National evaluation of the Troubled Families Programme 2015 - 2020

Family Outcomes – national and local datasets

Contents

Executive Summary

This report includes the findings from the national evaluation of the Troubled Families Programme (2015 – 2020).

These are based on data submitted by local authorities as well as data matched to national administrative datasets (on around 140,000 families and 508,000 individuals) and refer to individuals and families who started the programme between September 2014 and December 2016. The findings are presented under each of the six headline problems on which families are selected for inclusion on the programme.

Key findings

Individuals on the programme are significantly more complex than individuals in the general population[1]. Compared to the general population, in the year before starting on the programme, in troubled families:

- Children were nearly twelve times more likely to be classified as a Child in Need[2]
- Adults and children were five times more likely to have a caution or conviction
- Adults were five times more likely to be claiming benefits
- Children were three times more likely to be persistently absent from school

In addition:

- One in three troubled families had a family member with a mental health issue
- One in five troubled families had a family member affected by an incident of domestic abuse or violence

Data comparing six months after the start of intervention and 12 months after start of intervention showed for those on the programme:

- There was a reduction in the proportion of children classed as in need (CIN), subject to child protection plans (CPP) and Looked After Children (LAC).

Data comparing the year before the start of intervention and the year after start of intervention showed that for those on the programme:

- The proportion of individuals cautioned and convicted decreased.

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[1] Families on the Programme have multiple needs and to be eligible for the Programme must meet two or more of the national criteria – worklessness and at risk of financial exclusion, education and school attendance, children who need help, crime and anti-social behaviour, health problems and domestic abuse.

[2] Children in need (CIN) are defined under the Children Act 1989 as: a child who is unlikely to reach or maintain a satisfactory level of health or development, or their health or development will be significantly impaired, without the provision of services, or the child is disabled. The Children In Need data includes looked after children, children on a Child Protection Plan and those with a Special Educational Need (SEN).

Data comparing the start of intervention and the year after start of intervention showed that for those on the programme:

- The proportion of working age individuals claiming Income Support (IS) and Jobseeker's Allowance (JSA) decreased; Employment and Support Allowance (ESA) increased.
- The proportion of children persistently absent from school (more than 10% absence) rose at term two and fell at term three.

Introduction

This short report includes findings from the national evaluation of the Troubled Families Programme. The findings incorporate the data of families who joined the programme between September 2014 and December 2016 and were matched to national datasets. The results include the characteristics of families on the programme and the problems they face when they start, with some additional analysis comparing lone parents to non-lone parents and the progress made by families.

This report also includes data on an unmatched comparison sample of families. Local authorities are asked to provide details of families not on the programme but who meet the national eligibility criteria for the programme. However, whilst there is national guidance for the data submission, there are differences in how local authorities select families for the comparison group. This means the complexity of comparison families varies to an unknown extent from families on the programme.

The comparison group data in the charts and tables later in this report has been included to show the trends and prevalence within the two groups and give a sense of direction for families on the programme. It should be noted that ***comparisons made between the programme and comparison group should not be interpreted as showing the net impact of the programme***, i.e. changes observed cannot be attributed to the programme.

Quality assurance and analytical work is underway to ensure that the comparison group data is robust and minimises selection[3] and contamination biases[4]. The aim of this work is to provide good quality data on which to carry out propensity score matching, a technique that will match the comparison and programme group on their characteristics and enable us to carry out a robust impact evaluation.

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[3] to ensure identification/selection of both the programme and comparison group includes a random element
[4] as a result of service transformation both groups may receive a similar service

This report brings together the findings from:

The National Impact Study (NIS): for which details of families on the Programme, provided by local authorities, are matched to data held in administrative datasets held by Government departments. These datasets include the Police National Computer (PNC) held by Ministry of Justice, The National Pupil Database (NPD) held by Department for Education and the Work and Pensions Longitudinal Study (WPLS) and Single Housing Benefit Extract (SHBE) held by Department for Work and Pensions. The timelags in each dataset vary depending on frequency of collection and publication (see Annex for further information).

Family Progress Data (FPD): provided by local authorities directly to DCLG and includes data that is not held in national administrative datasets. This includes individual level and family level data on anti-social behaviour, domestic abuse, police callouts, dependence on non-prescription drugs or alcohol, issues with mental health, presence of NEETs[5], those missing from education and issues relating to housing. The data provided by local authorities is only provided for those on the programme. It is less complete than the data for the National Impact Study and likely to be an underestimate of the prevalence of problems among troubled families.

Local authorities are asked to submit data every six months on all the families eligible for and engaged by the Programme[6] to the Office for National Statistics (ONS). This report contains data about those engaged with the Programme between September 2014 and December 2016. There are some issues with data quality that should be noted and thus caution needs to be taken when interpreting the results:

- High match rates are dependent on the quality of the personal data supplied by local authorities.

- The data matching methodology is different in each Government Department (they have their own matching algorithms) and results in differing match rates.

- Only people with a caution or conviction will be matched to the Police National Computer. This means the match rate is lower for the Police National Computer than for the Work and Pensions Longitudinal Study and National Pupil Database.

The data was matched by Government Departments in May/June 2017. Around 139,900 families and 508,000 individuals on the programme were matched successfully to administrative datasets. The numbers of individuals matched to each dataset were:

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[5] NEET stands for Not in Employment, Education or Training. Only those aged between 16 and 24 inclusive can be a NEET.
[6] Local authorities submit data on all families eligible for the programme who are currently engaged and waiting to join the Programme. This provides the evaluators with the ability to compare the outcomes of families in the treatment and comparison group.

- 104,263 to the Police National Computer
- 223,125 to the National Pupil Database
- 438,456 to the Work and Pensions Longitudinal Study and/or the Single Housing Benefit Extract[7] (176,142 adults; 262,314 children).

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[7] A monthly extract of housing benefit and council tax benefit. The data is claimant level.

Table 1: Individual Match Rates

Administrative dataset	National Impact Study dataset
National Pupil Database	95.4%
Work and Pensions Longitudinal Study, Single Housing Benefit Extract (adults)	77.7%
Work and Pensions Longitudinal Study (children)	79.9%
Police National Computer	28.6%
Any dataset	89.0%

Troubled Families Demographics and Characteristics

Data on family demographics and characteristics is taken from the National Impact Study and the Family Progress Data. The base numbers are reported below and vary according to the quality of the data.

Three fifths of individuals in troubled families were children. At the start of intervention most adults on the programme were aged between 18-44 years old, with just over half of children aged 10 or under. The age range of individuals on the programme is illustrated in the chart below:

Chart 1: the age range of individuals on the programme
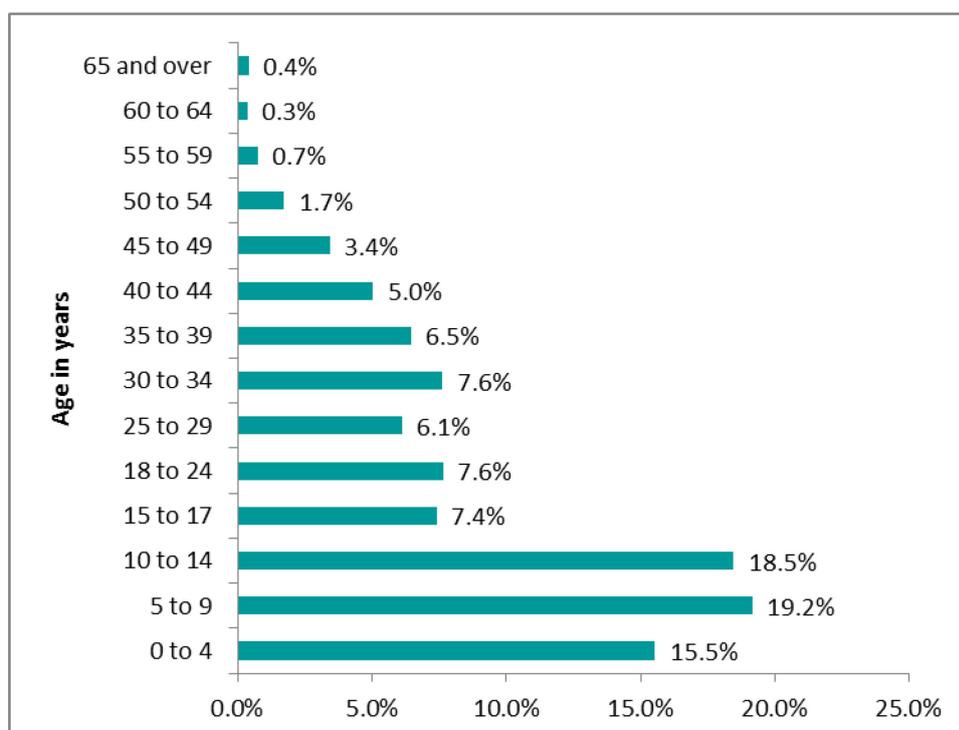
Base number is 504,848 individuals

Nearly two thirds of adults and nearly half of children on the programme were female. Just over four fifths of troubled families were white. Troubled families are typically larger in size, contain more dependent children, are more likely to have a lone parent and have a child under-five, than families in the general population.

National averages have been included in the table below to enable comparison of programme families to the general population, but it should be noted that the programme is likely to include a higher proportion of lone parents because it targets families at risk of financial exclusion.

Table 2: Demographics and characteristics of families on the programme

	Among Troubled Families	National Prevalence
Proportion of female adults	63.6%	51.4%
Proportion of female children	46.5%	48.8%
White	81.1%	86.0%
Non-white	18.9%	14.0%
Proportion of families with at least one child aged under 5	49.1%	17.0%
Average size of family	4.1	2.4
Average number of dependent children in a family	2.2	1.7
Proportion of lone parent families	55.9%	15.4%

Based on matched data for 139,867 families and 507,586 individuals

Base numbers vary for each measure due to differing amounts of missing data for each variable.

In the year before their intervention, troubled families experienced a range of problems. These are presented below under each of the six headline problems on which families would have been selected for inclusion on the Programme:

1. ***Worklessness and Financial Exclusion*** - Adults out of work or at risk of financial exclusion, or young people at risk of worklessness
2. ***Education and School Attendance*** - Children not attending school regularly
3. ***Children Who Need Help*** - Children of all ages, who need help, identified as in need or subject to a Child Protection Plan
4. ***Health*** - Parents or children with a range of health problems (including drug or alcohol abuse)
5. ***Crime and Anti-Social Behaviour*** - Parents or children involved in crime or anti-social behaviour
6. ***Domestic Abuse*** - Families affected by domestic violence and abuse

The data presented in the tables below highlighted in bold text relate to the outcomes of particular interest to the Programme.

Worklessness and Financial Exclusion

In the year before intervention, the data from the National Impact Study showed that 59% of troubled families were claiming Jobseeker's Allowance (JSA), Employment

and Support Allowance (ESA) or Income Support (IS), i.e. at least one adult in the household was claiming these benefits. 59% per cent of individual adults in troubled families were claiming any benefits in the year before intervention – this is over five times the national rate. Adults on the programme were nearly twelve times more likely to be claiming Jobseeker's Allowance (JSA) compared with the national population[8].

Table 3: Adults out of work (from Department for Work and Pensions/Her Majesty's Revenue and Customs administrative data)

Among troubled families in this cohort, in the year before starting on the programme, % of:	Base	Indicative national prevalence****
Individuals claiming JSA or ESA or IS	**52.8%**	**176,142**	**7.8%**
Families claiming JSA or ESA or IS	**59.0%**	**134,950**	**Not available**
Adults in work	**32.8%**	**197,254**	**75.1%**
Families with an adult claiming benefits*	63.8%	134,950	Not available
Adults claiming benefits*	59.2%	176,142	10.7%
Adults claiming Employment and Support Allowance or Incapacity Benefit (ESA/IB/SDA)	22.0%	176,142	5.8%
Families claiming Employment and Support Allowance or Incapacity Benefit (ESA/IB/SDA)	26.4%	134,950	Not available
Adults claiming Income Support (IS)	25.4%	176,142	2.8%
Adults claiming Jobseeker's Allowance (JSA)	14.1%	176,142	1.2%
Families who are workless (no adults working)**	32.4%	134,950	14.9%***
Families with a child under-5 with one adult out of work*****	65.4%	66,799	Not available
Families with a child under-5 with both adults out of work*****	37.7%	66,799	Not available

*Benefits included in this measure are JSA, ESA/IB/SDA, IS, DLA/PIP and Carer's Allowance (CA)
**Proxy figure for workless. The figure represents any family where all adults 18-64 years-old were on JSA, ESA/IB/SDA or IS
***The National Prevalence figure is household level and taken from the Family Resources Survey data
**** National Prevalence data is only available for individuals, not families.
***** Single parents are included in these figures

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[8] Data on Universal Credit is in development and not currently available to DCLG for the evaluation

Data provided by local authorities (Family Progress Data) showed that one in five troubled families had a young person not in education, employment and training (NEET). Less than one tenth of troubled families had made a homelessness application.

Table 4: Those at risk of financial exclusion, including those not in employment, education or training (NEETs) (from local authority data sources)

Among troubled families in this cohort, in the year before starting on the programme, % of:	Base	Indicative national prevalence*
Families with a young person who is not in education, employment or training (NEETs 16-24)	17.9%	19,658	Not available
Individuals not in education, employment or training (NEETs 16-24)	15.2%	23,892	11.1%
Families that have been evicted	1.6%	32,682	Not available
Families that have made a homelessness application	8.3%	21,383	Not available
Families who have any rent arrears	27.9%	27,475	Not available

* National Prevalence data is only available for individuals, not families.

Education and School Attendance

The data from the National Impact Study showed children in troubled families were over three times as likely to be persistently absent (missed 10% or more sessions) in the last school year than school children nationally. Nearly a third of troubled families had a child who was persistently absent in the last school year. Nationally over half of children achieved five A*-C GCSEs (incl. English and Maths), but only one fifth of children in troubled families achieved these grades.

Table 5: Children not regularly attending school (Department for Education administrative data)

Among troubled families, in the year before starting on the programme, % of:	Base	Indicative national prevalence**
<u>Families</u> with a child who is persistently overall absent (10% or more school sessions missed)*	**32.9%**	**110,007**	**Not available**
<u>Children</u> who are persistently overall absent (10% or more school sessions missed)	**35.8%**	**127,151**	**11.4%**
<u>Families</u> with a child who is persistently overall absent (15% or more school sessions missed)*	19.3%	110,007	Not available

Children who are persistently overall absent (15% or more school sessions missed)	19.6%	127,151	3.7%
Families who have a child who is persistently absent (15% or more school session missed) or has a fixed period exclusion or a permanent exclusion	31.3%	51,345	Not available
Children with a fixed period exclusion	8.1%	218,199	4.29%
Children with a permanent exclusion	0.5%	218,199	0.08%
Children achieved five A*-C GCSEs incl. English and Maths	22.8%	47,936	53.5%

*Two thresholds for persistent absence are included as the absence threshold changed from 15% to 10% in September 2015

** National Prevalence data is only available for individuals, not families.

Children who Need Help

Children in families on the programme were nearly twelve times more likely to be classified as a child in need[9] (CIN), than those in the general population. Children in troubled families were twenty times more likely to be on a child protection plan (CPP), than those in the general population and more than twice as likely to have a special educational need (SEN) in the year before intervention.

Table 6: Children who need help (from Department of Education administrative data)

Among troubled families in this cohort, in the year before starting on the programme, % of:	Base	Indicative national prevalence*
Families with a child who is a Child In Need (CIN)	**43.9%**	**79,616**	**Not available**
Children who are in care or looked after children (LAC)	**1.6%**	**163,490**	**0.6%**
Children classed as Child In Need	38.2%	163,490	3.4%

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[9] Children in need (CIN) are defined under the Children Act 1989 as: a child who is unlikely to reach or maintain a satisfactory level of health or development, or their health or development will be significantly impaired, without the provision of services, or the child is disabled. The Children In Need data includes looked after children, children on a Child Protection Plan and those with a Special Educational Need (SEN).

Children on a Child Protection Plan (CPP)	8.0%	163,490	0.4%
Families with at least one child with a Special Educational Need (with or without a statement)	48.1%	119,499	Not available
Children with a Special Educational Need (with or without a statement)	35.3%	218,769	14.4%
Children with a Special Educational Need (with a statement)	6.3%	218,769	2.8%

* National Prevalence data is only available for individuals, not families.

Health

Data provided by local authorities (Family Progress Data) showed that nearly two fifths of families had at least one individual with a mental health issue and just over one in ten families had an individual dependent on non-prescription drugs or alcohol in the year before intervention.

Table 7: Families with a range of health problems (from local authority sources)

Among troubled families in this cohort, in the year before starting on the programme, % of:		Base	Indicative national prevalence*
Families with an individual with any mental health issue	**39.6%**	**34,850**	**Not available**
Families with an individual dependent on drugs or alcohol	11.8%	34,220	Not available
Families with an individual dependent on drugs	7.9%	33,515	Not available
Families with an individual dependent on alcohol	6.3%	33,242	Not available

* National Prevalence data is only available for individuals, not families.

Crime and Anti-Social Behaviour

Using data from the National Impact Study we found adults and children on the programme were around five times more likely to have a caution or conviction than adults and children in the general population in the year before intervention.

Table 8: Adults and children involved in crime (from Ministry of Justice administrative data)

Among troubled families in this cohort, in the year before starting on the programme, % of:		Base	Indicative national prevalence*
Families with an adult or child with a caution or conviction**	12.4%	137,155	Not available
Adults with a caution or conviction	6.9%	195,148	1.2%
Children with a caution or conviction	3.9%	128,416	0.8%

* National Prevalence data is only available for individuals, not families.

**Based on all families with at least one individual aged 10-100 matched to Police National Computer, all other troubled families figures based on all adults aged 18-100 or all children aged 10-17 matched to Police National Computer.

Local authority data (Family Progress Data) showed that one in ten families were involved in anti-social behaviour and over a third of troubled families had a police call out to their home in the year before intervention.

Table 9: Adults and children involved in anti-social behaviour and police call outs (from local authority data sources)

Among troubled families in this cohort, in the year before starting on the programme, % of:		Base	Indicative national prevalence*
Families with an Anti-Social Behaviour incident	10.4%	55,647	Not available
Families where police have been called out to their home	34.0%	55,471	Not available

* National Prevalence data is only available for individuals, not families.

Domestic Abuse

Local authorities record incidents of domestic abuse from local police data and/or their own data. This data showed a quarter of troubled families had at least one family member who had been affected by domestic abuse in the year before intervention.

Table 10: Families affected by domestic abuse (from local authority data sources)

Among troubled families in this cohort, in the year before starting on the programme, % of:		Base	Indicative national prevalence*
Families who have been involved in a domestic abuse incident	**25.0%**	**71,869**	**Not available****

*National Prevalence data is only available for individuals, not families.

** The national figure for adults aged 18-59 is 6.2%

Progress of families on the programme

This section includes tables and charts which show whether the proportion of families on the programme with particular problems changed in the year after starting on the programme. The findings below include only four of the six headline problems on which families have been selected for inclusion on the programme. This is because it is based on data provided through administrative datasets only and not the data provided by local authorities[10].

An unmatched comparison sample is also included. Local authorities are asked to provide details of families not on the programme but who also meet the national eligibility criteria for the programme. However, whilst there is national guidance for the data submission, there is no standardised approach for local authorities to select the families who form the comparison group data. This means the complexity of comparison families varies, to an unknown extent, from families on the programme.

It should be noted that the comparison group data has been included to show the trends and prevalence of key characteristics within the two groups and to give a sense of direction for families on the programme only. ***Comparisons made between the programme and comparison group should not be interpreted as showing the net impact of the programme***, i.e. changes observed cannot be attributed to the programme. Quality assurance and analytical work is underway to ensure that the comparison group data is robust and minimises selection[11] and contamination biases[12]. The aim of this work is to provide good quality data on which to carry out propensity score matching, a technique that will match the comparison and programme groups according to their characteristics and enable us to carry out a robust impact evaluation.

Worklessness and Financial Exclusion

Twelve months after the start of intervention the proportion of individuals claiming Income Support (IS) and Jobseeker's Allowance (JSA) decreased by 1.2 percentage points and 0.8 percentage points respectively; the proportion of working age individuals on the programme claiming Employment and Support Allowance (ESA) had increased by 0.5 percentage points.

Please note: the unmatched comparison group has been included in the charts below for interest only. The data shows trends and prevalence among the two groups but should not be interpreted as showing the impact of the programme.

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[10] Family Progress Data is only provided for families on the programme
[11] to ensure identification/selection of both the programme and comparison group includes a random element
[12] as a result of service transformation both groups may receive a similar service

Chart 2: The percentage of individuals claiming benefits at programme start and a year after intervention start

Percentage claiming benefits at start and after intervention

Legend:
- Start (treatment)
- 1 year later (treatment)
- Start (comparison)
- 1 year later (comparison)

ESA — Treatment: Start 17.6%, 1 year later 18.1%; Comparison: Start 17.0%, 1 year later 17.5%

IS — Treatment: Start 20.4%, 1 year later 19.2%; Comparison: Start 18.2%, 1 year later 17.4%

JSA — Treatment: Start 5.6%, 1 year later 4.8%; Comparison: Start 5.2%, 1 year later 4.7%

Y-axis: Percentage (0.0% to 25.0%)

X-axis: Treatment type, split by treatment or comparison group

*Based on working age adults (12 months before the start of intervention), who are participating in the programme and their 12 month outcomes have been recorded. For the treatment group, ESA, IS and JSA are based on 17,573, 19,329 and 2,508 working age adults respectively. For the comparison group, for ESA, IS and JSA based on 4,628, 4,653 and 604 working age adults respectively.

** The proportion of Jobseeker's Allowance (JSA) claimants is much lower than other benefits as it tends to be claimed for shorter periods and the above reflects just one point in time

Progress data for up to 12 months after intervention start is available for the first two cohorts of troubled families (i.e. families starting the programme between September 2014 and December 2015). Across both Cohort 1 (enrolled September 2014 – June 2015) and Cohort 2 (enrolled July – December 2015) similar patterns emerge. The proportion of working age individuals claiming income Support (IS) and Jobseeker's Allowance (JSA) decreased; whilst Employment and Support Allowance (ESA) increased in the year after intervention.

Cohort 2 has a lower percentage decrease in Jobseeker's Allowance (JSA) claims than Cohort 1, and a lower percentage increase in Employment and Support Allowance (ESA).

Table 11: The proportion of individuals claiming benefits at programme start and a year after intervention start by cohort

	Proportion claiming at intervention	Proportion claiming 12 months after the start of intervention	Difference
ESA			
Cohort 1	18.8%	19.7%	0.9%
Cohort 2	17.3%	17.6%	0.4%
Total	17.6%	18.1%	0.5%
IS			
Cohort 1	21.5%	20.2%	-1.2%
Cohort 2	20.1%	18.9%	-1.2%
Total	20.4%	19.2%	-1.2%
JSA			
Cohort 1	6.4%	5.2%	-1.2%
Cohort 2	5.4%	4.7%	-0.7%
Total	5.6%	4.8%	-0.8%

*Based on 21,837 (cohort 1) and 55,692 (cohort 2) working age adults (12 months after the start of intervention), who are participating in the programme and their 12 month outcomes have been recorded

Note: The proportion of Jobseeker's Allowance (JSA) claimants is low as this reflects just one point in time

Just below 50% of those on the programme who stopped claiming Employment and Support Allowance (ESA) and Income Support (IS) in the 12 months after the start of intervention, had an employment spell in the same period. 61% of those who did not claim Jobseeker's Allowance (JSA) 12 months after the start of intervention had an employment spell in that period. Those who had an employment spell were more likely to stop claiming benefits[13].

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[13] We believe there are issues with the employment data provided as part of the Work and Pensions Longitudinal Study. It is our understanding that the data is less complete for those below the tax threshold. Families on the programme are therefore more likely to be missing from the employment data.

Table 12: Proportion of Employment and Support Allowance, Jobseeker's Allowance and Income Support claimants unemployed and in employment in the year after intervention

	Unemployed (In the year after intervention)	Employed (In the year after intervention)
Employment and Support Allowance		
Continued claiming ESA	92% (16,534)	8% (1,482)
Stopped claiming ESA	58% (2,671)	42% (1,969)
Jobseeker's Allowance		
Continued claiming JSA	67% (1,699)	33% (855)
Stopped claiming JSA	39% (1,805)	61% (2,803)
Income Support		
Continued claiming IS	91% (18,133)	9% (1,741)
Stopped claiming IS	55% (3,542)	45% (2,866)

Based on 22,656 working age adults for Employment and Support Allowance (ESA), 7,162 for Jobseeker's Allowance (JSA) and 26,282 Income Support (IS).

Below is a Sankey Diagram[14] which illustrates the full breakdown of the movement between different benefits between the start of intervention and a year later. over a 12 month period upon joining the programme.

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[14] Sankey diagrams are a type of flow diagram. The width of each arrow/band is proportionate to the flow quantity.

Chart 3: Movement between different benefits at start of intervention and a year after intervention start

Beginning of intervention   *12 months after beginning of intervention*

OWB (out of work benefit): including JSA, ESA and IS.
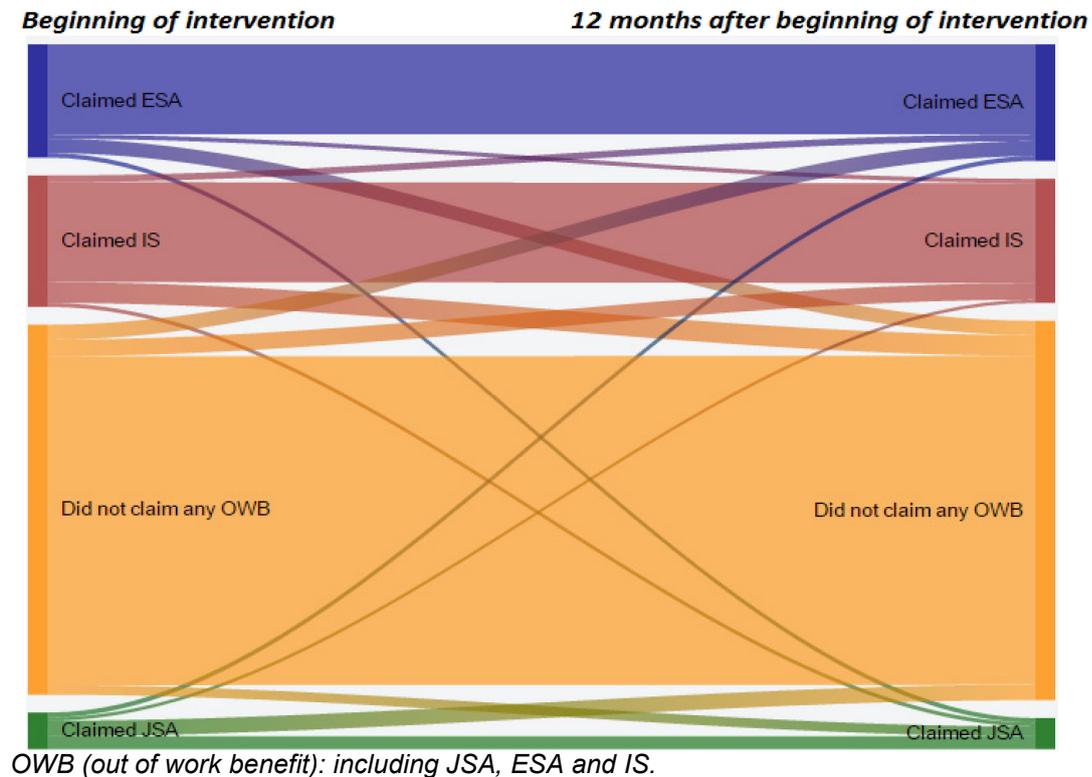
Education and School Attendance

In the year after the start of intervention, the proportion of children on the programme persistently absent from school rose and fell, i.e. the trend line was variable per term.

Please note: the unmatched comparison group has been included in the charts below to show the seasonal trends in the data only. The unmatched comparison group follow a similar trend to the programme group for school absence.

Chart 4: Proportion of children persistently absent from school (missed 10% of sessions)
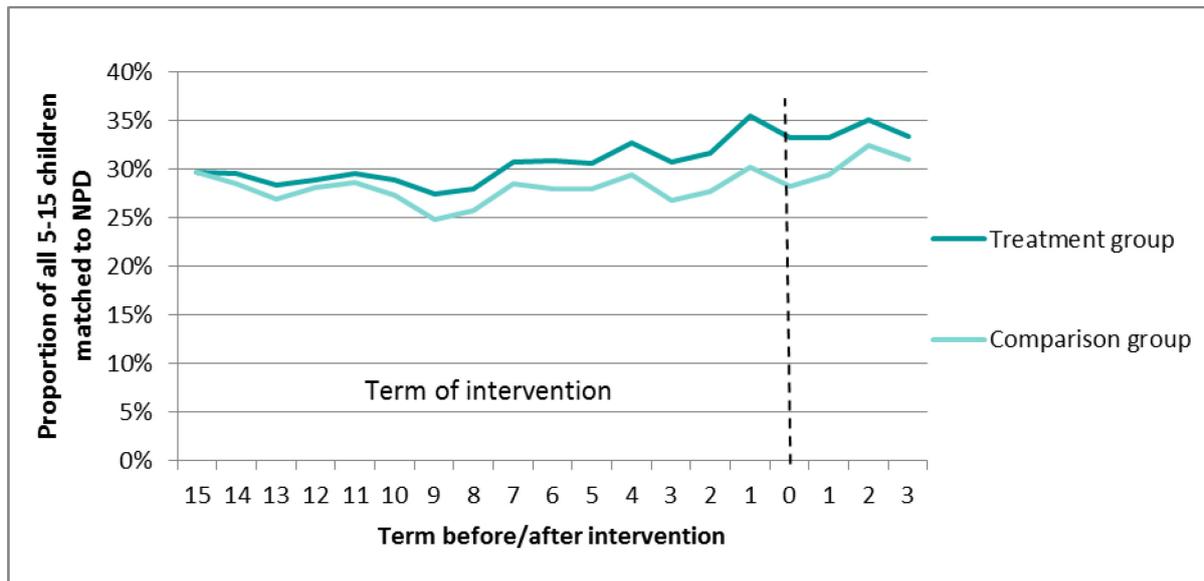
*For the treatment group base before intervention: 67,330 children aged 5-15, whose outcomes can be observed for 3 terms after intervention. Base after intervention: 55,269 children aged 5-15 with 3 terms of outcome data. Base for the comparison group before intervention is 15,861 whose outcomes can be observed 3 terms after intervention. Base after intervention is 13,378 for children aged 5-15. Base after intervention is lower because there are fewer children in the data whose absence can be observed 3 terms after intervention.*

Among children on the programme, the average proportion of school sessions for which they were absent rose and then fell in the year after intervention start.

Chart 5: Average proportion of school sessions for which children were absent
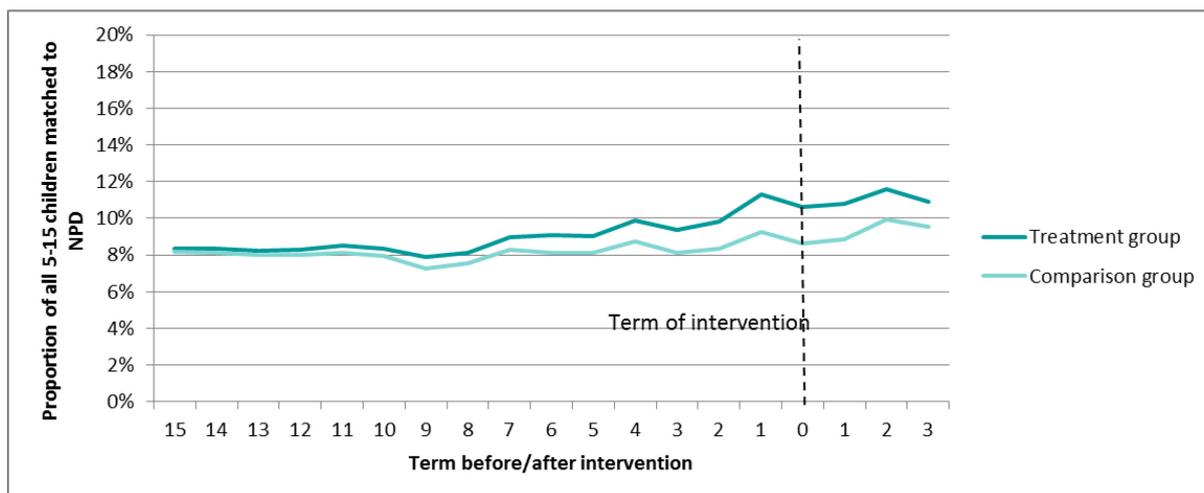
The chart includes the average proportion absent for children whom are school aged at the relevant term, and who have 3 terms of school outcomes available post-intervention.

*Base number same as chart 4 above.

Children who Need Help

There was a reduction in the proportion of children classed as in need (CIN), subject to child protection plans (CPP) and Looked After Children (LAC) in the year after the start of intervention with the largest decrease in the percentage of children in need. The proportion of: children in need fell from 36.4% at 6 months after intervention start to 31.7% 12 months after intervention start; those on a child protection plan fell from 9.9% to 9.5%; looked after children fell from 2.0% to 1.2%.

Please note: the unmatched comparison group has been included in this chart for interest only. The data shows trends and prevalence among the two groups but should not be interpreted as showing the impact of the programme.

Chart 6: Proportion of children who are Children in Need (CIN), on a Child Protection Plan (CPP) and Looked after Children (LAC) within the troubled families and comparison group cohorts.
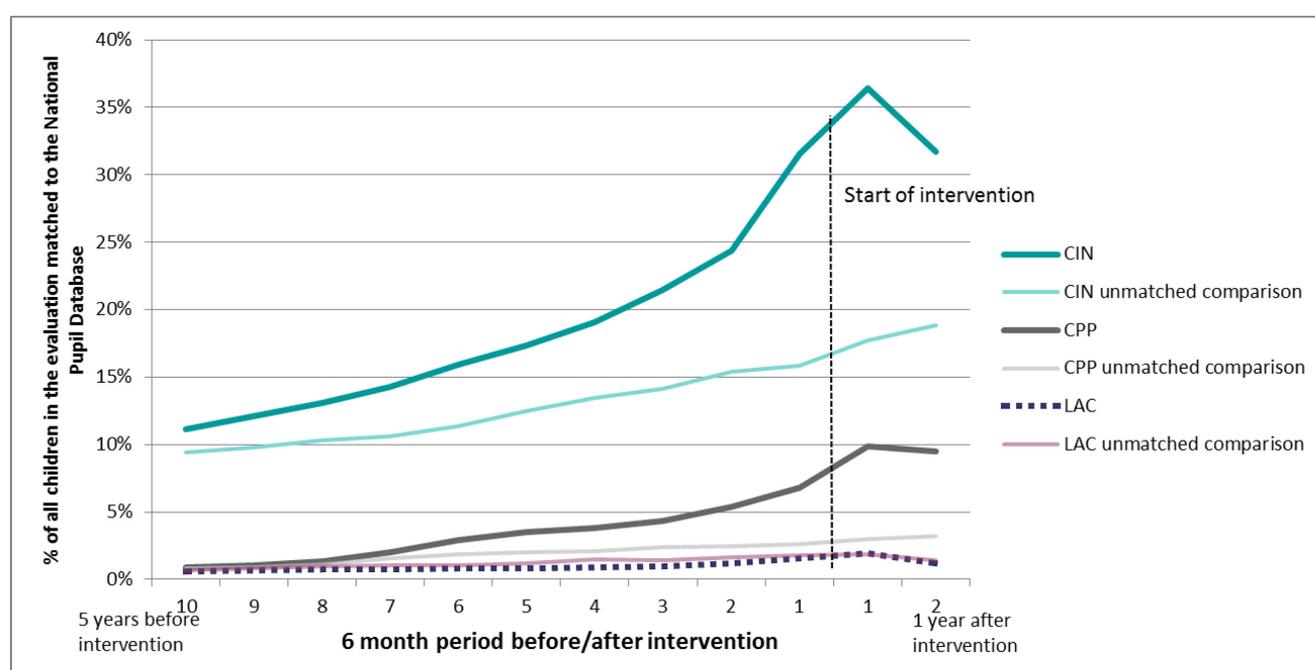
* Based on 49,965 children on the programme for which 12 month outcomes are observed and 12,067 children in the unmatched comparison group cohorts. The percentages are the proportion of children in the intervention and comparison group cohorts that were classified as Children in Need.

Crime (and Anti-Social Behaviour)

The proportion of individuals cautioned in the 12 months after intervention was 0.6 percentage points lower than in the 12 months before intervention, whilst the proportion was 0.5 percentage points lower for convictions.

Please note: the unmatched comparison group has been included in the table below for interest only. The data shows prevalence among the two groups but should not be interpreted as showing the impact of the programme.

Table 13: Proportion and number of individuals cautioned and convicted in the 12 months before and after the start of intervention

	Treatment		Comparison	
	Cautions	Convictions	Cautions	Convictions
Prevalence*				
Proportion cautioned/convicted in the 12 months before intervention	2.5%	4.8%	1.4%	3.6%
Proportion cautioned/convicted in the 12 months after intervention	1.9%	4.3%	1.1%	3.3%
Difference	-0.6%	-0.5%	-0.3%	-0.3%
% change in individuals cautioned/convicted**	-25.3%	-10.4%	-18.5%	-9.4%

Based on 165,833 individuals in the treatment group aged over 10 (in the year before the start of intervention) and 43,773 in the comparison group, and their 12 months outcomes have been observed

** Due to small numbers % change in individuals may appear large*

Comparing 10-17 year olds to the adults taking part in the programme, in the year before and after intervention, adults showed a greater decrease in cautions and convictions. Those aged 10-17 showed a slight increase in the proportion of convictions and a slight decrease in cautions.

Table 14: Proportion of individuals cautioned and convicted in the 12 months before and after the start of intervention

	10-17 year olds		18+ year olds	
	Cautions	Convictions	Cautions	Convictions
Prevalence*				
Proportion cautioned/convicted in the 12 months before intervention	3.0%	3.2%	2.2%	5.9%
Proportion cautioned/convicted in the 12 months after intervention	2.7%	3.6%	1.3%	4.8%
Difference	**-0.3%**	**0.4%**	**-0.8%**	**-1.1%**

% change in individuals cautioned/convicted**	-9.9%	13.3%	-38.8%	-18.5%

*For 10-17 year olds, based on 64,066 individuals aged over 10 (in the year before the start of intervention), who are participating in the programme and their 12 months outcomes have been observed. *For 18+ year olds, based on 101,767 individuals aged over 18 (in the year before the start of intervention), who are participating in the programme and their 12 months outcomes have been observed*

Across Cohort 1 (September 2014 – June 2015) and Cohort 2 (July 2015 – December 2015) the proportion of individuals receiving cautions and convictions in the year before and year after the start of intervention was very similar.

Table 15: Proportion and number of individuals cautioned and convicted in the 12 months before and after the start of intervention by cohort

	Cohort 1		Cohort 2	
	Cautions	**Convictions**	**Cautions**	**Convictions**
Prevalence*				
Proportion cautioned/convicted in the 12 months before intervention	2.8%	5.2%	2.4%	4.7%
Proportion cautioned/convicted in the 12 months after intervention	2.1%	4.9%	1.8%	4.1%
Difference	**-0.7%**	**-0.3%**	**-0.6%**	**-0.6%**
*% change in individuals cautioned/convicted**	**-24.6%**	**-5.1%**	**-25.8%**	**-13.3%**

Based on 111,306 (Cohort 1) and 54,527 (Cohort 2) individuals aged over 10 (at the time of intervention), who are participating in the programme and their 12 months outcomes have been observed

** Due to small numbers % change in individuals may appear large*

Lone Parents

On the whole, lone parent families had similar characteristics and faced similar issues to other families on the programme. Adults in lone parent families were mainly female.

Table 16: Demographics and characteristics of lone parents and non-lone parents on the programme

Families at start of intervention	Lone Parents	Base number	Non-lone parents	Base number
Proportion of families with at least one child aged under 5	46.4%	50,253	54.1%	39,585
White	83.4%	38,970	81.1%	61,354
Proportion of female adults	90.8%	43,133	50.7%	72,666
Proportion of female children	46.6%	102,048	46.4%	92,505

More lone parent families claimed out of work benefits (OWB benefits) and there were a higher proportion of lone parent families with problems, such as anti-social behaviour or with children classified as children in need, than non-lone parents. A larger proportion of non-lone parent families had been cautioned or convicted than lone-parent families. Tests for statistical significance have not yet been carried out on the data.

Table 17: Problems faced by lone parents and non-lone parents on the programme

Individuals in the year before intervention	Lone Parents	Base number	Non-lone parents	Base number
Adults employed	36.4%	40,107	37.4%	64,031
Adults Claiming ESA, JSA or IS	73.0%	40,107	41.3%	64,031
Families claiming ESA, JSA or IS	63.5%	48,565	52.9%	38,737
Children persistently absent at 10% level	38.8%	43,992	31.8%	37,057
Families with at least one child persistently absent at 10% level	34.9%	39,337	30.0%	30,828
Children classed as CIN	40.8%	55,968	37.4%	48,279
Families with at least one child classed as CIN	45.7%	28,828	43.7%	22,160

Children on a CPP	8.7%	55,968	7.6%	48,279
Families Classified as SEN	46.8%	42662	49.3%	33622
Individuals Mental health issues*	17.1%	43,269	14.3%	46,773
Families with at least one person with mental health issues*	39.3%	14,771	42.0%	11,585
Individuals Dependent on alcohol or non-prescription drugs*	3.9%	44,523	3.4%	53,408
Families with at least one individual dependent on alcohol or non-prescription drugs*	11.2%	13,928	12.5%	12,005
Families involved in Domestic Abuse incident*	24.5%	25,458	24.1%	20,425
Adults cautioned or convicted	5.5%	42,550	7.8%	71,091
Children cautioned or convicted	4.3%	43,437	3.7%	37,880
Families Cautioned or convicted	9.9%	49,341	16.4%	38,496
Families involved in committing ASB*	10.7%	21.060	10.1%	16,268
Families subject to a police call out*	33.6%	20,019	34.0%	16,532

 * Taken from local authority data (Family Progress Data) and only available at the family level

Summary

This report includes findings from the data gathered for the evaluation of the programme. The data shows that families targeted by the programme have a range of complex needs which are more prevalent in these families than the general population. Early analysis of progress shows that in the first year of the programme the proportion of families with children in need decreased, as did the proportion of individuals cautioned and convicted.

Work is underway to identify a good quality comparison group, which is not subject to selection or contamination bias, on which to carry out propensity score matching. This will enable us to carry out a robust impact evaluation of the programme. The next steps for analysis more generally are to look further into intergenerational problems and problems affecting different groups within the dataset, e.g. families with children under the age of five and families that are larger/smaller in size.

Technical Annex: data sources

This annex provides information on the quality and sources of the different datasets referenced in the report.

NATIONAL PREVALENCE ESTIMATES

In order to provide national comparisons for the headline characteristics and prevalence of problems amongst troubled families, DCLG analysts have estimated indicative national prevalence for the relevant reference population from national statistics produced by other Government Departments (e.g. Department for Education, Department for Work and Pensions and Ministry of Justice). These are provisional estimates and are subject to further discussion with Departments.

Table A1: Datasets used for the national evaluation

Dataset	Description	Source	Frequency
National Impact Study (NIS)	Individual level linked administrative data for all families assessed as eligible for the programme on employment/benefits, crime/offences, education/ attendance, children in need/care. Discussions ongoing to access health data for future rounds of data matching.	Nationally held administrative datasets	6 monthly data linkage
Family Progress Data (FPD)	Individual and family level data on intervention type and additional information not collected in administrative datasets (e.g. domestic abuse incidence, NEET status, housing tenure, etc.). Requested by DCLG and collected through an online information system. These data are subject to further quality assurance and there are some issues with missing data. We are working with local authorities on improving the quality of the data collection.	Local Authorities (submitted to DCLG via an online information system)	6 monthly

Table A2: Source of national prevalence figures

	Measure	National prevalence source (amongst England population)	Base figure source
Education	Child with a fixed period exclusion	DfE (2015/2016) - Permanent and fixed period exclusions in England: 2015 to 2016	Pupils on the school roll 2015/16 primary secondary and special schools.
	Child with a permanent exclusion	DfE (2015/2016) - Permanent and fixed period exclusions in England: 2015 to 2016	Pupils on the school roll 2015/16 primary secondary and special schools.
	Child who is persistently absent (10% authorised & unauthorised)	DfE (2015/2016) - Pupil absence in schools in England: 2015 to 2016	Pupils on the school roll 2015/16 primary secondary and special schools aged 5-15
	Child who is persistently absent (15% authorised & unauthorised)	DfE (2014/2015) - Pupil absence in schools in England: 2014 to 2015 (Additional Tables, new persistent absence methodology (10%)	Number of enrolments in each academic year. Includes pupils on the school roll for at least one session who are aged between 5 and 15, excluding boarders.
	Child with a SEN	DfE (2015) - SFR 29/2016: Special educational needs in England, January 2016	Population Estimates for UK, England and Wales, Scotland and Northern Ireland: Mid-2016
Children in need	Child classed as CIN at 31 March 2016	DfE (2015/16) - Characteristics of Children in Need: 2015 to 2016	Population Estimates for UK, England and Wales, Scotland and Northern Ireland: Mid-2016
	Child on a child protection plan at 31 March 2016	DfE (2015/2016) - Characteristics of Children in Need: 2015 to 2016	Population Estimates for UK, England and Wales, Scotland and Northern Ireland: Mid-2016
	Children looked after at 31 March	DfE (2015/2016) - Children looked after in England including adoption: 2015 to 2016	Population Estimates for UK, England and Wales, Scotland and Northern Ireland: Mid-2016
Work	Individuals claiming JSA or ESA or IS	DWP statistical summaries 2017	Population Estimates for UK, England and Wales, Scotland and Northern Ireland: Mid-2016
	Adult claiming any out of work benefits	Nomis	Population Estimates for UK, England and Wales, Scotland and Northern Ireland: Mid-2016
	Adult claiming JSA	Nomis	Population Estimates for UK, England and Wales, Scotland and Northern Ireland: Mid-2016
	Adult claiming ESA or IB	Nomis	Population Estimates for UK, England and Wales, Scotland and Northern Ireland: Mid-2016
	Adult claiming IS	Nomis	Population Estimates for UK, England and Wales, Scotland and Northern

			Ireland: Mid-2016 32
	Adults in work	UK Labour Market: February 2016	Population Estimates for UK, England and Wales, Scotland and Northern Ireland: Mid-2016
Crime	Adult with a caution or conviction	MoJ Criminal Justice System statistics quarterly	Population Estimates for UK, England and Wales, Scotland and Northern Ireland: Mid-2016
	Child with a caution or conviction	MoJ Criminal Justice System statistics quarterly	Population Estimates for UK, England and Wales, Scotland and Northern Ireland: Mid-2016

CHARACTERISTICS OF COMPARISON AND PROGRAMME GROUP INCLUDED IN PROGRESS ANALYSIS

Table A3: Families receiving any type of ESA, JSA, IS at the start of intervention matched to WPLS and/or SHBE

	Among Troubled Families	Base number	Comparison group	Base number
Proportion of families with at least one child aged under 5	53.7%	21,242	46.5%	5,001
Average size of family	4.1	21,241	4.4	5,001
Average number of dependent children in a family	1.9	21,241	1.9	5,001
Proportion of lone parent families	67.9%	21,241	67.2%	5,001

Table A4: Individuals receiving any type of ESA, JSA, IS at the start of intervention matched to WPLS and/or SHBE

	Among Troubled Families	Base number	Comparison group	Base number
Proportion of female adults	77.6%	75,425	74.5%	18,764
Proportion of female children	74.4%	156	78.7%	737
White	86.2%	72,621	74.7%	17,163
Non-white	13.5%	72,621	25.3%	17,163

Table A5: Families with children of school age (5-18 years) at the start of intervention who are matched to NPD

	Among Troubled Families	Base number	Comparison group	Base number
Proportion of families with at least one child aged under 5	38.4%	111,636	31.6%	29,552
Average size of family	4.3	111,589	4.4	29,547
Average number of dependent children in a family	1.9	111,589	1.9	29,547
Proportion of lone parent families	56.1%	71,146	54.6%	11,570

Table A6: Children of school age (5-18 years) at start of intervention who are matched to NPD

	Among Troubled Families	Base number	Comparison group	Base number
Proportion of female children	46.5%	218,166	47.5%	54,850
White	79.8%	214,293	63.7%	52,569
Non-white	20.2%	214,293	36.3%	52,569

TIMELAGS IN THE ADMINISTRATIVE DATA

The length of outcomes we can currently measure are limited by time lags in the data - these range from 6 to 24 months. It is important to note that progress may not be made by a family immediately after intervention – and interventions with families typically last six to twelve months.

Table A7: Available outcome data in months for each cohort

No of families		Cohort 1 Sept 2014 – June 2015 40,062 families		Cohort 2 July 2015 – Dec 2015 32,873 families		Cohort 3 Jan 2016 – June 2016 37,196 families		Cohort 4 July 2016 – Dec 2016 26,092 families	
		Earliest joiners	Latest joiners	Earliest joiners	Latest joiners	Earliest joiners	Latest joiners	Earliest joiners	Latest joiners
	Date of last dataset	01/09/2014	30/06/2015	01/07/2015	31/12/2015	01/01/2016	30/06/2016	01/07/2016	31/12/2016
Benefits	13/04/2017	30	18	18	12	12	6	6	
Crime	30/12/2016	24	18	12	6	6	6		
Absence	17/12/2016	24	12	12	6	6			
Children in Need/ Child Protection Plan/Looked After Children	31/03/2016	18	6	6					