

LOCALITY BOARD
10 JANUARY 2013

THE TROUBLED FAMILIES PROGRAMME.

1. Summary

The report provides an overview to the Troubled Families Programme, summarises the Kent approach and sets out the Dartford proposal for local implementation.

2. RECOMMENDATION

That the Board note the content of the report, endorse the proposed local governance model and agree to receive regular updates on progress.

3. Background and Discussion

3.1 The 2010 Spending Review called for inter-agency collaboration and the pooling of departmental budgets to work with families with complex needs. Kent is one of the pilot areas, and projects have been established in Swale and Thanet using Family Intervention Programme (FIP) workers to provide intense support and intervention for target families.

This approach is continued into the Troubled Families Programme which was launched in March 2012. Government has stated there to be 120,000 'troubled families' nationally, in which multiple problems such as worklessness, anti-social behaviour, truancy and drug and alcohol misuse cost the public purse an average of £75,000 per family each year.

3.2 **Identifying the Families**

The programme establishes qualifying criteria against which families must be assessed. These are:-

1. Crime/anti-social behaviour

Young people involved in **crime** and families involved in **anti-social behaviour**, defined as:

Households with 1 or more under 18-year-old with a proven offence in the last 12 months

AND/OR

Households where 1 or more member has an anti-social behaviour order, anti-social behaviour injunction, anti-social behaviour contract, or where the family has been subject to a housing-related anti-social behaviour intervention in the last 12 months (such as a notice of seeking possession on anti-social behaviour grounds, a housing-related injunction, a demotion order, eviction from social housing on anti-social behaviour grounds¹).

2. Education

Households affected by truancy or exclusion from school, where a child:

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Has been subject to permanent exclusion; three or more fixed school exclusions across the last 3 consecutive terms;

OR

Is in a Pupil Referral Unit or alternative provision because they have previously been excluded; OR is not on a school roll;

AND/OR

A child has had 15% unauthorised absences or more from school across the last 3 consecutive terms.

3. Work

Households which **also** have an adult on Department for Work and Pensions out of work benefits (Employment and Support Allowance, Incapacity Benefit, Carer's Allowance, Income Support and/or Jobseekers Allowance, Severe Disablement Allowance).

4. Local discretion

Families who meet all 3 of the above criteria must be included in the programme. LAs can additionally include families who meet any 2 of the 3 criteria above **and** are a cause of concern to the LA and/or local partners.

3.3 DCLG has stipulated that Kent should work with 2560 troubled families over the 3 years of the scheme, placing it in the top ten authorities nationally. The County Council received £2.88m in up-front funding to work with the first tranche of these families in 2012/13.

The Dartford allocation of troubled families for 2012/13 is 40, a comparatively small number. However, it has been generally recognised (outside of Government) that initial figures were not set in the correct context and it is believed that area allocations were then simply based upon arithmetic extrapolation from those initial figures rather than being a count of real families. As a result, and in common with experience elsewhere, it has been difficult and time-consuming to collate multi-agency data and identify Dartford families that meet the criteria. This has now been done.

3.4 Additional Funding

Government (DCLG) has estimated that it would cost £10,000 to 'turn a family round' and is providing a contribution towards that sum with additional funding of £4,000 per family, the remainder having to be found from existing budgets and resources. The additional funding is being provided as a mix of up-front funding and payment by results, the balance moving progressively to payment by results over the 3 year programme.

Provisional indication of the outcomes to be achieved in order that the LA qualifies for Payment by Results includes:

- i. ASB - 60% reduction
- ii. Truancy/exclusion – fewer than 3 fixed term exclusions and less than 15% unauthorised absences in the last three consecutive terms

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- iii. Crime by under-18s in the family – overall level of proven re-offending across all under 18 year olds in the family reduced by at least 33% in the last 6 months compared to the previous 6 months.
- iv. Worklessness
 - § Progress towards work – An adult in the household has volunteered for the Work Programme or has been attached to the ESF Provision in the last 6 months
 - § An Adult in the family moves out of work benefits into continuous employment

Progress, particularly regarding ASB will be difficult to assess because there is currently no common system for recording ASB.

3.5 Kent Approach

The Kent Forum has received various reports that explain the approach KCC has developed for Troubled Families which is based on the FIP model established in Swale and Thanet. This is to be implemented in each district, with each district being allocated 2 FIP workers, funded by KCC from the DCLG grant.

KCC has established a Programme Board with representatives from the key KCC service areas, other public service agencies and District/Borough representation, and a Multi-Agency Steering Group, on which Dartford is represented by the Leader and Managing Director. Each district is to adopt, following KCC approval, a governance model that best reflects local circumstances and existing local multi-agency arrangements.

3.6 Implementation in Dartford

The Dartford implementation model proposes a governance structure overseen by the Locality Board and that makes good use of existing partnership arrangements, see Appendix A.

- 3.7 The DCLG recognises that for many of the families, problems such as domestic violence, relationship breakdown, mental and physical health problems will make it difficult to make progress. These families will require support and intervention by specialist FIP workers. However, not all the families have such challenging circumstances, some simply have a chaotic lifestyle or lack an effective head or positive role-model.

- 3.8 For those families, Dartford advocates the use of volunteer mentors to work both with individual members and whole families to help them understand how their life could be improved and to provide a single point of contact for other agencies, but also to require and support positive steps from the families themselves. This is an innovative approach that fits well with the DCLG's wish to see the development of more varied and effective early intervention and prevention services that 'nip problems in the bud' and can be delivered at lower cost, and with KCC's ambition to look for service transformation as a means of achieving improved outcomes for families, and in particular children and young people.

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- 3.9 KCC initially offered to fund a dedicated Troubled Families Project Manager for each district. However, the Dartford project will be managed by Dartford's Community Safety Officer who will be assisted by a temporary project support officer. The additional costs will be funded by KCC. The Community Safety Officer has the necessary links with the various agencies and is part of the multi-agency operational structures to which many of the identified families are already known.
- 3.10 Dartford's proposal has been submitted to KCC as lead authority and accountable body and approval is awaited. Subject to KCC approval, the next stage is to approach the families identified and seek to engage them in the programme, which is voluntary, and to procure the mentor provider.
4. Financial, legal, staffing and other administrative implications and risk assessments

Financial Implications	None arising from the report
Legal Implications	The Programme relies on multi-agency working and sharing of data between agencies. Agreements and working protocols have been established by Government and participating agencies that enable relevant data to be shared.
Staffing Implications	As set out at 3.9 in the report.
Administrative Implications	None
Risk Assessment	There is a risk that families will not engage with the programme or that interventions will prove ineffective.

5. Appendices - Appendix A – Governance Model for Dartford TF Project.

6. Contacts

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7. Background Papers

Financial framework for the Troubled Families programme's payment-by-results scheme for local authorities – DCLG;

Kent Troubled Families Business Case & Local Delivery Model for the Kent Troubled Families Programme – KCC.