



# **SAFER HARTLEPOOL PARTNERSHIP AGENDA**



**Friday 12 October 2018**

**at 10.00 am**

**in Committee Room B,  
Civic Centre, Hartlepool.**

**MEMBERS: SAFER HARTLEPOOL PARTNERSHIP**

Councillor Christopher Akers-Belcher, Elected Member, Hartlepool Borough Council  
Councillor Jim Lindridge, Elected Member, Hartlepool Borough Council  
Gill Alexander, Chief Executive, Hartlepool Borough Council  
Denise Ogden, Director of Regeneration and Neighbourhoods, Hartlepool Borough Council  
Tony Hanson, Assistant Director, Environment and Neighbourhood Services, Hartlepool Borough Council  
Peter Brambleby, Interim Director of Public Health, Hartlepool Borough Council  
Superintendent Bev Gill, Neighbourhood Partnership and Policing Command, Cleveland Police  
Barry Coppinger, Office of Police and Crime Commissioner for Cleveland  
Chief Inspector Nigel Burnell, Chair of Youth Offending Board  
Ann Powell, Head of Area, Cleveland National Probation Service  
John Graham, Director of Operations, Durham Tees Valley Community Rehabilitation Company  
Simon Weastell, District Manager, Cleveland Fire Authority  
John Bentley, Voluntary and Community Sector Representative, Chief Executive, Safe in Tees Valley  
Chris Joynes, Director of Customer Support, Thirteen Group  
Jean Golightly, Director of Nursing and Quality, Hartlepool and Stockton on Tees Clinical Commissioning Group  
Sally Robinson, Director of Children's and Joint Commissioning Services, Hartlepool Borough Council  
Jill Harrison, Director of Adult and Community Based Services, Hartlepool Borough Council

- 1. APOLOGIES FOR ABSENCE**
- 2. TO RECEIVE ANY DECLARATIONS OF INTEREST BY MEMBERS**
- 3. MINUTES**

3.1 To confirm the minutes of the meeting held on 3 August 2018.



**4. PRESENTATIONS**

- 4.1 Repeat Victimisation Presentation – *Representative from Cleveland Police*

**5. ITEMS FOR CONSIDERATION**

- 5.1 Think Family: Evaluation of the Troubled Families Programme in Hartlepool - *Director of Children's and Joint Commissioning Services*
- 5.2 Hate Crime Update – *Director of Regeneration and Neighbourhoods*
- 5.3 Acquisitive Crime Task Group Update – *Director of Regeneration and Neighbourhoods*

**6. ANY OTHER BUSINESS WHICH THE CHAIR CONSIDERS URGENT**

**FOR INFORMATION**

Date of next meeting – Friday 23 November 2018 at 10.00 am in the Civic Centre, Hartlepool.



## **SAFER HARTLEPOOL PARTNERSHIP MINUTES AND DECISION RECORD**

3 August 2018

The meeting commenced at 10.00 am in the Civic Centre, Hartlepool.

### **Present:**

Councillor: Christopher Akers-Belcher (In the Chair)  
Councillor Jim Lindridge  
Denise Ogden, Director of Regeneration and Neighbourhoods  
Barry Coppinger, Office of Police and Crime Commissioner for Cleveland  
Chief Inspector Nigel Burnell, Chair of Youth Offending Board  
John Bentley, Safe in Tees Valley  
Simon Weastell, Cleveland Fire Authority  
Chris Joynes, Thirteen Group  
Sally Robinson, Director of Children's and Joint Commissioning Services

### **Also Present:**

Rachelle Kipling, Office of Police and Crime Commissioner for Cleveland  
Alison Peevor, was in attendance as substitute for Jean Golightly

Officers: Kate Ainger, Research Officer, Hartlepool Community Safety Team  
Phil Hepburn, Community Safety Operations Manager  
Denise Wimpenny, Principal Democratic Services Officer

## **11. Apologies for Absence**

Apologies for absence were submitted on behalf of Ann Powell, Head of Cleveland Area, National Probation Service, John Graham, Director of Operations, Durham Tees Valley Community Rehabilitation Company, Tony Hanson, Assistant Director, Environment and Neighbourhood Services, Hartlepool Borough Council, Chief Superintendent Alastair Simpson, Cleveland Police and Jean Golightly, Director of Nursing and Quality, NHS Hartlepool and Stockton on Tees CCG.

## **12. Declarations of Interest**

None.

### **13. Minutes of the meeting held on 22 June 2018**

Confirmed.

### **14. Matters Arising from the Minutes**

Minute 9 – Safer Hartlepool Partnership Performance

With regard to the request at the last meeting that a report be submitted to a future meeting outlining the work undertaken with troubled families in Hartlepool and the consequent impact on crime, clarification was sought in terms of the timescales for submission of this report. The Director of Regeneration and Neighbourhoods advised that a report would be presented to the October meeting.

### **15. Prevent Update – Contest Strategy 2018** *(Director of Regeneration and Neighbourhoods)*

#### **Purpose of report**

To update the Partnership following the Government's review of its counter-terrorism strategy.

#### **Issue(s) for consideration**

The Director of Regeneration and Neighbourhoods reported on the background to the Prevent Strategy and statutory duty and responsibilities upon local councils for embedding and co-ordinating Prevent activity in their local area. The 2018 Contest Strategy would be underpinned by the introduction of new legislation that would seek to amend existing terrorism legislation to enable earlier disruption using investigations, longer prison sentences and stronger management of terrorist offenders following their release.

The Counter-Terrorism and Border Security Bill 2017-2019 was currently at the Committee stage in the House of Commons which would introduce legislative changes, details of which were set out in the report. The Partnership was advised that the Local Prevent Operational Group would consider the impact that any legislative changes may have on the delivery of Prevent activity in Hartlepool, the outcome of which would be reported to a future meeting of the Partnership.

#### **Decision**

That the contents of the report, be noted.

## **16. Safer Hartlepool Partnership Performance** *(Director of Regeneration and Neighbourhoods)*

### **Purpose of report**

To provide an overview of Safer Hartlepool Partnership performance for Quarter 1 – April 2018 to June 2018 (inclusive).

### **Issue(s) for consideration**

The report provided an overview of the Partnership's performance during Quarter 1, as set out in an appendix to the report. Information as a comparator with performance in the previous year was also provided. In presenting the report, the Research Officer highlighted salient positive and negative data and responded to queries in relation to crime figures by type.

Partnership Members discussed issues arising from the report. The Chair was pleased to note the decrease in crime figures generally as a comparator with the previous year, referring to reductions in vehicle crime, anti-social behaviour and hate crime incidents. The Police and Crime Commissioner highlighted that an analysis of hate crime incidents was being undertaken which included the Crown Prosecution Service carrying out additional work around prosecutions to identify when hate crime incidents were occurring, the outcome of which would be shared with Partnership Members in due course.

The Chair of the Youth Offending Board commented on the work carried out by the police in relation to problem solving and it was hoped that a sustained reduction in all areas of hate crime would continue and would be reflected in the next reporting period.

The Chair requested that future performance reports should include accumulative totals as well as 6 monthly figures to enable comparators to be made during the various reporting periods.

### **Decision**

- (i) That the Quarter 1 performance figures be noted and comments of Members be noted and actioned as appropriate.
- (ii) That feedback from the analysis of Hate Crime incidents be reported to a future meeting of the Partnership.
- (iii) That future performance reports include accumulative totals as well as 6 monthly figures to enable comparators to be made during the various reporting periods.

## 17. **Integrated Working – Neighbourhood Safety Group Update** *(Director of Regeneration and Neighbourhoods)*

### **Purpose of report**

To receive a progress update in relation to implementation of the integrated place based community safety model agreed by the Finance and Policy Committee in October 2017.

### **Issue(s) for consideration**

The Director of Regeneration and Neighbourhoods presented the report which provided background information to the development of a 'place based integrated service delivery model' between community safety partners in Hartlepool.

Following implementation of the model in February 2018, an interim review of the Hartlepool Integrated Community Safety Model, attached at Appendix 2, had been undertaken which covered the first three months of operation. The review identified that the model had largely been implemented as intended and within the anticipated timescales. A number of benefits had been identified as a result of bringing the teams together, details of which were set out in the report.

The Chair of the Youth Offending Board, who was responsible for leading the new team, provided an update in relation to the benefits of the new working arrangements:-

- Improved problem solving as a result of daily briefings and early identification of risk
- Identifiable efficiencies
- Improved exchange of intelligence as a result of co-location
- Core team benefiting from broader knowledge and expertise
- The Team Around the Individual approach had also improved co-ordination on the ground in relation to managing individuals with complex needs

In the discussion that followed Partnership Members welcomed the report and spoke in support of the initiative. The Police and Crime Commissioner for Cleveland highlighted that Hartlepool was leading the way in terms of integrated working and was keen to share such good practice with other partnership areas.

In response to clarification sought, the Partnership was provided with examples of the positive feedback that had been received from staff in relation to the new working arrangements.

With regard to areas for improvement, it was acknowledged that there was little evidence of any planned joint work or operations in relation to known or emerging vulnerable localities. Emphasis was placed upon the need to improve communication with Elected Members in terms of sharing planned ward activities to enable Members to feed information of this type into community groups and ward surgeries. The importance of effectively publicising the positive work that was ongoing in Hartlepool with the public was highlighted. The various methods of communicating such information were discussed including the option to utilise a low level Members' Seminar or Ward bulletins.

A Member commented on the importance of engaging with young people in schools at an early stage to address any negative behaviours. The issues associated with gaining access to schools were highlighted. The Police and Crime Commissioner advised the Partnership that discussions were ongoing in relation to a pilot around anti-social cycling activities, an update of which would be provided to a future meeting of the Partnership.

In response to comments made regarding the need to promote activity in community hubs, the Partnership was advised that plans were in place to address low turnout in community hubs which included posts being scheduled on social media and a feature to be included in the next round of Hartbeat. Clarification was provided in relation to the role of the Neighbourhood Safety Group in terms of monitoring issues raised by Partnership Members.

Clarification was provided in response to further queries raised in relation to restorative processes and the various interventions to support the social and emotional wellbeing of children and young people.

In concluding the debate the Chair took the opportunity to convey the Partnership's thanks for a comprehensive report and was pleased to note the early benefits for Hartlepool as a result of the new working arrangements.

### **Decision**

That the contents of the report and comments of Members be noted.

## **18. Date and Time of Next Meeting**

The Chair reported that the next meeting would be held on Friday 12 October 2018 at 10.00 am.

The meeting concluded at 10.35 am.

CHAIR

# SAFER HARTLEPOOL PARTNERSHIP

12<sup>th</sup> October 2018



**Report of:** Director of Children's and Joint Commissioning Services

**Subject:** THINK FAMILY: EVALUATION OF THE TROUBLED FAMILIES PROGRAMME IN HARTLEPOOL

---

## 1. TYPE OF DECISION/APPLICABLE CATEGORY

1.1 Non key – for information

## 2. PURPOSE OF REPORT

2.1 This report provides an overview of the Troubled Families programme in Hartlepool. It sets out how delivery of the programme has developed since its inception in 2012, what evidence exists in terms of improved outcomes for families, and how it has acted as a catalyst for wider service transformation across all partners in Hartlepool.

## 3. OVERVIEW AND HISTORY OF THE NATIONAL TROUBLED FAMILIES PROGRAMME

- 3.1 The first Phase of the national Troubled Families programme was launched in April 2012 with the ambition of 'turning around' the lives of 120,000 families. Whilst the programme was initially announced in the aftermath of the riots in 2011, some of the thinking around how services could work most effectively with families with multiple and complex issues was already in development, for example through the work on Family Intervention Projects.
- 3.2 Phase 1 of the programme required Local Authorities to identify suitable families based on the national criteria of adult unemployment, poor school attendance and children and young people involved in crime and anti-social behaviour. Hartlepool was mandated to identify and 'turn around' 290 families by March 2015.
- 3.3 The government estimated that the average unit cost of intensive intervention with a family was £10,000. Therefore, the Department for Communities and Local Government (DCLG) made available £4,000 for each family 'attached' to the programme and subsequently 'turned around', divided into a £3,200 attachment fee paid upfront once the family had been identified and a £800 payment by results once the family had been 'turned around'.



3.4 A second Phase of the national Troubled Families programme was announced in 2014 with the aim of supporting a further 400,000 families nationally until 31<sup>st</sup> March 2020. It differs from Phase 1 in a number of ways including:

- Targeting a larger number of families - an additional 400,000 nationally equating to 1,000 families in Hartlepool.
- A broader set of criteria which allows greater flexibility and discretion in identifying the families that we work with.
- A new measure of success for the programme based on achieving 'significant and sustained' progress for families as defined by a local Troubled Families Outcomes Plan, rather than families being 'turned around' according to nationally defined criteria.
- A different payment by results model which is based on a £1,000 attachment plus £800 results payment based on achieving 'significant and sustained' progress for families or moving them into sustained employment.
- A greater emphasis on the Troubled Families programme as a vehicle for transformation of services rather than purely focussing on achieving specific outcomes for individual families. Hartlepool receives an annual Service Transformation Grant of approximately £150,000 to assist in this process.

3.5 There is a national evaluation framework for Phase 2 of the programme that has a number of different elements and some of the interim results of these activities have been used in this report:

- Participation in the **National Impact Study**, which involves matching our locally held data against nationally held data sets in order to show improved outcomes (submitted at six monthly intervals to DCLG).
- Submission of **Family Progress Data** that supplements the National Impact Study with information that cannot currently be accessed from nationally held data sets (submitted at six monthly intervals to DCLG).
- Submitting data into a national **Cost Savings Calculator** designed to show where benefits accrue from improving outcomes for families (completed and submitted annually to DCLG showing direct costs of running the programme)
- **Payment by Results** submissions for families that have achieved the significant and sustained progress needed to make a successful claim, in line with the Hartlepool Think Family Outcomes Plan.

3.6 There are also robust local assurance processes which ensure all payment by results claims are accurate and based on the most reliable evidence. These include audits of each and every batch of claims made to DCLG by our Internal Audit Service and spot checks carried out by DCLG themselves which are essentially an inspection of not only our data sharing and monitoring

processes but also our practice against the key Troubled Families Programme:

- There is an identified Lead Practitioner/Key Worker
- There has been an assessment that takes into account the needs of the wider family
- There is a single family plan in place involving all family members
- The outcomes in the single family plan are aligned to the TF Outcomes Plan

3.7 The full evaluation report can be found as appendix A.

#### **4. CONCLUSION & RECOMMENDATIONS**

4.1 This evaluation shows that the approaches that Hartlepool has taken to implement the national Troubled Families Programme have made a positive impact on families and individuals. Based on this evidence, the following recommendations are made with the purpose of encouraging debate regarding how partnerships between organisations in Hartlepool can be further developed and what good practice can be taken forward post-2020.

- Continued development of a Hartlepool wide Families Outcomes Plan. The evidence from six years of the Troubled Families programme shows that a clear focus on outcomes helps organisations to evidence the impact of their interventions, helps families to understand where they are and where they would like to be and helps key workers develop better relationships with families. Therefore, it is recommended that the current Think Family Outcomes Plan be used as a basis to develop a town-wide family outcomes plan. Without the constraints of a payment by results process, this expanded outcomes plan can focus more on local priorities. Every family requiring support will therefore receive the same offer and outcomes measured against a clear understandable Outcomes Framework.
- Data can be used more effectively to identify local priorities. The focus on data collection through the Think Family Programme has already enabled us to drive important strategic decisions such as the commissioning of services and the restructuring of Early Help. Thought should be given to how in-depth information and intelligence could be collected for the wider cohort post 2020 to support evidence-based decision making.
- To ensure the data is available to inform strategic decision making, better partnership working needs to be developed to ensure information sharing is both smooth and safe. For example, the lack of information around the mental and physical health conditions affecting our families has significantly impacted our ability to analyse their impact. Whilst key worker information has gone some way to mitigating this, it is by no means a substitute for data that could help identify trends and gaps in service.

- A considerable amount of time and effort has gone into making training available for the majority of identified root causes (Better Childhood Programme) such as Domestic Violence, Mental Health and Substance Misuse. It is important that the whole workforce understand the need to Think Family and support families using this model.
- The development of whole family assessment and single family plans are essential to addressing some of our most serious concerns regarding school attendance, anti-social behaviour and domestic violence. Where there are single plans, and joint working between all internal and external partners involved with a family, that family's outcomes are significantly better. However, as mentioned above, where this joint responsibility is not evident, outcomes are significantly worse for families.

## **5. RISK IMPLICATIONS**

- 5.1 The information within this report sets out how the council is responding to its statutory duty to safeguard children.

## **6. FINANCIAL CONSIDERATIONS**

- 6.1 There are no specific financial considerations within this report however it needs noting that funding for this programme ceases in 2020 and the Local Authority will need to consider the activities that this funds.

## **7. LEGAL CONSIDERATIONS**

- 7.1 There are no legal considerations within this report.

## **8. CONSULTATION**

- 8.1 Ongoing consultation has taken place with families within the programme as can be seen within the evaluation report (Appendix A).

## **9. CHILD AND FAMILY POVERTY (IMPACT ASSESSMENT FORM TO BE COMPLETED AS APPROPRIATE.)**

- 9.1 Children's Services continues to support families in need and are always mindful of families in poverty to ensure they receive the right support at the right time. Troubled Families has a very clear role to work with families to find employment through the secondment of a worker from Department of Work and Pensions (DWP).

**10. EQUALITY AND DIVERSITY CONSIDERATIONS (IMPACT ASSESSMENT FORM TO BE COMPLETED AS APPROPRIATE.)**

- 10.1 Children's Services supports all children and families that need help and protections and always consider equality and diversity issues to ensure that services are fully accessible.

**11. STAFF CONSIDERATIONS**

- 11.1 There are no specific staff considerations within this report.

**12. ASSET MANAGEMENT CONSIDERATIONS**

- 12.1 There are no asset management considerations.

**13. RECOMMENDATIONS**

- 13.1 For members to note the report with a particular focus on the recommendations.

**14. REASONS FOR RECOMMENDATIONS**

- 14.1 The Troubled Families programme has had an impact on families in Hartlepool and it is important that we understand the reason for this impact and further develop this work to ensure further impact.

**15. BACKGROUND PAPERS**

None

**16. CONTACT OFFICERS**

Danielle Swainston, Assistant Director, Children and Families Services  
Level 4, Civic Centre 01429 523732; [danielle.swainston@hartlepool.gov.uk](mailto:danielle.swainston@hartlepool.gov.uk)

Roni Checksfield, Think Family Co-ordinator, Bevan House, Tel: (01429)  
401897 [Roni.checksfield@hartlepool.gov.uk](mailto:Roni.checksfield@hartlepool.gov.uk)

## Think Family: Evaluation of the Troubled Families Programme in Hartlepool

December 2017

### 1. Introduction

This report provides an overview of the Troubled Families programme in Hartlepool. It sets out how delivery of the programme has developed since its inception in 2012, what evidence exists in terms of improved outcomes for families, and how it has acted as a catalyst for wider service transformation across all partners in Hartlepool.

### 2. Overview and History of the National Troubled Families Programme

The first Phase of the national Troubled Families programme was launched in April 2012 with the ambition of ‘turning around’ the lives of 120,000 families<sup>1</sup>. Whilst the programme was initially announced in the aftermath of the riots in 2011, some of the thinking around how services could work most effectively with families<sup>2</sup> with multiple and complex issues was already in development, for example through the work on Family Intervention Projects (known as Hartlepool Intervention Project HIP locally).

Phase 1 of the programme required Local Authorities to identify suitable families based on the national criteria of adult unemployment, poor school attendance and children and young people involved in crime and anti-social behaviour. Hartlepool was mandated to identify and ‘turn around’<sup>3</sup> 290 families by March 2015.

The government estimated that the average unit cost of intensive intervention with a family was £10,000. Therefore, the Department for Communities and Local Government (DCLG) made available £4,000 for each family ‘attached’ to the programme and subsequently ‘turned around’, divided into a £3,200 attachment fee paid upfront once the family had been identified and a £800 payment by results once the family had been ‘turned around’.

A second Phase of the national Troubled Families programme was announced in 2014 with the aim of supporting a further 400,000 families nationally until 31<sup>st</sup> March 2020<sup>4</sup>. It differs from Phase 1 in a number of ways including:

<sup>1</sup> DCLG (2012) The Troubled Families Programme: Financial Framework for the Troubled Families programme’s payment-by-results scheme for local authorities Crown, London.

<sup>2</sup> For the purposes of the programme, the definition used by the Census 2011 was used to define a ‘family’: ‘A group of people who either have living accommodation, or share one meal a day and who have the address as their only or main residence’. The household must also contain at least one ‘dependent child’ which is a person aged 0-15 (or 16-18 if in full-time education) and living in a family. Non-dependent children are those living in a household who are aged 16 or over who are not in full-time education or who have a spouse, partner or child living in the household. The programme does not work with children who are Looked After unless there is a plan to repatriate the child(ren) to their family or there is a Special Guardianship Order granted.

<sup>3</sup> The phrase ‘turned around’ was coined by HM Government and means to improve the outcomes for the family according to a prescribed set of targets incentivised by a payment by results process.

<sup>4</sup> DCLG (2014) Interim Financial Framework for the expanded Troubled Families programme Crown, London.

- Targeting a larger number of families - an additional 400,000 nationally equating to 1,000 families in Hartlepool.
- A broader set of criteria which allows greater flexibility and discretion in identifying the families that we work with. Every family will have at least two of the six headline problems outlined in section 4.1 of this report.
- A new measure of success for the programme based on achieving 'significant and sustained' progress for families as defined by a local Troubled Families Outcomes Plan, rather than families being 'turned around' according to nationally defined criteria.
- A different payment by results model which is based on a £1,000 attachment plus £800 results payment based on achieving 'significant and sustained' progress for families or moving them into sustained employment.
- A greater emphasis on the Troubled Families programme as a vehicle for transformation of services rather than purely focussing on achieving specific outcomes for individual families. Hartlepool receives an annual Service Transformation Grant of approximately £150,000 to assist in this process.

There is a national evaluation framework for Phase 2 of the programme that has a number of different elements and some of the interim results of these activities have been used in this report:

- Participation in the **National Impact Study**, which involves matching our locally held data against nationally held data sets in order to show improved outcomes (submitted at six monthly intervals to DCLG).
- Submission of **Family Progress Data** that supplements the National Impact Study with information that cannot currently be accessed from nationally held data sets (submitted at six monthly intervals to DCLG).
- Submitting data into a national **Cost Savings Calculator** designed to show where benefits accrue from improving outcomes for families (completed and submitted annually to DCLG showing direct costs of running the programme)
- **Payment by Results** submissions for families that have achieved the significant and sustained progress needed to make a successful claim, in line with the Hartlepool Think Family Outcomes Plan.

There are also requirements to have robust local assurance processes which ensure all payment by results claims are accurate and based on the most reliable evidence. These include audits of each and every batch of claims made to DCLG by our Internal Audit Service and spot checks carried out by DCLG themselves which are essentially an inspection of not only our data sharing and monitoring processes but also our practice against the key Troubled Families Programme which are:

- There is an identified Lead Practitioner/Key Worker
- There has been an assessment that takes into account the needs of the wider family
- There is a single family plan in place involving all family members
- The outcomes in the single family plan are aligned to the TF Outcomes Plan

### 3. Phase 1 overview (Think Family Think Communities)

#### 3.1. Identification of families

Across the course of Phase 1, which began in April 2012 and ended in March 2015, Hartlepool was mandated to identify and engage with 290 families, which we did successfully.

Families were identified by matching local data sets. Once we had identified families who had children involved in crime or anti-social behaviour or who had school attendance issues we were then able to request information from DWP regarding whether an adult in the household was in receipt of a key out of work benefit<sup>5</sup>. This was done using DWP's automated data management system (ADMS) for which we have a data sharing agreement in place.

#### 3.2. Model of delivery

Identified families were key worked by the Think Family, Think Communities (TFTC) team alongside allocated Social Workers and Family Support Workers, with the aim of piloting new ways of working to improve outcomes for families. The team was made up of a Youth Offending Worker, a Family Support Worker, two Probation Officers, an Attendance Officer and a Housing Officer. There were also a number of professionals that had dedicated time to work alongside the team and were part of the 'virtual TFTC team'; three Anti-Social Behaviour Officers, a Substance Misuse Worker and a Domestic Violence Worker. In addition to this, the team had access to case supervision and training from the Local Authority's Psychology team.

#### 3.3. Outcomes for families

For those families who were identified as meeting the education, crime and anti-social behaviour criteria, we had to evidence that they had attended school for at least 85% over the last three consecutive terms, reduced youth offending by at least 33% and reduced their anti-social behaviour by at least 66%.

To make a 'progress to work' claim we had to evidence that at least one adult in the family had either volunteered for the DWP's Work Programme (i.e. their benefits mean

---

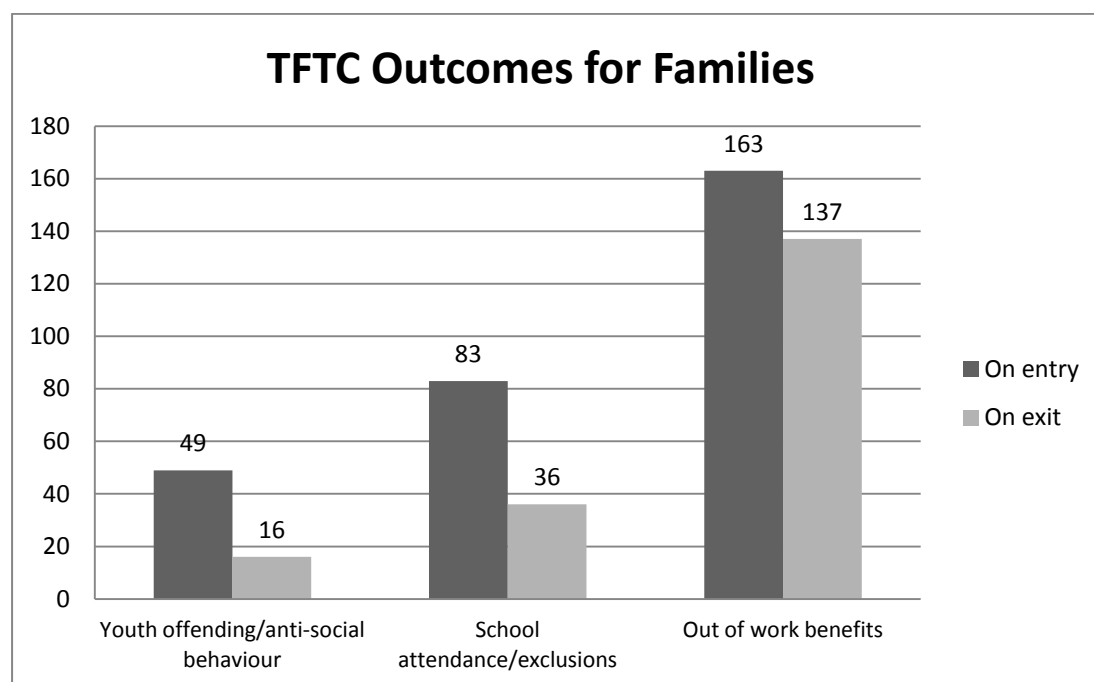
<sup>5</sup> Employment & Support Allowance, Job Seekers Allowance, Incapacity Benefit, Carer's Allowance, Income Support or Severe Disablement Allowance

that they are not mandated to participate) or have been attached to the European Social Fund's provision for families with multiple problems in the last 6 months.

Continuous employment involved evidencing that at least one adult in the family had moved from out-of-work benefits and into continuous employment. Continuous employment was defined as a minimum of 13 consecutive weeks or 26 weeks for those previously claiming Job Seekers Allowance.

DCLG introduced a 'subsequent employment' criterion for the February 2015 claim window. If a family whom we had already claimed for subsequently met the continuous employment criteria, this is called 'subsequent employment'.

An analysis has been carried out to establish what impact the Think Family, Think Communities Programme has had on families' lives. The following data shows the position for families upon entry to the programme compared to the position on exit.



On entry, 49 of the 290 families were identified as having a young person in the household whom had caused one or more anti-social behaviour incident in the community or had committed a proven criminal offence in the previous 12 months. Upon exit, this figure had reduced to 16, a reduction of two thirds.

83 families had children that were either excluded from school or had poor attendance (the national benchmark at that time was 85% attendance or less over the previous three consecutive terms). On completion of the programme this figure had reduced to 36 representing a 57% improvement.

The majority of the families (163 or 56%) were in receipt of out of work benefits on entry to the project. Upon completion this figure had reduced to 137 representing a reduction of 16%.

There was a clear and continued improvement in the lifestyles and behaviour patterns of most of the households taking part in the project. Indeed, all households showed at



least some measure of improvement as evidenced by the qualification for funding; payment by results.

### 3.4. Payment by Results

Hartlepool 'turned around' 100% of our 290 families identified by the programme. The Payment by Results income generated from those claims totalled £316,300 over the lifetime of Phase 1.

### 3.5. Feedback from families involved in the programme

At the end of Phase 1 feedback was gathered from a cross section of families who had engaged in the Think Family, Think Communities programme. The aim was to gather feedback from 10% of the cohort. In the end, 24 families fully engaged with the evaluation and were interviewed individually in their own homes.

Feedback was gathered using a linear scale from zero to 10 as well as using semi-structured interview questions. Zero indicated a negative, the family were in a 'bad place' and 10 equalled a positive 'good place'.

Families were asked to identify how they felt about their lives both before and after Think Family, Think Communities intervention. 100% of families said that before intervention they were sitting somewhere between 0 – 4. 11 families felt that they were at zero (46%). Many families reported feeling alone and overwhelmed with their problems; they said that they **'wanted to give up'** had **'no one to turn to'** and they were **'desperate for help'**.

Respondents were asked to identify how they felt about their lives post TFTC intervention. Apart from one young person, all families identified some movement along the scale, at various degrees. Fifteen out of the 24 families (63%) placed themselves as sitting between 8 and 10 on the scale. Families generally felt more able to think about the future, have aspirations and set goals, particularly in relation to education, training and employment.

Common themes identified during the interviews are listed below. The families own words are quoted where possible:

- Quality of the relationship between TFTC workers and the family: This was a key factor which involved enabling and empowering families to solve their problems.
- Trust: This was built upon reliability, timeliness of support and encouragement of the parent/child/young person. Respondents said that problems were solved **'without a fuss', 'it was someone to lean on, a woman to understand how I feel'**
- Communication: they felt **'comfortable'** talking to the TF worker who **'never promised anything without doing it'**
- Intervention was client led: **'No pressure it was all done at our pace'** and involved **'working together and listening'**.

- Families recognised that the process was difficult and required work from them: **‘it has been hard and difficult but glad I allowed TF into my life’.**

In conclusion, Phase 1 of the Think Family, Think Communities Programme in Hartlepool has made an impact on the lives of families. Moreover, the assertive, persistent, whole family approach appears to have been welcomed by most families requiring additional support.

#### 4. Phase 2 overview – the expanded programme (Think Family)

##### 4.1. Identification of families

As a high performing area, Hartlepool were asked to become an early adopter of Phase 2 of the programme in September 2014. The purpose of early adopters was to provide DCLG with a strong evidence base ahead of the upcoming Spending Review to demonstrate the case for continued investment in the expanded programme.

The expanded programme retained the focus on families with multiple, high cost problems; however it broadened the nationally defined criteria to six headline problems of which, families must have at least two to be eligible for the programme:

- Parents and children involved in crime or anti-social behaviour
- Children who have not been attending school regularly
- Children who need help
- Adults out of work or at risk of financial exclusion and young people at risk of worklessness
- Families affected by domestic violence and abuse
- Parents and children with a range of health problems

Each local authority had to develop an outcomes plan, agreed by all partners, which set out what significant and sustained progress looked like for each of the six headline problems. This approach aimed to provide the flexibility to measure success in a way that reflects the service transformation and cost reduction priorities of each local authority and its partners.

##### 4.2. Model of delivery

It was decided that the delivery of Phase 2 of the programme in Hartlepool should be mainstreamed. The Think Family, Think Communities team ceased and the key principles of the programme and of whole family working were promoted with the wider

children's workforce. The learning from Phase 1 was shared with the wider children's workforce.

The local name of the programme was changed from Think Family, Think Communities to Think Family to place greater emphasis on the whole family working approach. Operational resource is minimal but several partners have contributed to this and include:

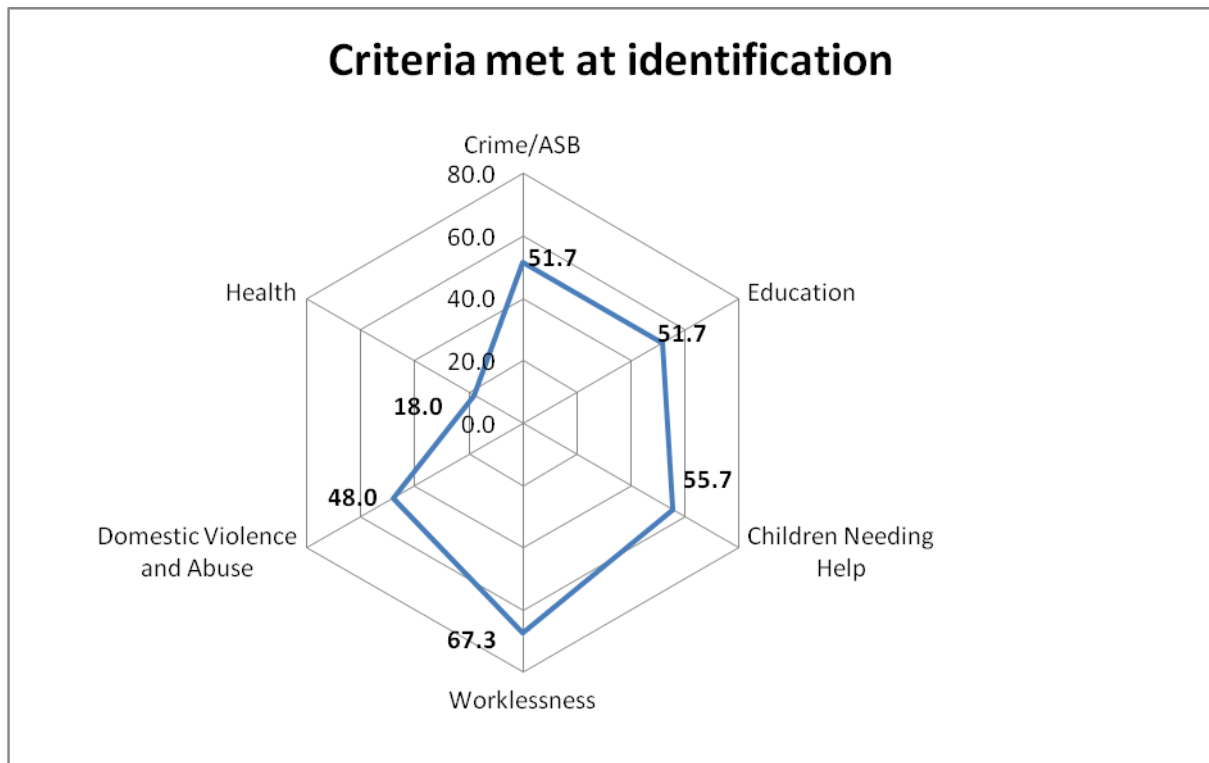
- A Think Family Coordinator x 1 (HBC)
- Development & Information Systems Officer x 1 (HBC)
- Data Analyst x 1 (HBC)
- Think Family Support Worker x 1 (HBC) mostly responsible for specialist interventions and housing issues
- Troubled Families Employment Adviser (seconded from DWP)
- Troubled Families Police Officer (based with Police but aligned to the Think Family team)
- Link to HBC Psychology team

Mainstreaming the programme also meant that all families would receive the same level of service regardless of whether they were identified for the programme or not. The only difference was the collection and monitoring of information to demonstrate improved outcomes and make payment by results claims. To enable this work, a family consent form was developed and agreed by Hartlepool Safeguarding Children Board that clearly explains the principles of the programme and how a family's information may be used for the purposes of monitoring their progress and national research.

### **4.3. Outcomes for families**

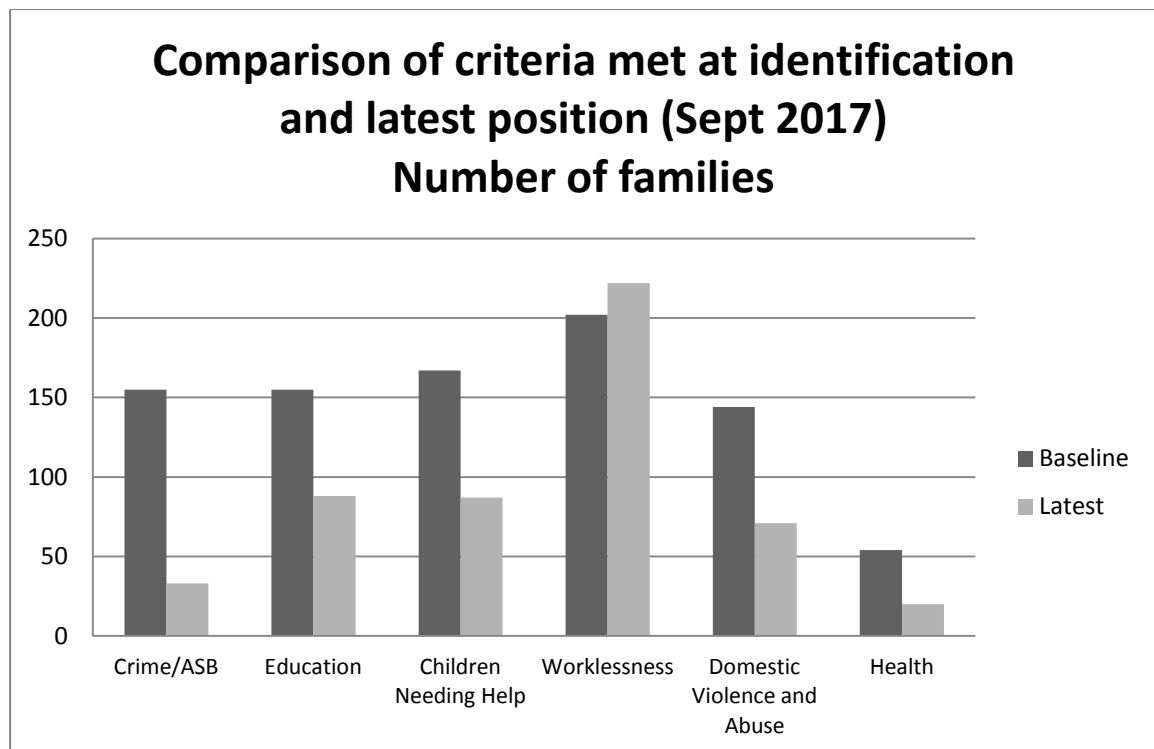
As of September 2017 607 Hartlepool families had been identified for the programme and 275 claims made. This is 45% of families identified so far and 27.5% of our target number of 1000 families. In order to measure effectiveness sufficient time must be allowed for their influence to take effect. Therefore, the analysis below is based on the first 300 families identified for Phase 2 of the programme. The most complex and resource intensive families were identified first and therefore this group represent our most challenging cohort.

The graph below illustrates the percentage of families known to be affected by each of the qualifying criteria on entry to the programme.



As would be expected for a programme targeting families with multiple, complex problems, there are high percentages of all criteria. Health is the only anomaly. Health covers mental and physical health as well as substance misuse. The low numbers reflect the lack of information sharing in this area rather than the scale of the issues affecting families. DCLG have pursued a national data sharing agreement for Phase 2 of Troubled Families with the Department of Health but as yet no progress has been made. Given that Hartlepool has brought together 0 to 19 health services with Early Help services, once systems are up and running this should hopefully improve information sharing. At the moment, Health needs are identified by the family's key worker through assessment and their progress is monitored through review processes such as Team around the Family and Core Groups.

The chart below shows the comparison between the number of families affected by each issue at the point they were identified for the programme (baseline) and the latest position for those same families as of September 2017.



The results of the quantitative analysis demonstrate significant improvement in outcomes for our families.

Crime and anti-social behaviour has reduced by over two-thirds. This is a benefit to individual families but also the wider community and means less of a strain on Police, Courts and the Youth Justice Service.

The Education criteria cover children who have less than 90% attendance, received three or more fixed term exclusions or they have received a permanent exclusion within the last three consecutive terms. One of the quirks of the Think Family Programme is that when a young person leaves school, regardless of how low their attendance was, it is no longer considered an issue. This is partially responsible for the considerable improvement in this criterion. To demonstrate the scale of the attendance problem, a recent analysis of long term Children in Need in Hartlepool (as defined by section 17 of the Children Act 1989) showed that 50% of the cohort had less than 90% attendance over the previous three consecutive terms. Improvement in school attendance and/or reduction in fixed term exclusions can dramatically improve life chances and reduce the risk of becoming NEET (not in education, employment or training) or moving onto out of work benefits. Therefore, we continue to monitor all young people identified for attendance regardless of whether we have been able to make a payment by results claim or not.

The substantial reduction in the Children Needing Help criterion indicates that those families are getting the help they need in a timely way. This is preventing them from moving further into the Social Care system which is a positive outcome for families and may have long-term financial benefits for the Local Authority and Partners.

Worklessness, or more specifically adults claiming an out of work benefit, is the only criterion to have increased slightly. Traditionally worklessness has not been a focus of the wider children's workforce and so this has been a considerable learning curve. To

address what is undoubtedly a significant issue for our families, DWP have seconded a Troubled Families Employment Adviser to the local authority who is making significant in-roads into working with families with long-term (and sometimes generational) worklessness and also with upskilling key workers to have more direct and focussed conversations with families about how they can make progress into work.

There are several reasons for the increase in numbers of adults claiming an out of work benefit:

- Key workers do not always know whether adults in the household are claiming at the time of identification. In addition to this, the information sharing agreement with DWP states that we must have identified the family for other criteria before requesting information regarding benefits. This results in an underestimate of the scale of the problem on enrolment to the programme.
- The Think Family Employment Advisor (TFEA) is working to upskill key workers on what benefits are available and the entitlement qualifying criteria. This has led to the targeted signposting of families to claim the most appropriate benefits thus hopefully reducing their risk of financial exclusion.
- Children with poor school attendance will be at greater risk of becoming NEET when they reach school leaving age. Thus, they could simply transfer from one criterion (education) to another (worklessness).
- Previous low level of engagement in seeking employment or improving employability has resulted in sanctioning or the denial of benefits.

This innovative work is evidenced by the fact that 14% of our payment by result claims on Phase 2 of the programme have been for adults moving into employment. This compares to 2% in Phase 1.

The recent introduction of Universal Credit (UC) in Hartlepool has also added further difficulties within this criterion, we are working very closely with DCLG and DWP to look at the main issues and how they can be addressed i.e.

- Our TFEA does not have direct access to UC records (journal notes), and has to ring the Job Centre Single Point of Contact to answer a lot of UC queries posed by families and at times staff. This can be time consuming as we are receiving a lot more general enquiries around entitlement. If the TFEA had direct access to Journal notes they would be aware of ongoing work, sanctions in place or outstanding actions and be able to speed up/streamline clients requests. It would also put them in a position to add journal notes which has to be beneficial for all concerned including the Work Coach. Some of our families unfortunately do not always like disclosing particular sanctions/actions required of them. Having access would mean the TFEA would be aware of this and able to support the family more effectively.
- The gap between individuals registering for UC and receiving their first payment is normally a minimum of five weeks. The most common query from families is how they can manage without money for five weeks. Families are entitled to a 50% advance of housing allowance and 50% advance of personal allowance (if all

documentation is in place). They have 6 months to pay this money back and it does not affect their first payment. As a Local Authority we are making considerable Section 17 payments to help bridge this period. Interventions around budgeting and debt management are now being rolled out to those families needing it; however this continues to be a strain.

The reduction in domestic violence and abuse mirrors the crime and anti-social behaviour criterion with similar benefits, costs and resource implications. Whilst domestic violence comes from a combination of factors, the benefits of working holistically with the whole family and referring appropriately to specialist services can be seen in these outcomes.

As mentioned before, the sharing of health information including physical and mental health and substance misuse is limited to key worker reporting. However, the significant reduction (over a half) in health and/or alcohol/drug misuse problems is very encouraging. This could be due to several reasons including better management and control of the underlying problem, access to more appropriate treatment or counselling or simply an improvement to the feelings of wellbeing resulting from less stress due to the resolution of other presenting criteria. Better information sharing would make for better analysis of the underlying issues affecting our families.

#### 4.4. Payment by Results

In the expanded programme there are three ways in which to qualify for payment by results, either by demonstrating significant and sustained progress (SSP) against all identified problems, demonstrating significant and sustained progress against all identified problems apart from employment *or* evidencing continuous employment (CE) for 13 weeks or more.

Year	Total families identified	Total number of claims made	Claims for Significant & Sustained Progress	Claims for Employment	Value (excluding attachment fee)
2015/16	307	35	28	7	28,000
2016/17	223	175	158	17	140,000
2017/18 (as of Sept 17)	77	65	52	13	52,000
<b>Total</b>	<b>607</b>	<b>275</b>	<b>238</b>	<b>37</b>	<b>220,000</b>

## 5. Service transformation & partnership working

The aims of the national Troubled Families Programme have always been to encourage partnership working and service transformation. DCLG have awarded a Service

Transformation Grant to local authorities since the inception of the programme with which to develop better partnership working, data systems and collection and innovative service delivery.

Hartlepool's own transformation programme is 'A Better Childhood in Hartlepool'. This is a cross sector transformation programme supported by Cleveland Police, the Clinical Commissioning Group, Schools, Community and Voluntary Sector and Hartlepool Borough Council. It identified the need to reduce demand for specialist services to enable the Council and partners to manage shrinking budgets.

Consultancy agency Impower were commissioned to help identify what had been driving increasing demand and to support the case for change across the wider children's workforce. This included the development of integrated teams across four localities which include Health Visitors, Family Support Workers, School Nurses, Community Nursery Nurses and Social Workers. The agreement between all partners was to base the integrated localities on the current Children's Centre reach areas which also align to the school clusters.

In addition to the four locality teams, the Intensive Response Team (IRT) has been created. The primary focus of this team is to provide intensive support and assistance to families to prevent needs escalating. The Intensive Response Team is a multi-disciplinary team which consists of Family Support Workers, parenting worker, child exploitation worker, domestic abuse worker, experienced health visitors and a housing support officer. Other services are aligned to the team which includes: Family Nurse Partnership, and the Educational Psychology team. Although there is an expectation that the one key worker model will be the primary level of support for children and families there are some families who will require additional more intensive support to ensure that the children remain within the family.

With the rapid pace of change and development of new partnerships undertaken over the last few years, the local authority is currently undertaking a self-assessment with its partners using the Early Help Service Transformation Maturity Model prescribed by DCLG. The purpose of the Maturity Model is to help assess how much progress has been made in transforming services across all partners and to help consider what more can be achieved.

## 6. Spot Check

We received our first Spot Check from DCLG early in January 2018. Every local authority receives two spot checks throughout the duration of the programme. The spot check is an audit of claims made to ensure we have identified families correctly, are able to evidence the families' journey through interventions and finally evidence the claim criteria achieved and positives steps made by the family.

Thirty-one claims were identified by DCLG for the check, 15 of which were intensively audited. Five days notice was given to prepare the evidence for each of the claims.

The spot check enabled DCLG to look at how we work with our partners to use our data to effectively identify families, implement the whole family approach model and achieve appropriate outcomes for those families.



The inspection was successful and all of our claims were signed off as valid. The inspection also confirmed that we currently have suitable systems and processes in place for the programme.

The evidence provided was of a high standard and the staff that were interviewed by the inspectors were highly praised for their knowledge, enthusiasm and commitment to their work. Overall this was a very valuable experience by all involved and more importantly highlighted that we are heading in the right direction and clearly making a difference to families' lives.

### **7. Updated Financial Framework for the Troubled Families Programme January 2018**

The Department for Communities and Local Government have devised a new Financial Framework for the programme; this takes effect from January 2018 and replaces previous versions<sup>6</sup>. This new framework aims to incentivise a re-configuration of services around families and to encourage innovative, multi-agency practice that best fits local context. It also takes into account changes such as Universal Credit and feedback from Local Authorities that a 'distance travelled' measure was needed to reward those families where children have exceptionally low school attendance but who have made significant progress without meeting the 90% attendance over three consecutive terms threshold.

The new framework also includes the Early Help Service Transformation Model and Toolkit which launched in November 2016. The model seeks to capture the principles that underpin meaningful system and cultural change. The annual Service Transformation Grant is now conditional on the use of the Early Help Service Transformation Model.

### **8. Think Family Exit Planning – 2020 and beyond**

The Troubled Families programme has been an important catalyst for re-designing the way services work to support people that have multiple complex issues. In practice this has meant the delivery of the Troubled Families programme has been incorporated into a broader redesign of public services with the aim of incentivising meaningful service transformation by breaking down silos between service providers, improving referral processes, embedding the whole-family approach, strategically using data to improve service delivery, focussing on achieving meaningful outcomes and using lessons learned to inform future policy decisions.

Local evidence collected from both Phase 1 and Phase 2 of the programme so far shows that these approaches not only have a significant impact on the lives of individual families but also benefits the wider community. This in turn is helping to reduce costs and help partner organisation meet their budgetary constraints.

---

<sup>6</sup> DCLG (2017) Financial Framework for the Troubled Families Programme January 2018 Crown, London

## 9. Reflections

This evaluation shows that the approaches that Hartlepool have taken to implement the national Troubled Families Programme have worked and have made a significant positive impact on families and individuals. This in turn has shown to make considerable fiscal savings. Based on this evidence, the following recommendations are made with the purpose of encouraging debate regarding how partnerships between organisations in Hartlepool can be further developed and what good practice can be taken forward post-2020.

- Continued development of a Hartlepool wide Families Outcomes Plan. The evidence from six years of the Troubled Families programme shows that a clear focus on outcomes helps organisations to evidence the impact of their interventions, helps families to understand where they are and where they would like to be and helps key workers develop better relationships with families. Therefore, it is recommended that the current Think Family Outcomes Plan be used as a basis to develop a town-wide family outcomes plan through the Children's Strategic Partnership. Without the constraints of a payment by results process, this expanded outcomes plan can focus more on local priorities. Every family requiring support will therefore receive the same offer and outcomes measured against a clear understandable Outcomes Framework.
- Data can be used more effectively to identify local priorities. The focus on data collection through the Think Family Programme has already enabled us to drive important strategic decisions such as the commissioning of services and the restructuring of Early Help. Thought should be given to how in-depth information and intelligence could be collected for the wider cohort post 2020 to support evidence-based decision making. Local authorities' strategic use of data goes hand-in-hand with shifting the focus of services to creating impact. Using data to track outcomes can align incentives of key stakeholders and create a concrete mechanism for monitoring progress.
- To ensure the data is available to inform strategic decision making, better partnership working needs to be developed to ensure information sharing is both smooth and safe. For example, the lack of information around the mental and physical health conditions affecting our families has significantly impacted our ability to analyse their impact. Whilst key worker information has gone some way to mitigating this, it is by no means a substitute for data that could help identify trends and gaps in service.
- A considerable amount of time and effort has gone into making training available for the majority of identified root causes (Better Childhood Programme) such as Domestic Violence, Mental Health and Substance Misuse. However, to date, there has been minimal training across the whole children's workforce regarding what whole family working looks like and how it should be undertaken. The same is applicable for key worker training. This has led to inconsistent approaches to family work which then impacts on outcomes. Consideration should be given to rolling out training on whole family working and role of the Lead Practitioners/Key Workers.

- The development of whole family assessment and single family plans are essential to addressing some of our most serious concerns regarding school attendance, anti-social behaviour and domestic violence. Where there are single plans, and joint working between all internal and external partners involved with a family, that family's outcomes are significantly better. However, as mentioned above, where this joint responsibility is not evident, outcomes are significantly worse for families.
- In order to continue the work started by the national Troubled Families programme, there needs to be clear support for the principles of Think Family from all levels of management across HBC and partners.

**Appendix 1: Think Family Identification Form****Identification Form for Think Family**

Nominating service		Nominating person		Date	
--------------------	--	-------------------	--	------	--

<u>Family Members</u> <u>Names, DOB &amp; Relationships</u>	<u>Address</u>	<u>Consent to share information? (Yes/No)</u>

**REASON FOR IDENTIFICATION**

Please note that a family must meet *at least* two of the criteria below to be considered for TF.

For the purposes of Think Family the Census 2011 definition is used: A group of people who either share living accommodation, or share one meal a day and who have the address as their only or main residence. For the purposes of the programme, families must contain dependent children.

Educational issues: (e.g. attendance, fixed or permanent exclusion, vulnerable pupil, not registered with a school, alternative education)	Open to agency (Yes/No)  If yes, name of worker

Crime and ASB: (e.g. adult or child with history of offending, anti-social behaviour, suspended, community sentence, prison/YOI)	Open to agency (Yes/No)  If yes, name of worker

## 5.1 APPENDIX A

--	--

Financial exclusion and worklessness: (e.g. family member claiming 'out of work' benefits, risk of eviction, accessing local welfare support, accessing Foodbank, income less than £16,190 per year, debt, child at risk of NEET, young person NEET)	Open to agency

Children in need of help: (e.g. child in need, child protection, section 47, Early Help Assessment, child disengaged or failed to take up free learning entitlement including 2 year old nursery place, child referred to Vulnerable, Exploited, Missing or Trafficked group)	Open to agency (Yes/No)  If yes, name of worker

Family affected by Domestic Violence or Abuse: (e.g. current or historical victim or perpetrator of domestic abuse)	Open to agency (Yes/No)  If yes, name of worker

Adults or children with a range of health problems: (e.g. child or adult with mental health problems, substance misuse problems, referred to Family Nurse Partnership, eligible for Children's Centre Universal Plus Pathway)	Open to agency (Yes/No)  If yes, name of worker

Can you also confirm that the following are in place/have been completed?

A family assessment has been completed	<b>Y/N</b>
There is a whole family plan in place	<b>Y/N</b>
You are the named lead practitioner/key worker, if <b>NO</b> please name them here:	<b>Y/N</b>

**NOTE\*\***

If the family are added to the Think Family cohort you will be forwarded a copy of the Think Family Outcomes Plan which clearly identifies the outcomes required for us to show 'sustained and significant progress'.

Please link the outcomes on your plan to those on the TF Outcomes Plan.

## Appendix 2: Hartlepool Think Family Outcomes Plan

### Purpose of the Think Family Outcome Plan

This document is a guide for frontline practitioners and managers across the Hartlepool Partnership to help evidence improved outcomes for families for the national Troubled Families Programme, known locally as Think Family. The programme supports families with multiple and complex problems; changing lives and transforming services for the better.

This outcome framework provides a concise and clear account of the goals Hartlepool wants to achieve and against which, success can be measured and verified.

Those families for whom **significant and sustained progress** or **continuous employment** has been achieved will attract a 'payment-by-result' under the terms of the programme and the national Financial Framework.

### Vision

Our ambition as a children's partnership is to enable all children and families in Hartlepool to have opportunities to make the most of their life changes and be safe in their homes and communities.

We will achieve this vision through the following four principles:

- Families will have an assessment that takes account of the needs of the whole family;
- There is an action plan that takes account of all relevant family members;
- There is a lead/key worker for the family that is recognised by the family and other professionals involved with the family; and
- The objectives in the family action plan are aligned to Hartlepool's Think Family Outcomes Plan.

### Identification of families and their needs

Families will be identified where they **meet two or more of the six key headline problems** set out in this plan (see below).

**This outcomes plan should be applied to all families requiring support. It is not just for those families specifically identified and supported under the remit of Think Family.**

As part of the whole family assessment and planning process the Lead Professional/Key Worker and the Team around the Family (TAF) will work with the family to identify all issues which need to be addressed. This will form the basis of a single multi agency Family Plan. Relevant outcomes will be drawn from this outcomes plan, against which significant and sustained progress will be judged. **In**

**order to demonstrate that the family has achieved significant and sustained progress an outcome must be achieved for each headline problem present in the family.**

Where an additional headline problem or problems arise during the course of the intervention an outcome **must** also be achieved for these problems in order to demonstrate that the family has achieved significant and sustained progress

The 6 key headline issues (families are eligible if they have 2 or more presenting issues)

- 1. Parents or children involved in crime or anti-social behaviour**
- 2. Children who have not been attending school regularly**
- 3. Children of all ages who need help, are identified as in need or are subject to a Child Protection Plan**
- 4. Adults out of work or at risk of financial exclusion or young people at risk of worklessness**
- 5. Families affected by domestic violence and abuse (including stalking, honour based violence, female genital mutilation and forced marriage)**
- 6. Parents and children with a range of health problems**

### **Management oversight**

Managers must continue to ensure that they maintain oversight of all Think Family cases, using relevant management checkpoints.

The Think Family team will undertake a series of agreed quality assurance checks on all cases to ensure that outcomes are reliable and accurate (for example, reviewing school census records regarding attendance, cross-check against youth crime data)



<b>TFTC Criteria:</b>	<b>Parents and young people involved in crime and anti-social behaviour</b>		
<b>Key Indicators:</b>	Reduction in entrants into the youth justice system Reduction in incidents of anti-social behaviour among families and children		
<b>Identification</b>	<b>Significant and Sustained Progress</b>	<b>Source</b>	
<ul style="list-style-type: none"> <li>Child aged 10 to 17 years has committed a proven offence* in the previous 12 months</li> <li>Adult ages 18+ has committed a proven offence* in the previous 12 months</li> <li>Adult with parenting responsibilities on a community order or suspended sentence</li> <li>Adult with parenting responsibilities who has less than 12 months from their release date from Prison</li> <li>Adult with parenting responsibilities subject to licence or supervision (post release)</li> <li>Adult or child who has been involved in an anti-social behaviour incident in the last 12 months</li> </ul>	<ul style="list-style-type: none"> <li>No proven offences by any family member in the household in the last 6 months</li> <li>No known anti-social behaviour incidents by any family member in the household in the last three months</li> <li>Successful completion of an ASB or Housing related ASB Order by any family member in the household</li> </ul>	Police/Community Safety/YOS/Housing Provider	

<b>Service Level Indicators</b>	<b>Source</b>
Number of ASB incidents resulting in no further action (number of incidents)	Community Safety/Police
Number of ASB incidents resulting in further action (number of incidents)	Community Safety/Police
No. Police call outs (associated with individual family member)	Community Safety/Police
No. first time entrants to the youth justice system	YOS/Data Team
No. young offenders that go on to re-offend	YOS/Data Team
No. young people serving a custodial sentence (no. weeks served)	YOS/Data Team

\*A proven offence is a formal outcome given, either in or out of court.

<b>TFTC Criteria:</b>	<b>Children who have not been attending school regularly</b>	
<b>Key Indicators:</b>	Improved school attendance	
<b>Identification</b>	<b>Significant and Sustained Progress</b>	<b>Source</b>
<ul style="list-style-type: none"> <li>Over 10% absence as an average across three consecutive terms, including authorised absences</li> <li>Child receiving at least three fixed term exclusions in the last three consecutive terms</li> <li>Child permanently excluded from school in the last three consecutive terms</li> <li>Child is identified as attending alternative education provision, home &amp; hospital provision or there is an issue of equivalent concern to professional</li> </ul>	<ul style="list-style-type: none"> <li>Child has attended school a minimum of 90% over three consecutive terms, including all authorised absences</li> <li>Child has no more than 1 fixed term exclusions over three consecutive terms</li> <li>Child has no permanent exclusions over three consecutive terms</li> </ul> <p><b>Distance travelled measure:</b></p> <ul style="list-style-type: none"> <li>A 40 percentage point increase in attendance for all children having 50% or less attendance at the point of identification including authorised absences (an increase in attendance of at least 40% must be shown, with all children reaching a minimum of 50% attendance as an average across 3 consecutive terms, including authorised absence)</li> </ul>	School Census/Key Worker/EHM/ICS

<b>Service Level Indicators</b>	<b>Source</b>
Missing from education: children who are neither persistently truant or permanently excluded (number of months)	Attendance Team
No. children with over 10% absence as an average across 3 consecutive terms	School Census
No. children receiving a permanent exclusion	School Census
No. children receiving a fixed term exclusion	School Census

<b>TFTC Criteria:</b>	<b>Children who need help: children of all ages who need help, are identified as in need or are subject to a Child Protection Plan</b>		
<b>Key Indicators:</b>	Reduction in children becoming looked after or subject to a Child in Need/Child Protection Plan Improvement in family relationships/functioning Reduction in Child Sexual Exploitation		
<b>Identification</b>	<b>Significant and Sustained Progress</b>		<b>Source</b>
<ul style="list-style-type: none"> <li>Child identified as needing Early Help (Early Help Assessment/open to Early Help Locality Team)</li> <li>Child identified as Child In Need under Section 17 of the Children Act 1989 (Child &amp; Family Assessment/Child's Plan)</li> <li>Child who has been subject to an inquiry under section 47 of the Children Act 1989</li> <li>Child identified as being subject to a Child Protection Plan</li> <li>Child is Looked After but with a plan to return home from care</li> <li>Child subject to a referral to the Vulnerable, Exploited, Missing and Trafficked Group</li> <li>Child showing signs of developmental need including speech, language or communication needs at their 2-2.5 year check and child does not have an Education, Health and Care Plan</li> <li>Teenage parent under 18 years old</li> </ul>	<ul style="list-style-type: none"> <li>Family closed to Early Help, Child in Need, S47 or Child Protection with no repeat referrals for three months</li> <li>S47 enquiries result in No Further Action and no further enquiries for three months</li> <li>Child successfully returned home from care and sustained for three months</li> <li>Child on a Child Protection Plan is stepped down to Child in Need and sustained for three months</li> <li>Child in Need stepped down to Early Help and sustained for three months (this excludes those children with disabilities identified as Child in Need in the Children Act 1989)</li> <li>Parent engages with the Health Visitor at Universal Plus or Universal Partnership Plus for a three month period following the birth of the child and achieves the key outcomes identified in their needs assessment.</li> <li>Child is closed to the Vulnerable, Exploited, Missing and Trafficked Group with no repeat referral for three months.</li> </ul>		ICS/EHM/ Children's Centres/Group Work/SysmOne/VEMT Group

<b>Service Level Indicators</b>	<b>Source</b>
No. of children assessed as needing Early Help	EHM
No. of children subject to a Child Protection Plan or assessed as Child in Need	ICS
No. of children Looked After	ICS
No. cases discussed at VEMT	VEMT
Rate of teenage conceptions in under 18s	Key worker

<b>TFTC Criteria:</b>	<b>Adults out of work or at risk of financial exclusion, and young people at high risk of worklessness</b>	
<b>Key Indicators:</b>	Increase in parents sustaining employment Reduction in young people 'Not in Education, Employment or Training' (NEET)	
<b>Identification</b>	<b>Significant and Sustained Progress</b>	<b>Source</b>
<ul style="list-style-type: none"> <li>Person currently in receipt of out of work benefits or claiming Universal Credit and subject to work related conditions (required to: attend work focused interviews, meet work preparation requirements or to proactively look for work)</li> <li>Young person who is not in education, training or employment</li> <li>Child at risk of leaving school with no qualifications and no planned education, training or employment</li> <li>Family who have accessed Local Welfare Support, Discretionary Housing Payments, Section 17 funding or Food banks in the last 12 months</li> <li>Family at risk of eviction due to rent arrears</li> </ul>	<ul style="list-style-type: none"> <li>One or more persons aged 16+ who were identified as claiming a legacy out of work benefit have sustained employment for 13 consecutive weeks or 26 out of the last 30 weeks if claiming Job Seekers Allowance</li> <li>Once or more persons aged 16+ who were claiming Universal Credit have met the 'administrative earning's threshold' for 26 weeks out of the last 30 where they are required to look for work and 13 weeks where they were not required to actively seek employment. AET is: <ul style="list-style-type: none"> <li>£338 gross taxable pay per month +£5.00 for single persons over 25</li> <li>£541 gross taxable pay per month +£10.00 for couples over 18</li> <li>£272 gross taxable pay per month for young people under 25</li> </ul> </li> <li>Adult or young person is enrolled in higher or further education or an apprenticeship for at least 13 weeks (or completes whole course if shorter)</li> <li>Family have and are engaging with an income and debt re-payment plan</li> <li>Adult or young person has completed volunteering/work experience or a programme or course which removes barriers to work</li> <li>Adults on out of work benefits have achieved progress to work as defined by the TF Progress to Work Proforma</li> </ul>	DWP/EHM/TF Employment Adviser/One Stop Shop/IYSS/Children's Hub/Housing provider

<b>Service Level Indicators</b>	<b>Source</b>
Number of evictions	Housing
Number of homelessness applications (no. applications)	Housing
Number of weeks homelessness including temporary accommodation (no. weeks)	Housing
Rent arrears (value owed)	Key Worker
Housing tenure (type of landlord e.g. social, private etc)	Key Worker
No. adults claiming an out of work benefit	Key Worker (DWP can only provide information on TF families)
Young people aged 16 to 24 years who are NEET (no. months)	IYSS

<b>TFTC Criteria:</b>	<b>Families affected by domestic violence and abuse (including stalking, coercive control, sexual violence, 'honour based violence', forced marriage and female genital mutilation)</b>	
<b>Key Indicators:</b>	Reduction in incidents/impact of domestic violence and abuse for families	
<b>Identification</b>	<b>Significant and Sustained Progress</b>	<b>Source</b>
<ul style="list-style-type: none"> <li>Adult or young person known to have perpetrated an incident of domestic violence or abuse* in the previous 12 months</li> <li>Adult or young person known to have been a victim of or having witnessed domestic violence or abuse* in the previous 12 months</li> </ul>	<ul style="list-style-type: none"> <li>No incidents of domestic violence or abuse* involving any member of the family or having been reported to Police for 6 months</li> <li>Victim and/or perpetrator of domestic violence or abuse* engages in with a specialist Domestic Abuse service programme and there has been sufficient progress to close the family to early help or social care services</li> </ul>	Police//Lead Professional/Key Worker  Specialist Domestic Abuse service

<b>Service Level Indicators</b>	<b>Source</b>
No. of DV incidents	Police/Community Safety
No. DV notifications from Police to Social Services (Children's Hub)	Data Team

\*For identification and claim purposes, where this plan references domestic violence and abuse, it includes any incident or pattern of incidents of controlling, coercive, threatening behaviour, violence or abuse between those aged 16 or over who are, or have been, intimate partners or family members regardless of gender or sexuality. Abuse can be psychological, physical, sexual, financial and emotional. It also includes so-called 'honour-based' violence, female genital mutilation and forced marriage and can also include stalking.

<b>TFTC Criteria:</b>	<b>Parents and children with a range of health problems</b>		
<b>Key Indicators:</b>	Reduction in incidents/impact of substance misuse for families Increase in mothers who breastfeed children Reduction in teenage pregnancy Mental health and emotional wellbeing		
<b>Identification</b>	<b>Significant and Sustained Progress</b>		<b>Source</b>
<ul style="list-style-type: none"> <li>Adult who currently has a drug or alcohol problem</li> <li>Young person who currently has a drug or alcohol problem</li> <li>Adult who currently has a mental health/emotional wellbeing problem</li> <li>Young person who currently has a mental health/emotional wellbeing problem</li> <li>Adult or young person referred by key workers and/or health professionals as having any health problems of equivalent concern e.g. a poorly managed health condition</li> </ul>	<ul style="list-style-type: none"> <li>Adult or child engaging with a specialist substance misuse care plan and there has been sufficient progress to close the family to early help or social care services</li> <li>Adult or child has a specialist substance misuse care plan which they are engaging with or have completed successfully</li> <li>Adult or child has a mental health/emotional wellbeing care plan that they are engaging with or have completed successfully or there has been a demonstrable increase in feelings of wellbeing (measured by a recognised tool e.g. Outcomes Stars/Anxiety &amp; Depression scales)</li> <li>A mother who has mental health/emotional wellbeing or substance misuse problems is engaging with their Health Visitor at Universal Plus or Universal Partnership Plus</li> </ul>		Substance Misuse Services/Key Worker Assessment/ Specialist Mental Health Services/Counselling Services/SysmOne

<b>Service Level Indicators</b>	<b>Source</b>
Dependent on alcohol (no. of months)	Key worker
Dependent on non-prescription drugs (no. months)	Key worker
Suffering from mental health issues (no. months)	Key worker
No. children assessed by Social Worker as having parental mental health issues as a factor	Data Team (ICS)
No. children assessed by Social Worker as having parents with substance misuse issues as a factor	Data Team (ICS)
Breast feeding rate	Health



# SAFER HARTLEPOOL PARTNERSHIP

12<sup>th</sup> October 2018



**Report of:** Director of Regeneration and Neighbourhoods

**Subject:** HATE CRIME UPDATE

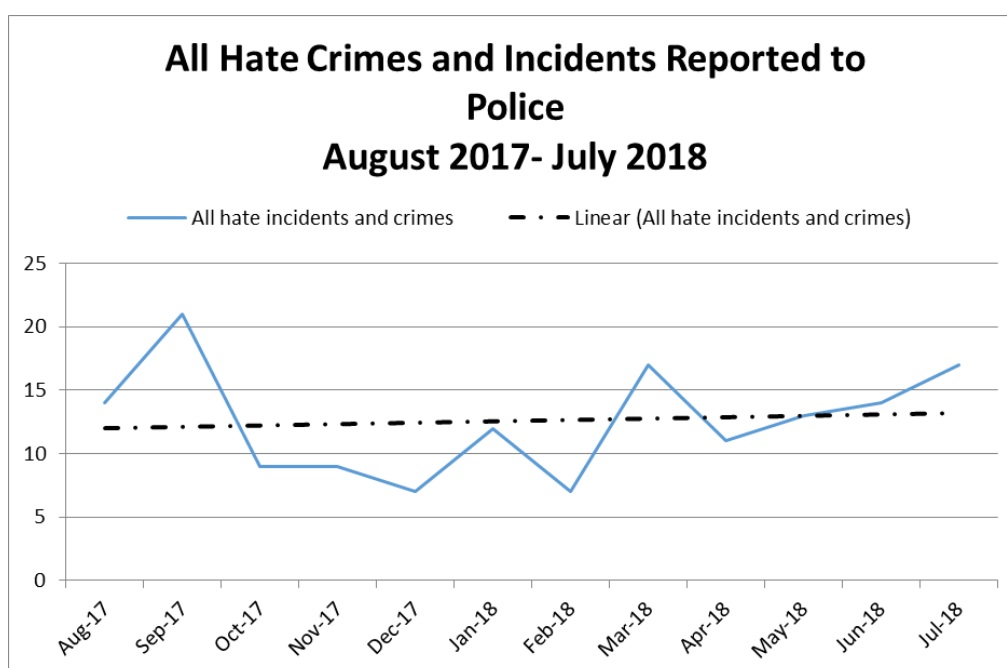
## 1. PURPOSE OF REPORT

- 1.1 To update the Safer Hartlepool Partnership on the level of reported hate incidents and crimes across Hartlepool.

## 2. OVERVIEW OF HATE CRIME AND INCIDENTS IN HARTLEPOOL

- 2.1 During the period 1<sup>st</sup> August 2017 to 31<sup>st</sup> July 2018, 151 hate offences were recorded by the Police in Hartlepool, equating to an average of 12.5 offences per month. This is 16 fewer offences than the same period last year. This can be accounted for by a large reduction in reports of disability hate crime which reduced from 19 offences in 2016/7 to 9 in 2017/18. Offence levels are following a slowly increasing trend as shown in Chart 1.

*Chart 1*



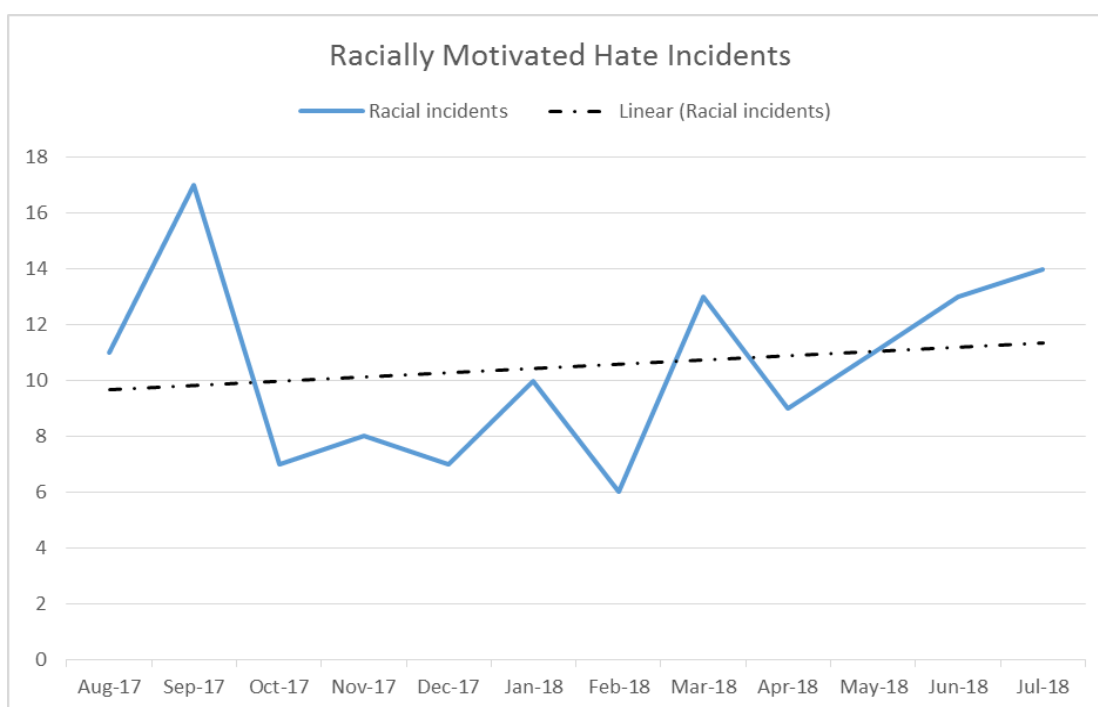
- 2.2 Both hate incidents and hate crimes are recorded in the data. Of 151 hate offences reported in Hartlepool during the time period, 148 were serious enough to be recorded as hate crimes rather than hate incidents, showing that in 98% of hate cases a criminal offence is committed.
- 2.3 Table 1 shows hate offences broken down by type. As in previous years, racial hate offences are by far the most commonly reported in Hartlepool representing over 80% of all reported hate offences.

Table 1

<b>All Incidents and Crimes Aug 17-Jul 18</b>	<b>Total</b>	<b>% Total</b>
Racial	<b>126</b>	<b>83.4</b>
Transgender	<b>1</b>	<b>0.7</b>
Disability	<b>9</b>	<b>6.0</b>
Religion/Belief	<b>2</b>	<b>1.3</b>
Sexual Orientation	<b>13</b>	<b>8.6</b>
<b>Total</b>	<b>151</b>	<b>100</b>

- 2.4 The number of racially motivated hate incidents is almost the same as in the same period last year (126 in 2017/18 compared to 127 in 2016/17). Over the course of 2017-18, when broken down by month, racially motivated incidents show an increasing trend as shown by Chart 2:

Chart 2





- 2.5 Hartlepool Community Safety Team (HCST) continues to take a proactive approach to tackling hate. In the 12 months since the last report to the Partnership, the team have undertaken a variety of activities around tackling hate crime:
- A series of staff training sessions were delivered to Council staff by the Islamic Diversity Centre, North East, which aimed to give an understanding of Islam. These sessions were offered to all HBC staff and Cleveland Police staff have also been offered similar training.
  - Officers from HCST attended a number of conferences, including one at the Salaam Centre, one on 'Hate Crime and Multi-Faith Communities' organised by the Police and Crime Commissioner and a regional conference looking at work with refugees held in Leeds.
  - A Communities and Cultural Awareness event was held on 23<sup>rd</sup> February.
  - The annual schools Anti-Social Behaviour Awareness Day (ASBAD) event held in February 2018 involved a scenario on hate crime and its effect on victims and communities delivered by Cleveland Police.
  - A range of activities and events have been held throughout the year under the banner 'Hartlepool in Unity'.

### 3. HORIZON SCANNING

#### 3.1 *National Hate Crime Awareness Week 2018*

National Hate Crime Awareness Week runs from the 13<sup>th</sup> to the 20<sup>th</sup> October 2018. To encourage victims to report hate incidents a press release and a series of social media posts will be run during this week to remind residents of the Third Party Reporting Centres and other ways of reporting incidents.

#### 3.2 *Gender-Based Hate*

There have been growing calls for misogyny to be made a hate crime following the high profile 'Me Too' and 'Time's Up' campaigns highlighting the abuse and discrimination faced by women of all ages, backgrounds and walks of life on a daily basis. Misogyny can be defined as is the hatred of, contempt for, or prejudice against women or girls. Misogyny is manifest in numerous ways, including social exclusion, sex discrimination, hostility, patriarchy, male privilege, belittling of women, violence against women, and sexual objectification.

- 3.3 It has been argued that misogyny should be made a hate crime on the back of the Voyeurism (Offences) Bill 2017-19, which is currently going through Parliament. The Bill is popularly known as the 'Upskirting' Bill (in reference to the act of taking a photograph up a woman's skirt without consent in a public place).

- 3.4 A recent report into evaluating the impact of Nottingham Police's policy of recording of misogynistic incidents as hate crime carried out by Nottingham University, Nottingham Trent University and Nottingham Women's Centre highlighted that 93.7% of respondents had experienced or witnessed

misogynistic behaviour in public places and that these behaviours have a damaging impact on women's freedom of movement, fear of crime and general well-being with 63.1% of respondents changing their behaviour (for example avoiding using public transport) because of this.

- 3.5 Currently there are 5 'protected characteristics' identified by the police and the Crown Prosecution Service (CPS) to flag and prosecute hate crimes. These are:
- Disability
  - Race
  - Religion
  - Sexual Orientation
  - Transgender Identity
- 3.6 Flagging an offence as a hate crime allows for the basic offence (e.g. common assault) to receive an uplifted tariff at sentencing meaning the offender will receive a stronger sentence. As gender is not a protected characteristic, a misogynistic crime can only be prosecuted as a baseline offence, regardless of whether it was motivated by hostility towards the victim's female gender.
- 3.7 Following Nottingham Police's decision to record misogynistic incidents as hate crimes in 2016 several other police forces have either followed, or are considering following, suit.
- 3.8 The Voyeurism (offences) (No. 2) Bill 2017-19 was due for its Third Reading on 5<sup>th</sup> September 2018. Depending on whether any amendments are made at this stage it will move to Consideration of Lords Amendments and then to Royal Assent before becoming a new Act of Parliament in 2019.

#### **4. CONCLUSION**

- 4.1 Local analysis demonstrates the continuing importance of Partnership work to improve the reporting of hate crime, together with the support provided by the integrated Hartlepool Community Safety Team. The SHP sub-groups will continue to take a proactive approach towards tackling hate crime in Hartlepool.
- 4.2 Efforts to tackle hate crime are continuing and will include the promotion of Third Party Reporting Centres and other ways to report hate. Participation in campaigns such as National Hate Crime Awareness Week will assist in raising awareness of, and challenging, hate. Any future legislation to include gender as a protected characteristic will, of course, be incorporated in activities to tackle hate in Hartlepool.

#### **5. FINANCIAL CONSIDERATIONS**

There are no financial considerations associated with this report.

## **6 STAFF CONSIDERATIONS**

- 6.1 There are no staff considerations associated with this report.

## **7. LEGAL CONSIDERATIONS**

- 7.1 Under the Crime and Disorder Act 1998, Community Safety Partnerships have a statutory responsibility to develop and implement strategies to reduce crime and disorder, substance misuse and re-offending in their local area, including hate crime.

## **8. EQUALITY AND DIVERSITY CONSIDERATIONS**

- 8.1 There are no legal considerations associated with this report

## **9. CHILD POVERTY CONSIDERATIONS**

- 9.1 There are no child poverty implications associated with this report.

## **10. RECOMMENDATION**

- 10.1 It is recommended that the Safer Hartlepool Partnership notes and comments on the trends in relation to hate crime and incidents in Hartlepool.

## **11. REASONS FOR RECOMMENDATIONS**

- 11.1 The Safer Hartlepool Partnership has a statutory duty to develop and implement strategies aimed at reducing crime and disorder, including hate crime.

## **12. BACKGROUND PAPERS**

- 12.1 The following background papers was used in the preparation of this report:
- House of Commons Briefing Paper *Voyeurism (Offences)* (No. 2) Bill 2017-19 17<sup>th</sup> August 2018 (<http://researchbriefings.files.parliament.uk/documents/CBP-8356/CBP-8356.pdf>)
  - The Law Society Gazette *Misogyny as Hate Crime* 6<sup>th</sup> August 2018 (<https://www.lawgazette.co.uk/commentary-and-opinion/misogyny-as-hate-crime/5067192.article>)
  - The Conversation *Misogyny hate crime: new research reveals true scale of issue – and how the public are united against it* 31<sup>st</sup> July 2018 (<https://theconversation.com/misogyny-hate-crime-new-research-reveals-true-scale-of-issue-and-how-the-public-are->

[united-against-it-100265\)](#)

- Nottingham Women's Centre *Misogyny Hate Crime Evaluation Report* June 2018  
(<http://www.nottinghamwomenscentre.com/wp-content/uploads/2018/07/Misogyny-Hate-Crime-Evaluation-Report-June-2018.pdf>)

### 13. CONTACT OFFICER

Denise Ogden  
Director of Regeneration and Neighbourhoods  
Hartlepool Borough Council  
Civic Centre Level 3  
Email: [Denise.Ogden@hartlepool.gov.uk](mailto:Denise.Ogden@hartlepool.gov.uk)  
Tel: 01429 523300

Rachel Parker  
Community Safety Team Leader  
Hartlepool Borough Council  
Hartlepool Police Station  
Avenue Road  
Email: [rachel.parker@hartlepool.gov.uk](mailto:rachel.parker@hartlepool.gov.uk)  
Tel: 01429 523100



# SAFER HARTLEPOOL PARTNERSHIP

12<sup>th</sup> October 2018



**Report of:** Director of Regeneration and Neighbourhoods

**Subject:** ACQUISITIVE CRIME TASK GROUP UPDATE

---

## 1. PURPOSE OF REPORT

- 1.1 To update the Safer Hartlepool Partnership on the findings of initial research into a potential link between Universal Credit and acquisitive crime rates in Hartlepool.

## 2. BACKGROUND

- 2.1 In March 2018 a new Safer Hartlepool Task Group was established to focus on the increasing levels of acquisitive crime in the Town and the potential impact that welfare reform and Universal Credit (UC) may have on this type of crime. The Task Group agreed to carry out some research into the following:

- Long term trend acquisitive crime trends with a focus on date of introduction of universal credit.
- Any data that can be gathered to show the percentage of acquisitive crime offences committed by offenders on universal credit (and previously when in receipt of other allowances)
- Cohort work – quantitative – the number of offences committed by Hartlepool's Integrated Offender Management (IOM) cohort and those in substance misuse services 12 months before and after the introduction of Universal Credit (December 2016)
- Cohort work – qualitative – survey of cohort looking at drivers for offending, changes in lifestyle due to UC and general offender population views of Universal Credit – this could also include views on improvements.

- 2.2 The full digital UC service was introduced in Hartlepool in December 2016. A partial roll-out where single job-seekers claim UC through job centres was introduced in Middlesbrough in February 2016 and Redcar in March 2016. At the time of writing the Initial Scanning document, (May 2018) Stockton was yet to be included in the national roll-out of UC. The Government anticipates

that full roll out of UC for new claimants will be completed in December 2018. Roll out for transitioning existing claimants onto the new system will begin in early 2019.

### 3. METHODOLOGY

3.1 In order to establish trends in acquisitive crime, recorded crime data for the period 1st April 2015 to 31st March 2018 has been analysed to produce the Initial Scanning document. As UC was introduced in Hartlepool in December 2016 this gives a range of data from before and after the roll out.

3.2 Data from a number of sources was included in the study:

- Cleveland Police crime data, including numbers of offences, types of offences, what kinds of items were being stolen
- Perpetrator data from Cleveland Police and Durham Tees Valley Community Rehabilitation Company (DTVCR) including offender details, number of offences committed and information on offender motivations taken from DTVCR interviews with offenders.
- Data to compare Hartlepool crime figures against those for the other Cleveland Force areas and also against other Community Safety Partnerships in Hartlepool's 'Most Similar Group'<sup>1</sup>.

### 4. RESEARCH FINDINGS

4.1 Data analysis shows that total recorded crime is following an increasing trend in Hartlepool over the reporting period. Acquisitive crime<sup>2</sup> is the most prevalent crime type and in 2017/18, equated to more than half (53%) of all recorded crime. Whilst the most common type of acquisitive crime is shoplifting, significant increases in residential burglary and vehicle crime have been experienced and contribute to the increasing trend for acquisitive crime in the town.

4.2 Acquisitive crime trends in Redcar have remained stable during the reporting period and, although rates in Stockton demonstrate an increasing trend, this increase is much less pronounced than in Hartlepool. Middlesbrough experiences the highest levels of acquisitive crime in the Cleveland force

---

<sup>1</sup> Most Similar Groups (MSGs) are groups of CSPs that have been found to be the most similar to each other using statistical methods, based on demographic, economic and social characteristics which relate to crime. CSPs within the Most Similar Groups will generally have reasonably comparable levels of crime but may not be similar in terms of population size or diversity.

<sup>2</sup> Crime types that fall under Acquisitive Crime for the purposes of this documents are: Burglary Residential, Burglary Business and Community, Bicycle Theft, Theft from the Person, Vehicle Crime (including Interference), Shoplifting, Other Theft, Robbery – Business and Robbery - Personal

area with a trajectory parallel to that in Hartlepool. Although the overall trend in Hartlepool during this period demonstrates a steep rate of increase this is largely due to the way offences have fluctuated since December 2016.

- 4.3 The data reveals that acquisitive crime in Hartlepool was increasing before the introduction of UC and has continued to increase since. Additionally, crime rates in Redcar and Middlesbrough (neither of which have full roll out of UC at the time of writing the Initial Scanning document) are stable and increasing respectively. This suggests that any positive or negative change in crime rates cannot *solely* be attributed to the introduction of UC.
- 4.4 Interviews with offenders carried out by DTVCRC have highlighted that, contrary to the theory of stealing due to hunger, much of the offending in Hartlepool is drug-related. The majority of interviewees stated that funding their drug habit was their primary motivation and prioritised their drug needs ahead of their food needs (even when they have told the Courts that they offend for food). None of the people interviewed were stealing items to order, but were stealing opportunistically; with many treating their offending almost like a 'day job'. The stolen items would then be sold on for drug money.
- 4.5 Although drug use and offending is entrenched behaviour for many of the interviewees, many stated that some, or all, of the following barriers contributed to their poor social and economic situation and offending behaviour:
  - Benefits sanctions and fines (in some cases up to 40% of their benefits)
  - Lack of documentation (e.g. ID, birth certificate, etc.) and/or no bank account making claiming for benefits difficult in the first place
  - Difficulties accessing suitable housing and being housed near to offending peers and drug dealers
  - Issues with their drug treatment programmes

## 5. CONCLUSION AND NEXT STEPS

- 5.1 From this initial research, it has not been possible to establish a clear link between acquisitive crime trends and Universal Credit in Hartlepool; however, what has been apparent is that the factors leading to this high rate of acquisitive crime are complex and that further research is required to investigate these further.
- 5.2 The initial research has highlighted a number of knowledge-gaps where further analysis could help to clarify any relationship between UC and crime rates. More research could also be carried out to establish which other drivers influence crime rates and to identify the level of importance of each of these drivers.
- 5.3 The introduction of UC is due to be completed for new claimants in the other

3 Force areas by December 2018. Future analysis to monitor any change in crime rates in these areas following the introduction of UC could give further insight into this question.

## **6. FINANCIAL CONSIDERATIONS**

6.1 There are no financial considerations associated with this report.

## **7. STAFF CONSIDERATIONS**

7.1 There are no staff considerations associated with this report.

## **8. LEGAL CONSIDERATIONS**

8.1 Under the Crime and Disorder Act 1998, Community Safety Partnerships have a statutory responsibility to develop and implement strategies to reduce crime and disorder, substance misuse and re-offending in their local area, including hate crime.

## **9. EQUALITY AND DIVERSITY CONSIDERATIONS**

9.1 There are no legal considerations associated with this report

## **10. CHILD POVERTY CONSIDERATIONS**

10.1 There are no child poverty implications associated with this report.

## **11 RECOMMENDATION**

11.1 It is recommended that the Safer Hartlepool Partnership notes and comments on the findings of the initial scanning document in relation to acquisitive crime rates in Hartlepool.

11.2 It is further recommended that the Partnership give consideration as to whether further investigation into the research questions posed by the Initial Scanning document is required.

## **12. REASONS FOR RECOMMENDATIONS**

12.1 The Safer Hartlepool Partnership has a statutory duty to develop and implement strategies aimed at reducing crime and disorder, including hate crime.



### 13. BACKGROUND PAPERS

13.1 The following background papers was used in the preparation of this report:

- Department for Work and Pensions *Universal Credit Statistics* 17<sup>th</sup> July 2018  
([https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/725762/universal-credit-statistics-to-14-june-2018.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/725762/universal-credit-statistics-to-14-june-2018.pdf))

### 14. CONTACT OFFICER

Denise Ogden  
Director of Regeneration and Neighbourhoods  
Hartlepool Borough Council  
Civic Centre Level 3  
Email: [Denise.Ogden@hartlepool.gov.uk](mailto:Denise.Ogden@hartlepool.gov.uk)  
Tel: 01429 523300

Rachel Parker  
Community Safety Team Leader  
Hartlepool Borough Council  
Hartlepool Police Station  
Avenue Road  
Email: [rachel.parker@hartlepool.gov.uk](mailto:rachel.parker@hartlepool.gov.uk)  
Tel: 01429 523100