

Report No.
DCYP12040

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: Children and Young People
Policy Development and Scrutiny Committee

Date: 20 March 2012

Decision Type: Non-Urgent Non-Executive Non-Key

Title: **DEPARTMENT FOR COMMUNITIES AND LOCAL
GOVERNMENT INITIATIVE: TACKLING TROUBLED FAMILIES**

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Ward: Boroughwide

1. Reason for report

- 1.1 This report describes the Government Programme 'Tackling Troubled Families' and sets out a timetable for developing a London Borough of Bromley project plan and business case for submission to the Department for Communities and Local Government (DCLG).
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2. **RECOMMENDATION(S)**

2.1 **The CYP Policy Development and Scrutiny Committee is asked to:**

- (i) **consider and comment on the content of the report.**

Corporate Policy

1. Policy Status: Not Applicable
 2. BBB Priority: Children and Young People
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Financial

1. Cost of proposal: To be determined
 2. Ongoing costs: To be determined
 3. Budget head/performance centre: Not Applicable
 4. Total current budget for this head: Not Applicable
 5. Source of funding: Potential 40% match funding from the Department of Communities and Local Government (DCLG) on a payment by results basis.
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Staff

1. Number of staff (current and additional): To be determined
 2. If from existing staff resources, number of staff hours: To be determined
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Legal

1. Legal Requirement: None
 2. Call-in: Not Applicable
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Customer Impact

1. Estimated number of users/beneficiaries (current and projected): 490 families
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments: Not Applicable

3. COMMENTARY

Troubled Families Programme

3.1 Work with troubled families has become an increasingly important issue for councils and government. Following an internal government review, the Prime Minister set up a new Troubled Families Unit in November 2011, based in the Department for Communities and Local Government (DCLG). It has been tasked with implementing a strategy to turn around the lives of the most troubled families by 2015. The unit is required to work with local councils to “*maintain and wherever possible build upon the momentum already gained*”.¹ The DCLG contacted by letter, Local Authorities’ Chief Executives in December 2011 setting out the purpose and terms of this initiative.

3.2 The Government defines a ‘troubled family’ as one that:

“has serious problems - including parents not working, mental health problems, and children not in school - and causes serious problems, such as crime and anti-social behaviour. All of which costs local services a lot of time and money routinely responding to these problems”.

3.3 The DCLG has used specific benchmark criteria which illustrate a ‘Troubled Family’, and in estimating numbers, a family would need to be experiencing at least **five** of the following **seven** characteristics:

- no one in the family is in work;
- living in poor or overcrowded housing;
- no parent has any qualifications;
- mother has mental health problems;
- at least one parent has a longstanding illness, disability or infirmity;
- a low income; and
- an inability to afford a number of food, clothing items.

3.4 The Government used previous Family and Children Survey data to identify the numbers of troubled families per local authority. That survey estimated that in England there are 120,000 families facing multiple problems. These estimates have been calculated using population data and indices of deprivation and child well-being. Using this methodology, London has a total of 21,660 (18.5%) of the 117,015 families identified. The full breakdown by borough, provided by the DCLG, is attached as **Appendix 1**.²

3.5 The DCLG are indicating that Bromley has **490 families** who fulfil the criteria applied through their analysis of data.

3.6 Turning troubled families around is defined as:

- getting children back into the classroom and not wandering the streets
- getting parents on to a work programme to stop them from committing crime
- reducing the high costs to the tax-payer.

¹ Letter to Councils’ Chief Executives (17.11.11)

² Extract from report to Association of London Directors of Children’s Services (23.01.12)

- 3.7 The Government's estimates indicate that £9 billion is being spent annually on the 120,000 most troubled families (based on Government data collected in October and November 2011). A large proportion of this money is being spent on taking children into care (fostering, residential care, adoption and the cost of social workers) and also the significant criminal justice costs of children and adults committing crime. The £9 billion also includes eviction costs and benefit payments, the cost of drug and alcohol dependency, specialist schooling (eg excluded pupils in Pupil Referral Units) and health costs.

How will the programme work?

- 3.8 The announcements from Government and DCLG suggest a step change in the way Government and Councils address issues for troubled families. Councils have been asked to identify actual families based on factors such as truancing, anti-social behaviour and costs of intervention to public services.
- 3.9 The programme will run primarily on a payment-by-result basis to incentivise local authorities and key partner agencies to take action to turn around the lives of troubled families in their area by 2015. The Government will offer to pay up to 40% of local authorities' costs of dealing with these families (Payment-by-Results model), payable only when they and their partner agencies achieve evidenced success with families.
- 3.10 The Government will also fund a national network of troubled family 'Trouble-shooters' in each local council to co-ordinate and oversee the programme of action in their area.

Grant Funding

- 3.11 In December 2011, it was announced **that £448 million** will be made available over the next 3 years, 2012/13 – 2014/15, together with contributions from 6 Whitehall Departments including: the Department for Communities and Local Government, the Department for Education; the Department of Health; the Department for Work & Pensions, the Home Office; the Ministry of Justice. Each made a contribution to the programme by reprioritising their departmental spend.
- 3.12 This £448m grant is to be spent in 3 main ways:
- (i) funding for Councils of a £100k per year to employ new 'co-ordinators' or 'trouble shooters' who will be responsible for co-ordinating the programme at local level for 3 years;
 - (ii) funding for Councils, at the rate of £20k for the transition period until the 2012/13 financial year, to undertake preparatory work, identify the troubled families in their areas and prepare action plans;
 - (iii) funding 40% of the estimated cost of the intervention action plan with the troubled families in each area; the majority of this money to be paid as 'results' payments in return for outcomes delivered. Local Authorities are expected to match fund 60%.
- 3.13 Councils interested in participating have to, by the end of March 2012: recruit a Co-ordinator/ Trouble Shooter, identify 60% of that match funding, draw up an action plan and identify all the troubled families in their area that they intend to work with.

- 3.14 Details of how the bulk of the central funding will be distributed and the outcome measures for match funding payments have not yet been announced. It is understood there will be an average of £4,000 per family if all the payment by results criteria are met. Potentially £196,000 match funding over a 3 year period. It is also understood the Council portion of match funding does not have to be new money providing the scheme can show it is utilising resources more effectively.

ESF Families with Multiple Problems

- 3.15 The Department of Work and Pensions (DWP) initiated a new back to employment scheme in August 2011 called ESF Families with Multiple Problems. This scheme is funded by the European Social Fund to target families in long-term unemployment. Families in this scheme may comprise entirely of adults in addition to families with children and the key focus of the scheme is to progress the unemployed nearer to employment. The work is delivered through sub-contractors at a local level within Bromley. The Council's Employment and Skills Team, leads on signposting families needing employment support to the sub-contractor who do the work. Reed in Partnership are the Prime Contractors for East London, which includes Bromley. Reed have sub-contracted to Amicas Horizon, a registered social landlord to do the work. The contract value is £250k over three years. The scheme only allows for referrals to the scheme to be made by the Local Authority.
- 3.16 It is anticipated that the ESF Families with Multiple Problems scheme will provide the employment support element to families within the Tackling Troubled Families Programme.

Timetable for developing a programme plan and business case for submission to the DCLG

- 3.17 An expression of interest has been made to the DCLG with a request to draw down £20k preparatory funding for 2011/12.
- 3.18 Clearly these two programmes represent a multi-agency, partnership agenda. The new Borough Officers Group, chaired by the Chief Executive and involving the senior lead officers from Health, the Police, Fire Brigade, Community Links and LBB Chief Officers discussed these initiatives on 1 February to determine a direction and timetable for taking forward both the existing Families with Multiple Problems and Tackling Troubled Families initiatives. An officer group has been drawn together to develop a potential strategy for consideration by Members.
- 3.19 A meeting with Interface Associates, a consultancy agency employed by the DCLG to support Local Authorities, took place on 22 February 2012. Interface Associates were unable to clarify details around the funding arrangements or payment by results measures at this stage. The Government is expected to announce detailed criteria in mid to late March.
- 3.20 An outline programme plan and business case is currently being developed for LBB to meet the 30 March timescales for submission to the DCLG.
- 3.21 A cross-agency working group chaired by the Head of Referral and Assessment, Children and Young People Services, is meeting to develop project options and costs to inform the business case.
- 3.22 Recommendations from this group will return to a further cross-agency stakeholder meeting in late March before finalising recommendations for Member approval.

Non-Applicable Sections:	Policy, Financial, Legal and Personnel Implications
Background Documents: (Access via Contact Officer)	

London Borough breakdown of the number of identified 'troubled families'

Source CLG Website

Local Authority Name	Estimated No. of families with multiple problems
Barking and Dagenham	645
Barnet	705
Bexley	400
Brent	810
Bromley	490
Camden	755
City of London	25
Croydon	785
Ealing	880
Enfield	775
Greenwich	790
Hackney	1,000
Hammersmith and Fulham	540
Haringey	850
Harrow	395
Havering	415
Hillingdon	555
Hounslow	585
Islington	815
Kensington and Chelsea	400
Kingston upon Thames	225
Lambeth	1,080
Lewisham	910
Merton	370
Newham	985
Redbridge	550
Richmond upon Thames	190
Southwark	1,085
Sutton	320
Tower Hamlets	1,120
Waltham Forest	760
Wandsworth	660
Westminster	790