



Department  
for Work &  
Pensions

# ESF Support for Families with Multiple Problems – December 2011 to January 2015

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March 2015

# Contents

Introduction..... 2  
Key Findings..... 2  
Background ..... 3  
Data and Results ..... 4  
Tables..... 9  
Contacts ..... 19

## Introduction

1. The European Social Fund Support for Families with Multiple Problems (ESF Families programme) was launched in December 2011. 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.

## Key Findings

2. The key findings on participation are:
  - By January 2015 there were 77,230 attachments.
  - Of these, 19,310 started within the last six months.
  - Females made up 55% of all attachments.
3. For progress measures, the main findings are:
  - 80,570 progress measures have been achieved by 36,770 participants.
  - Of the 36,770 participants achieving progress measures, 17,020 have got three, 9,770 have got two and 9,980 have got one.
  - Of the 17,020 that have achieved a third progress measure 44%, 7,550, of these have been claimed within the last six months.
4. For sustained job outcomes:
  - 5,430 sustained job outcomes have been achieved. Half of these (49%) – 2,680 - were achieved within the last six months.
  - Overall job outcomes rates 18 months after joining the programme are 11.2%.

- 18 month job outcome rates are 15.2% for JSA participants and for non-JSA participants they are 7.7%.
5. Job outcome rates for starts in 2013 and 2014 are higher than for previous periods. Whilst the overall rate for sustained job outcomes at 12 months is 7.7%, for the last 12 months it is 8.5%.

## Background

6. The ESF Families programme is voluntary and operates across England. There are twelve Contract Package Areas each with a single prime provider. There are eight prime providers as some cover multiple areas. These are listed in table 1.
7. Provision is open to any member of a family where one member of that family (not necessarily the programme participant) is on a working age benefit. Participants must be over 16 years old, able to work in this country, and either be out of work or working few enough hours to be on an out of work benefit. The family of which they are a member must also be regarded as facing multiple problems: the definition for which is determined locally, within guidelines set out by DWP. Eligibility criteria for this provision and for the Troubled Families Programme operated by the Department for Communities and Local Government overlap, but are not identical.
8. The primary referral route for the programme is via Local Authorities. Since September 2012 providers have also been able to identify and refer eligible participants themselves.
9. Once a participant is attached to the ESF Families programme, the relevant provider has the whole of the contract term to work with them and their family, if this is considered appropriate, to help them move towards and find sustained employment.
10. The ESF Families with Multiple Problems programme operates on a Payment by Results basis. Providers can claim an interim progress measure payment on agreement of an action plan after 10 weeks with the participant, but apart from that payment triggers fall into two main categories:
  - **Progress Measures:** these are triggered where a participant completes a prescribed set of activities designed to assist the family to resolve or

overcome particular problems. The exact activities attracting a progress payment vary across Contract Package Areas to reflect the different approaches taken and are contractually agreed between DWP and providers. Typically, these cover activities designed to address problems relating to housing, managing money and debt, family communications, community involvement, skills for working or work placements. Progress measures can be claimed from ten weeks after attachment and up to three may be claimed for each participant. Including the interim progress measure, 70% of funding for ESF Families is allocated to progress measures.

- **Job Outcome Payments:** these are paid when, in the case of a JSA participant, they are recorded as having worked for 26 weeks. For the non-JSA and JSA ex-IB participants, a payment is triggered after 13 weeks in work. Being in work is defined either by the benefit the participant is on or for those not on benefits as 16 hours a week or more. Weeks in work do not need to be consecutive and providers may claim only one job outcome payment per participant.

11. Further information about the programme, including the nature of local provision, exact eligibility criteria and all payment triggers can be found at:

<https://www.gov.uk/government/publications/provider-guidance-esf-for-families-with-multiple-problems>

12. The contacts will end on 30 June 2015 and providers have until 24 August 2015 to submit any final claims for outcomes payments. So that the next update to these statistics can include the final data it will be published in October 2015 – this will be the final release in this series.

## Data and Results

13. The data is taken from the Department's payment administrative system. Figures are subject to revision. They are rounded to the nearest 10, in line with standard DWP disclosure control policy. Percentages are calculated before rounding.

14. Performance is reported against the programme's objective to support participants towards and into work. It covers attachments (i.e. the number of individual participants), progress measures and sustained job outcomes. Tables referenced are at the back of the report.

15. Table 2 shows the build up of **attachments** over time. In total there have been 77,230 attachments up to January 2015.
16. In 2012 there were 9,100 attachments and in 2013 there were 22,800. In 2014 there were 43,330 attachments and in January 2015 there have been 2,000.
17. All figures are subject to revision but in practice the major revisions since the November 2014 statistical publication have been to the figures for attachments. This is due to further claims being made and is most noticeable for the latest month's attachment figures, which are usually revised upwards when reported in the subsequent month. When we published the September 2014 statistical release, the July 2014 attachments were reported as 2,920 and now table 2 shows they are 4,130.
18. Table 3 shows **attachments by characteristics**. It covers gender, ethnicity and age group. It includes only those for whom we have information on characteristics and the total is therefore marginally lower than the equivalent figure in other tables.
19. There have been 42,500 female participants, making up 55% of the total. The proportion has decreased from 57% when these statistics were last published. This may reflect the increasing proportion made up from referrals of people who have completed the Work Programme – a group which is dominated by males.
20. Attachments from ethnic minorities comprise 17% (12,740) of participants. The largest ethnic minority group is Black or Black British, at 8% (5,810). White people comprise 79% (60,710) of participants and 5% of participants preferred not to say. The main difference with the overall unemployed population is that there are fewer people who are Asian or Asian British: 4% of the programme compared with 8% of the unemployed.
21. Young people under 25 make up 19% (14,300) of participants. People over 50 make up 17% (13,000) of participants. The proportion of under 25s is much lower than in the overall unemployed population (29%), which will be influenced by Work Programme eligibility on JSA being much earlier for this group.

22. There have been 80,570 **progress measures** payments, attributable to participants. Of the 38,770 participants achieving progress measures, 17,020 had achieved three progress measures. A further 9,770 had achieved two progress measures and the remaining 9,980 had achieved one.
23. The build up of progress measures over time is shown in table 4. This shows the month for which the last payment was claimed for a progress measure for a participant. For example, if an individual had achieved two progress measures by May 2013 but then went on to achieve a third in January 2014 they would only be recorded once in the table, as three progress measures in January.
24. In January 2013 changes were made to allow progress measures to be claimed individually rather than cumulatively. This transition to a new way of claiming introduced uncertainty into the breakdown by month prior to April 2013, so the monthly information for this period has been combined.
25. Of the 17,020 payments for three progress measures, 44% (7,550) were from the last six months.
26. Looking at movement into work, table 5 shows that by January 2015 there were 5,430 **sustained job outcomes**. This includes 3,610 from JSA participants, 1,800 from non-JSA participants and 20 from JSA ex-IB participants. Note that whilst ex-IB JSA participants are a distinct group and are included in totals, separate tables have not been included for them due to their small volumes.
27. The majority of sustained job outcomes are from the last 12 months (4,110) and almost half (2,680) of these have occurred in the last six months.
28. Tables 6-8 look at **Job outcome rates**. These are the proportions of attachments moving into a sustained job outcome within a set period of time, broken down by month of attachment<sup>1</sup>. The tables present achievement of sustained job outcomes by 12, 15 and 18 months after their attachment. These are shown as table 6 for JSA participants, table 7 for non-JSA participants and table 8 for all participants.

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<sup>1</sup> A 12 month job outcome rate is the proportion of the cohort starting the programme in the listed month achieving a sustained job outcome within a year of attachment. Additional participants in the cohort will get a sustained job outcome by 15 or 18 months, making these job outcome rates higher than the rate at 12 months.

29. Job outcome rates are shown for participants by month of attachment, with the exception of December 2011 to April 2012. Data for these months is combined due to low volumes making the individual months' data unreliable as a guide to performance.
30. Looking at JSA participants, 9.5% had a sustained job outcome by 12 months, 12.7% by 15 months and 15.2% by 18 months after starting.
31. For non-JSA participants, 5.6% had a sustained job outcome by 12 months, increasing to 7.2% by 15 months and 7.7% by 18 months after starting on the programme.
32. For the total, combining benefit groups for all participants starting provision up to July 2013, 11.2% had achieved a sustained job outcome within 18 months.
33. The JSA and non-JSA tables (tables 6 and 7) both have a lot of fluctuation in the sustained job outcome rates for individual months. This relates to relatively small monthly volumes and variation in how close participants are to being job ready. The table for total job outcomes is based on larger volumes, and hence has more stability between individual months.
34. The table on JSA job outcomes shows higher levels for those who started in 2013 and (so far) in 2014 than those who started before 2013. The periods in 2013 and 2014 average a higher level of sustained job outcomes by 12 months (9.9%) than the previous periods (7.5%).
35. The same is true of non-JSA Job Outcomes. These were 6.2% at 12 months in 2013 and 2014 compared with 4.8% in previous periods.
36. The table on total job outcome rates shows large increases for 12 month sustained job outcomes in 2013 and 2014 compared with earlier months. This is a result of both the increases mentioned in the previous two paragraphs and an increasing proportion of attachments being on JSA.
37. Attachments for each of the twelve **Contract Package Areas** are shown in table 9. The Contract Package Area with the highest amount of attachments was Greater Manchester, with 11,730, whilst Cornwall had the fewest, with 2,910.

38. Greater Manchester (5,550) has the most individuals for whom any progress measures have been paid and Yorkshire & Humber (12,570) and the West Midlands (12,520) has the most progress measures paid. East of England has the fewest individuals with progress measures, at 1,150, and 2,080 progress measures paid.

39. Table 10 shows sustained job outcomes by Contract Package Area. Greater Manchester, with 800, has achieved the most. This included 550 JSA job outcomes and 240 non-JSA job outcomes. Yorkshire & Humber had the second highest JSA job outcomes, at 440, and West London had the second highest non-JSA job outcomes, at 210.



## Tables

**Table 1: Provider by Contract Package Area**

<b>Contract Package Area</b>	<b>Area</b>	<b>Provider</b>
1	East of England	Reed in Partnership
2	East Midlands	Working Links
3	East London	Reed in Partnership
4	West London	Reed in Partnership
5	North East	The Wise Group
6	Greater Manchester	G4S
7	Cumbria, Merseyside and Lancashire	Reed in Partnership
8	South East	Skills Training
9	South West	Twin Training
10	Cornwall	Paragon
11	West Midlands	EOS
12	Yorkshire and the Humber	EOS

**Table 2: Attachments over time**

	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>
January	30	1,000	3,000	<i>2,000</i>
February	150	1,170	3,550	
March	520	1,360	3,860	
April	480	1,370	3,850	
May	960	1,600	3,900	
June	1,190	1,690	3,740	
July	1,000	2,100	4,130	
August	940	2,000	3,250	
September	890	2,360	3,630	
October	1,020	3,000	3,900	
November	1,200	2,920	3,420	
December	750	2,240	3,110	
<b>Total</b>	<b>9,100</b>	<b>22,800</b>	<b>43,330</b>	<i>2,000</i>

**Note:** Numbers are rounded to the nearest ten; totals may not sum due to rounding; January 2012 includes starts from December 2011; all numbers are subject to revision and in particular the latest month's attachment figure is usually revised upward in the following month.

**Source:** DWP management information

**Table 3: Attachments by characteristics, December 2011 to January 2015**

	<b>Attachments</b>	<b>%</b>
<b>Gender:</b>		
Males	34,600	45%
Females	42,500	55%
<b>Ethnic Group:</b>		
Asian or Asian British	3,000	4%
Black or Black British	5,810	8%
Chinese/other	2,190	3%
Mixed	1,750	2%
White	60,710	79%
Prefer not to say	3,790	5%
<b>Age:</b>		
<25	14,300	19%
25-49	49,810	65%
>50	13,000	17%
<b>Total</b>	<b>77,110</b>	<b>100%</b>

**Note:** Numbers are rounded to the nearest ten; the Total figure here represents only those for whom we have information on characteristics and is lower than the equivalent figure in other tables; totals may not sum due to rounding.

**Source:** DWP management information

**Table 4: Progress measures over time**

	Attachments	Participants completing progress measures				Total progress measures
		any	one	two	three	
Dec-11 to Mar-13	12,630	990	340	170	480	2,120
Apr-13	1,370	680	300	200	180	1,240
May-13	1,600	620	230	220	170	1,180
Jun-13	1,690	820	300	220	290	1,610
Jul-13	2,100	800	290	240	270	1,580
Aug-13	2,000	870	330	250	300	1,730
Sep-13	2,360	940	300	260	380	1,960
Oct-13	3,000	1,180	330	320	530	2,560
Nov-13	2,920	1,210	360	290	560	2,620
Dec-13	2,240	1,380	410	380	590	2,940
Jan-14	3,000	1,530	450	460	620	3,230
Feb-14	3,550	1,710	410	530	770	3,780
Mar-14	3,860	1,610	400	420	780	3,580
Apr-14	3,850	1,850	640	460	740	3,780
May-14	3,900	2,100	650	620	820	4,350
Jun-14	3,740	2,070	560	580	930	4,510
Jul-14	4,130	2,480	660	760	1,060	5,360
Aug-14	3,250	2,030	440	630	950	4,550
Sep-14	3,630	2,400	560	600	1,230	5,450
Oct-14	3,900	2,630	590	670	1,370	6,040
Nov-14	3,420	2,200	440	480	1,280	5,240
Dec-14	3,110	2,080	440	440	1,200	4,920
Jan-15	2,000	2,630	540	580	1,510	6,230
<b>Total</b>	<b>77,230</b>	<b>36,770</b>	<b>9,980</b>	<b>9,770</b>	<b>17,020</b>	<b>80,570</b>

**Note:** Numbers are rounded to the nearest ten; totals may not sum due to rounding; all numbers are subject to revision and in particular the latest month's attachment figure is usually revised upward in the following month.

**Source:** DWP management information

**Table 5: Sustained job outcomes over time**

	<b>Total</b>	<b>JSA</b>	<b>Non-JSA</b>
Up to Dec-12	70	30	40
Jan-13	30	10	20
Feb-13	40	20	20
Mar-13	60	30	30
Apr-13	50	30	20
May-13	70	40	30
Jun-13	70	30	40
Jul-13	60	30	30
Aug-13	110	60	50
Sep-13	100	50	40
Oct-13	140	80	60
Nov-13	160	110	50
Dec-13	130	80	60
Jan-14	230	150	80
Feb-14	190	120	70
Mar-14	240	160	70
Apr-14	250	190	60
May-14	240	180	70
Jun-14	200	130	70
Jul-14	320	200	120
Aug-14	230	150	80
Sep-14	470	340	130
Oct-14	470	340	130
Nov-14	400	280	110
Dec-14	470	340	130
Jan-15	650	470	180
<b>Total</b>	5,430	3,610	1,800

**Note:** A sustained job outcome is 26 cumulative weeks of employment for JSA and 13 cumulative weeks for the non-JSA and JSA ex-IB groups; total column includes JSA ex-IB participants not shown separately; numbers are rounded to the nearest ten; totals may not sum due to rounding.

**Source:** DWP management information

**Table 6: JSA job outcome rates**

Date of attachment	Attachments	Job outcomes by		
		12 months	15 months	18 months
Dec-11 to Apr-12	430	9.6%	12.2%	15.7%
May-12	340	6.4%	8.1%	11.0%
Jun-12	410	6.5%	9.7%	13.3%
Jul-12	370	6.2%	8.8%	11.3%
Aug-12	380	9.7%	13.1%	16.2%
Sep-12	320	7.2%	8.1%	10.0%
Oct-12	430	7.5%	10.7%	13.5%
Nov-12	570	7.6%	11.1%	13.6%
Dec-12	330	6.0%	10.2%	13.5%
Jan-13	500	12.4%	16.8%	18.2%
Feb-13	560	12.3%	14.7%	17.2%
Mar-13	680	12.0%	14.8%	16.6%
Apr-13	680	10.1%	12.8%	15.4%
May-13	850	12.2%	15.3%	17.4%
Jun-13	880	9.4%	13.1%	15.1%
Jul-13	1,200	11.6%	14.8%	16.8%
Aug-13	1,300	10.8%	13.7%	-
Sep-13	1,510	8.4%	11.8%	-
Oct-13	1,970	8.7%	12.1%	-
Nov-13	1,930	8.0%	-	-
Dec-13	1,490	9.8%	-	-
Jan-14	1,970	9.9%	-	-
<b>All</b>	<b>19,100</b>	<b>9.5%</b>	<b>12.7%</b>	<b>15.2%</b>

**Note:** A sustained job outcome is 26 cumulative weeks of employment; numbers are rounded to the nearest ten; totals may not sum due to rounding.

**Source:** DWP management information

**Table 7: Non-JSA job outcome rates**

Date of attachment	Attachments	Job outcomes by		
		12 months	15 months	18 months
Dec-11 to Apr-12	750	4.3%	5.8%	6.3%
May-12	610	4.4%	5.9%	7.4%
Jun-12	760	3.5%	4.2%	4.6%
Jul-12	620	5.8%	8.7%	9.4%
Aug-12	560	5.7%	7.0%	8.4%
Sep-12	560	4.1%	5.5%	6.0%
Oct-12	580	5.1%	6.9%	8.2%
Nov-12	630	4.0%	5.1%	6.0%
Dec-12	410	3.4%	5.2%	5.4%
Jan-13	490	5.1%	6.8%	8.4%
Feb-13	600	5.8%	7.7%	8.5%
Mar-13	680	5.5%	6.5%	7.6%
Apr-13	680	6.3%	7.5%	9.7%
May-13	750	6.6%	8.7%	9.4%
Jun-13	800	5.2%	7.7%	8.7%
Jul-13	900	5.9%	7.1%	7.9%
Aug-13	700	7.9%	10.6%	-
Sep-13	840	6.7%	9.2%	-
Oct-13	1000	6.1%	8.7%	-
Nov-13	970	7.5%	-	-
Dec-13	740	6.0%	-	-
Jan-14	1,010	5.9%	-	-
<b>All</b>	<b>15,620</b>	<b>5.6%</b>	<b>7.2%</b>	<b>7.7%</b>

**Note:** A sustained job outcome is 13 cumulative weeks of employment; numbers are rounded to the nearest ten; totals may not sum due to rounding.

**Source:** DWP management information

**Table 8: Total job outcome rates**

Date of attachment	Attachments	Job outcomes by		
		12 months	15 months	18 months
Dec-11 to Apr-12	1,170	6.2%	8.1%	9.7%
May-12	960	5.2%	6.8%	8.8%
Jun-12	1,190	4.6%	6.1%	7.7%
Jul-12	1,000	5.9%	8.7%	10.0%
Aug-12	950	7.3%	9.4%	11.5%
Sep-12	890	5.3%	6.5%	7.6%
Oct-12	1,020	6.1%	8.5%	10.4%
Nov-12	1,200	5.7%	7.9%	9.7%
Dec-12	750	4.6%	7.4%	9.0%
Jan-13	1,000	8.7%	11.7%	13.2%
Feb-13	1,170	8.9%	11.1%	12.7%
Mar-13	1,360	8.8%	10.8%	12.2%
Apr-13	1,370	8.3%	10.4%	12.8%
May-13	1,600	9.6%	12.3%	13.7%
Jun-13	1,690	7.4%	10.5%	12.1%
Jul-13	2,100	9.1%	11.5%	12.9%
Aug-13	2,000	9.8%	12.6%	-
Sep-13	2,360	7.8%	10.9%	-
Oct-13	3,000	7.9%	11.0%	-
Nov-13	2,920	7.8%	-	-
Dec-13	2,240	8.6%	-	-
Jan-14	3,000	8.5%	-	-
<b>All</b>	<b>34,900</b>	<b>7.7%</b>	<b>10.1%</b>	<b>11.2%</b>

**Note:** A sustained job outcome is 26 cumulative weeks for JSA and 13 cumulative weeks for the non-JSA and JSA ex-IB groups; includes JSA ex-IB participants not shown separately; numbers are rounded to the nearest ten; totals may not sum due to rounding.

**Source:** DWP management information



**Table 9: Attachments and progress measures by Contract Package Area**

	Attachments	Participants completing progress measures				Total progress measures
		any	one	two	three	
East of England	3,000	1,150	490	420	250	2,070
East Midlands	8,490	4,420	750	1,260	2,420	10,510
East London	4,350	1,360	560	510	300	2,470
West London	4,090	1,690	580	630	480	3,290
North East	3,900	1,230	450	320	460	2,480
Greater Manchester	11,730	5,550	1,900	1,530	2,120	11,310
Cumbria, Merseyside and Lancashire	6,140	2,990	790	620	1,580	6,770
South East	9,270	4,100	1,360	1,220	1,510	8,340
South West	4,610	2,160	870	690	600	4,040
Cornwall	2,910	1,690	260	340	1,090	4,220
West Midlands	8,840	5,030	760	1,030	3,230	12,520
Yorkshire & Humber	9,910	5,400	1,220	1,200	2,980	12,570
<b>Total</b>	<b>77,230</b>	36,770	9,980	9,770	17,020	80,570

**Note:** Numbers are rounded to the nearest ten; totals may not sum due to rounding.

**Source:** DWP management information

**Table 10: Sustained job outcomes by Contract Package Area**

	<b>total</b>	<b>JSA</b>	<b>Non-JSA</b>
East of England	250	200	50
East Midlands	300	180	120
East London	480	280	200
West London	430	220	210
North East	240	160	90
Greater Manchester	800	550	240
Cumbria, Merseyside and Lancashire	600	420	170
South East	550	420	130
South West	260	160	100
Cornwall	300	170	130
West Midlands	600	420	180
Yorkshire & Humber	620	440	180
<b>Total</b>	<b>5,430</b>	<b>3,610</b>	<b>1,800</b>

**Note:** Includes JSA ex-IB participants not shown separately; numbers are rounded to the nearest ten; totals may not sum due to rounding.

**Source:** DWP management information

## Contacts

**Press enquiries** should be directed to the Department for Work and Pensions press office:

Media Enquiries: 020 3267 5144

Website: <https://www.gov.uk>

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**Other enquiries** about these statistics should be directed to:

Bruce Byrne ([bruce.byrne@dwp.gsi.gov.uk](mailto:bruce.byrne@dwp.gsi.gov.uk))

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