



Department
for Work &
Pensions

Troubled Families

Experimental Official Statistics - July 2014



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Background

- The Troubled Families programme was launched by the Prime Minister in December 2011 and began in April 2012. The programme is led by the Department for Communities & Local Government, and is a cross-departmental initiative to change how Government intervenes and helps families with multiple problems.
- The programme is delivered by local authorities on a payment-by-results basis. Families are eligible if they meet 3 out of 4 criteria based on:
 - crime and anti-social behaviour;
 - education and truancy;
 - worklessness; and
 - a fourth criterion at the discretion of the relevant local authority.
- On 4th March 2013, the Department for Work & Pensions (DWP) and the Department for Communities & Local Government (DCLG) published a Delivery Agreement designed to boost employability and employment for Troubled Families, and DWP has 152 dedicated Troubled Family Employment Advisers seconded with local authorities to support this.
- Local authorities receive an initial attachment fee when they start working with a Troubled Family, and are able to claim a further results-based payment if they achieve either of the following outcomes:
 - Reduced school exclusions, and reduced anti-social behaviour, and reduced offending; or progress towards employment; or
 - At least one adult in the family moves off out of work benefits into continuous employment.
- Complementary to employment support received through local authorities, individuals on the Troubled Families programme may also receive employment support through DWP provision, including Jobcentre Plus support and contracted employment programmes such as the Work Programme and European Social Fund (ESF) Support for Families with Multiple Problems.

Context and Coverage

Context

- DWP published two ad hoc statistical releases, in November 2013 and January 2014, setting out employment starts for individuals on the Troubled Families programme. Those releases acknowledged that further analysis was required to address caveats on the data. This analysis has now been completed, and the results are presented in this release.

Coverage

- This release presents a further insight into the benefit and employment status of individuals on the Troubled Families programme and identified as receiving an out of work benefit.
- DWP will not work with all Troubled Families or with every individual in a Troubled Family, only those who are claiming an out of work benefit. This release is therefore not based on all Troubled Families being worked with by local authorities, but the individuals who DWP has supported during the life of the programme and who are identified with a Troubled Families marker on DWP systems.
- This release sets out employment starts and outcomes for individuals who have a Troubled Families marker set on DWP systems. It does not consider what would have happened in the absence of the Troubled Families programme.

Summary

- At the end of July 2014 76,000 individuals had been identified on DWP's systems as having been on the Troubled Families programme and in receipt of an out of work benefit since the programme started in April 2012.
- Women make up 68 per cent of these individuals. 28 per cent of all individuals were women between the ages of 35 and 44. 31 per cent were either women whose initial main benefit was Income Support, the next largest group was men whose initial main benefit was Jobseeker's Allowance (18 per cent).
- Since April 2012 14,400 of the 76,000 individuals have made at least one P45 employment start, and of these, 7,200 became sustained job outcomes. Previously released figures⁽¹⁾ showed for 45,100 individuals with a marker set at November 2013, 7,500 people had made at least one P45 employment start.
- The 76,000 individuals equate to approximately 66,100 households.
- Local authorities will not have been working with all Troubled Families since April 2012. DWP has assigned randomised programme start dates in line with the rate of recruitment to the programme in order to estimate the number of employment outcomes achieved whilst households were on the Troubled Families programme.
- 69,100 individuals in 61,300 households have had a spell on out of work benefits following their randomised start date. Of the 61,300 households, 8,300 have seen an individual achieve at least one P45 employment start. Of these 3,300 have become sustained employment outcomes to date.
- The figures in this release are labelled as experimental which is consistent with UK Statistical Authority guidance on new statistical outputs. This helps to identify the figures as new and the particular assumptions and methods applied are explained in the Technical Annex. For more information and guidance on the use of experimental statistics, please visit the following page on the ONS website:
<http://www.ons.gov.uk/ons/guide-method/method-quality/general-methodology/guide-to-experimental-statistics/index.html>
- If you have any feedback on the content of the statistics, then we would be pleased to receive this using the following email address: sharon.moore5@dwp.gsi.gov.uk

Notes: (1) "Job starts for individuals on the Troubled Families programme" published by DWP in January 2014 at <https://www.gov.uk/government/publications/job-starts-for-individuals-on-the-troubled-families-programme--2>

Characteristics of individuals on out of work benefits and in Troubled Families by age, gender and main benefit

Chart 1: Individuals with a DWP Troubled Families marker, by age (1) and gender

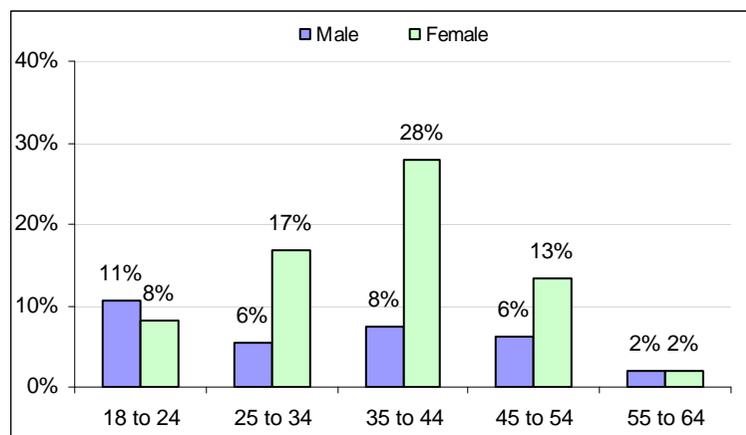
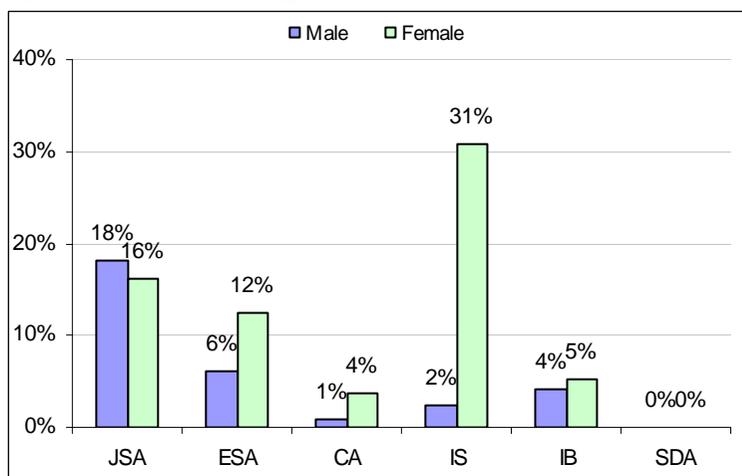


Chart 2: Individuals with a DWP Troubled Families marker, by first benefit (2) and gender



- At the end of July 2014, markers were set on DWP's Labour Market System for 76,000 individuals who have been in receipt of an out of work benefit since the Troubled Families programme started in April 2012.
- Women make up 68 per cent of these individuals and men 32 per cent. This shows a marked difference from the wider out of work benefit population during the same timeframe where the proportion of men and women has been approximately equal (3).
- Chart 1 shows a further breakdown of gender by age group and shows that just over three quarters of individuals are under the age of 45. Around 3 in 10 individuals were women between the ages of 35 and 44, compared with the wider benefit population where around 1 in 10 (3) were women in this age group.
- Chart 2 shows the breakdown of the same individuals by their first out of work benefit since April 2012. It is possible for individuals to be on more than one benefit at one time, in these cases a benefit hierarchy has been used to assign main benefit (details are given in the Technical Annex).
- For 34 per cent of individuals, Jobseeker's Allowance was the first main benefit since April 2012, for 33 per cent their first main benefit was Income Support and for 27 per cent this was either Employment Support Allowance or Incapacity Benefit.
- 31 per cent of the individuals identified were females whose initial main benefit was Income Support, the next largest group being males on Jobseeker's Allowance (18 per cent).

Footnotes

(1) Age is taken as at 30th April 2014. Of the 76,000 markers in place, 400 were either not of working age at that time or their gender is missing.

(2) JSA: Jobseeker's Allowance, ESA: Employment and Support Allowance, CA: Carer's Allowance, IS: Income Support, IB: Incapacity Benefit and SDA: Severe Disablement Allowance

(3) Data from DWP Tabulation Tool.

P45 employment starts and sustained employment outcomes since April 2012 by age, gender and main benefit

Chart 3: Breakdown of 14,400 employment starts since April 2012 by age ⁽¹⁾ and gender

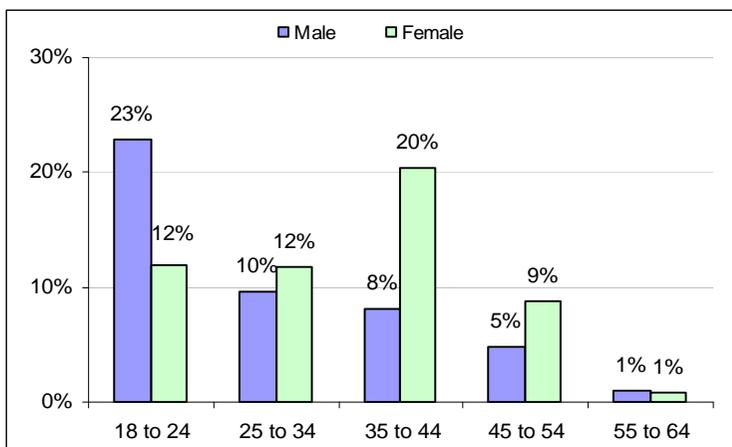
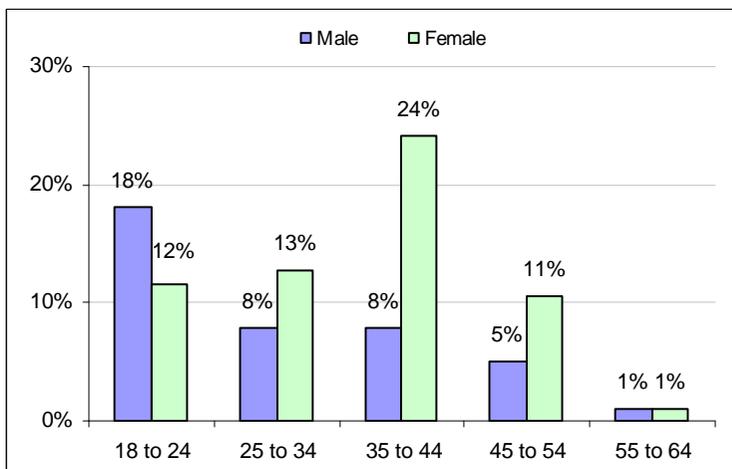


Chart 4: Breakdown of 7,200 employment outcomes since April 2012 by age ⁽¹⁾ and gender



- DWP does not hold start dates for individuals on the Troubled Families programme. Rather the marker shows that people were on the programme *at some stage*.
- This slide reports on P45 employment since April 2012 for individuals on the Troubled Families programme at some stage. The employment starts may have occurred before or after an individual was being worked with by a local authority under the Troubled Families programme. See page 9 for estimates of the level of employment starts/outcomes achieved whilst families were working with a local authority through the Troubled Families programme.
- Of 76,000 individuals identified as being in a Troubled Family on DWP systems 14,400 individuals have started a period of P45 employment since April 2012. This figure includes all P45 employment spells of at least one day duration which do not overlap with a spell on benefits⁽²⁾.
- Chart 3 shows the breakdown by age and gender for these individuals. 20 per cent of employment starts came from women aged 35-44, although this group make up 28 per cent of those identified in general. Conversely, 23 per cent of men aged 18-24 started a period of P45 employment, whereas only 11 per cent of individuals identified come from this group.
- 7,200 individuals have achieved a sustained employment outcome which followed an out of work benefit in the period since April 2012. Chart 4 shows those employment starts in Chart 3 which have become a sustained employment outcome⁽³⁾.

Footnotes

(1) Age is taken at 30th April 2014. There are less than 50 individual with employment starts or outcomes who were not of working age at this date, or whose gender is missing.

(2) Out of work benefit spells and P45 employment records may legitimately overlap. To align with the Troubled Families Financial Framework, in these cases the employment start date is recorded only from the day after a benefit spell ended. More information is included in the Technical Annex.

(3) To achieve a sustained employment outcome, an individual on JSA needs to have been in employment for 26 weeks; for all other out of work benefits the period for sustainment is 13 weeks.

Aligning DWP data with DCLG's Troubled Families criteria

Individuals to Families

- DWP benefits information is generally recorded at individual level. DCLG report outcomes for families. The Troubled Families Financial Framework allows a local authority to claim a results payment for a family it is working with if an adult in that household moves off an out of work benefit and into continuous employment.
- To allow DWP to estimate outcomes at a family level, Unique Property Reference Numbers (UPRNs) have been used, with individuals at a shared UPRN assumed to be from the same household. Further detail is given at the Technical Annex.
- Using the Unique Property Reference Number has the effect of converting the 76,000 individuals identified on DWP systems into 66,100 households.

Randomised Start Dates

- DWP does not hold start dates for individuals on the Troubled Families programme. Rather the marker shows that people were on the programme *at some stage*. Data on page 7 includes all employment starts and outcomes since the programme started in April 2012. In reality, local authorities have recruited to the programme gradually. Therefore not all employment starts and outcomes shown on page 7 will have happened since the individual started on the programme, but without a recorded start date, we cannot know whether an individual with a marker moved into employment before, during or after receiving support from a local authority under the Troubled Families programme.
- Randomised start dates have been used to estimate the number of outcomes achieved following receipt of support through the Troubled Families programme. Randomised start dates were assigned in line with the rate at which local authorities recruited families to the programme. Further detail is given at the Technical Annex.
- Applying randomised start dates reduces the 66,100 total households to 61,300 households which contain at least one individual who has been in receipt of an out of work benefit since their randomised start date.

Benefit information, P45 employment starts and sustained outcomes for households containing an individual on an out of work benefit since randomised start date

- 61,300 households contain at least one adult who has claimed an out of work benefit since their randomised start date.
- Of these, 8,300 households contain at least one adult who has started a spell in P45 employment.
- Of these employment starts:
 - 3,300 have become sustained employment outcomes ⁽¹⁾;
 - 3,100 were still open at time of measurement, but had not yet lasted long enough to be classed as sustained;
 - 2,000 had ended, and did not last long enough to be classed as sustained.
- Around a third of households have Income Support as their first main benefit since randomised start date, with similar proportions on Employment Support Allowance and Jobseeker's Allowance.
- There is limited overlap between Troubled Families and European Social Fund Support for Families with Multiple Problems provision. 2,500 of the 61,300 households have received ESF provision since April 2012.

Footnotes:

(1) To achieve a sustained employment outcome, an individual on JSA needs to have been in employment for 26 out of 30 weeks; for all other out of work benefit the period for sustainment is 13 weeks.

(2) Individuals may be in receipt of more than one out of work benefit, the method of assigning a benefit is set out in more detail in the Technical Annex.

(3) Less than 50 households had Severe Disablement Allowance as either their first benefit since randomisation or their benefit prior the a sustained employment outcome.

Chart 5: Breakdown of the first main benefit ⁽²⁾ for households since randomised start date

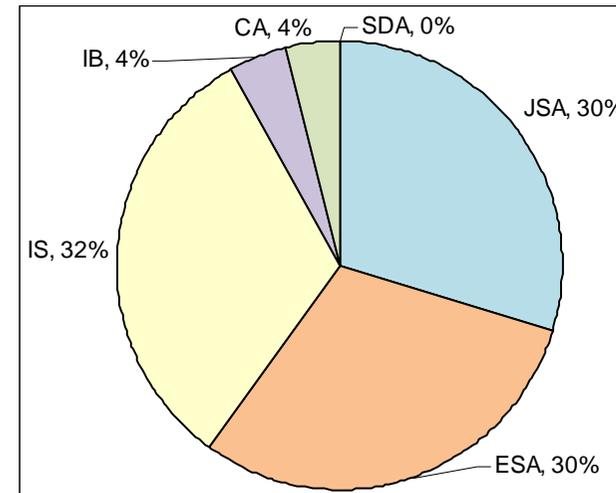


Table 1: Data for Chart 5

First main benefit for households since randomised start date.	Number
Jobseeker's Allowance	18,200
Employment & Support Allowance	18,600
Income Support	19,700
Incapacity Benefit	2,500
Carer's Allowance	2,300
Severe Disablement Allowance ⁽³⁾	~
Total	61,300

Comparison of DWP markers and outcomes with DCLG published figures

Direct comparison between the figures in this release and those published by DCLG is hampered by differences in data collection and collation methods.

Participants

- DCLG published data shows that local authorities were working with 110,615 families at the end of June 2014. This release covers an estimated 66,100 families based on the markers set on DWP's Labour Market System.
- Not all Troubled Families will include an adult on an out of work benefit. DCLG's "Understanding Troubled Families" Report (July 2014) found that of those surveyed, 83 per cent of families were receiving an out of work benefit.
- DWP markers are set by Troubled Families Employment Advisers based on information from local authorities. This manual process means there are lags in marker application. It is expected that DWP marker numbers will continue to rise.
- Despite the difference in overall numbers, the dataset of 66,100 households is considered large enough to give a useful insight into characteristics and employment history.

Employment outcomes

- DCLG published figures show 4,555 employment outcomes claimed by local authorities to the end of May 2014. This release observes 3,300 employment outcomes for those with a marker applied on the Labour Market System. Three main factors explain this difference:
 - **Marker coverage:** As described above, there are likely to be individuals in Troubled Families and on out of work benefits who do not currently have a DWP marker applied. Any employment outcomes would not be captured for this group in DWP data.
 - **P45 data:** This release uses HMRC P45 data to observe employment outcomes. P45 data does not include any self-employment, and has historically underreported low-paid employment.

Tables – Data for Charts 1 and 2

Table 2: Individuals with a Troubled Families marker, by age ⁽¹⁾ and gender

Gender	Age	Number
Female	18 to 24	6,300
	25 to 34	12,700
	35 to 44	21,100
	45 to 54	10,100
	55 to 64	1,600
Male	18 to 24	7,900
	25 to 34	4,200
	35 to 44	5,700
	45 to 54	4,600
	55 to 64	1,500
Not of working age/gender missing		400
Total		76,000

Table 3: Individuals with a Troubled Families marker, by first benefit ⁽²⁾ and gender

Gender	Initial main benefit	Number
Female	JSA	12,200
	ESA	9,400
	ICA	2,800
	IS	23,300
	IB	4,000
	SDA	~
Male	JSA	13,800
	ESA	4,600
	ICA	700
	IS	1,800
	IB	3,100
	SDA ⁽³⁾	~
Gender missing		100
Total		76,000

Footnotes

(1) Age is taken as at 30th April 2014.

(2) JSA: Jobseekers Allowance, ESA: Employment and Support Allowance, CA: Carer's Allowance, IS: Income Support, IB: Incapacity Benefit and SDA: Severe Disablement Allowance

(3) Fewer than 50 households had Severe Disablement Allowance as their initial main benefit.

Tables – data for Charts 3 and 4

Table 4: Breakdown of 14,400 employment starts since April 2012 by age ⁽¹⁾ and gender

Gender	Age	Number
Female	18 to 24	1,700
	25 to 34	1,700
	35 to 44	2,900
	45 to 54	1,300
	55 to 64	100
Male	18 to 24	3,300
	25 to 34	1,400
	35 to 44	1,200
	45 to 54	700
	55 to 64	100
Total		14,400

Table 5: Breakdown of 7,200 employment outcomes since April 2012 by age ⁽¹⁾ and gender

Gender	Age	Number
Female	18 to 24	800
	25 to 34	900
	35 to 44	1,700
	45 to 54	800
	55 to 64	100
Male	18 to 24	1,300
	25 to 34	600
	35 to 44	600
	45 to 54	400
	55 to 64	100
Total		7,200

Footnotes

(1) Age is taken as at 30th April 2014. Of the 76,000 markers in place, fewer than 50 individuals with employment starts or outcomes were not of working age at this date (but have been during the programme) , or their gender is missing.

Future Publication

The figures in this release are labelled as experimental which is consistent with UK Statistics Authority guidance on new statistical outputs. This helps to identify the figures as new, and the assumptions and methods applied are explained in the Technical Annex. For more information and guidance on the use of experimental statistics, please visit the following page on the ONS website:

<http://www.ons.gov.uk/ons/guide-method/method-quality/general-methodology/guide-to-experimental-statistics/index.html>

We would welcome feedback on the content and presentation of the statistics, please send this to:
sharon.moore5@dwpgsi.gov.uk

Pending comments and feedback on this release, the next release in this series is planned for March 2015.

Glossary of Terms

Term	Definition
Out of work benefit	An out of work benefit is defined in the Troubled Families Financial Framework as one of the following: Jobseeker's Allowance, Employment and Support Allowance, Incapacity Benefit, Carer's Allowance, Income Support or Severe Disablement Allowance.
Household	A unit that has been compiled by matching individual DWP records with the Unique Property Reference Number (UPRN) of an address. This may not always reflect the same family unit that a local authority is working with as part of the Troubled Families programme. Further details are in the Technical Annex.
Main Benefit	When an individual is in receipt of more than one out of work benefit at any one time, a benefit hierarchy has been used to assign a main benefit to that individual. Further details are in the Technical Annex.
Labour Market System (LMS)	A DWP administrative system used by Jobcentre Plus to manage benefit claims.
Marker	To identify individuals on the Troubled Families programme DWP has introduced a marker onto its Labour Market System which allows DWP to observe the employment and benefit status of individuals through its administrative data.
P45 Employment	The employment data used in this release is from the Work and Pensions Longitudinal Study and is derived from P45 forms sent to Her Majesty's Revenue & Customs (HMRC) by employers. Historically, low-paid employment has been under-reported and this data source does not cover self-employment. The technical annex includes further detail.
Employment start	An employment start is observed from the P45 data. To be included in this release, a P45 employment start must represent a period of employment lasting at least one day, and must follow a spell on an out of work benefit without overlapping.
Sustained Employment Outcome	An employment start that has been observed to last for at least 26 weeks (for Jobseeker's Allowance) or for at least 13 weeks for all other out of work benefits.
ESF Support for Families with Multiple Problems	The European Social Fund Support for Families with Multiple Problems launched in December 2011 and is due to run until March 2015. It supports disadvantaged families, facing multiple barriers to work, to move closer towards and into sustainable employment. The programme is funded by the 2007–2013 European Social Fund (ESF) programme in England, under DWP's arrangements to act as one of the Co-Financing Organisations.

Related Publications

- On 4th March 2013, the Department for Work & Pensions (DWP) and the Department for Communities & Local Government (DCLG) published a joint Delivery Agreement designed to boost employability and employment for Troubled Families:
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/136344/DWP_CLG_Troubled_Families.pdf
- Full details on eligibility and funding are available via the Troubled Families Financial Framework:
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/11469/2117840.pdf
- DCLG regularly publish data on the support offered through local authorities, showing the number of families identified and worked with:
<https://www.gov.uk/government/policies/helping-troubled-families-turn-their-lives-around/activity>
- DWP has published two previous ad hoc statistical publications which presented emerging analysis of the benefit and employment status of individuals on the Troubled Families programme and identified on DWp systems:
<https://www.gov.uk/government/publications/job-starts-for-individuals-on-the-troubled-families-programme>
<https://www.gov.uk/government/publications/job-starts-for-individuals-on-the-troubled-families-programme--2>
- DWP publish statistics relating to ESF Support for Families with Multiple Problems:
<https://www.gov.uk/government/collections/esf-support-for-families-with-multiple-problems-statistics>

Technical Annex - General

- Data in this release is based on markers applied to records on DWP's Labour Market System up to the end of July 2014 and benefits information taken from the National Benefits database to the end of April 2014.
- P45 employment information is included to the end of July 2014, although this is subject to future revision as more information is submitted by employers.
- All data in this release has been rounded to the nearest 100. Figures may not sum due to rounding.
- Comparisons with the wider benefit population are taken from DWP's Tabulation Tool using the Working Age Client Group. Figures presented in this tabulation are drawn from more than one source. Jobseeker's Allowance data is drawn from the claimant count published by the Office for National Statistics (ONS) whereas all other figures are from the Work and Pensions Longitudinal Study (WPLS) published by DWP. The tabulation tool can be found at:

<http://tabulation-tool.dwp.gov.uk/100pc/tabtool.html>

Technical Annex - Benefit hierarchy

- There are six main benefits which are included as out of work benefits in this analysis. These mirror the benefits set out in DCLG’s Financial Framework for local authorities and are: Jobseekers Allowance, Employment and Support Allowance, Incapacity Benefit, Carer’s Allowance, Income Support and Severe Disablement Allowance.
- Individuals in Troubled Families may be in receipt of more than one of these benefits at any one time, although many combinations are not possible concurrently (an individual cannot be in receipt of Jobseeker’s Allowance and Employment and Support Allowance at the same time, for instance).
- When benefits are claimed concurrently, a benefit hierarchy has been used to decide which benefit will be chosen as the “main benefit”, with Jobseekers’ Allowance ranked highest and Severe Disablement Allowance ranked lowest, Table 6 below sets this out in more detail.
- P45 employment is ranked after the six benefits in the hierarchy to ensure that an individual will have left all of these benefits before an employment start is counted.
- Applying this hierarchy allows a status to be assigned for every individual for each day from 1 April 2012 to 30 April 2014 (the latest date for which benefit information is available for this release).

Table 6: Benefit Hierarchy

Rank	Benefit status
1	Jobseeker’s Allowance
2	Employment and Support Allowance
3	Incapacity Benefit
4	Income Support
5	Carer’s Allowance
6	Severe Disablement Allowance
7	P45 employment
8	Not known

An example of how using the hierarchy may affect the “main benefit” status

Many of those on the Troubled Families programme in receipt of out of work benefits are claiming multiple benefits. For example, at their randomised start date, there were 14,000 individuals claiming Carer’s Allowance, but 10,800 of these were also claiming at least one other benefit. Many of these will be “higher ranked” benefits, and therefore the number of participants with Carer’s Allowance as their main benefit type will be relatively low.

This will promote higher ranked benefits where individuals are on more than one benefit at the same time.

Technical Annex - P45 Data

- The employment data used in this release is from the Work and Pensions Longitudinal Study and is derived from P45 forms sent to Her Majesty's Revenue & Customs (HMRC) by employers.
- Prior to April 2013, HMRC only required periods of employment to be notified via a P45 form if earnings were above the Lower Earnings Limit (the level below which no National Insurance contributions are accrued). From April 2013 HMRC required employers to report PAYE information in real time, which improved the coverage of low income employment in the P45 data.
- Periods of self-employment remain outside of the scope of P45 data and self-employment is not captured in this release.
- P45 employment start and end dates are estimated by DWP/HMRC when the exact start or end date of a P45 employment spell is not known, other than the date was in a particular tax year.
- An employment start identified from P45 data does not always mean an individual has stopped claiming benefit – for example, individuals working fewer than 16 hours per week on average may still claim Jobseeker's Allowance. Within the context of this release, an individual must have moved off out-of-work benefit and into P45 employment for the employment start to be observed. In practice this means that for periods where out of work benefit spell and P45 employment records overlap, the benefit takes precedence in the benefit hierarchy outlined on page 18 and the employment start date is recorded as the day after the benefit spell ended.
- Data in this release uses HMRC P45 data available up to the end of July 2014. Figures are subject to revision as updated P45 data becomes available.

Technical Annex - Households

- DWP's Labour Market System and administrative datasets record information at the individual level.
- To allow DWP to estimate outcomes at a family level, Unique Property Reference Numbers (UPRNs) have been used, with individuals at a shared UPRN assumed to be from the same family.
- Unique Property Reference Numbers (UPRN) are the unique geographic identifiers used in the National Land and Property Gazetteer. The UPRN of a property identifies addresses uniquely (e.g. down to flat level in a block of flats) and has been used to aggregate individual records into household-level units. More information can be found on the NPLG website:
<http://www.nlpg.org.uk/nlpg/welcome.htm>
- There are limitations to this method; aggregating individuals on the basis of address may not always reflect the exact make-up of the families that a local authority is working with.

Technical Annex - Randomised Start Dates

- DWP's Troubled Families marker does not record the date on which a family started working with a local authority as part of the Troubled Families programme.
- To estimate start dates on the programme randomised start dates have been assigned to households using the rates at which individual local authorities have recruited families to the programme.
- DCLG has regularly published the numbers of “worked with” families for each local authority. These numbers have been used to randomise start dates for households in each local authority area, using postcode matching to the ONS postcode dataset.

Table 7: DCLG published figures on number of households being worked with

Date	Total number of families being worked with by local authorities
31 Dec 2012	23,079
31 Mar 2013	35,618
30 Jun 2013	49,979
30 Sep 2013	62,527
31 Dec 2013	78,289
31 Mar 2014	97,202
30 Jun 2014	110,615

DCLG overall published “worked with” numbers for The Troubled Families programme

Table 7 sets out the total number of families that local authorities were working with by date. These figures are compiled and published by DCLG at local authority level and can be found here:

<https://www.gov.uk/government/policies/helping-troubled-families-turn-their-lives-around/activity>

The local authority level data from these published tables has been used in assigning randomised start dates. For instance, if a local authority has worked with 200 families to date, of which 62 were being worked with by December 2012, then 31 per cent of households identified for that local authority area through the Labour Market System marker would be randomly assigned a start date between the start of the programme in April 2012 and December 2012. This random date assignment will be linear across the period from April 2012 to December 2012.