crime or ASB, Adult/child is at risk of radicalisation/extremism
Education	<p>Child isn't/hasn't been attending school regularly:</p> <ul style="list-style-type: none"> • child has 10% or more unauthorised absence; • or, child has less than 40% school attendance <p>Child has been/is currently excluded from school (fixed term or permanently), There are concerns regarding the provision of a child's education (e.g. attending alternative provision due to challenging behaviour, poor pattern of attendance, part-time timetable, home educated without evidence of an appropriate educational plan, missing from education, moving school too often) Child's attainment raising concerns (at school age or in terms of achieving the required EY Foundation Stage)</p>
Child who needs help	Assessment of child and family needs via a Social Care/CiN/Early Help assessment leading to a Whole Family Intervention and/or with a history of social care involvement, Child not accessing FEL, Child or young person in need of support for Behavioural, Social or Emotional needs, Child or young person with caring responsibilities, Child at risk of CSE or Trafficking, Issues around bullying, Issues relating to relationship breakdown, bereavement, family make-up or conflict, Adult in need of support around parenting, Children Missing from Home
Financial exclusion & homelessness	Adult is in receipt of out of work benefits or claiming Universal Credit and subject to work-related conditions, Young person is/at risk of being NEET, Family is/at risk of financial exclusion (e.g. at risk of eviction, in rent arrears, claiming income support, relying on food banks, claims to Financial Assistance schemes, receiving debt support, fuel poverty, unmanageable debt), Child/family is/has been at risk of becoming homeless, is experiencing poor housing conditions, Asylum seeking family or with no leave to remain
Domestic Violence & Abuse	Adult/child has experienced, is currently experiencing or is at risk of experiencing Domestic Violence or Abuse (keyworker (through DASH) or family identified) or is known to have perpetrated Domestic Violence or Abuse
Health	Adult or child with mental health issues or suspected or actual self-harm, drug or alcohol issues, physical health need that is impacting on family functioning, not accessing or failure to access appropriately universal health support, Teen pregnancy or child's/young person's sexual activity, Child/Adult has identified learning or development need/disability or Adult with caring responsibilities for another adult that is impacting on family functioning

Achieving Family Outcomes

Families will be supported to achieve significant changes in their lifestyle/circumstances and monitored longitudinally (via data reporting) to track whether or not this progress is sustained for a period of 6 months.

If successful we will see families who are:

- more resilient to deal with crises (fewer referrals to key agencies);
- better able to retain tenancies (fewer evictions & house moves);
- able to acknowledge importance of and engage with the early years & education system (increase in attendance, reduction in exclusions, children who are school ready)
- able to engage in employment (reduction in out of work benefit costs);
- better neighbours and community citizens (reduction in low level ASB/crime),
- able to act appropriately to ensure the safety of children living with them (reduced escalation to Social Care or crisis services);
- safer (reduction in Domestic Violence/Abuse);
- healthier (reduction in substance misuse, improved mental wellbeing, reduced childhood obesity).

Ultimately we will see children, young people and families who have stable home environments, are healthy, safe from harm and have aspirations for their future.

Our outcomes framework recognises levels of success for families: it's ambitious but understands that success looks different for all the families we support, particularly those that have high levels of need and complexity. Our framework is designed to encourage all services to work towards whole family working for all families, as well as sustainable family outcomes that are meaningful for them and recognisable for their families.

The framework sees success as either an adult that has been out of work is in continuous employment for a period of 26 weeks/13 weeks depending on benefit claimed or family outcomes (as outlined below) are achieved. The table below details the expected key success criteria by headline problem. For Child who needs help the success criteria is on a sliding scale from top to bottom dependent on the initial level of unmet need.

Headline Problem	SUCCESS CRITERIA
Crime/ASB	No further ASB or call outs for 6 months No further Youth Justice/CYT referral for 6 months and closure of any Youth Justice/CYT involvement within 3 months of MAST closure No further proven offences for 6 months
Education	Improved school attendance of 90% + for last 3 consecutive terms, where unauthorised absence is less than 10%; Improved school attendance by at least 40 percentage points for those children identified as having very poor attendance; No further fixed term exclusion from school for 3 full school terms Child is accessing FEL entitlement or is in education No further permanent exclusions from school for 3 full school terms
Child who needs help	Reduction in status maintained for 6 months No new Social Care involvement (CiN Episode) within 6 months and closure of any Social Care involvement within 3 months of MAST closure No new Action Plan for 6 months No new referral to Early Help services
Financial Exclusion & Homelessness	Adult is in continuous employment for a period of 26 weeks/13 weeks depending on benefit claimed Young person training, further education or finds employment which is sustained for 13 weeks Adult has achieved appropriate progress to work ⁵
Domestic Violence/Abuse	No further call outs to address for DV incidents for 6 months No MAST intervention within 6 months
Health	No MAST intervention within 6 months

⁵ a recognised vocational qualification (complete or in progress); sustained work experience over 4 weeks; 4 weeks or more of employment; part-time work (up to 16 hours); attendance at relevant education/skills programme; attendance at relevant vocational programme; attendance at a Family Learning Programme; attendance at work-related Children's Centre groups; CV uploaded to job site; Young person training, further education or finds employment which is sustained for 13 weeks