



Ministry of Housing,  
Communities &  
Local Government

# Troubled Families Programme: Supporting Families Against Youth Crime

## Fund Prospectus



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# Ministerial Foreword

In May, shortly after I was appointed as Communities Secretary, my wife and I completed a 22-mile fundraising walk across London's bridges in memory of Jimmy Mizen.

A young man who had his whole life ahead of him when he was stabbed to death at the age of just 16 in a shocking attack in my constituency.

I have had the privilege of getting to know his parents Barry and Margaret, who set up a charity, For Jimmy, in his honour to educate young people and prevent them from succumbing to crime. They have been determined that something good should come out of something so terrible, which is highly commendable. But no mother or father should have to go through this.

And yet, despite a drop in crime in general over recent years and serious violent offences making up just 1% of crime recorded by the police, serious violence is on the increase, particularly among young people, devastating more families and communities.

This cannot go on. Our first responsibility to our children is to ensure they can grow up knowing they are safe and free to really thrive.

That's why this Government is committed to doing everything we can to turn the tide and provide the next generation with the brighter future they deserve.

We can only achieve this by getting everyone who has a stake in that future to come together in coordinated way, led by the evidence.

This is what the Serious Violence Strategy, published in April, aims to do. It makes clear enforcement alone is not enough. We need a new emphasis on enduring solutions to prevent young people becoming involved in crime and violence in the first place – an approach that has been widely welcomed, including by the Metropolitan Police Commissioner.

The Troubled Families programme also shares this emphasis on early intervention and has, over the past seven years, seen whole families who are facing complex challenges being given in-depth support by local agencies and the voluntary sector working in close partnership. This approach has helped to tackle issues as they arise, not when they are already entrenched. As such, it has a lot to offer when it comes to combatting youth crime.

I am therefore delighted to announce a new £5 million fund to address this issue through the existing Troubled Families Programme as part of the Government's commitment of £920 million to the programme between 2015 and 2020.

The new fund will focus on tackling gang and youth crime where it is most needed, in a way that works best for the community.

The aim is to prevent and support young people and their families affected by serious violence.

To that end, we are looking for strong bids that will support families to build resilience and confidence in recognising and resisting the dangers of crime and violence and to make positive choices.

The fund builds on a wider package of reforms and funding and supports the excellent work that is already underway to keep communities safe.

There is undoubtedly much more to do to ensure that we learn from what happened to Jimmy Mizen and the many other tragic young men and women who have suffered a similar fate.

The fund is an important step in the right direction and I am determined to ensure it makes a difference.

A handwritten signature in blue ink, appearing to read 'James Brokenshire', is centered on the page.

The Rt Hon James Brokenshire MP  
Secretary of State for Housing,  
Communities and Local Government

# Executive Summary

On 20<sup>th</sup> October the Secretary of State for Housing, Communities and Local Government announced a new fund: Supporting Families Against Youth Crime. In total, there is £5 million available through this fund for Local Authorities to put more of a focus on tackling gang and youth crime as part of their local Troubled Families Programme. The fund is designed to be used flexibly to enhance the existing package of support provided by local Troubled Families Programmes. The fund will support initiatives that align with the Programme's focus on early intervention and scaling up whole family working. The fund will support a range of initiatives, from expanding existing good practice approaches that have an evidence base, through to new or innovative interventions that an area is developing in response to the issue.

Funding is available over the financial years 2018/19 and 2019/20. All upper tier local authorities in England who are part of the Troubled Families Programme are eligible to apply. Bids from single authorities should not exceed a maximum amount of £500,000. Joint bids by two or more local authorities will also be considered. There is no maximum bid amount for joint bids. Local authorities can be part of a maximum of two bids. We will be looking for evidence that proposals are targeted in areas of high or emerging need; that they will have impact; are good value for money and will provide robust data that can be used to develop future approaches. In addition, bids should demonstrate collaboration with organisations in the Voluntary and Community Sector (VCS).

# 1. Background

## Government's Serious Violence Strategy

This fund supports the early intervention and prevention theme of the government's [Serious Violence Strategy](#). The strategy was published on 9 April 2018 and it sets out in-depth analysis of the trends and drivers behind the recent increases in serious violence and a major programme of work. It also sets out the available evidence of what is effective in preventing a person becoming involved in violent crime. The analysis also looks at the evidence of the key risk factors (for example, school absence, substance misuse, peer pressure) which may mean a young person has a greater propensity to get involved in crime than would otherwise be the case. It also sets out the evidence supporting the importance of early intervention with young people and encouraging positive activities to engage them and to build protective factors such as links with their community. We expect bids to draw on evidence set out in the strategy.

The strategy sets out multiple strands of activity that are not solely focused on law enforcement, very important as that is, but also depends on partnerships across a number of sectors such as education, health, social services, housing, youth services, victim services and others. In particular, the strategy places an emphasis on early intervention and prevention and aims to tackle the root causes of violence and prevent young people from getting involved in crime in the first place.

## Early intervention and prevention

The Metropolitan Police Commissioner Cressida Dick has publicly talked about the need for a preventative rather than an enforcement approach, referencing the success that this has had in Scotland. Several groups have called for it to be treated as a public health issue, that seeks to address the underlying causes of offending behaviors and to tackle all the contextual elements – housing, employment, mental health, addiction, abuse and family breakdown, as well as crime. The Government's Serious Violence Strategy represents a move to this public health approach, with the focus not just being enforcement and penalties, but using all the tools at the Government's disposal in a collaborative, preventative wholistic way.

And it is this preventative and holistic approach that is at the heart of the Troubled Families programme, designed to prevent and address issues and behaviour by improving the functioning of the whole family.

## 2. About the Fund

### Aims and objectives

The strategic aims of the Fund are to:

- Provide additional capacity to local authorities where gang and youth crime is an issue, to help them respond to their local needs;
- Test and learn from interventions and place-based initiatives;
- Drive improved local, multi-agency partnership working with the VCS.

In particular, the fund will support proposals that aim to:

- Develop children's personal resilience to withstand peer pressure and make positive choices, particularly but not limited to the transition ages between primary and secondary school;
- Reduce gang and youth crime by intervening early to raise awareness of the dangers of gangs, youth violence and knife crime and changing the culture around the acceptability of carrying knives. An example of this could be targeting families with support where siblings or parents have been victims or perpetrators of gang and youth crime.
- Work with parents/carers and local workforce to understand the dangers and risks surrounding gang crime. Parents need to have the skills and information to ask the right questions, identify risks and discuss their concerns with their child. They also need to know what support is available. Professionals who had not previously had to consider issues such as gang and youth crime are now being asked to do so and need to be equipped to provide the right advice, guidance and support to parents and carers;
- Increase the collaboration between the local authority and the voluntary and community sector, to continue to grow the wider community response to gang and youth crime.
- Provide data of robust quality that could be used in future programme development

### Funding available

Up to £5 million in total is available through this competition to support successful bids. Funding is available in financial years 2018/19 and 2019/20. Bids from single local authorities should not exceed a maximum amount of £500,000 over the funding period, and bids for less than this amount are of course welcome. Local authorities are restricted to one single bid and, where appropriate, one additional joint bid from more than one local authority. For joint bids we will consider the appropriate level of funding given the size and



impact of the proposal, and the effect it will have on the remaining proportion of funding available for distribution to other bids.

This funding is available through the Troubled Families Programme which covers England only. We expect in the majority of proposals that some funding will flow to VCS organisations and the Local Authority's Section 151 officer will have responsibility for conducting appropriate due diligence.

## Timescales

To apply, please complete the application form included in this document. If you have queries about the process, please contact the Troubled Families Team at [Families.Team@communities.gsi.gov.uk](mailto:Families.Team@communities.gsi.gov.uk)

Applications should not exceed the stated word counts for each question. The final decision as to which proposals receive funding will rest with the Secretary of State.

### **Completed applications must be received no later than 23:45 on Friday 7<sup>th</sup> December**

20 <sup>th</sup> October	Fund launches
7 <sup>th</sup> December	Bid deadline
December/January	Bids assessed
January	First wave of funding administrated
2019/20	Second wave of funding administrated, dependant on performance

## Monitoring

We will ask local areas to complete six monthly returns for the duration of the funding with a breakdown of how money has been spent, and report on relevant metrics, such as how many families have benefited from the funding. Initiatives will be monitored by the Troubled Families team at MHCLG as an extension of existing support and monitoring processes. In addition to this high-level monitoring, we expect areas to show the impact of their work and report on the benefits achieved. Recognising not all outcomes will be observable during the funding period, a further return will be due six months after completion. See section 10 for more detail on our expectations around evaluation.

## 3. What we are looking for

### Evidencing local need

The approach of the Troubled Families Programme is to provide targeted interventions. Funded initiatives are expected to follow the same principle and enhance the existing programme to have maximum impact in preventing and reducing gang and youth crime.

A mix of local authority areas are expected to receive funding. We want to fund initiatives in areas with higher gang and youth crime rates but also those areas where this is an emerging issue. We will want to be assured that local authorities have a grip on the challenges in their area and a full understanding of the needs of the local community. We expect evidence to come from a range of sources and be both quantitative and qualitative. This could include an understanding of the risk and protective factors, corroborated by frontline practitioners and, importantly, feedback from families for example on gaps in service provision.

### Proposed intervention

Proposals should be consistent with the aims of the fund set out in section 2. They should also be evidence based and take account of what works, either through national/international published evidence or based on local evaluation of existing activity that is shown to be effective. We are aware of effective models that have been developed encompassing a range of threats to children, including but not limited to gangs and youth crime. We welcome proposals based on such models, provided they show evidence of the impact on preventing children becoming involved in gangs and youth crime. Annex A sets out a number of sources that proposals could draw upon in developing bids - applications should be clear on the evidence their proposals are based on.

We will also consider funding other promising innovative activity provided there is a strong evidence-led logic model. In this case we would want areas to detail how they will conduct an evaluation of the initiative, including measurement of beneficiaries pre- and post-intervention.

Proposals could include a range of initiatives. It must be clear what the proposal **adds** to an area's current provision and that it is consistent with the values of the Troubled Families Programme:

- **Whole family:** consideration of the whole family and their needs;
- **Targeted:** intervening with those that need support based on data around risk factors or referrals. We are looking to fund interventions that are targeted based on needs; for example, we do not consider a proposal to deliver the same programme in every primary school in a large geographic area to be sufficiently targeted, however we would consider proposals to fund universal programmes delivered in a

selection of primary schools based on the needs of the communities in which the schools are located.

- **Early intervention and prevention:** addressing early signs of problems, and prevents escalation of needs, through partnership working.

## Benefits and evaluation

We expect to fund a range of initiatives and would expect to see a range of benefits. These could include improvements in:

- Resilience of young people
- Parenting capability and family functioning
- School attendance
- Confidence of the workforce
- Partnership working and engagement with VCS
- Cost savings

Proposals will need to set out how they will measure any anticipated benefits, which meet the aim of the fund set out in section 4. Given the duration of the funding these may be proxy measures, for example improvements in self-confidence or self-efficacy. Proposals will need to set out the number of young people and parents / carers expected to benefit from the funding.

For innovative proposals that have little existing evidence, we will expect a local evaluation to be completed which, where relevant, includes measuring behaviour and attitudes amongst beneficiaries pre- and post-intervention. Annex B provides guidance on evaluation and logic models.

## Delivery plan and partnership working

Funded initiatives should have a clear delivery plan, setting out the timescales, resources and governance of the proposed intervention. It is important that the funding leads to sustainable outcomes, so that there is a legacy for families and local service provision. All bids should set out the intended routes for lasting impact.

We will be looking for evidence of partnerships, cross-sector support and strategic buy-in. As a minimum all bids should be signed up to by the policing lead or Police and Crime Commissioner, Troubled Families Coordinator, Director of Children's Services and Section 151 officer.

We want local authorities to harness the knowledge and expertise from the VCS and identify the scope to expand and co-ordinate work with voluntary and community organisations and to make this part of a whole family approach. Therefore, bids should include plans to deliver in partnership with the VCS and we will want to see evidence of collaboration.

Further support from local partners including education settings will be looked upon favourably. Proposals should be joined up with other existing or planned activity as part of

a holistic local strategy. Areas will be aware of the Early Intervention Youth Fund which is making up to £22 million available over two years to Police and Crime Commissioners to prevent and tackle serious violence. It aims to support early intervention programmes with young people (under 18s) at risk of criminal involvement, as victims and/or perpetrators. Where other funding streams have been accessed (including the Early Intervention Youth Fund), this should also be reflected in the bid. We will want to understand how proposals can complement each other.

## Budget profile

In the application form, we ask that you set out the budget profile of your bid over the two years. We also ask for an estimated cost breakdown, for example staffing costs, training costs or evaluation costs in order to explain the total amount required. We would like to see bids from areas that can start to implement additional activity in this financial year. Where possible bids should be weighted towards the current financial year as we want to fund proposals that can move quickly on this important issue.

## 4. How we will assess bids

### Process

Applications will be received and assessed by officials from across government departments and then reviewed by an assessment panel of specialists. They will make recommendations to the Secretary of State. The final decision as to which proposals receive funding will rest with the Secretary of State. We expect to share the outcomes of the bidding process before the end of the calendar year with funding allocation to follow soon afterwards.

### Criteria

Bids must meet essential criteria set out in the table below in order to be considered. Weighted criteria will be used for comparative assessment of bids. The weighting column sets out how much weight will be given to those criteria in assessment of the bid.

No.	Criteria	
1	<b>Bid from a Troubled Families Programme area</b> The bid must be from a Local Authority in England who is participating in the Troubled Families Programme.	<b>Essential</b>
2	<b>One per local authority plus collaborative bids</b> We will only accept one bid per local authority and a bid made in combination with other local authorities.	<b>Essential</b>
3	<b>Support of partners</b> The bid should be supported by the Troubled Families Coordinator, Director of Children's Services and policing lead or Police and Crime Commissioner	<b>Essential</b>
4	<b>Not exceed the maximum amount</b> Bids by a single local authority should be within the £500,000 limit in total, over the lifetime of the bid. This limit does not apply for joint bids from more than one local authority. In this case you should state the requested amount and we will consider the appropriate level of funding given the size and impact of the proposal.	<b>Essential</b>
5	<b>Match the areas of focus of the fund</b>	<b>Essential</b>

Q1	<p><b>Evidence of local need</b></p> <ul style="list-style-type: none"> <li>• Clear evidence to show the need for the intervention</li> <li>• Based on a number of data sources, and includes the voice of families</li> </ul>	<b>Weighting: 20%</b>
Q2	<p><b>Proposed intervention</b></p> <ul style="list-style-type: none"> <li>• Is consistent with the principles of the Troubled Families programme</li> <li>• Considers the evidence base of what works or has a strong evidence led logic model.</li> <li>• Targeted at need</li> <li>• Has clear additionality</li> </ul>	<b>Weighting: 30%</b>
9	<p><b>Benefits and evaluation</b></p> <ul style="list-style-type: none"> <li>• Provides robust estimates of how many families will benefit from the funding</li> <li>• Includes basic metrics on how impact will be assessed</li> <li>• Provides assurance that monitoring data will be submitted and is reliable and robust</li> <li>• Sets out proposals for local evaluation, which is essential where innovative proposals are being proposed that have little existing evidence</li> <li>• Demonstrates evidence from the project will be useable in developing future approaches.</li> </ul>	<b>Weighting: 20%</b>
10	<p><b>Partnership working and deliverability</b></p> <ul style="list-style-type: none"> <li>• Evidence that the VCS have been engaged in the development of the bid and extent to which VCS will be engaged in delivery</li> <li>• The extent to which the proposal encourages greater partnership working in a joined up whole system way</li> <li>• Consistent with other activities and funding</li> <li>• Evidence of the resource and capability to deliver at pace</li> </ul>	<b>Weighting: 20%</b>
12	<p><b>Budget profile</b></p> <ul style="list-style-type: none"> <li>• Clear budget breakdown</li> <li>• Costs and any other funding are profiled in a sensible way</li> <li>• Higher weighting for quicker implementation of activity.</li> <li>• Higher weighting to bids that can demonstrate sustainability of relationship beyond funding period</li> </ul>	<b>Weighting: 10%</b>

## Scoring framework

The following table sets out what scores will be awarded for each demonstration of the weighted criteria.

- 0 - Absence of evidence / criterion not met
- 1 - Meets some of the requirements of the criterion
- 2 - Meets most of the requirements of the criterion
- 3 - Meets all the requirements of the criterion
- 4 - Strongly meets all the requirements of the criterion

The Assessment Panel will make recommendations to the Secretary of State for Housing, Communities and Local Government as to which proposals to fund. The final decision as to which proposals receive funding will rest with the Secretary of State.

The panel may use evidence from government data and records to verify information in application forms as part of the scoring process.

### Scoring guide

Score	Rating	Description
0	absence of evidence / criterion not met	<p>A proposal at this rating:</p> <ul style="list-style-type: none"> <li>• Builds very little or no confidence that the bidder can deliver the requirements due to insufficient evidence of relevant ability, understanding, skills, resources and quality measures;</li> <li>• Builds very little or no confidence that the bidder's approach/solution will deliver the requirements due to insufficient evidence or an inappropriate approach/solution.</li> </ul>
1	meets some of the requirements of the criterion	<p>A proposal at this rating:</p> <ul style="list-style-type: none"> <li>• Raises reservations that the bidder can deliver the requirements due to insufficient evidence of relevant ability, understanding, skills, resources and quality measures;</li> <li>• Raises reservations that the bidder's approach/solution will deliver the requirements due to insufficient evidence or an inappropriate approach/solution.</li> </ul>
2	meets most of the requirements of the criterion	<p>A proposal at this rating:</p> <ul style="list-style-type: none"> <li>• Suggests that the bidder can deliver the requirements through evidence of relevant ability, understanding, skills, resources and quality measures;</li> <li>• Provides an acceptable approach/solution to delivering the requirements</li> </ul>
3	meets all of the requirements of the criterion	<p>A proposal at this rating:</p> <ul style="list-style-type: none"> <li>• Builds confidence that the bidder can deliver the requirements through evidence of relevant ability, understanding, skills, resources and quality measures;</li> <li>• Provides a good approach/solution to delivering the requirements</li> </ul>

4	Strongly meets all of the requirements of the criterion	A proposal at this rating: <ul style="list-style-type: none"><li>• Builds a high level of confidence that the bidder can deliver the requirements through evidence of relevant ability, understanding, skills, resources and quality measures;</li><li>• Provides an exceptional approach/solution to delivering the requirements.</li></ul>
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Ministry of Housing,  
Communities &  
Local Government

# Supporting Families Against Youth Crime

Application form

Please email your form to [families.team@communities.gsi.gov.uk](mailto:families.team@communities.gsi.gov.uk) no later than **23:45 on Friday 7<sup>th</sup> December**

## Applicant(s)

1.1 Local Authority name(s) (in whose name the application is being made)		
1.2 Contact name and main role (a) name (b) main role	(a)	(b)
1.3 Address		
1.4 Telephone number (a) organisation (b) contact	(a)	(b)
1.5 Email address of contact		

## Sign off

	Organisation	Name and signature
2.1 Local Authority Section 151 officer (required)		
2.2 Director of Children's Services (required)		
2.3 Police force or Police and Crime commissioner (required)		
2.4 Troubled Families Coordinator (required)		
2.5 Other partners (VCS, education settings) (desirable)		

**Please ensure answers do not exceed the stated word limit.  
Additional attachments will not be accepted.**

### **Evidence of local need**

Please set out evidence that gang and youth crime is an issue in the area or has potential to be an issue in your area. Please use data to illustrate your point for example crime data or risk factors such as school exclusions.

**Maximum 300 words**

*Please add your response here*

### **Proposed intervention**

Please outline the detail of your proposed intervention and cover the following questions.

- What is the nature of your proposed intervention?
- How is this consistent with the principles of the Troubled Families programme?
- How will you ensure the intervention is targeted at those families who are at greatest risk?
- What's the evidence for your intervention – why do you think it'll work?
- How does this intervention represent additionality to your existing Troubled Families Programme?

**Maximum 700 words**

*Please add your response here*

### **Benefits, monitoring and evaluation**

What are the benefits that your intervention aims to achieve? These could be early indicators of success such as improved resilience of children or a reduction of school exclusions.

- How many young people and parents / carers will benefit from the proposed intervention?
- What data will you capture to evidence these benefits?
- What local evaluation do you propose to evaluate the efficacy of your intervention?

- How will this initiative support developing the right approach in the future?

**Maximum 700 words**

*Please add your response here*

### **Partnership working and deliverability of the proposal**

We will expect proposals to demonstrate the capacity and resource to deliver the interventions including

- What support do you have from partners?
- Evidence of viable delivery partnerships with the voluntary and community sector
- The capacity to deliver at pace
- How will this support your overall approach and work together with other initiatives? Have you applied for example to the Early Intervention Youth Fund?
- Robust arrangements for required staff to be in place
- A high-level implementation plan (which can be attached, and not included within word limit)

**Maximum 500 words**

*Please add your response here*

### **Budget breakdown**

	<b>Financial year 18/19</b>	<b>Financial year 19/20</b>
<b>Proposed funding to VCS organisations</b>	£	
<b>Cost type 1 (e.g. staffing)</b>		
<b>Cost type 2 (e.g. evaluation)</b>		
<b>Cost type 3 (e.g. training)</b>		
<b>Total funding</b>	£	£

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Add additional rows as required

For bids from one local authority, the bid maximum is £500,000. You should clearly state the money that will go to other partners and set out any plans for sustaining the initiative.

### **Annex A: Evidence sources to consult**

HM Government

[Serious Violence Strategy](#)

What Works Centre for Crime Reduction

[Crime Reduction toolkit](#)

[What works mentoring?](#)

The Big Lottery Fund

[Preventing Serious Youth Violence – What works?](#)

The Early Intervention Foundation

[Preventing gang and youth violence](#)

[Intervening early to prevent gang and youth violence: The role of primary schools](#)

[Guide book](#)

[Preventing Gang Involvement and Youth Violence – Advice for Commissioning Mentoring Programmes](#)

[Project Oracle](#)

[Washington State Institute for Public Policy](#)

### **Annex B: Advice on evaluations**

[HM Treasury Magenta book](#)

[Public Service Transformation Academy: Evaluation & analysis resources](#)

Early Intervention Foundation: [Evaluating Early Intervention Programmes: Six common pitfalls, and how to avoid them.](#)

What Works Centre for Crime Reduction: [Research guidance materials](#)

Public Service Transformation Academy – [Logic model guidance](#)