

# ASB Family Intervention Projects

Monitoring and Evaluation

National Centre for Social Research





**ASB FAMILY INTERVENTION PROJECTS**  
**MONITORING AND EVALUATION**

*National Centre for Social Research (NatCen)*

**The views expressed in this report are the authors' and do not necessarily reflect those of the Department for Children, Schools and Families.**

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## Introduction

Family Intervention Projects (FIPs) work with the most challenging families and tackle issues such as antisocial behaviour, youth crime, school absenteeism, drug and alcohol addiction, domestic violence, poor mental health and inter-generational disadvantage. Families are supported by a dedicated 'key worker' who coordinates a multi-agency package of support and works directly with family members to help them overcome their problems. The different FIP models are aimed at reducing anti-social behaviour, preventing youth crime and tackling child poverty.

In February 2007, the National Centre for Social Research (NatCen) created a web-based Information System to collect comprehensive data on all families referred to FIPs. Information is collected by FIP staff at the initial referral, when a support plan is put in place, at regular formal reviews, at the point the family exits from the intervention and 9 to 14 months after families exit from the FIP.

This is the first report to include information on families who have been followed up 9 to 14 months after they exited from a FIP intervention. The next monitoring report will be published in Autumn 2010 and, for the first time, will include outcomes for all types of FIPs.

## Key findings

- By 14<sup>th</sup> October 2009, 2734 families had been offered and 2655 had accepted an ASB FIP intervention. This represents a 19 per cent increase in the total number of families that were offered and had accepted an intervention compared to 31 March 2009.
- Of those families offered a FIP intervention, 1030 (38 per cent) completed the intervention with a formal, planned exit. This represents a 47 per cent increase (331 families) on figures at 31 March 2009.
- 410 families (15 per cent of all those offered the intervention) failed to engage at different stages of the FIP intervention. This represents an increase of 12 per cent (43 families) in the total number of families that had refused to engage compared to figures at 31 March 09.
- The results **continue to show overwhelmingly positive outcomes** for families. Based on the 1013<sup>1</sup> families that formally completed an ASB FIP intervention by mid-October 2009, the proportion of families (between Support Plan and formal Exit):
  - that were involved in anti-social behaviour (ASB) had decreased from 89 per cent to 32 per cent (64 per cent reduction). The figure at 31 March 2009 was a 52 per cent reduction.
  - with four or more ASB problems declined from 45 per cent to 5 per cent (89 per cent reduction). The figure at 31 March 2009 was an 87 per cent reduction.
  - facing one or more housing enforcement actions declined from 50 per cent to

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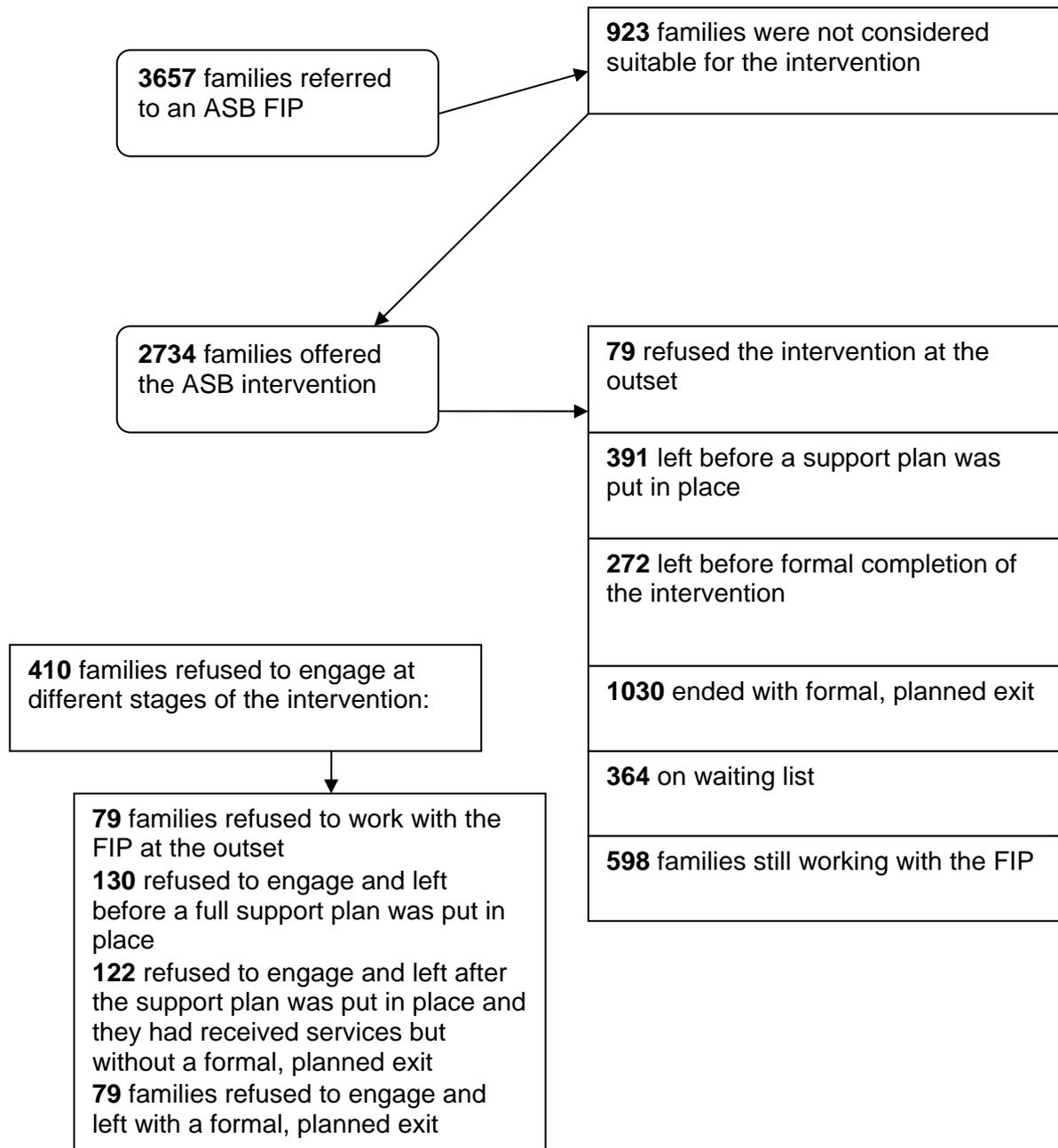
<sup>1</sup> While 1030 families had a Planned Exit, 17 of these families were returning families. Due to the way returning families are treated for the purposes of this report (i.e. we compare their first Support Plan with their final Exit), there are 1013 families for whom we are able to report outcomes.

14 per cent (72 per cent reduction). The figure at 31 March 2009 was a 68 per cent reduction.

- experiencing truancy, exclusion and bad behaviour at school declined from 57 per cent to 24 per cent (58 per cent reduction). The figure at 31 March 2009 was a 55 per cent reduction.
  - in which there were concerns about child protection declined from 24 per cent to 14 per cent (42 per cent reduction). The figure at 31 March 2009 was a 43 per cent reduction.
  - affected by a mental health problem declined from 39 per cent to 29 per cent (26 per cent reduction). The figure at 31 March 2009 was a 29 per cent reduction.
  - in which domestic violence was a concern declined from 23 per cent to 9 per cent (61 per cent reduction). The figure at 31 March 2009 was a 59 per cent reduction.
  - with drug or substance misuse declined from 33 per cent to 18 per cent (70 per cent reduction). The figure at 31 March 2009 was a 47 per cent reduction.
  - with drinking problems/ alcoholism declined from 30 per cent to 14 per cent (53 per cent reduction). The figure at 31 March 2009 was a 57 per cent reduction.
- Early indications suggest that these outcomes are sustained for the 108 families who have been followed up 9 to 14 months after they exited from a FIP intervention.

## Families referred onto the FIPs

By 14 October 2009:



## Referral agencies to ASB FIPs

The main referral agencies were<sup>2</sup>:

- Local Authority Housing Departments or Arms Length Management Organisations (ALMOs) (24 per cent)
- Local Anti-Social Behaviour Teams (20 per cent)
- Social Services (16 per cent)
- Housing Associations (10 per cent), and
- The police (10 per cent).
- The main reasons for referral were the anti-social behaviour of family members (73 per cent) and circumstances where the family was at risk of becoming homeless (35 per cent).

## Socio-demographic profile of families<sup>3</sup>

- 68 per cent of families were headed by a lone parent
- the majority were large families, with 62 per cent having three or more children under the age of 18
- 89 per cent of individuals from these families were White
- 30 per cent of families included at least one member with a disability, and
- 33 per cent included one or more children with special educational needs (SEN).

## The FIP intervention<sup>4</sup>

- Outreach or floating support was the most common way in which support was delivered to families between the time the Support Plan was put in place and review one, and was provided to 91 per cent of families; 6 per cent received support whilst housed in a dispersed tenancy support and 3 per cent received support whilst they were housed in a residential or core block<sup>5</sup>
- The mean length of time that families which completed the intervention with a formal, planned exit spent working with a FIP was just over 12 months (387 days)
- The mean number of weekly hours contact time provided directly by FIP staff to each family was 9.2 hours a week at the beginning of the intervention (between the time a support plan was put in place and the first review). This number had decreased to 7.0 hours a week by the end of the intervention (between the last review and formal, planned exit).<sup>6</sup>

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<sup>2</sup> Percentages represent proportion of families that were offered and accepted the intervention (including those on a waiting list)

<sup>3</sup> Of the families that were offered and accepted the intervention as reported at support plan stage

<sup>4</sup> As reported at review 1

<sup>5</sup> FIPs provide support to families in their own homes, in 'dispersed accommodation' (usually properties managed by the project) and, in a small number of areas, while families are housed in a residential unit and provided with 24 hour support and supervision.

<sup>6</sup> This represents the mean number of weekly hours contact time for families receiving dispersed tenancy support or outreach or floating support. Core block families are not included due to the nature of this type of intervention.

## **Support provided by FIP workers<sup>7</sup>**

The support provided to families through FIP intervention was most commonly provided directly by FIP staff. This support was very wide ranging. The most common forms of direct support provided (as measured between the support plan being put in place and the first review) included:

- challenging anti-social behaviour (68 per cent)
- one-to-one parenting support (66 per cent)
- supporting children into education (53 per cent)
- Meaningful activities for parents and / or children (52 per cent)
- Help managing risk of eviction (45 per cent)
- support to improve the property that the family live in (43 per cent)
- financial management support including help with claiming benefits and managing debts (39 per cent)
- support to find education, training and work experience for parents and young people (37 per cent)
- support to stop offending (35 per cent)
- living skills support (34 per cent).

## **Support organised by FIP staff but provided by other agencies<sup>8</sup>**

Support organised by FIP staff but delivered by voluntary and contracted out agencies was less common but covered a range of activities. The most common types of support delivered by voluntary or contracted out agencies at review one included:

- help to access meaningful activities for parents and children (17 per cent)
- supporting children into education (16 per cent)
- support with mental health issues (14 per cent)
- drugs support (12 per cent)
- help to find education, training or work experience (12 per cent)
- parenting classes (11 per cent)
- Financial management support (11 per cent)

FIP staff also directly arranged for support to be delivered by a range of statutory agencies at review one. This was most commonly provided by the following agencies. This list does not include any agencies that supported the family without the active involvement of FIP staff:

- Schools (43 per cent)
- Social Services (28 per cent)
- Education Departments / Local Education Authorities (26 per cent)
- Health services (25 per cent)
- Youth Offending Teams/ Services (22 per cent)
- Connexions (20 per cent)
- Housing Departments or Housing Action Trusts (20 per cent)
- The police (18 per cent).

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<sup>7</sup> As reported at review 1. Percentages represent the proportion of those families that were offered and accepted the intervention which were provided with this support.

<sup>8</sup> As reported at review 1. Percentages represent the proportion of those families that were offered and accepted the intervention which were provided with this support.

## **Reasons for ending or not proceeding with the FIP intervention after referral**

- 923 families were not considered suitable for the intervention
- 79 families refused at the outset to work with the FIP (3 per cent of families that were offered the intervention)
- A further 1621 families exited the intervention in the period up until 14<sup>th</sup> October 2009. Of these, 1030 ended their intervention with a formal, planned exit. The remaining 591 families left without proceeding to a formal, planned exit. This happened for a variety of reasons.
- Of the 591 families that left without a formal, planned exit, 252 of these left because they refused to continue to engage with the intervention (16 per cent of the total 1621 families that had ended their intervention in the period until 14<sup>th</sup> October 2009). Of these:
  - 130 families (8 per cent) refused to enter into a support plan.
  - 122 families (8 per cent) left after having a support plan put in place but before a formal planned exit.
- In addition, 79 families left with a formal, planned exit (5 per cent of the 1621 families that had ended the intervention) because they refused to continue to engage. The outcomes of these families are included in the outcomes data.
- Families that leave without a formal, planned exit may still benefit from the support provided by the FIP and for a small proportion of these families, the main reason for ending the intervention was because they had achieved positive outcomes.
- The remaining 260 families that left the FIP without a formal, planned exit (16 per cent of the 1621 families that had ended the intervention) did so either because they had achieved positive outcomes or because changes in family circumstances meant that the FIP could no longer work with the family (e.g. because they had moved from the area, because it was decided that the family were too high-risk for FIP workers to continue working with them, because the family were no longer living together as a family unit or because children had been taken into care).<sup>9</sup>

## **Outcomes for the families that received an ASB FIP intervention aimed at reducing anti-social behaviour up until 14<sup>th</sup> October 2009.**

Outcomes are only reported for families who completed a formal, planned exit. In future, given the increasing number of families ending without a formal, planned exit and evidence suggesting that they may not be significantly distinct from those ending without one, there are plans to compare outcomes for all families having received support from a FIP regardless of whether they completed a formal, planned exit. However, initial indications are that doing so is likely to have limited impact on overall results.

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<sup>9</sup> Respondents were able to provide multiple reasons where applicable

The information below is for the 1013 families who formally completed an intervention with a planned exit by 14<sup>th</sup> October 2009.

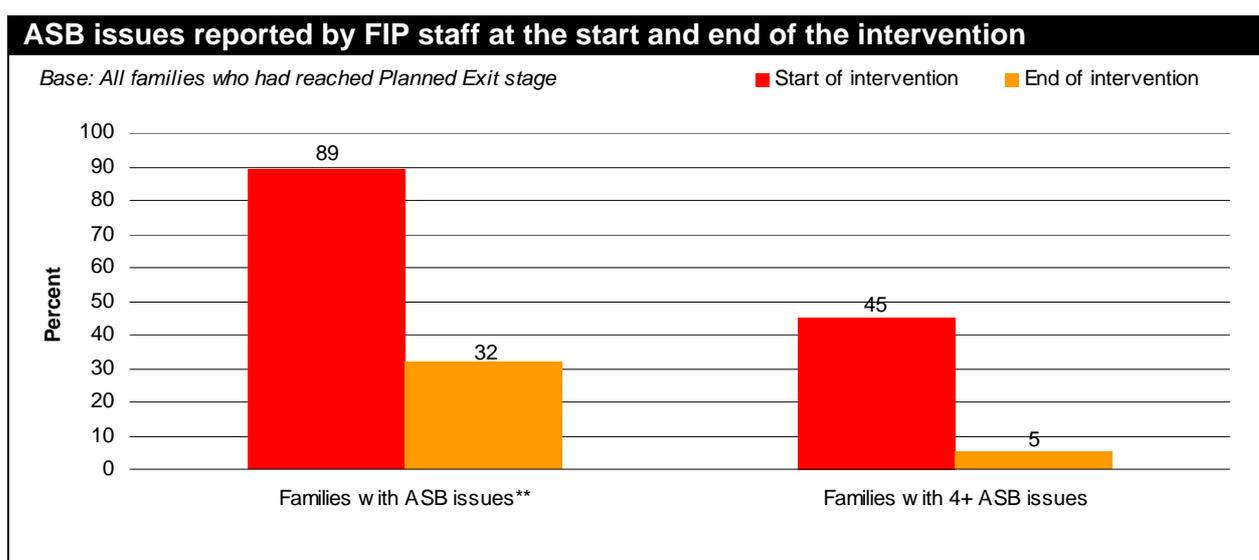
FIP staff were asked to only include information for which there was evidence, and where possible to collect information from colleagues working in different agencies, for example, during multi-agency review meetings.

### Anti-social behaviour (ASB)

Anti-social behaviour (ASB) levels decreased considerably between the beginning and the end of the intervention.

- The proportion of families involved in anti-social behaviour was 89 per cent at the start of the intervention compared with 32 per cent of families at the end of intervention
- Forty-five per cent of families had four or more ASB issues at the start of intervention compared with 5 per cent of families at the end of the intervention.
- Levels of ASB were considerably lower for all specific types of ASB reported at the end of the intervention compared to the beginning.

**Figure 1 Levels of anti-social behaviour issues**



\*\* The 11 per cent of families at the start of the intervention with no ASB issues may reflect the fact that FIP workers were unsure at this early stage of the specific ASB issues involved

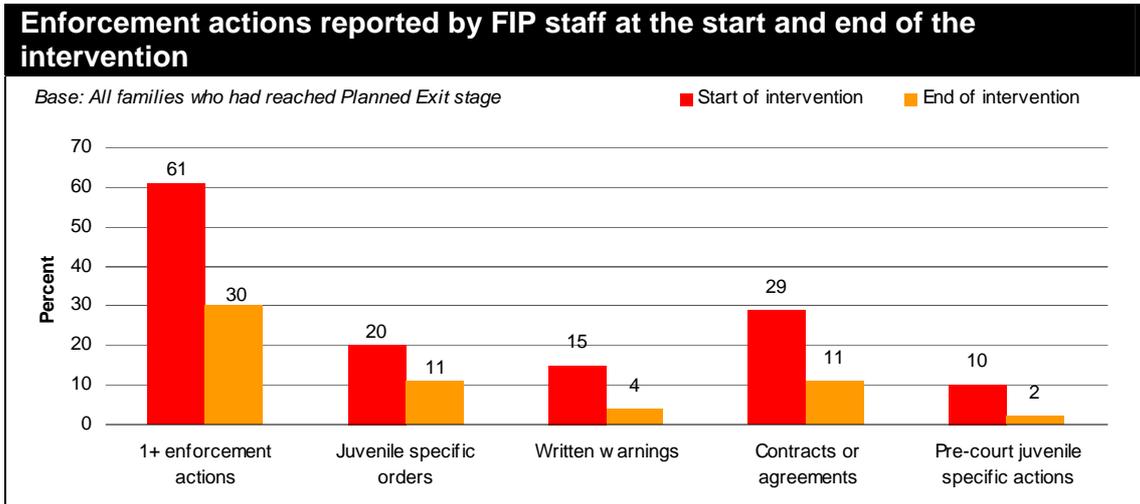
### Enforcement actions

The proportion of families with enforcement actions in place decreased over the course of the intervention across a wide range of different enforcement actions.

- 30 per cent of families had one or more enforcement actions in place at the end of the intervention compared with 61 per cent at the beginning
- Juvenile specific orders were reported for 11 per cent of families at the end of the intervention compared with 20 per cent at the beginning

- Written warnings were reported for 4 per cent of families at the end of the intervention compared to 15 per cent at the beginning
- 11 per cent of families had contracts or agreements at the end of the intervention compared with 29 per cent at the beginning
- Pre-court juvenile specific actions were reported for 2 per cent of families at the end of their intervention compared with 10 per cent at the beginning.

**Figure 2 Enforcement actions in place**



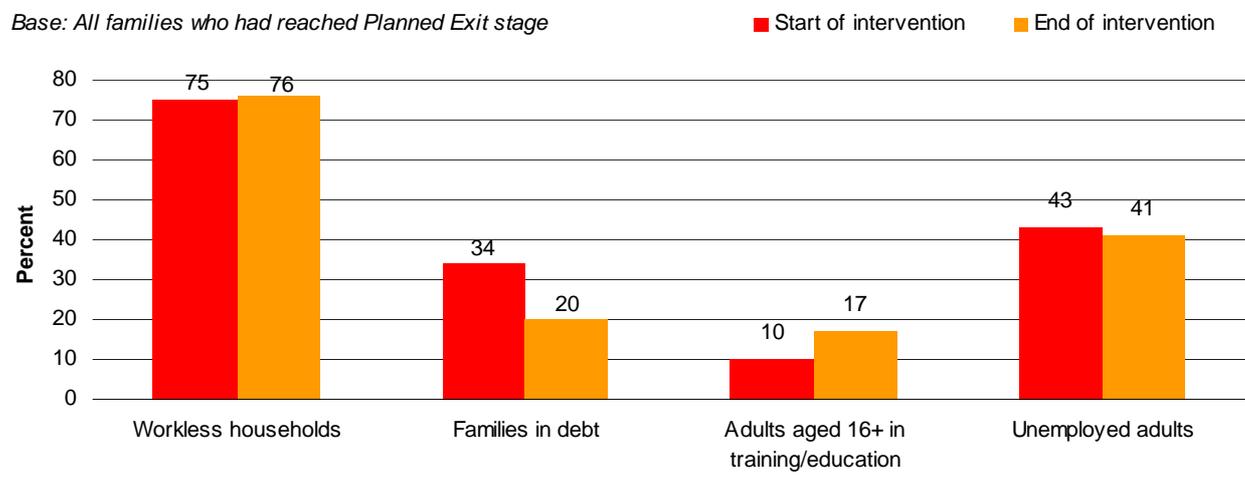
### Employment and financial circumstances

Comparing families at the beginning of the intervention with those who completed the intervention, we found:

- a very small increase in the proportion of workless households to 76 per cent at the end of the intervention from 75 per cent at the beginning
- the proportion of families who were reported to be in debt decreased to 20 per cent at the end of the intervention from 34 per cent at the beginning
- an increase in the proportion of adults aged 16 plus in training or education to 17 per cent at the end of the intervention from 10 per cent of adults at the beginning
- a very small decrease in the proportion of adults who were unemployed to 41 per cent of adults at the end of the intervention from 43 per cent at the beginning

**Figure 3 Employment and financial circumstances present in the families**

**Employment and financial circumstances reported by FIP staff for families at the start and end of the intervention**

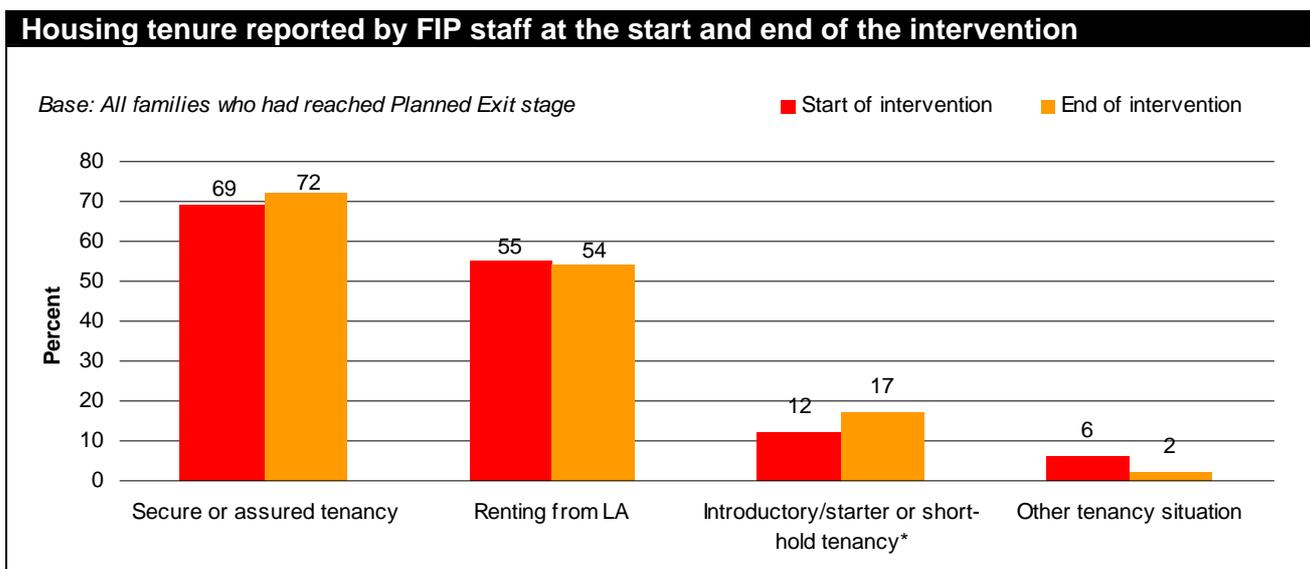


**Housing tenure**

There were modest changes for families between the beginning and completion of the intervention with regard to housing tenure.

- The proportion of families with a secure or assured tenancy increased to 72 per cent at the end of the intervention from 69 per cent at the beginning
- The proportion of families that were renting from the Local Authority decreased slightly from 55 per cent at the beginning of the intervention to 54 per cent at the end of the intervention
- The proportion of families with an introductory, starter or assured short-hold tenancy increased to 17 per cent at the end of the intervention from 12 per cent at the beginning
- The proportion of 'other' tenancy situations fell to 2 per cent at the end of the intervention from 6 per cent at the beginning

**Figure 4 Types of housing tenure held by families**



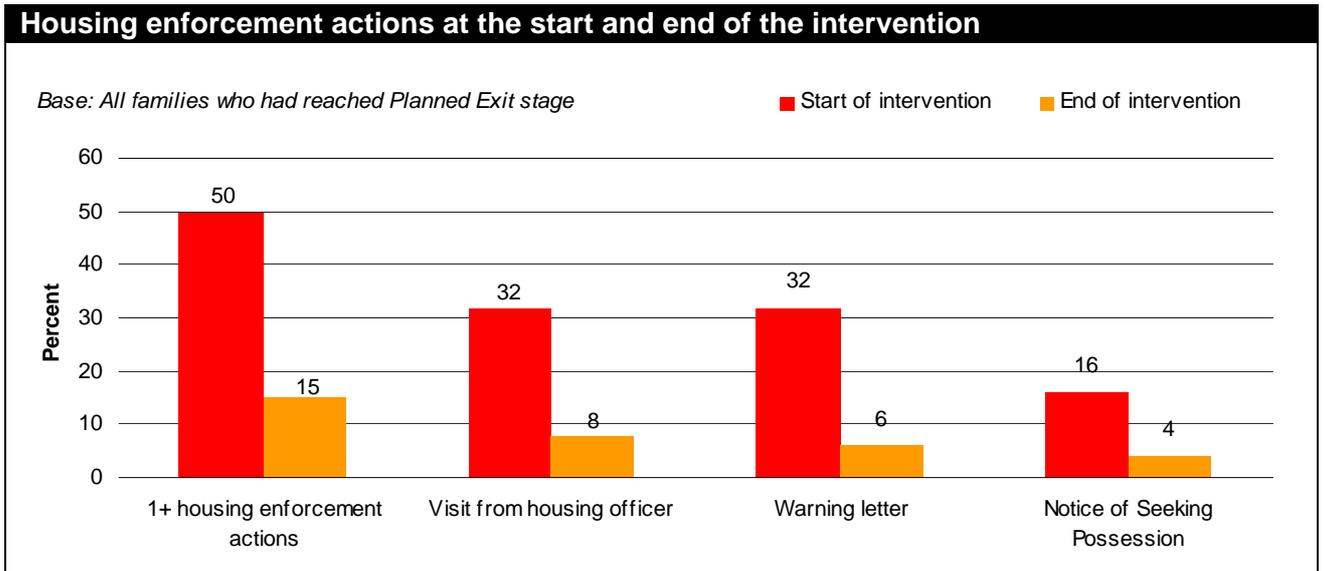
*\*\*The increase of families in a secure or assured/ Introductory or starter tenancy may, at least in part, reflect that FIP workers had more information about families by the end of the intervention, with the proportion of families for whom the FIP workers did not know this information falling to 4 per cent at the end of the intervention from 7 per cent at the beginning.*

### Housing enforcement actions

Reported housing enforcement actions decreased considerably over the course of the intervention.

- 15 per cent of families had one or more housing enforcement actions against them at the end of the intervention compared with 50 per cent at the beginning
- 8 per cent of families had received a visit from a housing officer at the end of the intervention compared with 32 per cent at the beginning.
- 6 per cent of families had received a warning letter from their housing provider at the end of the intervention compared with 32 per cent at the beginning
- A Notice of Seeking Possession was reported for 4 per cent of families at the end of the intervention compared with 16 per cent at the beginning.

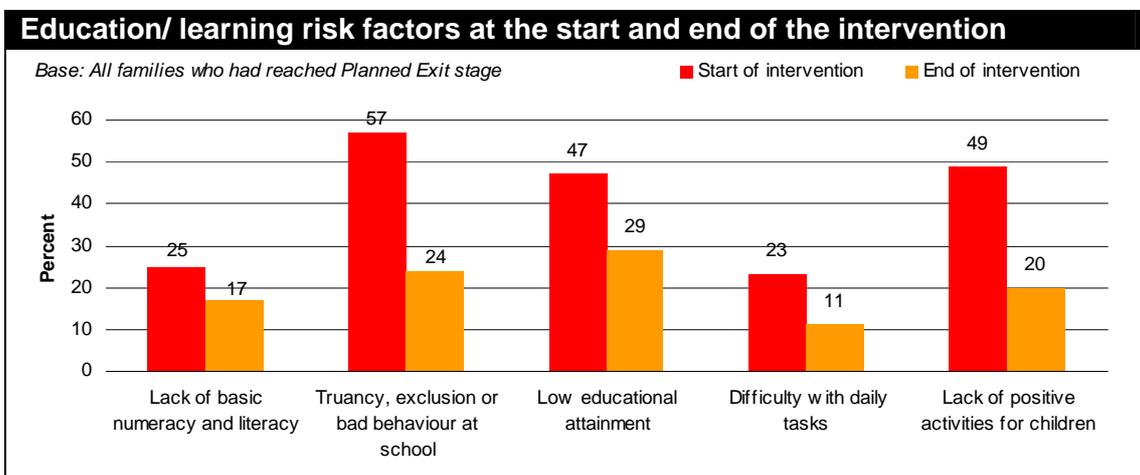
**Figure 5 Housing enforcement actions**



**Education and learning risk factors**

- Overall, the proportion of families with education and learning problems was 48 per cent at the end of the intervention compared to 79 per cent at the beginning.
- Basic numeracy and literacy was an issue for 17 per cent of families at the end of the intervention compared with 25 per cent at the beginning.
- Truancy, exclusion and bad behaviour at school was an issue for children in 24 per cent of families at the end of the intervention compared with 57 per cent at the beginning.
- Low educational attainment was an issue for 29 per cent families at the end of the intervention compared with 47 per cent at the beginning.
- Difficulty with daily tasks was an issue for 11 per cent of families at the end of the intervention compared to 23 per cent at the beginning.
- A lack of positive activities for children was an issue for 20 per cent of families at the end of the intervention compared to 49 per cent at the beginning.

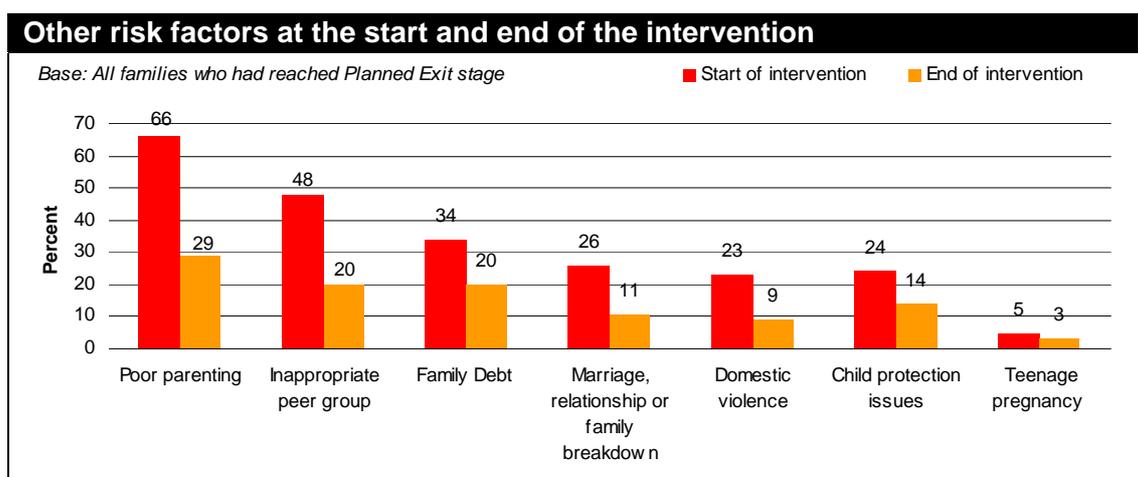
**Figure 6 Education and learning risk factors**



## Family functioning and other risk factors

- Poor parenting was an issue for 29 per cent of families at the end of the intervention compared with 66 per cent at the beginning
- Children socialising with an 'inappropriate' peer group was an issue for 20 per cent of families at the end of the intervention compared to 48 per cent at the beginning
- Family debt (including rent arrears, credit card bills and utility bills) was an issue for 20 per cent of families at the end of the intervention compared to 34 per cent at the beginning
- Relationship breakdown was an issue for 11 per cent of families at the end of the intervention compared to 26 per cent at the beginning
- Domestic violence was considered an issue in 9 per cent of families at the end of the intervention compared to 23 per cent at the beginning
- Child protection issues were identified as a concern in 14 per cent of families at the end of the intervention compared to 24 per cent at the beginning
- Teenage pregnancy was considered a risk factor in 3 per cent of families at the end of the intervention compared with 5 per cent at the beginning.

**Figure 7** Family functioning and other risk factors

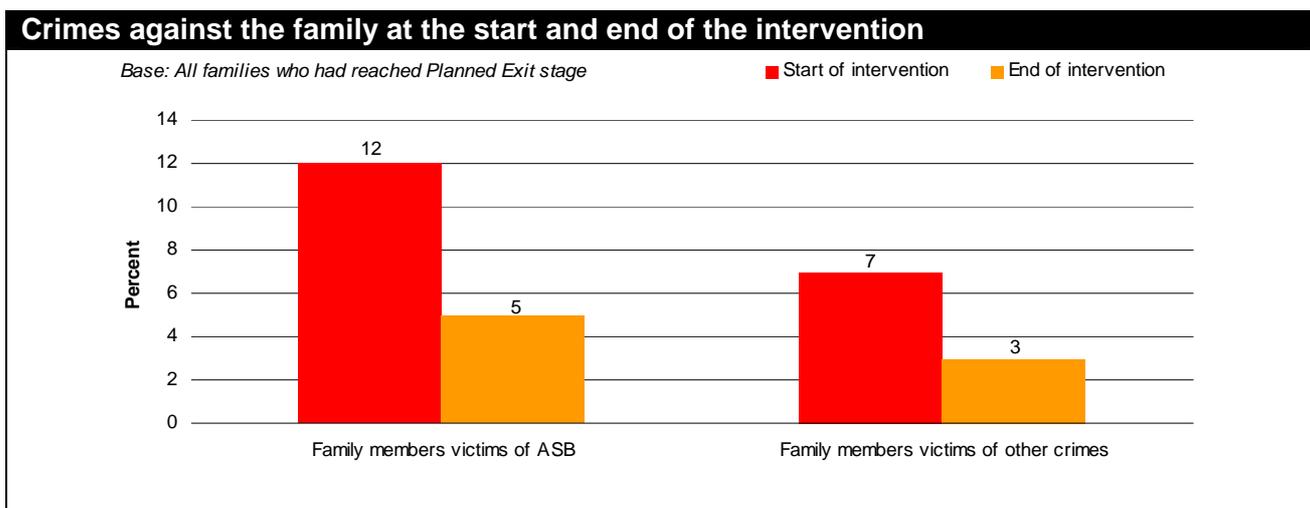


## Families who are victims of crime

The proportion of families with members who are victims of:

- ASB decreased to 5 per cent at the end of the intervention from 12 per cent at the beginning.
- other crimes decreased to 3 per cent at the end of the intervention from 7 per cent at the beginning.

**Figure 8 Levels of crime against the families**

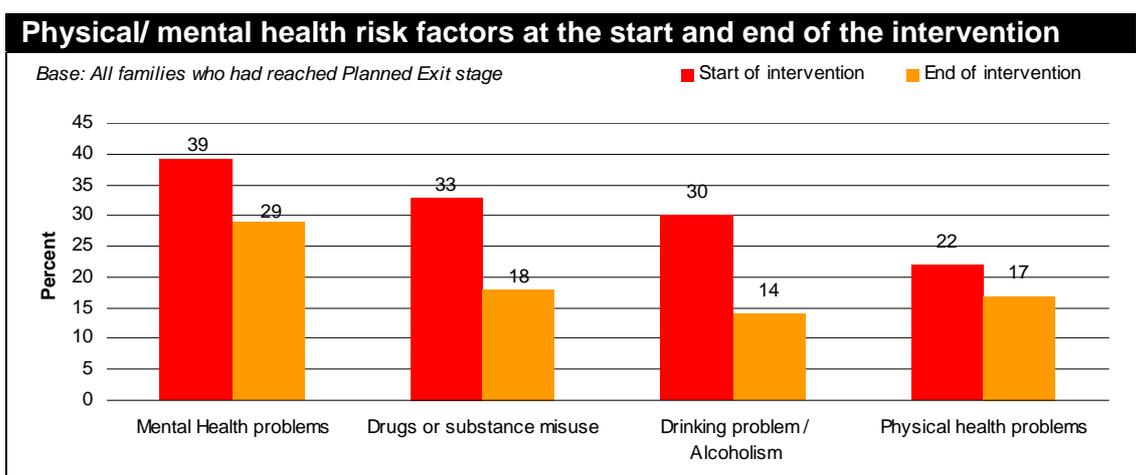


**Physical and mental health**

The proportion of families with members experiencing:

- mental health problems decreased to 29 per cent at the end of the intervention from 39 per cent at the beginning.
  - drugs or substance misuse problems decreased to 18 per cent at the end of the intervention from 33 per cent at the beginning.
  - drinking problems and alcoholism decreased to 14 per cent at the end of the intervention from 30 per cent at the beginning.
  - physical health problems decreased to 17 per cent at the end of the intervention from 22 per cent at the beginning.

**Figure 9 Physical and mental health risk factors**



## Outcomes for families 9 to 14 months after they exited intervention

1030 families completed intervention with a formal, planned exit. By the end of September 2009, 270 families were eligible for follow up at the post-intervention stage (9-14 months after exiting the intervention). Of these, 142 FIPs entered information onto the Information System for the post-intervention stage.

Of these 142 families, 34 FIPs reported that they had no follow-up contact with the family and could therefore provide no information about the family at the post-intervention stage. Post-intervention data, however, was provided for the remaining **108** families although FIP workers were not always able to provide information for every question asked.

The results for the 108 families provide an early indication that positive changes experienced by families over the course of the intervention are sustained.

- the proportion of families who reported having no risk factors 9-14 months after exiting the intervention was 25 per cent, compared to 23 per cent who were reported as having no risk factors at planned exit (8 per cent increase).<sup>10</sup>
- the proportion of families with no housing enforcement actions against them 9-14 months after exiting the intervention was 80 per cent compared to 89 per cent at planned exit (10 per cent decrease)<sup>11</sup>.
- the proportion of families with no anti-social behaviour issues 9-14 months after exiting the intervention was 74 per cent and 74 per cent at planned exit (no change).<sup>12</sup>
- the proportion of families with no enforcement actions still in place 9-14 months after exiting the intervention was 86 per cent compared to 70 per cent of families who had enforcement actions still in place at planned exit (22 per cent increase).<sup>13</sup>

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<sup>10</sup> This base includes only the 84 families for whom data was available at both stages (24 families were excluded from the analysis because of missing data).

<sup>11</sup> This base includes only the 66 families for whom data was available at both stages, and who had LA, ALMO, HAT or RSL as a landlord (13 families were excluded from the analysis because of missing data).

<sup>12</sup> This base includes only the 87 families for whom data was available at both stages (21 families were excluded from the analysis because of missing data).

<sup>13</sup> This base includes only the 87 families for whom data was available at both stages (21 families were excluded from the analysis because of missing data).

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