

Decision Maker: Care Services
Policy Development and Scrutiny Committee

Date: 18th June 2013

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

Title: **TACKLING TROUBLED FAMILIES - UPDATE**

Contact Officer: Kay Weiss, Assistant Director (Safeguarding and Social Care)
Tel: 020 8313 4062 E-mail: kay.weiss@bromley.gov.uk
Mark Thorn, Head of Referral and Assessment
Tel: 020 8461 7578 E-mail: mark.thorn@bromley.gov.uk

Chief Officer: Terry Parkin, Executive Director

Ward: Boroughwide

1. Reason for report

- 1.1 This report is an update and progress report on the Tackling Troubled Families Programme being delivered in Bromley.
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2. **RECOMMENDATION(S)**

- 2.1 **The Care Services 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: Within existing resources
 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: Funding over 3 years 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): 7 FTE
 2. If from existing staff resources, number of staff hours: Contribution for the hours spent by the Assistant Director for Children's Safeguarding & Social Care, the Head of Service for Referral & Assessment and Early Intervention, the Manager of the Bromley Children Project and the Bromley Children Project Early Intervention Assurance Officer.
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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 over 3 years
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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

Tackling Troubled Families Programme

3.1 The reports to CYP PDS in March 2012 and June 2012 described the Government programme “Tackling Troubled Families” and how this would be implemented in Bromley. This is a payment by results initiative focusing on local authorities supporting households who:

- **Are involved in crime and anti social behaviour (ASB)** - Household 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** - Household affected by truancy or exclusion from school where a young person has a history of school exclusions, is in a pupil referral unit or has 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.

3.2 The Bromley Approach to Tackling Troubled Families

3.3 The Tackling Troubled Families programme is coordinated through the Bromley Children Project and delivered through a number of work streams. These are cross cutting across council departments and agencies and require an integrated approach to working with partners. These include the Anti-social Behaviour Unit, Youth Offending Team, education support to children not attending school through the Education Welfare Service and services that support families not in work. This aims to 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.

3.4 Grant Funding

3.4.1 Bromley received the ring fenced grant allocation for Bromley for 2012/13 which totalled £535,200 and includes the contribution to cover: -

- the initial identification of families,
- the coordination of the programme,

- the 80% upfront “attachment fee” in relation to 136 of the 163 families that Bromley has committed to work with in year 1 of the grant.

The total grant allocation of £535,200 for 2012/13 was held in the central contingency. In September 2012, a report went to Executive to draw down £270,120 leaving £265,080 still unallocated. The table below provides a breakdown of the proposed expenditure for 2012/13 and actual expenditure in year.

	FTEs	2012/13 Budget £	2012/13 Actual £
Staffing			
Contribution to management and support costs		64,400	0
Co-ordinator	1	18,540	7,031
Family support and Parenting Practitioners	4	87,180	18,296
		<u>170,120</u>	<u>25,327</u>
Running costs etc		100,000	3,982
Total Expenditure		<u>270,120</u>	<u>29,309</u>
TTF Grant 2011/12 B/F		0	-16,836
TTF Grant		-535,200	-535,200
Grant C/F into 2013/14 - not allocated		<u><u>-265,080</u></u>	<u><u>-522,727</u></u>

As you will see from the table above, there is £522,727 remaining unspent from the year 1 grant allocation. A carry forward is being requested in the 12 June 2013 Executive report for this money, comprising of £265,080 held in the central contingency and £257,647 in the ECHS departmental budget.

- 3.4.2 Inevitably there has been a time delay in spending this funding in 2012/13 because of the need to identify specific families locally and recruit staff into the programme, meaning that only £29k out of the £270,120 allocated has been spent. Most other local authorities have experienced these delays reflecting the fact that the national programme had underestimated the time needed to get the scheme fully operational.
- 3.4.3 A bid has been submitted to Department for Communities and Local Government (DCLG) for the grant payment for 2013/14. DCLG have encouraged local authorities to be ambitious when setting their targets for Year 2; Bromley has increased the number of families it intends to target in Year 2 from 163 to 245 in order to optimise the Attachment Funding available as this reduces year by year.
- 3.4.4 The attachment funding for Year 2 totals £489,600. The central funding to cover the cost of the Coordinator, Data and Administration Posts as well as a contribution

towards senior management time remains fixed at £100,000 and is in addition to the attachment funding. For 2013/14, Bromley has submitted a bid of £589,600 to DCLG.

3.4.5 On 10 May 2013 DCLG advised that following their invitation for local authorities to be more ambitious in setting targets for Year 2, and because so many have increased their targets, they have had to seek approval from Ministers before any bids can be approved and paid. This has caused a delay approving the bids for Year 2.

3.4.6 DCLG have advised a change in how payment of the attachment fees for Year 2 will be made. It will relate to the percentage successfully attached for Year 1 as at 31 March 2013. Local authorities who attached: -

- 75% or more of their target families in Year 1 will receive the full payment in Quarter 1 of 2013/14
- 33% - 74% of their target families in Year 1 will receive half of the requested payment in Quarter 1 of 2013/14, and with the remaining half to be paid in the second quarter 2013/14 providing they have 'caught up' (i.e. commenced working with remainder of Year 1 families) by 30 June 2013
- less than 33% of their target families in Year 1 will not be paid their requested Year 2 attachment fees. Instead, they will be invited to discuss what help DCLG can offer to improve performance.

3.4.7 Bromley attached 66% of the target in Year 1 and so falls into Group 2. Based on the approach described in 3.4.6 above our payment will be made in two stages.

3.4.8 Real progress has been made in the identification of families following the appointment of the TTF Coordinator. Table A below shows as at 31 May 2013 Bromley has attached 80% of Year 1 and is awaiting confirmation in relation to a further 32 families which would increase total families attached to 100% of Year 1 cohort and therefore anticipate receiving full payment of Year 2 Attachment Funding by September 2013.

MONTH	Number of Families identified not requiring extra family support	Number of Families requesting extra family support	Total cohort attached
By 28 February 2013	87	3	90
By 31 March 2013	0	18	108
By 30 April 2013	0	6	114
By 31 May 2013	0	17	131
Additional cases identified and in process of being confirmed as meeting TTF criteria			34

3.4.9 In the previous reports to PDS it was advised that Bromley will work with 163 families each year, and the proposed budget was tabled. This has now been revised in order to maximise the grant available; 163 families in Year 1 totals £535,200, 245 families in Year 2 totals £589,600, and 82 families in Year 3 totals £208,800. Due to the nature of the Payment by Results and the necessity to evidence outcomes for individual families, the final income total for each year is not guaranteed. The figures quoted are based on the maximum attachment fee.

3.5 Progress

3.5.1 The strategic steering group has developed into a Project Board. The membership has been rationalised. It meets quarterly and remains chaired by the Assistant Director for Safeguarding & Social Care.

3.5.2 The operational steering group which includes the leads for the key work streams as described in Briefing CS12008, 2.6.2., and is chaired by the Head of Service for Referral, Assessment and Early Intervention continues to meet monthly and reports up to the Project Board.

3.5.3 The identification of families continues. Work to bring on board the Probation Service, Police, Job Centre Plus (DWP), Bromley Women's Aid, and the Tryangle Programme has been successful. Work continues to encourage local Academies to sign up and we have had positive responses from several and data sharing agreements have been exchanged.

3.5.4 The add-on to the Synergy database has been purchased and installed and work is underway to create the reporting suite required for the returns for DCLG.

3.5.5 The Project Board recognised the need for and approved the creation of a Data Analyst post. The Job Description and Person Specification for a Data Analyst to undertake the complex data management and reporting to support the Payment by Rewards element of the programme as been developed and is with Human Resources for evaluation (anticipated grade BR10). It is proposed that the post be filled as soon as possible and offered on a fixed term appointment to 31 July 2015 to enable reward payments returns to be completed.

3.5.6 A decision to use some of the grant allocation to develop family support for parents/carers with children and young people aged 11 – 19 was made by the Project Board in light of the initial identification of families which showed that 87% of families had a child aged 12-19 years old. In six weeks, their caseload has grown to approximately 40 cases. If this rate of referral continues, it is likely that additional staff maybe required for the duration of the programme. It is therefore recommended that if/when they reach the maximum caseload, two additional staff be recruited on a fixed term basis to prevent families being added to a waiting list due to the short term nature of this programme and the impact on the likelihood of claiming the Payment by Results funding.

Commissioning

- 3.5.7 A decision was made by the Project Board to use the remainder of the grant funding to enable existing services involved in the work streams and other voluntary and community sector organisations to bid for funding to develop sustainable alternative interventions which are able to measure involvement, outcomes and impact on families who meet the criteria. This is via an approved list mini tender commissioning process similar to that already approved by PDS in operation for the early intervention services delivered through Children and Family Centres.
- 3.5.8 Additionally where there are identified gaps in services identified by the steering group there may be requests for funding in order to improve service delivery
- 3.5.9 A bidding process has been developed and piloted. It is recommended that this is fully utilised in Year 2 in order to increase the rate of positive outcomes and therefore the likelihood of achieving Payment by Results funding.

3.6 Risk Management

- 3.6.1 A number of risks were discussed in Briefing CS12008, 2.8, and these remain relevant.
- 3.6.2 TTF coordinator is working hard with colleagues both internal and external, to identify families in order to ensure delivery targets are achieved and the maximum payments by results payments are secured, and reports to Government are submitted accurate and in line with fixed timeframes.
- 3.6.3 The recruitment of the TTF Data Analyst is urgently required in order to ensure that families are correctly identified, interventions with these families are recorded and the complex cross-referencing undertaken for both identification as well as measuring outcomes and positive change is made to maximise payment by results.

4. POLICY IMPLICATIONS

- 4.1 The development of the tackling troubled families programme contributes to Building a Better Bromley priorities

5. FINANCIAL IMPLICATIONS

- 5.1.1 In 2012/13 the local authority received the initial year 1 ring-fenced grant of £535,200, which was used in part to set up the data interrogation, fund the coordination of the programme and the attachment fee for families to be supported. At the 31 March 2013 a sum of £522,727 remains unspent against this grant allocation. Based on the revised target of 245 families for Year 2 and 82 for Year 3, the attachment funding available for year 2 is £589,600 and for Year 3 is £208,800

- 5.1.2 In order to attract the Payment by Results funding each year it is essential that the local authority is able to clearly demonstrate which families it has supported, how they met the criteria, the outcomes achieved and the impact on those families.
- 5.1.3 If Bromley's bid is approved for year 2, the DCLG will release the next phase of grant funding in June and September of this year, made up of £344,800 and £244,800 respectively. This will be dependent on Bromley attaching all 163 families from Year 1, by 30 June. The second payment of £244,800 is not reliant on Bromley demonstrating that it has attached all of the targeted families for Year 2.
- 5.1.4 The grant funding for year 2 totalling £589,600 will be held in the central contingency and officers will need to prepare a report to Executive with plans on how this will be spent, the outcome achieved and to ensure that the grant is not at risk. We are currently on track to reach the Year 1 figure.
- 5.1.5 The Government has committed to a three year programme; the first year was 2012/13. We are now entering Year 2 of the programme; 2013/14. Most local authorities have spent much of Year 1 setting up the project and identifying families who meet the criteria.

6. PERSONNEL IMPLICATIONS

- 6.1.1 The Data Analyst post will be offered on fixed term contract to 31 July 2015 with the option to extend in the event that Government extends the Tackling Troubled Families programme as the Payment by Results returns for DCLG will be due in July 2015 for the third year of the programme.
- 6.1.2 The post will initially be offered to staff in the redeployment pool, before being advertised internally to all staff. If we are unable to recruit staff who are sufficiently skilled to undertake these roles, the posts will be advertised externally via the Bromley website.

Non-Applicable Sections:	Policy, Financial, Legal and Personnel Implications
Background Documents: (Access via Contact Officer)	CYP PDS 20 th March 2012. Department for Communities and Local Government Initiative – Tackling Troubled Families CYP PDS 12 th June 2012. Review of the Tackling Troubled Families Initiative for Bromley.