



The Troubled Families programme

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

INTRODUCTION

What is this programme about?

The Prime Minister has confirmed his intention to ensure that 120,000 troubled families are 'turned around' by the end of this Parliament. These families are characterised by there being no adult in the family working, children not being in school and family members being involved in crime and anti-social behaviour.

These families almost always have other often long-standing problems which can lead to their children repeating the cycle of disadvantage. One estimate shows that in over a third of troubled families, there are child protection problems. Another estimate suggests that over half of all children who are permanently excluded from school in England come from these families, as do one-in-five young offenders.

Other problems such as domestic violence, relationship breakdown, mental and physical health problems and isolation make it incredibly hard for families to start unravelling their problems.

The cost of these families to the public purse is very significant – approximately £9 billion a year, the vast majority spent on reacting to their problems. And most importantly, most of the money being spent is not providing lasting results and changing lives.

The need to take a new approach

This waste of human potential is not sustainable and therefore the Government has committed to a renewed drive to deal with troubled families. As part of the Troubled Families programme, it has put in resources to incentivise and encourage local authorities and their partners to grasp the nettle; to develop new ways of working with families, which focus on lasting change, recognising that these approaches are likely to incur extra costs but that they will result in a shift in the way we work with these families in the future – reducing costs and improving outcomes.

The new results-based funding scheme provides an important financial incentive to get to grips with and deal with troubled families. However, the ambition here is greater. Through this programme we want to learn not only about changing the trajectory for families but also to change the way services are delivered to them.

We know that many authorities have already seen the potential for this programme not only to deal with some incredibly challenging problems and families, but also as a way of redesigning their services for the longer term.

This framework document

In December last year, all authorities were provided with figures on the indicative numbers of troubled families in their area. This figure represents the number of families that you are being asked to turn around.

You may not succeed in turning around every family that you work with, and therefore it is likely you will need to work with more families than your indicative numbers.

This document explains

- the process for drawing up the list of families who will be part of the programme, the criteria drawn up by government and also how to employ your local intelligence on families with serious problems and high costs;
- the criteria for identifying which of these families are eligible for additional funding from government through a payment-by-results scheme; and
- what you would need to achieve with each family in order to claim the result-based payment.

This document is not a delivery strategy. It does not cover good practice on interventions for families, or provide advice on drawing up your local business case for investment or redesigning of public services. We will have a role in helping to build up and share that kind of information among the network of Troubled Families co-ordinators, but are not attempting to do that here.

Section A: Identifying your families locally

Introduction

'Troubled families' are households who:

- Are involved in crime and anti-social behaviour
- Have children not in school
- Have an adult on out of work benefits
- Cause high costs to the public purse

The criteria for drawing up the families to be targeted by the Troubled Families programme therefore reflect these issues.

It is unlikely that local authorities will be unaware of these families. The majority will be families who have been on different services' radars for long periods, sometimes through generations. This programme, and the investment that accompanies it, represents an opportunity to take a systematic and strategic approach to these most challenging of families who have concerned services for years.

The first stage of this programme is the compilation of the list of families who will be part of the programme. Overseeing the compilation of the list will be a central task for the Troubled Families co-ordinator.

The definitions used and the processes for drawing up the list of families have been developed in close co-operation with local authorities, and are designed to make use of existing administrative systems and definitions to avoid excessive bureaucracy and administration. Annex A gives more detail on who should have the relevant data, and how they can share it.

You will see that the process for compiling the list takes you through several steps. Any family that meets the first three criteria (crime/ anti-social behaviour, education and work) should automatically be part of the programme.

We expect that given that these families will also have many other problems, those who meet the three criteria will be many of your families of existing concern to you. However local discretion is very important, so there is a fourth filter for you to add in other families you are concerned about.

The total number of families on the list should match the indicative number of families that were sent to you in December 2011. In many areas this is a confirmation exercise of work that is already done or is underway.

1. Crime/anti-social behaviour

Identify 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

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

- 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%² unauthorised absences or more from school across the last 3 consecutive terms.

Criteria 1, 2 and 4 do not need to be conducted in any particular order. You may work with your local partners to identify any families which meet **at least one or both** of these criteria. However, for data-sharing reasons, criteria 3 (identifying those on out of work benefits) should only take place once you have identified all families who meet **one or both** of criteria 1 and 2.

¹ This is an indicative rather than exhaustive list. If you use other comparable measures or interventions to identify families involved in anti-social behaviour, you should consider these equally applicable.

² As per DfE definition of 'persistent absence', July 2011

3. Work

Once you have identified everyone who meets one or both of criteria 1 and 2, you may identify 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).

All families who meet all of criteria 1-3 in your area should automatically be included in the programme. The balance should be identified using your local discretion.

4. Local discretion

Use this local **discretion filter to add** other families who meet any 2 of the 3 criteria above **and** are a cause for concern. It is up to you to consider with local partners, such as health, police and others what the range of issues is that you will use to prioritise and how to identify the families, but those who are **high cost** and those with health problems could include:

- Families containing a child who is on a Child Protection Plan or where the local authority is considering accommodating them as a looked after child
- Families subject to frequent police call-outs or arrests or containing adults with proven offences in the last 12 months, such as those who have been in prison, prolific and priority offenders, or families involved in gang-related crime
- Families with health problems (see below)

The experience of family intervention projects and other similar services is that many troubled families have underlying **health problems**. Often these are not fully recognised until intensive work with the family is underway. However, where these issues are known, they may be important factors in identifying your local troubled families. Particular priority health problems which you should consider include:

- Emotional and mental health problems
- Drug and alcohol misuse
- Long term health conditions
- Health problems caused by domestic abuse
- Under 18 conceptions

A flow chart which summarises how you may look to apply these criteria can be found at Annex B.

Numbers to identify

While it is important that you are able to sign up to the overall number of families with whom you intend to work over the three years, it is not expected that you will have identified all the families on your troubled families list in April 2012.

You should aim to identify approximately one-third of your families in 2012/13 and the majority of your families in 2013/14. However, there is some scope for further discussions with individual local authorities regarding these figures, within the constraints of our budget.

Section B: Financial resources

Introduction

Although troubled families cost a great deal of money to services locally, these resources are not necessarily helping to change families long term. £8 billion of the £9 billion estimated to be spent on these families each year³ is being spent reacting to problems rather than solving them. Government is therefore prepared to invest new resources under this programme to help find different ways of working to reduce costs and improve the effectiveness of interventions.

This additional money is being used to offer local authorities up to 40% of the cost of extra interventions that can help turn around these families' lives, paid primarily on a payment-by-results basis.

It is estimated that the average unit cost of intensive interventions that are known to work with this group of families, including family intervention projects and others, is around £10,000.

Department for Communities and Local Government will make available up to £4,000 for each troubled family in your area that is eligible for the payment-by-results scheme, and it is expected that you and local partners make up the rest of the investment. We hope that you will take advantage of the opportunity to invest this relatively large amount of resource into a small amount of families to achieve lasting change for them.

The rest of this section details how the money we are providing will be paid.

Up-front payment – the ‘attachment fee’

The Department for Communities and Local Government funding will be paid primarily on a results basis, to incentivise a focus on achieving outcomes. However, it is recognised that there will be up-front costs associated with restructuring services, taking on new staff or commissioning services, and some greater risks in the earlier years, until services become more established and savings can be realised.

To provide some certainty, help overcome these risks and help you reach deals on investment with partners, **a proportion of the £4,000 funding will be paid upfront as an ‘attachment fee’ for the number**

³ DCLG analysis of estimated cross government spending on troubled families (2011)

of families with whom you start working, and the rest will be paid once you have achieved positive outcomes with a family. You may not succeed in turning around every family that you work with and therefore it is likely you will need to work with more families than your indicative numbers. However, you should note that the number of attachment fees available will reflect only those who you work with successfully (rather than every family you start work with).

For 2012-13 this attachment fee will be set at 80 per cent, reducing to 60 and 40 per cent in the next two years (see table below). In 2012-13, the attachment fee will be paid as a single grant payment.

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%

Results-based payments from central government

Your authority will be able to collect a payment for each eligible family if they achieve the results set out in the box below. The ‘results’ are largely the inverse of the ‘problem’ criteria set out in the previous section. The table below sets out a summary of the results on which payment will be made in 2012/13 – the technical definitions are set out in Annex C.

Measures and definitions for results have been chosen that, as far as possible, are already collected within **existing administrative systems**. This is intended to keep the process of claiming results-based payments as simple as possible.

It is expected that, based on the average length of a successful intervention with a family and the time frame for showing results, that you should be able to claim your results-based payments around 12 months after the intervention has started. There will of course be variables here – the complexity of the family, the length of time it takes to start getting results and, in some cases, time lags in verifying results.

Result	Attachment fee	Results payment	Total
<p>They achieve all 3 of the education and crime/ anti-social behaviour measures set out below where relevant:</p> <ol style="list-style-type: none"> 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; and 2. A 60% reduction in anti-social behaviour across the family in the last 6 months; and 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 European Social Fund provision in the last 6 months).		£100 per family	
OR			
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 European Social Fund Provision or Work Programme to avoid double-payment).	£3,200 per family	£800 per family	£4,000 per family

Note that for the crime, anti-social behaviour, education and 'progress to work' results, if one of the measures is not relevant, the full results payment will still be made. For example, if a family does not have a youth offending problem, but does satisfy the anti-social behaviour and education criteria and enters the programme on this basis, you would still be able to claim the £700 in 2012/13, provided the education and anti-social behaviour results had been achieved (and that youth offending had not subsequently occurred).

Furthermore, if all the adults in the family are in work, but they nonetheless satisfy the anti-social behaviour / crime and education

criteria and enter the programme on this basis, you would still be able to claim the £100 in 2012/13, provided everyone in the family stays in work.

Verification of results

We are asking for self-declarations of these results by your local authority and the Troubled Families team will issue results payments on the basis of these declarations. This should be approved within your own Internal Audit arrangements and under the authority of the Chief Executive. In addition, Department for Communities and Local Government will carry out a small number of 'spot checks' in a sample of areas.

Families already funded and 'turned around' by existing or new programmes

It is very important that we deliver maximum value for money and so we need to ensure, as far as possible, that we don't pay twice for the same family achieving the same outcome under different programmes. There are a number of programmes already working with this group of troubled families with significant levels of investment; these include the £200m **European Social Fund** provision working with those furthest away from employment, the Government's Work Programme and a small number of Government-funded **Multi-Systemic Therapy** pilots.

In addition to programmes such as these, we know that many areas have been working with troubled families in a targeted way for some time through approaches such as Family Intervention Programmes, or other targeted interventions funded (at least in part) by your **Early Intervention Grant**. There is evidence that these are successful in turning around the lives of troubled families. Since the Government's ambition for 120,000 troubled families was made public in December 2010, many of these services will already have achieved very successful outcomes with significant numbers of families.

You should take full advantage of all such programmes, and consider how they fit with your local provision in order to achieve maximum value for money and the best outcomes for troubled families.

The payment structure of the Troubled Families programme assumes that you are taking advantage of these schemes in order to avoid double payments.

Our analysis shows that the above schemes should account for successfully turning around the lives of approximately 20,000 families

across England for the period from December 2010 to March 2015. This leaves a further 100,000 troubled families where additional funding is now available from our payment-by-results scheme. **This means that we will fund up to 40% of the costs of turning around the lives of five out of every six troubled families in each local authority area.**

It is for local areas to decide the best way of identifying the one-sixth of troubled families who will achieve comparable results through other programmes. However, as an illustrative example, once you have a list of the families with whom you intend to start work in 2012/13, you may wish to (a) identify the less complex within this group, whose needs include worklessness, and refer them to the European Social Fund provision until this reaches capacity; (b) identify the families who meet the eligibility criteria for your Multi-Systemic Therapy pilot (where relevant) and refer these families until it reaches capacity; and (c) consider what action is needed with the remaining number of families in your area with whom you will start work as part of the new payment-by-results arrangements.

There is flexibility within these arrangements to use whatever approaches fit within your local plans. However it is important that local authorities take responsibility for ensuring that all the identified troubled families in their area have their lives turned around. It will be a major responsibility of the Troubled Families co-ordinators (for whom 3 years funding is being made available) to co-ordinate the use of all available programmes and to track the outcomes being achieved for all troubled families in their area on behalf of the Chief Executive.

The breakdown of what this means for your area and how many households will be eligible for the payment-by-results scheme has been sent to each area in the covering letter to your Chief Executive sent out with this framework.

Research and evaluation

The Troubled Families programme will be evaluated covering what has happened under the programme, the difference it has made to families as well as to the way services are delivered and the savings that have been achieved by local areas. In short this evaluation will be much wider than the results reported under the payment-by-results scheme, reflecting the wider aims of the Troubled Families programme.

This is incredibly important and therefore we expect that all areas to commit to take part in and support the research, learning and wider evaluation of the programme as part of our agreement with individual areas.

We hope to work with local authorities in the development of the evaluation design.

ANNEX A – TECHNICAL DETAIL ON IDENTIFYING FAMILIES

This annex highlights sources of information to help you identify families, or verify that particular families meet the Government's criteria. Where possible, measures and definitions have been chosen which are already collected within existing administrative systems.

In addition, as many areas have identified potential issues with data sharing which may arise in the compilation of the list, advice on the legal authority for sharing information is included, and any procedures which need to be followed in order to comply with data sharing legislation.

Throughout these identification criteria, families are identified on a 'household' basis. For these purposes, the definition used by the Census 2011 may be useful – i.e. 'a group of people who either share living accommodation, or share one meal a day and who have the address as their only or main residence'.

In some areas, population churn and engagement across local authority boundaries may be an issue. For example, some children may live in one local authority, but attend school in another; and some families may move between local authorities mid-intervention. We will work with local areas over the coming weeks and months to help you overcome these issues and provide further advice. However, we hope you will work with neighbouring local areas to develop pragmatic information-sharing solutions to these issues.

Crime and anti-social behaviour

In this context, a proven offence is defined as any offence which receives a formal out of court or court disposal. This includes custody, fines, community sentences, reprimands, warnings, cautions and Penalty Notices for Disorder⁴.

In most cases, the main sources of information on families involved in anti-social behaviour and children involved in crime is likely to be the community safety partnership.

Community safety partnerships should also hold information on anti-social behaviour interventions and families of concern in the area. However, where this is not comprehensive, information may need to be drawn from community safety teams, registered social landlords, district councils and police.

⁴ MOJ/YJB Youth Justice Statistics 2010-11

In relation to youth crime, sources of data on young people with a proven offence will be the Police National Computer, available through the local police and Youth Offending Teams. Both the Home Office and the Association of Chief Police Officers support the police's involvement in the Troubled Families programme.

Information can be shared under section 115 of the Crime and Disorder Act. This provision allows the police, local authorities, health authorities, probation trusts to share information about any person for the purposes of preventing future crime and disorder.

Education – school attendance

Most of this data is already collected locally using Unique Pupil Numbers and is collectable at a local level on a termly basis, as part of standard data collection requirements for the Department for Education. However, there are a number of limited exceptions:

- Academies: Academies collect this data through compatible systems and are legally able to share this with you. Around half of academies share their data with local authorities and it will be in their interest to work with local authority partners on this programme.
- Fixed exclusions: This data is not collected for children in alternative provision independent schools or non-registered alternative provision providers. As such, you should identify these children within your own local systems and through discussions with such schools. We expect these to be relatively small numbers.
- There are a small number of children who are considered 'missing' because they are not on the school roll. These are likely to be among the most vulnerable and, therefore, it is important that the Troubled Families programme identifies them as far as possible. However, it is not our intention to target children who are being home schooled by including this criterion, as these children will be receiving an education from their parents at home.

In order to complete the identification process, you will need to share this data with the Jobcentre Plus. As far as possible, you should make schools aware that you intend to use this information for these purposes. Local authorities may collect and share this information under the implied powers of section 17 of the Children Act 1989 in order to support/protect children. As the data shared is likely to be considered 'sensitive' (under the terms of the Data Protection Act), you should only share this data for the purposes of identifying your troubled families.

Finding the families with adults on benefits

Following discussions with the Troubled Families Team, Department for Work and Pensions Ministers have agreed to create a new legal gateway under the regulations of the Welfare Reform Act 2012. This will allow the Department for Work and Pensions to share data with local authorities – without informed consent – for the sole purpose of identifying troubled families.

The new regulations will come into effect in May. As the Troubled Families programme's funding starts in April, the Department for Work and Pensions has also agreed an interim measure to enable data sharing prior to the new regulations coming into force. For this period, Department for Work Pensions will use section 72 of the Welfare Reform and Pensions Act 1999.

Both of these measures will only work if a specific data sharing process is followed:

- The local authority should set up a GCSX secure email account exclusively for the purpose of sharing data with Department for Work Pensions for the identification of your troubled families.
- Once the local authority has identified families who meet one or both of the crime/ anti-social behaviour or education criteria, the local authority should share the list with a named contact in the local jobcentre, using the GCSX email account.
- As far as possible, local authorities should try to share the names of the people on this list as this will be easier and quicker for jobcentres to process within their systems.
- Local jobcentres will then check the list supplied to check if the named adults are claiming out of work benefits, and which benefits. They will also provide information about whether these adults are currently receiving support from either the Work Programme or European Social Fund provision.
- Where the named family members who meet the initial crime/ anti-social behaviour and education criteria are all children, Department for Work Pensions will still be able to use this information to identify adults (where the adult is the parent of the child). Furthermore, Department for Work Pensions will also be able to identify the partners and spouses of adults who are identified under the crime/ anti-social behaviour criterion.
- The named contacts in local jobcentres will be confirmed, prior to April 2nd. These contact details will be sent to Troubled Families co-ordinators.

The aim of the process is to compile a single list that you pass to your local jobcentre. As far as possible, please liaise with local named contacts to ensure that the burden on local jobcentres is as manageable as possible.

We have agreed with the Department for Work Pensions that a 'top up' process will be possible on at least an annual basis in order to refresh lists and accommodate population churn. You may then agree a more frequent refresh process with your named contact if required, but should seek to minimise any unnecessary administrative burdens on jobcentres as far as possible.

Local discretion

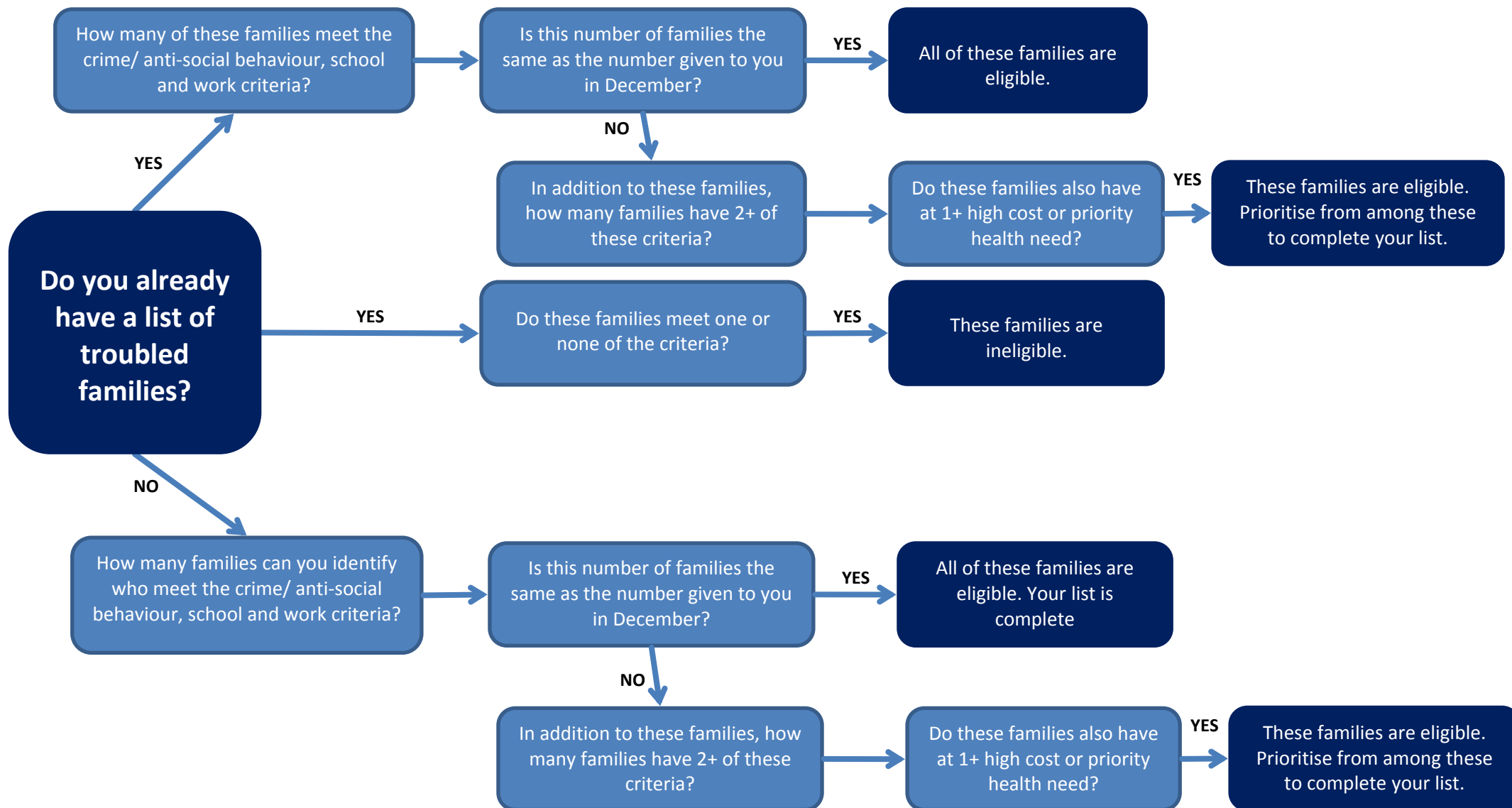
You should agree the most appropriate way of gathering local intelligence with your local partners. This should include engagement with partners in health, police, probation and children services. This stage should also allow you to draw on data sets which are specific to your area, rather than part of national information collection systems.

Refreshing your lists of troubled families

Families' needs are not static and will change over the course of the programme. It is not expected that you will have identified all the families on your troubled families list at the beginning of April 2012.

We would then expect you to refresh this list on at least an annual basis in order to identify the families with whom you intend to work in subsequent years and to take account of inevitable shifts in the profile of the list, as families move between areas and needs change.

Annex B: How to identify your troubled families



ANNEX C – Technical details on measurement of results

The timeframes for measuring results

As you will see, the results use a range of different time frames. However, the crime, education, anti-social behaviour and progress to work measures should be achieved within simultaneous time periods for each family. For example, if the achievement of the education measure applies to the summer term 2012 to summer term 2013, the children should achieve at least a 33% reduction in their offending and the family should achieve at least a 60% reduction in anti-social behaviour between January-July 2013. It may be possible to achieve these results earlier in the academic year, but results should not be claimed if the behaviour has subsequently deteriorated.

To minimise some of the time lags in measuring these results, the measurement periods for the crime, anti-social behaviour and progress to work measures relate to outcomes in the last 6 months. This is not intended to suggest that this is the maximum length of time with which you should engage with a family. We accept that many families require an intervention which is longer than this.

For example, you may work with a family for an average of 12 months and offending behaviour is reduced to the results level in the final 6 months of this intervention.

The family

As outlined in Section A, you have been asked to identify 'households' who meet the suggested criteria. Broadly speaking, it is expected that the same definition is used for the purposes of results measurement. However, it is understood that household composition will alter over time, with both positive and negative effects on a household. Local authorities will need to take a responsible approach to determining whether the changes in household composition affect the 'results' for a family and whether a payment can be claimed. For example the arrival of an adult who is committing anti-social behaviour in a household would obviously affect whether or not a results payment could be paid for that household. Similarly if an adult who was already in work joins a household, it does not constitute achieving the 'in continuous employment' result.

Education

This result requires:

- All children in the household who are in school, a Pupil Referral Unit or Alternative Provision have had **fewer than three fixed term exclusion** and **less than 15% unauthorised absences** in the last 3 consecutive terms; and
- All children in the household who are not on the school roll have **moved into a school, Pupil Referral Unit or alternative provision**, have had fewer than three fixed term exclusions and less than 15% unauthorised absences in the last 3 consecutive terms.

This result is essentially the inverse of the identification criteria and, therefore, it should be possible to use the same data collection systems and information sharing agreements to verify the achievement of this result. We recognise that some types of schools (e.g. alternative provision independent schools and non-registered alternative providers) do not collect all of this data in the same way. In these cases we similarly suggest that you self-declare whether the results have been achieved within your own locally determined systems. In many cases, this information may already be held by partners in children's services.

Some schools do not operate on a 3 term academic year (some have up to 6 academic terms). In these cases, measurement of this result should relate to the equivalent of an academic year. However, the time period can start at the beginning of any academic term. For example, it need not run from September to September, but could run from April to April or January to January.

Anti-social behaviour

This result requires:

- At least a 60% reduction in anti-social behaviour across the household in the last 6 months.

You should base the reduction in anti-social behaviour on a percentage reduction in recorded incidents and, where relevant, breaches of anti-social behaviour interventions.

As there are no universally used local data sets on anti-social behaviour, results in this area should be self-declared through whatever local systems are most appropriate. This may include data gathered by community safety partnerships, anti-social behaviour teams, registered social landlords and housing offices.

Reducing crime by under-18s in the family

This result requires:

- Overall level of offending across all under 18-year-olds in the household has reduced their level of proven offending by at least 33% in the last 6 months, in comparison to their average level of proven offending in the previous 6 months.

To be consistent with the identification criterion, a proven re-offence is defined as any offence which receives a formal out of court or court disposal. This includes custody, fines, community sentences, reprimands, warnings, cautions and penalty notices for disorder⁵.

For the purposes of claiming a result, if one of the children in a family turns 18 following identification, it is important that the offending behaviour of this family member is taken into account.

In order to base the result on a meaningful snapshot of offending behaviour, the performance level required is based on the average level of offending across the young people in the last 6 months, using 12 months' data. The result then requires at least a one-third reduction in the level of offending in the subsequent 6 months. In practice, this means the following:

Number of proven offences by u18s in the family in the 12 months prior to intervention	Average number of proven offences for 6 months = the basis for the required result	Maximum level of proven offending to claim the result
1	1	0
2	1	0
3	2	1
4	2	1
5	3	2
6	3	2
7	4	2
8	4	2
9	5	3
10	5	3

The data you will need to measure these results should be held by your local police on the Police National Computer data and collected by Youth Offending Teams. You should be aware that in some cases, court proceedings may result in a time lag in verifying the achievement

⁵ MOJ/YJB Youth Justice Statistics 2010-11

of this result (where the young person pleads not guilty to an offence for example). In these cases, success should not be claimed until relevant court proceedings have been completed.

For results payments to be made in good time, results levels for families with crime issues need to be achieved by May 2015 (this allows for a time lag in its demonstration for example, where there are pending court proceedings).

Progress towards work (but not in a job)

This result requires:

- An adult in the household has **volunteered for the Work Programme** or has been **attached to the European Social Fund Provision** in the last 6 months.

The £100 payment which will be released for achieving this result does not need to be claimed at the same time as the combined education, crime and anti-social behaviour results.

Whether someone is eligible to volunteer for the Work Programme depends on the type of benefits that they claim:

- Any Employment and Support Allowance claimant (who has not already been mandated onto the Work Programme), Incapacity Benefit, Income Support or Severe Disablement Allowance claimants are eligible to volunteer at any point
- Pension credits claimants can volunteer from 12 months of claiming the benefit
- Pension credits claimants with a health condition can volunteer at any point.

Further information on these eligibility criteria is available here: <http://www.dwp.gov.uk/docs/wp-pg-chapter-2.pdf>. If an adult's benefit status changes during the course of a local authority's work with them and it becomes mandatory (rather than voluntary) for them to engage with the Work Programme, they are no longer eligible to achieve this result. Your local Jobcentre Plus should be able to verify whether this result has been achieved. The new regulations which permit the identification of troubled families (see Annex A) also permit the sharing of data on this point.

Local authorities are responsible for identifying families for the European Social Fund provision. The qualifying conditions for this provision are as follows:

- Multi-generational workless families with multiple problems
- Family members must be aged 16 or over
- At the start of the provision at least one member of the family must be in receipt of a DWP out-of-work benefit. This family member 'passports' all the other eligible family members
- Either no-one in the family is working or there is a history of worklessness across generations
- Family members who are working more than 16 hours a week will not be eligible.

The £100 payment will be made when one adult in a household has achieved the result. However, this is a per household payment and, therefore if another adult in the household subsequently also achieves the result, we are unable to make an additional payment.

Move into continuous employment

This result requires:

- An adult in the household to move off out of work benefits and into continuous employment.

This results payment is offered **as an alternative** to the crime, anti-social behaviour, education and progress to work payments.

To avoid double payment for results from public money, households which include adults who are **already** subject to ESF provision or the Work Programme will not be eligible for a payment under this result.

The result is intended to be consistent with the 'into work' results expected of the ESF provision for troubled families. This includes the length of continuous employment required to claim the result. This period in time is determined by the nature of the benefits claimed by the individual:

Benefits	Period of continuous employment required
Job Seekers Allowance	26 weeks (out of 30)
Job Seekers Allowance (former Incapacity Benefit claimants)	13 consecutive weeks
Employment and Support Allowance	13 consecutive weeks
Income Support or Incapacity Benefit	13 consecutive weeks
Carer's Allowance and Severe Disablement Allowance	13 consecutive weeks

In terms of verifying the achievement of this result, your local Jobcentre Plus should be able to confirm whether a person has moved off out of work benefits and this is similarly permissible under the new regulations (as per Section A). This should be possible on a case-by-case basis. Remaining in 'continuous employment' will need to be self-certified by the local authority, using locally determined verification systems, as Jobcentre Plus do not collect this information.

It remains important that you continue to refer all eligible and appropriate cases to the European Social Fund provision as this programme is an important part of helping troubled families into employment locally. This is also likely to form the most appropriate provision for the majority of the one-sixth of troubled families for whom comparable results will be achieved through programmes other than the Troubled Families programme.

The 'moving off out of work benefits' element of this result will be affected by the introduction of Universal Credit. This will remove the distinction between in and out of work benefits. Further information on this will be provided ahead of its introduction.

T. 030 3444 1127

E. families.team@communities.gsi.gov.uk

www.communities.gov.uk/communities/troubledfamilies

© Crown copyright 2012

You may re-use this information (not including logos) free of charge in any format or medium, under the terms of the Open Government Licence. To view this licence, visit <http://www.nationalarchives.gov.uk/doc/open-government-licence/> or write to the Information Policy Team, The National Archives, Kew, London TW9 4DU, or e-mail: psi@nationalarchives.gsi.gov.uk.

March 2012

ISBN: 978-1-4098-3424-0