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To: Cabinet

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Subject: Kent Troubled Families Programme

Summary: Kent was one of the 16 Community Budget Pilot areas commissioned by the DCLG in April 2011. In March 2012 Kent committed to working with and delivering the emerging Troubled Families programme. This paper sets out the initial experience within Community Budgets and the current proposal with regard to Troubled Families.

“Government research has shown that there are at least 120,000 families fitting the description ‘troubled family’ in England. These families are experiencing multiple problems and disadvantages, such as worklessness, truancy, drug and alcohol addiction, and also causing problems such as anti-social behaviour. New analysis shows that these families are a significant drain on the public purse, costing us all over £9bn a year (on average, £75,000 per family per year) and it will come as no surprise to you to hear that most of this bill falls to local authorities.”

**Louise Casey, Director-General, Troubled Families, Department for Communities and Local Government
Letter to Local Authorities, 16 December 2011**

Background

The coalition’s 2010 Spending Review called for community budgets to be piloted in 16 local areas, to pool departmental budgets for **families with complex needs**. KCC is one of these first phase areas, and our work in Swale and Thanet has endeavoured to deliver this agenda utilising the Family Intervention Programme model and to commence work on the opportunities for pooling not only KCC resources but those of the wider public sector.

The work in Thanet and Swale is ongoing and whilst progress has been made in directing change within the lives of the cohort of families and whilst the methods of intervention and coordination of those interventions are much improved, it has proved difficult to achieve the outcome of the pooling of resource and therefore to fully deliver the concept of the Community Budget.

The introduction of the Troubled Families Programme will not halt the work on the move towards a Community Budget in Kent and it is the intention of the Kent Multi-agency Steering Group to dovetail the programmes in order to lead to significant changes in models of service delivery across the public services of Kent.

The Troubled Families Programme

The Troubled Families Programme was launched by the Prime Minister on 28 March 2012 and is a continuation of the agenda to tackle families with complex needs. The adoption of the Troubled Families framework in Kent is considered a pivotal plank of the Government’s agenda and the DCLG was keen for Kent to develop and endorse the Programme. Kent will be a significant player in this agenda as its sheer size in terms of the number of families, places it in the top ten authorities. A Payment by Results framework also launched on Wednesday 28 March is a central element to the delivery model.

The Troubled Families Payment by Results framework sets out how areas are expected to identify a designated cohort of families. For Kent this figure is 2560 families. The critical factors of the framework are set out below and Kent has established a Programme Board with representatives from the key KCC service areas, other public service agencies and District/Borough representation.

- The DCLG estimate the average cost of an intervention per family as £10k and are proposing a 40% payment (£4k) on achieving a reduction in welfare dependency, crime and anti-social behaviour by young people and school exclusions.
- In recognition of the rapid expansion in provision that is likely to be necessary, the DCLG will make 80% of that amount i.e. £3200 of the £4000, available as an attachment fee payment for each family that Kent starts working with that fulfils the eligibility criteria. The remaining £800 being the element payable on achievement of the results.
- A data trawl has been undertaken and 3000+ families have been identified that potentially fulfil the criteria. A further trawl based upon truancy exclusion, anti-social behaviour and criminal justice data has refined this figure to 1082 families in the first year. This information is currently being checked against local intelligence and data and in line with the new Memorandum of Understanding with the Department for Work and Pensions, will be checked against the Job Centre Plus Benefits Database.
- The DCLG framework is deliberately not prescriptive about the degree of complexity of the families or the levels of interventions. The DCLG are keen to emphasise that they are not all 'top end' crisis families allowing for the development of more effective early intervention and prevention services.
- The Troubled Family agenda in Kent will address the need to improve outcomes for families and in particular children and young people, and in this there is recognition that KCC services and other public service provision requires transformation. The Programme will develop a thematic approach to transforming services and this is likely to be tested in local areas.
- A multi-agency steering group including District representation is in place along with a Programme Management Board and an Operational Group both of which include representation from all of the relevant agencies.
- DCLG provisional indication of Payment by Results includes:
 - ASB - 60% reduction target
 - Truancy/exclusion – fewer than 3 fixed term exclusions and less than 15% unauthorised absences in the last three consecutive terms
 - 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.
 - 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

The financial framework explains that not all families identified will be eligible for funding via the PbR scheme as some will benefit from other government programmes such as the DWP Work Programme and the ESF Work Programme. Nationally, this works out at 1 in every 6 troubled families. For Kent this equates to a figure of 2133 families eligible within the non-DWP criteria.

The DCLG have identified that Kent will oversee and account for successful engagement with 2560 troubled families over 3 years. Kent envisages working with 1082 (42.26% of 2560) of those families in 2012/13 and would receive an upfront payment of **£2.88m**. The payment by result element of the programme is unlikely to come on stream prior to year 2 and is predicated on achieving the outcomes described above

Kent has confirmed its participation and commitment to the PbyR framework. A Business Case is being developed that will be considered by the Multi-agency Steering Group in May 2012.

The DCLG have committed to providing funding of £600k over the next 3 years to support the Top Tier Authorities in the management and infrastructure costs of delivery in addition to the PbyR funding allocation. Kent will create a small dedicated team to deliver and utilise secondment opportunities from partners to create a dynamic team.

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