

# PERFORMANCE SCRUTINY COMMITTEE– 14 MAY 2015

## OXFORDSHIRE THRIVING FAMILIES

Report by Deputy Director Lucy Butler

### Introduction

1. This paper outlines the achievements and outcomes of phase 1 of the Thriving Families programme in Oxfordshire which ran from 2012-2015. This includes some analysis of how the programme delivered against the aims and objectives set out in the outcomes plan and how success was measured. Information on which teams from the Children, Education and Families Directorate worked with the identified families is set out.
2. Oxfordshire is now an early implementer of phase 2 of the programme and the paper includes an overview of the outcomes plan for this stage of work and an update on recent progress. A feature of this phase of the work is an intention to work more closely with health services and this is explained more fully below.
3. An aim of this next phase of the programme is to bring further transformation to the way services work together. Children's Services within the Council are piloting new ways of working together. This will inform the next steps of the programme.

### Phase 1 of the Thriving Families Programme in Oxfordshire

4. The national Troubled Families programme was launched in 2011. The Oxfordshire Programme, known as the "Thriving Families Programme" was set the task of identifying 810 families who had 2 or 3 of the following "family problems"
  1. Children not attending school
  2. Adults out of work
  3. Families involved in anti-social behaviour or youth crime.

### Outcomes of phase 1

5. Over the 3 years from April 2012 the programme in Oxfordshire identified 810 families and demonstrated improvement for the total number such that the payment by result was successfully claimed for the whole cohort.
6. Of the **810 families** identified
  - **743 families** saw significant improvement in school attendance, to at least 85% attendance over the school year
  - **607 families** entered continuous employment or engaged in work related activities (Apprenticeships, Work Experience, Volunteering, Permitted Work, Work Choice, Non-Mandatory Training Courses) for at least 13 weeks
  - **443 families** previously engaged in anti-social behaviour or youth crime did not commit further offences for at least 6 months
7. For each family there was often a need for input from two or more services. The table below sets out the number of County Council services who were engaged with the families. In addition to this there was considerable input from a range of partner

organisations including Job Centre Plus (who had a worker seconded to work with the Thriving Families Teams), schools, probation, police and housing services.

8. This table shows the number of families in each Early Intervention Hub locality and also in each CEF locality. The total number of families is listed in the right hand column.

	Early intervention hubs							CEF locality			County
	Banbury	Bicester	East Oxford	Littlemore	South East Oxon	South West Oxon	West Oxon	North	Central	South	Oxon
<b>Thriving Families (TFs) living in area (auditable list)</b>	<b>106</b>	<b>68</b>	<b>134</b>	<b>163</b>	<b>118</b>	<b>124</b>	<b>103</b>	<b>277</b>	<b>297</b>	<b>242</b>	<b>816</b>
<b>Who worked with the families?</b>											
Just the Thriving Families team	9	5	16	25	15	24	10	24	41	39	<b>104</b>
Just EI (Early Intervention) team	15	12	19	25	10	22	21	48	44	32	<b>124</b>
Just social care	30	13	38	52	27	26	22	65	90	53	<b>208</b>
Just the Youth Offending Service	3	2	5	8	8	4	5	10	13	12	<b>35</b>
Thriving Families team and EI	0	1	0	3		2	2	3	3	2	<b>8</b>
Thriving Families team & social care	5	3	7	4	11	2	1	9	11	13	<b>33</b>
Thriving Families team and Youth Offending Service	0	0	2	1	1	3	1	1	3	4	<b>8</b>
EI team and Youth Offending Service	2	1	0	1	2	2	0	3	1	4	<b>8</b>
EI team and social care	19	9	10	17	3	14	13	41	27	17	<b>85</b>
Social care and Youth Offending	2	2	1	2	3	0	3	7	3	3	<b>13</b>
Thriving families, EI team and Youth offending service	2	0	0	0	0	0	1	3	0	0	<b>3</b>
Thriving families, Social Care & Youth offending service	2	0	0	0	2	0	0	2	0	2	<b>4</b>
EI Team, Social Care & Youth offending	1	6		4	1	2	2	9	4	3	<b>16</b>
EI Team, Thriving Families Team, Social care and YOS	0	0	1	0	1	3	1	1	1	4	<b>6</b>
Families worked with by other organisations, e.g schools											<b>161</b>

### Cost savings

9. During the course of phase 1 analysis of the cost savings to agencies was calculated. The conclusion was that for every pound invested there was a cost saving of **£3.22** to public services.
10. The savings were calculated using a nationally agreed methodology, with indicative amounts agreed for a range of circumstances, e.g a court appearance, benefits payments, medical appointments, social care intervention etc. The notional savings reported are based on the reduction in these events for all the families in the programme.

### Case Studies

11. There are many examples of good outcomes for families as a result of the whole family working undertaken in phase 1 of the programme. Two “outcome star” reports are included in appendix 1 to illustrate this.
12. The Thriving Families team use “outcome stars” with individuals and with the whole family so that everyone can see progress being made. Individual members of the family complete the assessment at the beginning of their involvement with a Thriving Families Worker and then re-assess their scores periodically. The same process is undertaken by the whole family together, using a similar set of criteria to measure where they are. At the end of the intervention a final assessment will be completed and the difference between the baseline and final assessments can be used to give a proxy indicator of progress that the family describe for themselves. The criteria used by the families in assessing themselves are:

For the individual outcome star	For the Family Star
<ul style="list-style-type: none"> <li>• Physical health</li> <li>• Where you live</li> <li>• Being safe</li> <li>• Relationships</li> <li>• Feeling and behaviour</li> <li>• Friends</li> <li>• Confidence and self esteem</li> <li>• Education and learning</li> </ul>	<ul style="list-style-type: none"> <li>• Physical health</li> <li>• Your wellbeing</li> <li>• Meeting emotional needs</li> <li>• Keeping your children safe</li> <li>• Social networks</li> <li>• Education and learning</li> <li>• Boundaries and behaviour</li> <li>• Family routine</li> <li>• Home and money</li> <li>• Progress to work</li> </ul>

13. The individuals or families can see the differences in the scores of “before and after” on their own assessments (see the Annex for some examples of these). The analysis of the differences for all the individuals and families who completed the assessments in phase 1 is summarised in the tables below.

**My Star Scores for all individuals completing this assessment in phase 1**

	Oxfordshire Average
Baseline Star	2.60
Most Recent Star	3.40
Change	0.80
Percentage Change	30.77%

**Family Star Plus scores for all families completing this assessment in phase 1**

	Oxfordshire Average
Baseline Star	4.39
Most current Star	6.41
Change	2.01
Percentage Change	45.81%

**The features of phase 2 of the programme**

14. The delivery of 100% performance in phase 1 of the programme has led to very strong working relationships with the Troubled Families Unit in the Department for Communities and Local Government. Oxfordshire became an early implementer of phase 2 of the programme in September 2014 ahead of the national roll out in April 2015.
15. In Phase 2 of the programme Oxfordshire have been asked to identify and work with 2890 families over 5 years from 2015 to 2020. This work will be based on a Payment by Result system, with a payment granted to the Council for identifying the family and a further payment applied for when sustained change can be reported. The claim for sustained change has to be sent with proof that all of the identifying “family problems” have been alleviated and there has been a sustained period of change. Internal Auditors at the County Council have been overseeing the development of the plan to ensure that claims will only be made using robust evidence.
16. There is currently a limit on the number of families who can be identified each year, with 434 families identified by the end of March 2015 and a further 492 to be identified in 2015-16.

**The Outcomes Plan for phase 2 in Oxfordshire**

17. The development of the outcomes plan for phase 2 is based on 6 family problems rather than just the 3 used in phase one. Decisions on the indicators and outcome measures to use in Oxfordshire were made in collaboration with the central team and led to the Oxfordshire plan being used as a national exemplar, along with 5 others. The process used in Oxfordshire has been used to formulate national guidance for phase 2.
18. The Outcomes Plan for phase 2 of the programme is summarised in the table below. Features of the outcomes plan for Oxfordshire include
  - The measure used to identify a family for the programme is the same measure used to claim that an outcome has been achieved.
  - Families with 2 or more of the “family problems” in the list can be identified for the programme.

- Regular reports from a range of partners (including the police and probation) enable identification of families and tracking of progress.
- County Council Internal Auditors have been involved in ensuring that claims for identifying families and for proving changes in outcomes are robust .
- A Cost Savings Calculator is being set up nationally to give richer data on the savings to public services as a result of changes in the families.

19. Closer working with the health service is an important part of implementing this plan. This will include working with GPs, mental health services (for children and adults), community nurses (such as health visitors and school health nurses) to flag Thriving Families in their client records. We will also be enabling the County Council teams to develop even more effective ways of working with health services. Our early work on this is seen as a national exemplar and we will be hosting a visit from representatives of the Department of Health and The Troubled Families Unit in May 2015.

The outcomes plan for phase 2 is summarised in the table below:

<b>Family Problem</b>	<b>Identifier</b>	<b>Outcome measure</b>	<b>Period</b>
Parents and young people involved in crime or antisocial behaviour	<ul style="list-style-type: none"> <li>• Anti social behaviour incidents</li> <li>• Young people offending</li> <li>• Adults found guilty of an offence</li> </ul>	60% reduction in incidents  33% reduction across the family No further offences	6 months
Children who have not been attending school regularly	<ul style="list-style-type: none"> <li>• Attendance below 90% over 3 consecutive terms</li> <li>• 3 fixed term exclusions over 3 consecutive terms</li> </ul>	Attendance above 90%  Less than 3 fixed term exclusions	For 3 consecutive terms
Children who need help	<ul style="list-style-type: none"> <li>• A child subject to a Child in Need Plan with neglect as the primary reason</li> <li>• A child subject to a Child Protection Plan with neglect as the primary reason</li> </ul>	Child is not escalated to a Child Protection Plan or Social Care Plan and does not become Looked After Child is stepped down to a Child in Need Plan	6 months
Adults out of work or at risk of financial exclusion; Young People at risk of worklessness	<ul style="list-style-type: none"> <li>• Adult on "out of work" benefits</li> <li>• Adult on "out of work" benefits excluding Job Seekers Allowance</li> <li>• Young people registered as not being in Education, Employment and Training</li> </ul>	Adult moved off benefit and into continuous employment  Adult on "out of work" benefits is engaged in work related activity*  Young person is engaged in training, work or work related activity*	Job seekers 26 weeks, others 13 weeks  13 weeks  13 weeks
Families affected by domestic abuse and violence	<ul style="list-style-type: none"> <li>• Domestic abuse reports with Child Present (to the police)</li> </ul>	No further reports	6 months
Parents and children with a range of health problems	<ul style="list-style-type: none"> <li>• Adults with drug or alcohol problems</li> <li>• A child with an Education, Health and Care Plan with more than 3 Fixed Term</li> </ul>	Successful completion of treatment	6 months

	Exclusions or less than 90% attendance <ul style="list-style-type: none"> <li>• A child with caring responsibilities with more than 3 Fixed Term Exclusions or less than 90% attendance</li> </ul>	Fewer than 3 fixed term exclusions or more than 90% attendance	For 3 consecutive terms
--	--	--	-------------------------

\*work related activity comprises Apprenticeships, work experience, volunteering, permitted work, Work Choice, non-mandatory training courses

### Next steps

20. The operational work of Thriving Families is currently fully integrated into the Early Intervention Service. The Early Intervention Service are continuing to work more closely with children's social care teams to ensure seamless support for children, young people and families. This includes a more intensive Thriving Families approach, where it is required and builds on the outcome plan for Phase 2 of the Thriving Families programme.
21. There is currently a pilot project running in the north of the county. It provides intensive family support on a multi-agency basis, building on the Thriving Families approach. The pilot focuses on supporting families where the children are at risk of neglect. The results will help inform this work. As part of the pilot the Thriving Families programme is funding dedicated Job Centre Plus workers to provide additional support to families. The learning from this will further build on the outcome plan for Phase 2 of the Thriving Families programme.

### RECOMMENDATION

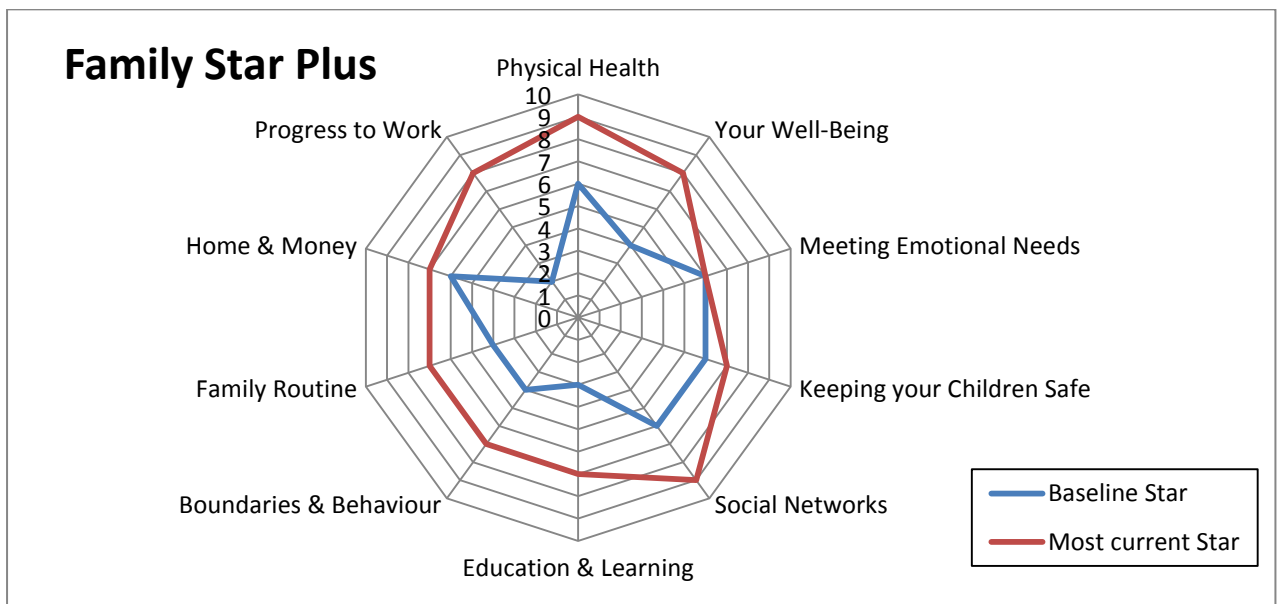
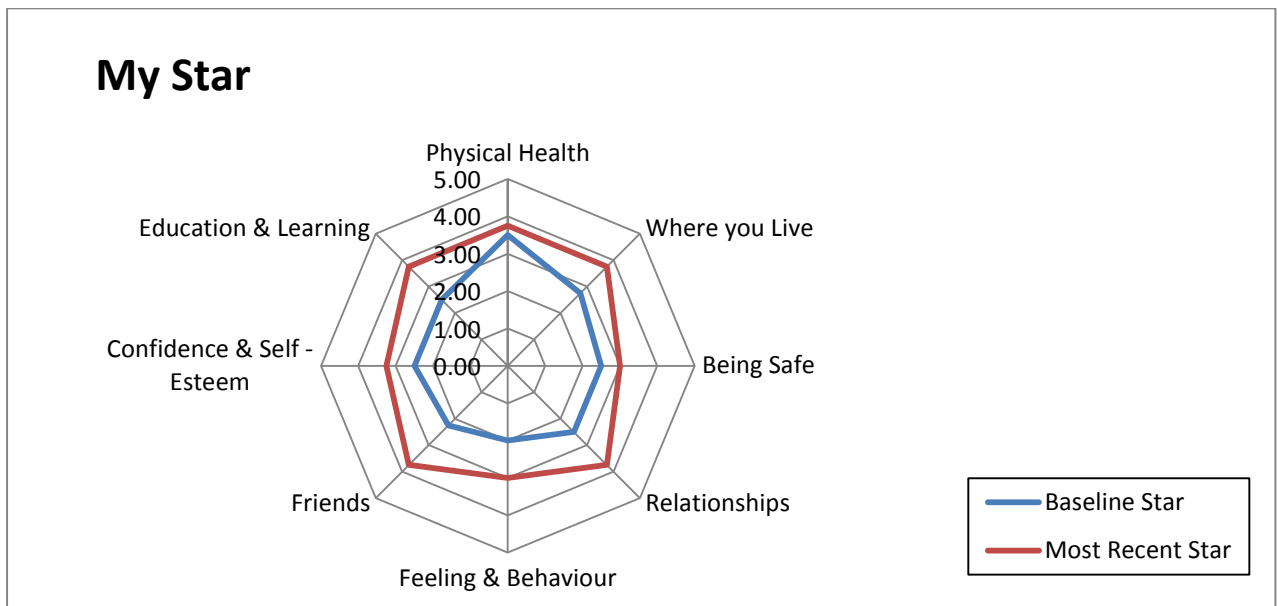
22. **The Performance Scrutiny Committee is RECOMMENDED to note this report.**

Lucy Butler  
Deputy Director

Contact Officer: Jackie Wilderspin, Public Health Specialist, x 8661  
Tan Lea, Early Intervention Manager, x 5902

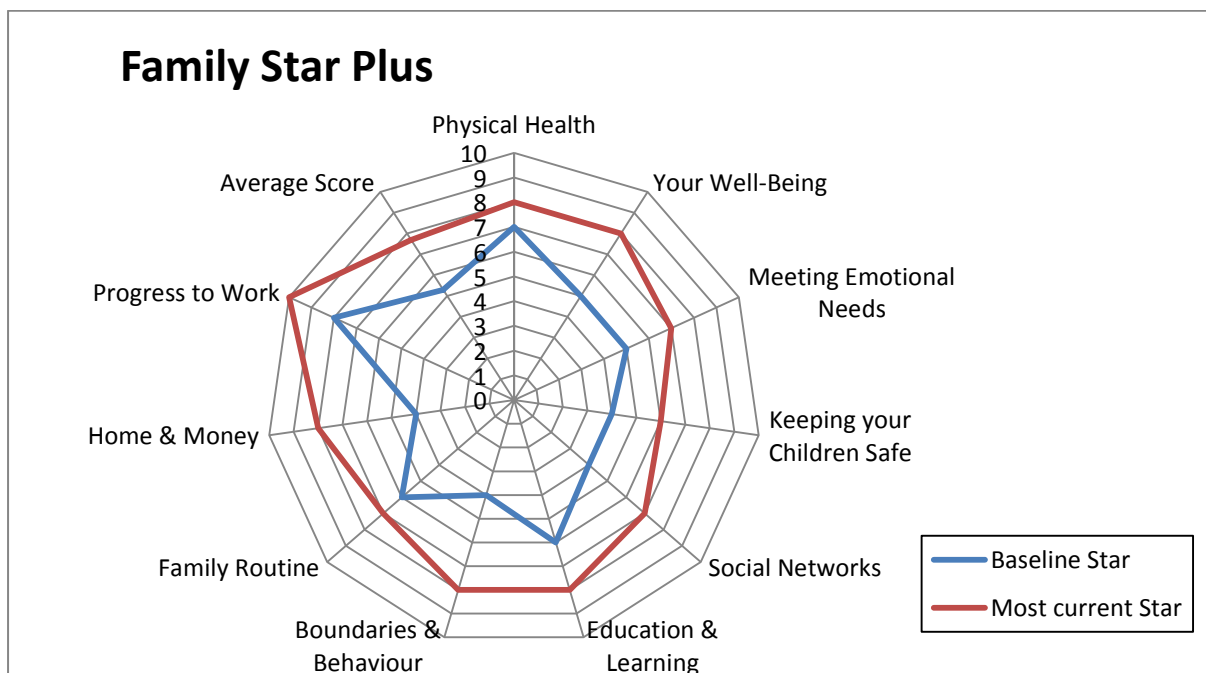
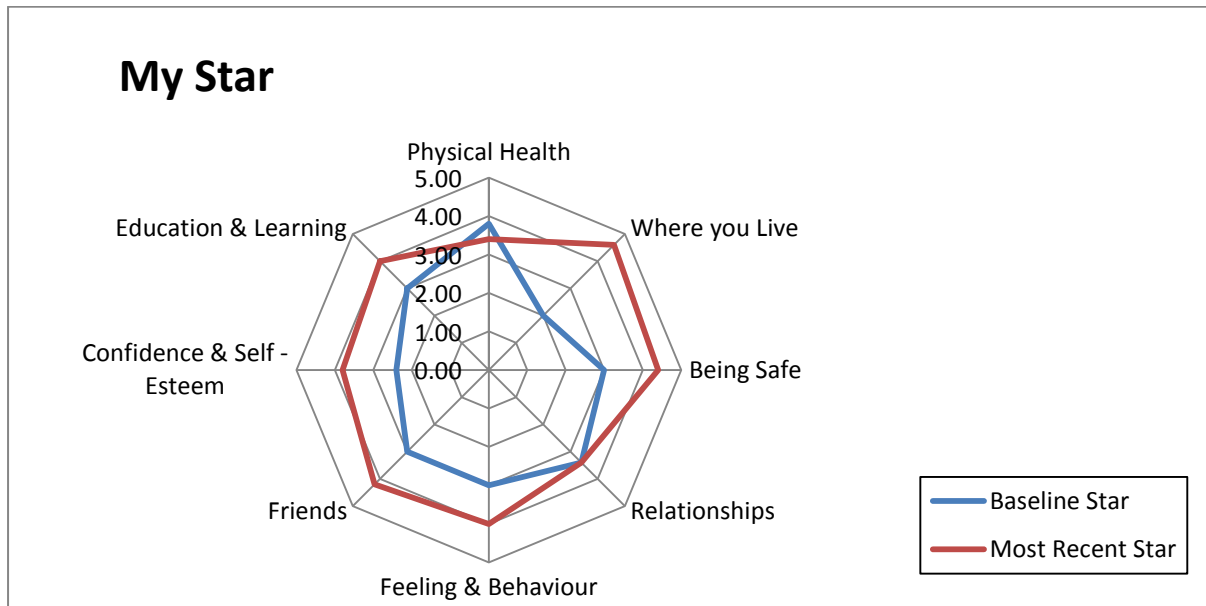
May 2015

**Thriving Families Scorecard**  
**Family M - Worked with for 18 Months**



<b><u>Heading</u></b>	<b><u>Criteria</u></b>	<b><u>Before</u></b>	<b><u>Current</u></b>	<b><u>Impact</u></b>
Education	School Attendance	79.5%	93.5%	15.6% Increase
	Fixed term exclusions	9	0	100% Decrease
Offending	Youth offending	5	1	80% Decrease
	Reported DV	0	1	100% Increase
Work	In employment	No	Yes	

**Family S,P,N**



<b><u>Heading</u></b>	<b><u>Criteria</u></b>	<b><u>Before</u></b>	<b><u>Current</u></b>	<b><u>Impact</u></b>
Education	School Attendance	93.4%	97.9%	4.4% Increase
	Fixed term exclusions	0	0	0%
Offending	Youth offending	0	0	0%
	Reported DV	1	0	100% Decrease
Work	In employment	Yes	Yes	