



# Ministry of Housing, Communities & Local Government

## National evaluation of the Troubled Families Programme 2015 - 2020

Family Outcomes – national and local datasets, Part 3



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March 2018

ISBN: 978-1-4098-5154-7

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# Executive Summary

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

Impact analysis on children's service use outcomes and descriptive analysis of children who need help: those who are classed as in need, on a child protection plan, or have been in care, are based on data submitted by local authorities and matched to national administrative datasets and refer to individuals and families who started the programme between September 2014 and December 2016 (dataset 4 which consists of around 142,400 families and 578,200 individuals).

Baseline characteristics of individuals and families on the programme are based on data submitted by local authorities as well as data matched to national administrative datasets (dataset 5 with around 189,500 families and 661,102 individuals) and refer to individuals and families who started the programme between September 2014 and June 2017. The findings are presented under each of the six headline problems on which families are selected for inclusion on the programme.

## Key Findings

### **Impact analysis comparing families with and without children who need help: dataset 4 (families who joined the programme up to December 2016)**

We have carried out **impact analysis** to compare the outcomes of those on the Troubled Families Programme with a **matched comparison group** using Propensity Score Matching, a technique that matches the comparison and programme groups according to their characteristics. This analysis showed that in the six to 12 months period after intervention, compared to the comparison group:

- a significantly smaller proportion of children on the programme were classed as children in need (a 3.9 percentage point difference, a statistically significant difference)
- a smaller proportion of children on the programme had been continuously looked after (a 0.6 percentage point difference, a statistically significant difference)
- a slightly higher proportion of children on the programme were subject to a child protection plan (a 0.3 percentage point difference, no statistically significant difference).

**Descriptive analysis** comparing families on the programme with and without children who need help showed that families with children who need help have more complex needs. In the year before intervention:

- Families with children on a child protection plan were at higher risk of financial exclusion.
- Families with children on a child protection plan and looked after children were more likely to claim Employment and Support Allowance, suggesting these families had a higher incidence of health needs.
- Nearly a third of families with looked after children had at least one member of the family with a criminal record.
- A higher proportion (around a third) of families with children designated as children in need or children with a child protection plan had been involved in a domestic abuse incident.
- Over a third of children in need and children on child protection plans were persistently absent from school.
- A higher proportion of all children who need help had Special Education Needs.
- Nearly a fifth of families with a child on a child protection plan also had an individual dependent on drugs or alcohol.

### **Characteristics of families: dataset 5 (families who joined the programme up to June 2017)**

Individuals on the programme are significantly more complex than individuals in the general population<sup>1</sup>. **Descriptive analysis** showed that compared to the general population, in the year before starting on the programme, in troubled families:

- Children were nearly eight times more likely to be classified as a child in need<sup>2</sup>
- Adults were seven times more likely to have a caution or conviction
- Adults were five times more likely to be claiming benefits
- Children were nearly three times more likely to be persistently absent from school.

In addition:

- Over two fifths of troubled families had a family member with a mental health problem
- Just under a quarter of troubled families had a family member affected by an incident of domestic abuse or violence.

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<sup>1</sup> Families on the Troubled Families 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.

<sup>2</sup> Children in need 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.

# Introduction

This short report includes findings from the national evaluation of the Troubled Families Programme. The findings incorporate the data on families who joined the programme between September 2014 and June 2017 and were matched to national datasets.

This report includes ***findings from two different datasets***:

- **Dataset 4** (which includes families who joined the programme up to December 2016): the impact of the programme on service use outcomes for children who need help; and descriptive analysis comparing families with and without children who need help<sup>3</sup>.
- **Dataset 5** (the latest data which includes families who joined the programme up to June 2017): the characteristics of families on the programme and the problems they face when they start.

In December 2017 we published progress analysis and descriptive characteristics for families in dataset 4. For this current report we have developed the analysis and taken a more detailed look at the data for children who need help. We have been able to carry out some ***preliminary analysis of the impact of the programme*** on outcomes for these children using Propensity Score Matching (with a matched comparison group). We have included a summary of the findings and fuller tables in Annex C. The results have been approved for publication by our Technical Advisory Group<sup>4</sup>. Further work on other outcomes including offending and out of work benefits will be carried out in the near future, culminating in a more detailed technical report later this year.

The comparison group for the impact evaluation is provided by local authorities. They 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, for some local authorities, varies to an unknown extent from families on the programme, i.e. there are selection and contamination biases that cannot be controlled for by Propensity Score Matching.

As a result, quality assurance and analytical work has been carried out to identify good quality data on which to carry out Propensity Score Matching, a technique that matches the comparison and programme group on their pre-programme

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<sup>3</sup> Dataset 5 was provided to MHCLG on 9 February 2018. The cleaning and processing required when the dataset arrived meant that there was only time to carry out descriptive analysis on the most up-to-date data.

<sup>4</sup> A group of academics with expertise and experience of the application of propensity score matching to programme evaluation.

characteristics. This work identified local authorities with robust comparison group data which has minimal contamination bias. The quality assurance work was presented to our Technical Advisory Group and Independent Advisory Group of academics and experts in November 2017. They were content with the findings from our quality assurance work and agreed we should continue with the impact evaluation.

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 the 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 the Department for Work and Pensions. The time lags in each dataset vary depending on the frequency of collection and publication (see Annex B for further information).

**Family Progress Data (FPD):** provided by local authorities directly to MHCLG 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<sup>5</sup>, those missing from education and problems relating to housing. The data provided by local authorities is only for families and individuals on the programme. The Family Progress Data 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 in their local Troubled Families Programme<sup>6</sup> to the Office for National Statistics (ONS). There are some limitations/challenges with data quality that should be noted and 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

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<sup>5</sup> NEET stands for Not in Employment, Education or Training. Only those aged between 16 and 24 inclusive can be a NEET.

<sup>6</sup> 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.



Computer than for the Work and Pensions Longitudinal Study and National Pupil Database.

The data in dataset 5 was matched by government departments in October/November 2017: 189,562 families and 661,102 on the programme were matched successfully to administrative datasets. The numbers of individuals matched to each dataset were:

- 88,230 to the Police National Computer
- 292,873 to the National Pupil Database
- 587,360 to the Work and Pensions Longitudinal Study and/or the Single Housing Benefit Extract<sup>7</sup> (238,027 adults; 349,333 children).<sup>8</sup>

**Table 1: Individual Match Rates**

Administrative dataset	National Impact Study dataset
National Pupil Database	93.1%
Work and Pensions Longitudinal Study, Single Housing Benefit Extract (adults)	77.5%
Work and Pensions Longitudinal Study (children)	79.0%
Police National Computer	17.8%
Any dataset	85.9%

<sup>7</sup> A monthly extract of housing benefit and council tax benefit. The data is claimant level.

<sup>8</sup> For a breakdown of match rates for the data in dataset 4 refer to our December 2017 evaluation report:

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/677325/Family\\_outcomes\\_national\\_and\\_Local\\_datasets\\_Part\\_2.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/677325/Family_outcomes_national_and_Local_datasets_Part_2.pdf)

# Outcomes for Children who Need Help

This section is a summary of the preliminary work carried out to estimate the impact of the Troubled Families Programme on outcomes related to children who need help a year after intervention start. The analysis has been carried out on Dataset 4 which includes families who joined the programme up to December 2016.

Propensity Score Matching (i.e. comparing outcomes with a matched comparison group) has been carried out for the following service use outcomes in the six to 12 month period after intervention: whether the child is<sup>9</sup>

- classed as a child in need;
- subject to a child protection plan;
- continuously looked after<sup>10</sup>.

Propensity Score Matching (PSM) is commonly used for evaluating social policy interventions in the absence of a randomised control trial or RCT. The analysis carried out using Propensity Score Matching compares the outcomes for individuals who have been on the Troubled Families Programme against outcomes for individuals in a comparison group. Individuals and families who have not been on the programme but were eligible (i.e. met two or more of the national criteria) form this comparison group.

Propensity Score Matching takes into account (i.e. controls for) differences in the pre-programme characteristics of individuals on the programme and in the comparison group, including demographic characteristics and family problems, thereby reducing selection bias. A full list of characteristics and factors included in the Propensity Score Matching analysis can be found in Annex C.

The groups have been matched on five years of historical data gathered from administrative sources at both a family and individual level. This is to ensure that the groups are well-matched, providing confidence that the Propensity Score Matching is able to control for variables that are missing from the data, such as domestic abuse and anti-social behaviour.

## Caveats

It should be noted that ***these results are preliminary***. They are based only on children who started on the Troubled Families Programme before March 2016 due to time lags in the national administrative datasets (see Annex B). There is only enough data to observe children in the six to 12 months period after intervention, which means the following results demonstrate the early impact of the programme.

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<sup>9</sup> Propensity Score Matching for other outcomes is in its early stages and a full technical report which includes results for other outcomes will be published later in 2018.

<sup>10</sup> Children on a child protection plan and looked after children are subsets of those who are classed as children in need. It is possible to be both on a child protection plan and a looked after child.

Furthermore, the Propensity Score Matching results only include data from around a fifth of the upper tier local authorities. The main reasons for this are that only some local authorities:

1. submit data for a comparison group (78 out of 150) and further work is needed to ensure the Propensity Score Matching model controls for enough demographic differences at a local authority level to enable us to include data from local authorities without a comparison group.
2. provide data in which we have confidence. In order for the evaluation to be robust it must be unlikely that there are systematic, unobserved differences between families on the programme and comparison group families that are correlated with outcomes. In addition, families must not be receiving 'whole family working' if they are in the comparison group, i.e. there must be no 'contamination bias'. As a result of our data quality assurance work, local authorities have been given a RAG (Red, Amber, Green) rating according to the quality of their data and only those local authorities with the highest two RAG ratings (Green and Amber) have been included in the preliminary results. Further details of RAG rating and the work being done around data quality will be available in the forthcoming technical report.

Our analysis suggests that data from the 36 local authorities included in the Propensity Score Matching is representative of the programme population, as the key characteristics are similar (including age, family size, whether a member of the family is designated as a child in need). However, caution should be taken in extrapolating these results to the programme as a whole. Further work is being undertaken to assess whether these results are representative and to enable us to use more of the data provided by local authorities.

## Impact of the Troubled Families Programme on Children who Need Help

The Propensity Score Matching was carried out using data from Green and Amber areas and includes 10,536 individuals on the programme and 4,698 individuals in the comparison group. The two groups were successfully matched using Local Linear Regression (LLR) on individual and family characteristics (see Annex C for the full tables). The results for the six to 12 months period after intervention, showed that in contrast to the comparison group:

- a significantly smaller proportion of children on the programme were classed as children in need (a 3.9 percentage point difference)
- a significantly smaller proportion of children on the programme had been continuously looked after (a 0.6 percentage point difference)

- a slightly higher proportion of children on the programme were subject to a child protection plan (a 0.3 percentage point difference).

The results are shown in the table below and in the fuller tables in Annex C.

**Table 2 Results of the Propensity Score Matching for the programme and comparison group**

At 12 months after intervention:	Child In Need	Child Protection Plans	Looked After Children
Proportion on the programme	26.1%	7.1%	0.63%
Proportion in the comparison group	30.0%	6.8%	1.23%
<b>Difference</b>	<b>-3.9*%</b>	0.3%	<b>-0.6*%</b>

Note: \*statistically significant difference (P value <0.05)

The preliminary findings suggest that the Troubled Families Programme is having a positive impact on the proportion of children designated as in need and looked after children. The results for the comparison group (the counterfactual) suggest that without the programme the proportion of children designated as in need and looked after children would be higher. Further work will be carried out on longer term outcomes when the data arrives later in 2018 (the children in need data is updated annually).

# Comparing Troubled Families with and without Children who Need Help

This section compares the characteristics and problems facing families on the Troubled Families Programme without children who need help with families on the programme with children in need, children on a child protection plan and looked after children. It should be noted that: those on a child protection plan and looked after children are subsets of those designated as children in need; and looked after children may also be on a child protection plan.

The analysis has been carried out on Dataset 4 which includes families who joined the programme up to December 2016.

## Demographics and Family Characteristics

In the year before intervention the average age of all children who need help was higher than that of children who did not need help. Looked after children were on average four years older than those who didn't need help. The ethnicity of children differed across the groups: a higher proportion of looked after children were mixed race and black than those in any of the other categories. A higher proportion of all children who need help had larger families and more children in their families than families on the programme without children who need help. Fewer families with looked after children had children under the age of five and a larger proportion of those on a child protection plan were from a lone parent family (four percentage points higher than families who did not contain any children who need help).

**Table 3: Demographics and family characteristics of troubled families with and without children who need help**

For all children on the TF Programme, in the year before intervention:		TF*	TF Base	CIN	CIN Base	CPP	CPP Base	LAC	LAC Base
Child's age at the start of the intervention		7.0	151,361	10.1	64,025	9.7	13,497	11.3	1,380
Child's gender	Male	53.5%	148,352	52.5%	64,025	51.7%	13,497	53.6%	1,380
	Female	46.5%		47.5%		48.3%		46.4%	
Child's ethnicity	Asian	6.2%	132,915	6.3%	63,352	5.9%	13,352	5.8%	1,361
	Black	6.7%		7.1%		6.0%		8.5%	
	Chinese	6.5%		0.5%		0.4%		0.2%	
	Mixed	0.8%		8.2%		8.5%		12.0%	
	White	78.8%		0.5%		0.4%		0.2%	
Child's family size		3.9	57,660	4.5	35,069	4.5	7,097	4.8	948
Proportion of families with at least one child aged under five		51.1%	57,660	45.6%	35,069	52.5%	7,097	37.8%	948
Average number of children in family		2.1	57,623	2.5	35,061	2.6	7,096	2.5	946
Proportion of lone parent families		55.9%	36,786	57.6%	22,860	59.6%	4,630	55.2%	634

\* Troubled families without children who need help

## Primary Needs Assessment

The Department for Education collects data on categories of a child's primary need at the first assessment. Their statistical publication, *Children In Need*, states that only one need for the child can be reported (the highest need) and the categories are designed to identify pressures placed on children's social services, i.e. they do not necessarily identify the key problems in the family<sup>11</sup>.

The primary needs assessment data suggests that in the year before intervention the most common reason for being designated a child who needs help was abuse and neglect, with a higher proportion of those on a child protection plan in this category. Around one fifth of children who need help were assessed as living in dysfunctional families and a smaller but still significant proportion were assessed as living in families in acute stress<sup>12</sup>.

<sup>11</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/656395/SFR61-2017\\_Main\\_text.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/656395/SFR61-2017_Main_text.pdf)

<sup>12</sup> Families in acute stress: Children whose needs arise from living in a family that is going through a temporary crisis that diminishes the parental capacity to adequately meet some of the children's needs ([https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/570877/CIN\\_census\\_2017\\_2018\\_guide\\_v1.1.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/570877/CIN_census_2017_2018_guide_v1.1.pdf))

**Table 4: Primary needs assessment data for children who need help**

For all families on the TF Programme, in the year before intervention, % of:		CIN	CIN Base	CPP	CPP Base	LAC	LAC Base
Children's Primary Need Assessment (not accounting for none stated)	Abuse and neglect	59.5%	39,705	65.9%	6,529	55.0%	200
	Child's disability/illness	2.4%		1.1%		1.0%	
	Parental Disability/illness	2.7%		2.5%		2.5%	
	Family in acute stress	9.5%		7.3%		12.0%	
	Family dysfunction	21.4%		20.2%		21.0%	
	Socially unacceptable	2.7%		1.4%		5.0%	
	Low income	0.3%		0.3%		1.0%	
	Absent parenting	0.5%		0.5%		1.0%	
	Cases other than children in need	0.9%		0.8%		1.5%	

## Worklessness and Financial Exclusion

In the year before intervention, a higher proportion of families with children on a child protection plan were claiming Income Support at around 41%, almost eight percentage points higher than those families without children who need help.

More families with a child on a child protection plan were workless, or were workless and had children under the age of five, suggesting that families with children on a child protection plan were most at risk of financial exclusion.

A higher proportion of both families with children on a child protection plan and looked after children were claiming Jobseekers' Allowance (around six percentage points higher). All families with children who need help had a higher proportion of Employment Support Allowance claimants than families without children who need help, suggesting these families had a higher incidence of health needs.

**Table 5: Worklessness and benefit claims of troubled families with and without children who need help**

For all families on the TF programme, in the year before intervention, % of:	TF*	TF Base	CIN	CIN Base	CPP	CPP Base	LAC	LAC Base
Child's family claiming Income Support benefit	33.0%	55,393	34.4%	34,000	40.6%	6,916	33.2%	898
Child's family claiming Jobseekers' Allowance benefit	17.6%	55,393	19.7%	34,000	23.8%	6,916	23.1%	898
Child's family claiming Employment Support Allowance benefit	25.3%	55,393	30.3%	34,000	34.6%	6,916	42.0%	898
Child's family has a lone parent who is employed	35.5%	19,473	31.9%	12,686	26.8%	2,684	31.5%	337
Families who are workless (no adults working)*	32.9%	55,393	33.1%	34,000	40.5%	6,916	30.1%	898
Families with a child under five with both adults out of work	38.2%	28,601	36.9%	15,693	43.9%	3,653	32.5%	345

**\*Troubled families without children who need help**

## Crime, Anti-Social Behaviour and Domestic Abuse

In the year before intervention, nearly a third of families with looked after children were also families with a criminal record; this was nearly three times the proportion of families without children who need help. Nearly half of families with looked after children and children on a child protection plan had the police called out to their address, as did over two fifths of children in need. A higher proportion (around a third) of those who were children in need or were on a child protection plan had been involved in a domestic abuse incident.

**Table 6: Crime, anti-social behaviour and domestic abuse among troubled families with and without children who need help**

For all children on the TF programme, in the year before intervention, % of:	TF *	TF Base	CIN	CIN Base	CPP	CPP Base	LAC	LAC Base
Child's family has a criminal record	11.3%	57,624	17.1%	35,047	21.3%	7,086	29.9%	948
Child's family with anti-social behaviour incident	9.7%	23,448	13.8%	15,046	16.3%	2,979	19.1%	372
Child's family where the police have been called out	33.1%	21,157	41.8%	14,027	47.2%	2,959	47.8%	366
Child's families who have been involved in domestic abuse incident	24.6%	27,003	30.3%	17,688	36.0%	3,647	27.6%	416

**\*Troubled families without children who need help**

## Education, School Attendance and Health

In the year before intervention, around 22% of looked after children were persistently absent from school, compared with over one third of children in all other categories.



The proportion of Special Educational Needs in every group was higher than for families without children who need help, accounting for around two fifths of both children in need and those on a child protection plan, and nearly half of looked after children. The proportion of those eligible for free school meals<sup>13</sup> was highest in families with children on a child protection plan, at 72%. Nearly a fifth of families with a child protection plan had an individual who was dependent on drugs or alcohol, the highest of all the groups.

**Table 7: Education, school attendance and health of troubled families with and without children who need help**

For all children on the TF programme, in the year before intervention, % of:	TF*	TF Base	CIN	CIN Base	CPP	CPP Base	LAC	LAC Base
Children who are persistently overall absent (10% or more school sessions missed)	30.3%	40,847	34.3%	27,969	35.0%	5,861	22.4%	418
Children with Special Education Needs (with or without statement)	29.4%	101,687	39.8%	62,662	41.2%	13,105	47.2%	1,352
Children eligible for free school meals	50.2%	54,059	61.7%	37,673	72.0%	7,545	42.9%	818
Families with an individual dependent on drugs or alcohol	11.2%	12,841	15.8%	9,103	19.6%	1,956	16.6%	229

**\*Troubled families without children who need help**

The results show that families on the programme with children who need help have a higher prevalence of complex needs than families on the programme without children who need help. This is particularly true of those with children on a child protection plan. These results should be seen in the context of the troubled families population as a whole, which already has a greater range of problems and need than the general population.

<sup>13</sup> Families can be selected onto the programme if they are at risk of financial exclusion.

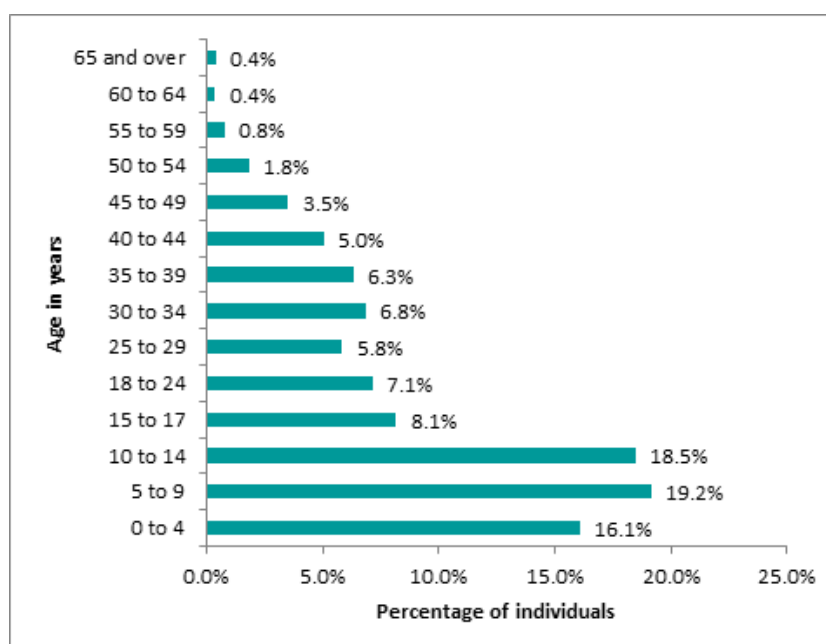
# Descriptive Analysis of Troubled Families

## 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. The analysis has been carried out on Dataset 5 which includes families who joined the programme up to June 2017.

Three fifths of the 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 660,270 individuals*

Over two thirds of adults and nearly half of children on the programme were female. Around 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 8: Demographics and characteristics of families on the programme**

	Among Troubled Families	National Prevalence
Proportion of female adults	64.6%	51.4%
Proportion of female children	46.7%	48.8%
White	79.9%	86.0%
Non-white	20.1%	14.0%
Proportion of families with at least one child aged under five	48.5%	17.0%
Average size of family	4.0	2.4
Average number of dependent children in a family	2.3	1.7
Proportion of lone parent families	56.2%	15.4%

*Based on matched data for 189,562 families and 661,102 individuals.*

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

In the year before they started on the Troubled Families Programme, 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 children in need or subject to a child protection plan or looked after children
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 57% 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. Around 58% 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 eleven times more likely to be claiming Jobseeker's Allowance compared with the national population<sup>14</sup>.

**Table 9: 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****
<u>Individuals</u> claiming JSA or ESA or IS	51.2%	238,027	7.8%
<u>Families</u> claiming JSA or ESA or IS	57.1%	183,020	Not available
<u>Adults</u> in work	36.0%	248,668	75.1%
<u>Families</u> with an adult claiming benefits*	62.0%	183,020	Not available
<u>Adults</u> claiming benefits*	57.7%	238,027	10.7%
<u>Adults</u> claiming Employment and Support Allowance or Incapacity Benefit (ESA/IB/SDA)	21.7%	238,027	5.8%
<u>Families</u> claiming Employment and Support Allowance or Incapacity Benefit (ESA/IB/SDA)	25.9%	183,020	Not available
<u>Adults</u> claiming Income Support (IS)	24.2%	238,027	2.8%
<u>Adults</u> claiming Jobseeker's Allowance (JSA)	13.7%	238,027	1.2%
<u>Families</u> who are workless (no adults working)**	33.0%	183,020	14.9%***
Families with a child under-five with one adult out of work*****	63.7%	89,586	Not available
Families with a child under-five with both adults out of work*****	37.8%	89,586	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

<sup>14</sup> Data on Universal Credit is in development and not currently available to MHCLG for the evaluation

Data provided by local authorities (Family Progress Data) showed that one in six 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 10: 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)	16.9%	30,165	Not available
Individuals not in education, employment or training (NEETs 16-24)	14.4%	35,841	11.1%
Families that have been evicted	1.7%	42,187	Not available
Families that have made a homelessness application	7.0%	32,971	Not available
Families who have any rent arrears	30.7%	32,512	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 nearly three times more likely to be persistently absent (missed 10% or more sessions) in the last school year than school children nationally. Around 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 under a quarter of children in troubled families achieved these grades.

**Table 11: 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**
<b>Families with a child who is persistently overall absent (10% or more school sessions missed)*</b>	<b>34.2%</b>	<b>124,465</b>	<b>Not available</b>
<b>Children who are persistently overall absent (10% or more school sessions missed)</b>	<b>31.4%</b>	<b>171,049</b>	<b>11.4%</b>
<b>Families with a child who is persistently overall absent (15% or more school sessions)</b>	<b>19.9%</b>	<b>124,465</b>	<b>Not available</b>

missed)*			
<u>Children</u> who are persistently overall absent (15% or more school sessions missed)	17.0%	171,049	3.7%
<u>Families</u> who have a child who is persistently absent (15% or more school session missed) or has a fixed period exclusion or a permanent exclusion	30.8%	101,147	Not available
<u>Children</u> with a fixed period exclusion	9.6%	197,493	4.29%
<u>Children</u> with a permanent exclusion	0.5%	197,493	0.08%
<u>Children</u> achieved five A*-C GCSEs incl. English and Maths	23.5%	40,459	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 around eight times more likely to be classified as a child in need<sup>15</sup>, than those in the general population. Children in troubled families were almost twelve times more likely to be on a child protection plan, 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 12: 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*
<u>Families</u> with a child who is a child in need (CIN)	37.0%	103,375	Not available
<u>Children</u> who are in care or looked after children (LAC)	0.6%	234,930	0.6%

<sup>15</sup> Children in need 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.

<u>Children</u> classed as child in need	28.8%	234,930	3.4%
<u>Children</u> on a child protection plan	5.9%	234,930	0.4%
<u>Families</u> with at least one child with a Special Educational Need (with or without a statement)	46.3%	159,137	Not available
<u>Children</u> with a Special Educational Need (with or without a statement)	34.3%	285,171	14.4%
<u>Children</u> with a Special Educational Need (with a statement)	6.2%	285,171	2.8%

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

\*\* From NIS5 onwards, children who are under the age of five but unmatched to DfE data will be included in our base number for children in need, child protection plan and looked after children analysis. This has increased the base number and lowered the percentages of children in need, children on a child protection plan and looked after children, compared to previous analyses of the data.

## Health

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

**Table 13: 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*
<u>Families</u> with an individual with any mental health issue	43.5%	47,793	Not available
<u>Families</u> with an individual dependent on drugs or alcohol	16.9%	45,103	Not available
Families with an individual dependent on drugs	12.9%	43,014	Not available
Families with an individual dependent on alcohol	7.3%	42,594	Not available

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

## Crime and Anti-Social Behaviour

Data from the National Impact Study showed that adults on the programme were around seven times more likely to have a caution or conviction than adults in the general population in the year before intervention.

**Table 14: 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*
<b>Families with an adult or child with a caution or conviction**</b>	<b>8.4%</b>	<b>189,083</b>	<b>Not available</b>
<u>Adults</u> with a caution or conviction	4.9%	250,775	0.62%
<u>Children</u> with a caution or conviction	2.8%	175,782	0.9%

\* 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 was involved in anti-social behaviour and over a quarter of troubled families had a police call out to their home in the year before intervention.

**Table 15: 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*
<u>Families</u> with an Anti-Social Behaviour incident	9.6%	84,068	Not available
<u>Families</u> where police have been called out to their home	28.4%	90,608	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 just under a quarter of troubled families had at least one family member who had been affected by domestic abuse in the year before intervention.



**Table 16: 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*
<b><u>Families</u> who have been involved in a domestic abuse incident</b>	<b>23.8%</b>	<b>114,633</b>	<b>Not available**</b>

\*National prevalence data is only available for individuals, not families. \*\* The national figure for adults aged 18-59 is 6.2%

# Summary

This report includes findings from the data gathered for the evaluation of the programme. The data shows that all families targeted by the Troubled Families Programme have a range of complex needs, which are more prevalent in these families than the general population. Analysis comparing families with and without children who need help shows that families with children who need help have a higher prevalence of problems than other families on the programme.

The preliminary findings from our impact evaluation, using Propensity Score Matching, suggest that the programme is having a positive impact on the proportion of children designated as in need and looked after children.

The next steps for the impact analysis are to develop Propensity Score Matching models for each of the key outcomes for the programme and to publish the results in a technical report later in 2018.

# Technical Annex: data sources

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

## Annex A: NATIONAL PREVALENCE ESTIMATES

In order to provide national comparisons for the headline characteristics and prevalence of problems amongst troubled families, MHCLG 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	Six 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 MHCLG 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 MHCLG via an online information system)	Six 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

			Ireland: Mid-2016
	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

## Annex B: TIME LAGS IN THE ADMINISTRATIVE DATA

The length of outcomes we can currently measure are limited by time lags in the data - these range from six 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 46,500 families		Cohort 2 July 2015 – Dec 2015 36,031 families		Cohort 3 Jan 2016 – June 2016 41,450 families		Cohort 4 July 2016 – Dec 2016 35,377 families		Cohort 5 Jan 2017 – June 2017 29,090 families	
		Earliest joiners	Latest joiners	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	01/01/2017	31/06/2017
Benefits	13/10/2017	36	24	24	18	18	12	12	6	6	
Crime	30/06/2017	30	24	18	12	12	12	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							

The absence data in Dataset 5 includes more families/individuals than were included in Dataset 4, but the data is from the same period. This is due to processing procedures at ONS – only a full year of data is processed.

# Annex C: PROPENSITY SCORE MATCHING

## Key statistics and full list of variables used in the models

	Off Support	On Support	Total
Comparison Group	-	4,698	4,698
Programme Group	325	10,536	10,861

Sample	Mean Bias	Median Bias	Overall Bias	Rubin's R
Before matching	8.45	5.05	103.08	1.12
After matching	2.19	1.75	24.25	0.87

At 12 months after intervention:	Child in need	Child protection plans	Looked after children
Proportion on the programme	26.1%	7.1%	0.63%
Proportion in the comparison group	30.0%	6.8%	1.23%
<b>Difference</b>	-3.9*%	0.3**%	-0.6**%

Note: \* statistically significant difference; \*\* no statistically significant difference

Variable	Treatment Group	Comparison Group	Mean Standardised Bias
Age squared	58.86	60.33	-2.07%
Sex	0.52	0.53	-1.12%
Ethnicity (Non-White)	0.23	0.24	-2.63%
Number of Children in the Family	2.86	2.89	-1.97%
Classed in Need at start of intervention	0.32	0.35	-5.74%
No. months classed as a child in need in the 12 months before intervention	1.94	2.14	-5.64%
Classed in Need 55-60 months before intervention	0.08	0.09	-5.43%
Classed in Need 49-54 months before intervention	0.08	0.09	-4.9%
Classed in Need 43-48 months before intervention	0.10	0.11	-5.43%
Classed in Need 37-42 months before intervention	0.10	0.12	-5.42%
Classed in Need 31-36 months before intervention	0.12	0.13	-2.77%

Classed in Need 25-30 months before intervention	0.13	0.13	-1.25%
Classed in Need 19-24 months before intervention	0.15	0.15	0.14%
Classed in Need 13-18 months before intervention	0.17	0.19	-3.17%
Classed in Need 7-12 months before intervention	0.22	0.25	-8.94%
Classed in Need 0-6 months before intervention	0.30	0.32	-4.34%
Child was on a child protection plan at the start of intervention	0.06	0.06	-2.63%
Child was on a child protection plan 55-60 months before intervention	0.01	0.00	1.24%
Child was on a child protection plan 49-54 months before intervention	0.01	0.00	1.41%
Child was on a child protection plan 43-48 months before intervention	0.01	0.01	-0.47%
Child was on a child protection plan 37-42 months before intervention	0.01	0.01	-0.76%
Child was on a child protection plan 31-36 months before intervention	0.02	0.02	-2.49%
Child was on a child protection plan 25-30 months before intervention	0.02	0.03	-1.82%
Child was on a child protection plan 19-24 months before intervention	0.03	0.03	-1.77%
Child was on a child protection plan 13-18 months before intervention	0.03	0.04	-3.8%
Child was on a child protection plan 7-12 months before intervention	0.04	0.05	-3.39%
Child was on a child protection plan 0-6 months before intervention	0.05	0.05	-2.37%
Looked after child in the 55-60 months before intervention	0.0012	0.0013	-0.14%
Looked after child in the 49-54 months before intervention	0.0016	0.0015	0.27%
Looked after child in the 43-48 months before intervention	0.0013	0.0010	0.73%
Looked after child in the 37-42 months before intervention	0.0016	0.0013	0.57%
Looked after child in the 31-36 months before intervention	0.0012	0.0010	0.54%
Looked after child in the 25-30 months before intervention	0.0021	0.0020	0.1%
Looked after child in the 19-24 months before intervention	0.0012	0.0013	-0.21%
Looked after child in the 13-18 months before intervention	0.0013	0.0015	-0.34%
Looked after child in the 7-12 months before intervention	0.0017	0.0018	-0.17%
Looked after child in the 0-6 months before intervention	0.0028	0.0024	0.76%
Percentage of school absence 5 years before intervention	0.02	0.02	-2.69%
Percentage of school absence 4 years before intervention	0.02	0.03	-1.83%
Percentage of school absence 3 years before intervention	0.03	0.03	-0.99%
Percentage of school absence 2 years before intervention	0.04	0.04	-2.2%
Percentage of school absence in the year before intervention	0.05	0.05	-1.88%
Child was cautioned or convicted in the 5 years before intervention	0.001	0.001	1.44%
Child was cautioned or convicted in the 4 years before intervention	0.002	0.002	-0.7%
Child was cautioned or convicted in the 3 years before intervention	0.002	0.002	0.13%
Child was cautioned or convicted in the 2 years before intervention	0.004	0.005	-1.7%
Child was cautioned or convicted in the year before intervention	0.007	0.009	-2.35%



Any family member cautioned or convicted in the 49-60 mths before intervention	0.15	0.16	-4.1%
Any family member cautioned/convicted in the 37-48 mths before intervention	0.13	0.14	-2.52%
Any family member cautioned/convicted in the 25-36 mths before intervention	0.12	0.14	-4.62%
Any family member cautioned/convicted in the 13-24 mths before intervention	0.12	0.13	-5.18%
Any family member cautioned/convicted in the 0-12 mths before intervention	0.12	0.12	-2.53%
Any family member on ESA/IB at the start of intervention	0.21	0.23	-4.49%
Max No. of wks any family member was on benefits in the yr before intervention	136.57	136.74	-0.16%
Max No. of wks any family member was on benefits 2 yrs before intervention	32.71	33.02	-1.35%
Max No. of wks any family member was on benefits 3 yrs before intervention	31.69	32.22	-2.24%
Max No. of wks any family member was on benefits 4 yrs before intervention	30.50	30.66	-0.69%
Max No. of wks any family member was on benefits 5 yrs before intervention	29.41	29.53	-0.48%
Max No. of wks any family member was employed in the yr before intervention	15.57	15.49	0.37%
Max No. of wks any family member was employed 2 yrs before intervention	16.12	16.11	0.06%
Max No. of wks any family member was employed 3 yrs before intervention	16.52	16.63	-0.47%
Max No. of wks any family member was employed 4 yrs before intervention	16.65	16.64	0.06%
Max No. of wks any family member was employed 5 yrs before intervention	16.60	16.75	-0.65%
Max No. of wks any family member was on ESA in the yr before intervention	9.73	10.08	-1.89%
Max No. of wks any family member was on ESA 2 yrs before intervention	8.20	8.06	0.8%
Max No. of wks any family member was on ESA 3 yrs before intervention	7.32	7.14	1.13%
Max No. of wks any family member was on ESA 4 yrs before intervention	6.94	7.23	-1.75%
Max No. of wks any family member was on ESA 5 yrs before intervention	6.39	6.11	1.75%
Programme criterion met for education	0.42	0.42	-0.03%
Programme criterion met for being a child in need	0.82	0.82	-0.19%
Programme criterion met for Worklessness in the Family	0.69	0.69	-0.64%
Programme criterion met for Domestic Abuse in the Household	0.33	0.34	-2.44%
Local Authority % of children on the programme who are children in need at start	0.38	0.38	4.18%
Rate of CIN per 10,000 children in the Local Authority (2014 Figure)	770.66	769.82	0.48%
Rate of CPP per 10,000 children in the Local Authority (2014 Figure)	62.68	60.29	12.25%
Rate of LAC per 10,000 children in the Local Authority (2014 Figure)	76.33	74.77	6.34%