

## London Borough of Bromley

### PART 1 - PUBLIC

#### **Briefing for Care Services Policy Development and Scrutiny Committee 19 June 2012**

### **TACKLING TROUBLED FAMILIES PROGRESS REPORT**

Contact Officer: Mark Thorn, Head of Referral and Assessment  
Tel: 020 8461 7578 E-mail: [mark.thorn@bromley.gov.uk](mailto:mark.thorn@bromley.gov.uk)

Chief Officer: Kay Weiss, Assistant Director (Safeguarding and Social Care)  
Tel: 020 8313 4062 E-mail: [kay.weiss@bromley.gov.uk](mailto:kay.weiss@bromley.gov.uk)

#### **1. Summary**

- 1.1 This report sets out the basis for the London Borough of Bromley's submission for inclusion in the Government's Tackling Troubled Families Programme and provides an update on the grant funding arrangements.

#### **2. THE BRIEFING**

- 2.1 The CYP PDS received a briefing report in March 2012 describing the Government programme "Tackling Troubled Families". This is a payment by results initiative focusing on local authorities supporting households who:
- **Are involved in crime and anti social behaviour (ASB)**  
Households where a young person has a proven offence in the last 12 months and / or where one or more family member has been subject to ASB intervention in the last 12 months.
  - **Have children not in school, training or employment**  
Households affected by truancy or exclusion from school where a young person has a history of school exclusions, is in a pupil referral unit or 15 % unauthorised absences in the last 3 terms.
  - **Have an adult on out of work benefits**  
Once the above criteria have been identified, those who are out of work and claiming benefits.
  - **Cause high cost to the public purse**  
Local discretion to add families meeting any 2 of the above criteria and where there is a cause for concern. These may include families subject to child protection plans where there is a risk a child may be accommodated, families subject to frequent police call outs, families where there are health problems such as emotional and mental health problems, drug and alcohol misuse and health problems caused by domestic abuse.

- 2.2 As part of the Troubled Families programme the Government has made available resources to incentivise and encourage local authorities and their partners to enhance existing services and develop new ways of working with families. This aim is to focus on lasting change, reduce overall costs and improve outcomes for families.
- 2.3 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 (e.g. excluded pupils in Pupil Referral Units) and health costs.
- 2.4 The Department for Communities and Local Government (DCLG) indicate that Bromley has 490 families who fulfil the criteria applied through their analysis of data. 408 of these families are eligible for funding as it is assumed the local authority would be working with a significant number of these families in any event and this figure represents part of its match funding from existing resources.

## 2.5 Grant Funding Arrangements

- 2.5.1 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.
- 2.5.2 There is no requirement for the local authority to invest new funding or resources and it can use existing resources on which to develop the programme.
- 2.5.3 The financial framework for the Tackling Troubled Families (TTF) programme payment by results scheme was previously unavailable; however, it was published at the end of March 2012 and clarifies how the funding will be delivered to local authorities. This is a 3 year programme from 2012-2015.
- **£20,000** in February 2012 to set up data to identify work streams and families
  - **£100,000** per year towards coordination costs for the programme
  - **£4,000** per family paid on a results basis to incentivise a focus on achieving outcomes.
- 2.5.4 Following consultation the Department for Communities and Local Government have recognised that there will be up-front costs associated with restructuring services, taking on new staff or commissioning services. It is also anticipated that greater risks will be taken in the earlier years of the programme. Therefore a proportion of the £4,000 payment by results funding will be paid upfront as an "attachment fee" for the number of families with whom we work and the rest paid once we have achieved positive outcomes for the family

2.5.5 In order to be eligible for the grant funding the local authority had to submit its commitment to the programme by the 30 April 2010. This was reported to the Portfolio Holder at the end of April and a letter signed by the Chief Executive has been sent to the Troubled Families Unit confirming our commitment and enclosing our proposed delivery plan.

2.5.6 The London Borough of Bromley has committed to working with the 490 families. Of these 408 are eligible for funding under the Tackling Troubled Families programme. We intend working with one third of these in the first year totalling 163 families and receive funding for 136 families from the 408 eligible for funding in 2012/13.

2.5.7 According to the financial framework for 2012/13 LB Bromley should receive 80% of the payment by results (£4,000 per family) as an attachment payment. If eligible a further £800 per family will be available through completion of payment by results. The table below shows how the attachment fee will reduce over the three years with eligibility for payment by results increasing for each of these years.

Total funding available per family = £4000		
Year	% of payment offered as upfront attachment fee	% of payment offered as a results-based payment in arrears
2012/13	80%	20%
2013/14	60%	40%
2014/15	40%	60%

2.5.8 The grant funding available to Bromley over the 3 years (2012-15) is based on a sliding scale attachment fee and maximum reward at £4,000 per family:

#### 2012/13

Attachment (80%)	£3,200 x 136 Families	£435,200
Maximum Reward	(20%) x 136 Families	£108,800
Coordinator Grant		<u>£100,000</u>
Total		£644,000

#### 2013/14

Attachment (60%)	£2,400 x 136 Families	£326,400
Maximum Reward	(40%) x 136 Families	£217,600
Coordinator Grant		<u>£100,000</u>
Total		£644,000

#### 2014/15

Attachment (40%)	£1,600 x 136 Families	£217,600
Maximum Reward	(60%) x 136 Families	£326,400
Coordinator Grant		<u>£100,000</u>
Total		£644,000

**Total over 3 years:** £1,932,000

2.5.9 The Council will be able to collect a payment for each eligible family if they achieve the results set out in the table below.

<b>Result</b>	<b>Attachment Fee</b>	<b>Results Payment</b>	<b>Total</b>
They achieve all 3 of the education and crime/ASB measures set out below where relevant:  1. Each child in the family has had fewer than 3 fixed exclusions and less than 15% of unauthorised absences in the last 3 school terms; <b>and</b>  2. A 60% reduction in anti-social behaviour across the family in the last 6 months; <b>and</b>  3. Offending rate by all minors in the family reduced by at least a 33% in the last 6 months.	£3,200 per family	£700 per family	£4,000 per family
If they do not enter work, but achieve the 'progress to work' (one adult in the family has either volunteered for the Work Programme or attached to the ESF provision in the last 6 months).		£100 per family	
<b>OR</b>			
At least one adult in the family has moved off out-of-work benefits into continuous employment in the last 6 months (and is not on the ESF Provision or Work Programme to avoid double-payment).	£3,200 per family	£800 per family	£4,000 per family

**DCLG (2012)**

## 2.6 Implementation in Bromley

2.6.1 The Troubled Families programme will be coordinated through the Bromley Children Project but delivered through a number of work streams. These will be cross cutting across council departments, partner agencies and the voluntary sector and agencies and require an integrated approach to working with partners. This will ensure a multi-agency approach to families with multi faceted problems, build on systems and structures already in place and further develop innovative interventions with troubled families.

2.6.2 A troubled families strategic steering group has been set up and is working with partners to develop the following work streams:

- **Link to the European Social Fund (ESF)**

This will ensure troubled families are referred to the ESF Families with Multiple Problems initiative that is supporting families where an adult is out of work. The scheme allows for the local authority to refer adults to the scheme through the Council's Employment and Skills Team. Clearly these two programmes represent a multi-agency partnership agenda and 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.

- **Link to Early Intervention Services**

Targeting families identified as vulnerable who may be included or at risk of being identified as a troubled family. These may include families requiring a Common Assessment Framework and lead professional coordination and those referred to children's social care that do not meet the threshold for statutory social work services but require support from the Bromley Children Project (BCP) or commissioned services from the voluntary sector. The focus of work would be around supporting families and parenting particularly where there are younger children.

- **Integrated youth services with a focus on school attendance and NEET's**

Through its parenting support work and other resources, the Bromley Children Project already focuses on improving and maintaining school attendance for children under 11 through its links with schools. This work stream will explore and implement ways to resource similar intervention for over 11s and the links to the Integrated Youth Service work to support and turn round those young people who are not in school or NEET.

There will continue to be close liaison with schools, the Behaviour Support Service and Education Welfare Services. Bromley Children Project will continue to sit on the area youth panel and develop further links between statutory social services and targeted youth support around NEETS.

- **Safer Bromley Partnership and YOT with focus on youth offending and anti social behaviour**

Target, support and track young people and their families coming to the attention of the Safer Bromley Partnership and Youth Offending Team to measure outcomes for anti social behaviour and NEET.

- **Integrated Social Care**

Target, support and track young people and their families subject to social care services and meet the outcome criteria for tackling troubled families.

2.6.3 Having to commit to the programme by the 30 April 2012 in order to draw down the attachment funding means implementation will take immediate effect. Families are being identified and partners are engaged in the programme through the steering group that has been meeting since February 2012.

2.6.4 Confirmation of the L B Bromley submission was accepted by the Tackling Troubled Families Unit on the 18th May leading to upfront grant funding being determined by the end of May 2012 and grant provision during June 2012.

## 2.7 Resources and Staff

2.7.1 Plans to spend the grant will require Executive approval which will include a breakdown of costs including the recruitment of a coordinator which will be funded from the coordinator element of the grant. The Coordinator will report to the Bromley Children Project Manager and the strategic steering group.

2.7.2 The strategic steering group will monitor progress and outcomes and evaluate funding requests to improve service delivery.

## 2.8 Risk Management

- 2.8.1 Upfront attachment funding from the Tackling Troubled Families Unit (DCLG) provides an opportunity for Bromley to build on and further develop interventions with families who are troubled in the borough. There is minimal risk to the Council as there is no requirement to invest new council funding or resources. Once paid the attachment fee cannot be reclaimed if the local authority does not meet its payment by results outcomes. There will be an expectation however that a local authority will carry forward to the next year any outcomes it has failed to achieve.
- 2.8.2 Part of the coordinator grant will be used to target, track and measure outcomes which have to be reported to the Tackling Troubled Families Unit. As this is a cross cutting initiative involving a number of departments and agencies, there is a need to ensure partners remain committed and engaged in the development of the programme. This will be achieved through the Tackling Troubled Families Steering Group and the Safer Bromley Partnership.
- 2.8.3 Future funding of the attachment fee will be dependent upon results achieved this year and failure to deliver expected results may affect future funding by the Unit. This can be mitigated by tracking more families than our expected target and recording activity via the Coordinator. Much of the activity highlighted in the work streams concerns families already known to departments within the Council and the Unit is allowing local discretion where a family meet the main outcome criteria and are a cause of concern. This may include those children subject to child protection plans and at risk of being accommodated; where there are family health issues or regular police call outs to persistent offenders. The challenge will be to ensure there is targeting and tracking of the identified families and an investment of resources where gaps in service provision are identified.