

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

October 2015

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### Introduction

- The European Social Fund Support for Families with Multiple Problems (ESF Families programme) was launched in December 2011. It supported disadvantaged families, facing multiple barriers to work, to move closer towards and into sustainable employment. The programme was 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.
- The ESF programme ended on the 30 June 2015, providers could continue to submit claims for payments based on outcomes they'd delivered up to 24 August 2015. This publication gives information on attachments up to 30 June 2015 and information on outcomes and progress measures up to 24 August 2015.

#### **Key Findings**

- 3. The key findings on participation are:
- By the end of the programme in June 2015 there had been 79,130 attachments (individual participants).
- Of these, 25,320 started within the last twelve months of the programme. In the final months of the programme the number of attachments dropped off.
- Females made up 55% of all attachments.
- 4. For progress measures, the main findings are, that up to the 24 August 2015 :
- 108,110 progress measures have been achieved by 46,600 participants.
- Of the 46,600 participants achieving progress measures, 25,180 have achieved three, 11,140 two and 10,280 one progress measure.

- Of the 25,180 participants that have achieved three progress measures 27%, 6,870, of these have were claimed from March 2015 onwards.
- 5. For sustained job outcomes:
- 9,130 sustained job outcomes have been achieved. Around 40% of these 3,550 - were achieved from March 2015 onwards
- Overall job outcomes rates, for all participants, 18 months after joining the programme are 11.8%.
- 18 month job outcome rates are 14.5% for JSA participants and for non-JSA participants they are 8.4%.
- 6. From January 2013 onwards job outcome rates after 12 months are higher than for previous periods. The overall rate for sustained job outcomes at 12 months is 8.0%, for those who joined in August 2014 it is 9.0%.

### Background

- 7. The ESF Families programme was voluntary, operating across England. There were twelve Contract Package Areas each with a single prime provider. There were eight prime providers, some covering multiple areas. These are listed in table 1.
- 8. Provision was open to any member of a family where one member of that family (not necessarily the programme participant) was on a working age benefit. Participants had to 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 were a member must have been regarded as facing multiple problems: the definition for which was 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.
- 9. The primary referral route for the programme was via Local Authorities. Since September 2012 providers were also able to identify and refer eligible participants themselves.
- 10. Once a participant was attached to the ESF Families programme, the relevant provider had the whole of the contract term to work with them and their family,

if this was considered appropriate, to help them move towards and find sustained employment.

- 11. The ESF Families with Multiple Problems programme operated on a Payment by Results basis. Providers could 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 were triggered where a participant completed a prescribed set of activities designed to assist the family to resolve or overcome particular problems. The exact activities attracting a progress payment varied across Contract Package Areas to reflect the different approaches taken and were contractually agreed between DWP and providers. Typically, these covered activities designed to address problems relating to housing, managing money and debt, family communications, community involvement, skills for working or work placements. Progress measures could be claimed from ten weeks after attachment and up to three could 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 were paid when, in the case of a JSA participant, they were recorded as having worked for 26 weeks. For the non-JSA and JSA ex-IB participants, a payment was triggered after 13 weeks in work. Being in work was defined either by the benefit the participant was on or for those not on benefits as 16 hours a week or more. Weeks in work did not need to be consecutive and providers could claim only one job outcome payment per participant.
- 12. Further information about the programme, including the nature of local provision, exact eligibility criteria and all payment triggers can be found at: <u>https://www.gov.uk/government/publications/provider-guidance-esf-for-</u>families-with-multiple-problems
- The contacts ended on the 30 June 2015 and providers had until 24 August 2015 to submit any final claims for outcomes payments and progress measures.

#### **Data and Results**

- 14. The data is taken from the Department's payment administrative system. They are rounded to the nearest 10, in line with standard DWP disclosure control policy. Percentages are calculated before rounding.
- 15. 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.
- 16. Table 2 shows the build up of **attachments** over time. In total by the end of the ESF Families programme in June 2015 there had been 79,130 attachments.
- 17. In 2012 there were 9,090 attachments and in 2013 there were 22,790. In 2014 there were 44,270 attachments and in 2015 there have been 2,980. As the end of the programme approached the number of attachments dropped off. In cases where participants have multiple attachments recorded the latest one is taken.
- 18. Previously all figures were subject to revision especially figures for attachments This is due to further claims being made and was most noticeable for the latest month's attachment figures, which were usually revised upwards when reported in the subsequent publication. When we published the January 2015 statistical release, the January 2015 attachments were reported as 2,000 and now table 2 shows they are 2,360.
- 19. This is the last statistical release for the ESF Support for Families with Multiple Problems programme and so no further revisions to the figures are expected.
- 20. 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.
- 21. There have been 43,490 female participants, making up 55% of the total.

- 22. Attachments from ethnic minorities comprised 17% (13,040) of participants. The largest ethnic minority group was Black or Black British, at 8% (5,940). White people comprised 79% (62,530) 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<sup>1</sup>.
- 23. Young people under 25 made up 19% (14,710) of participants. People over 50 made up 17% (13,320) of participants. The proportion of under 25s is much lower than in the overall unemployed population (31%), this was influenced by Work Programme eligibility on JSA being much earlier for this group.
- 24. Table 4 shows the number of progress measure payments made each month. This is split by whether the progress measure is the first, second or third progress measure for that referral (individual). The approach to presenting progress measures completed over time in this table has been revised for this publication. In previous publications table 4 made an estimate of when payment was made for the highest progress measure achieved by each individual<sup>2</sup>. The table in this publication estimates when payments were made for each of the progress measures achieved. The second part of Table 4 gives the number of participants broken down by the highest progress measure achieved.
- 25. There have been 108,110 **progress measures** payments, attributable to participants. By 24 August 2015 (the deadline for claims from providers) 46,600 participants had achieved at least one progress measure (excluding interim measures). 25,180 had achieved three progress measures, 11,140 had achieved two progress measures and the remaining 10,280 had achieved one.
- 26. 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.
- 27. Of the 25,180 payments made for the third progress measure achieved by participants, 27% (6,870) were achieved from March 2015 onwards.

<sup>&</sup>lt;sup>1</sup> General unemployment figures are from the official labour market statistics (Nomis) produced by the Office for National Statistics (ONS)

<sup>&</sup>lt;sup>2</sup> The estimate was based on assumptions about when progress measures were achieved – which limited the accuracy to which the 1st and 2nd progress measures are attributed

- 28. Looking at movement into work, table 5 shows that by 24 August 2015 there were 9,130 **sustained job outcomes**. This includes 6,330 from JSA participants, 2,760 from non-JSA participants and 40 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.
- 29. The majority of sustained job outcomes (6,290) were achieved from September 2014, more than half (3,550) of these occurred from March 2015.
- 30. 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>3</sup>. The tables present achievement of sustained job outcomes by 12, 15 and 18 months after attachment. These are shown as table 6 for JSA participants, table 7 for non-JSA participants and table 8 for all participants.
- 31. 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.
- 32. Looking at JSA participants, 9.3% had a sustained job outcome by 12 months, 12.3% by 15 months and 14.5% by 18 months after starting on the programme.
- 33. For non-JSA participants, 6.1% had a sustained job outcome by 12 months, increasing to 7.6% by 15 months and 8.4% by 18 months after starting on the programme.
- 34. For the total, combining benefit groups for all participants starting provision up to February 2014, 11.8% had achieved a sustained job outcome within 18 months.

<sup>&</sup>lt;sup>3</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.

- 35. The table on JSA job outcomes shows higher levels for those who started from January 2013 onwards than those who started before. The average level of sustained job outcomes after 12 months was 9.5% for participants starting from January 2013 onwards and 7.6% for those who started before.
- 36. The same is true of non-JSA Job Outcomes. For participants starting from January 2013 onwards the average level of sustained job outcomes after 12 months was 6.5%, while for those who started before it was 4.6%.
- 37. The table on total job outcome rates shows large increases for 12 month sustained job outcomes for participants who started from January 2013 onwards (8.4%) compared to those who started before (5.8%). This is a result of both the increases mentioned in the previous two paragraphs and an increase in the proportion of attachments being on JSA.
- 38. 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 11,980 whilst Cornwall had the fewest, with 2,920.
- 39. Greater Manchester (6,900) had the most individuals for whom any progress measures were paid and the South East (15,830) and Yorkshire & Humber (15,590) had the most progress measures paid. East of England had the fewest individuals with progress measures, at 1,440 and 2,710 progress measures paid.
- 40. Table 10 shows sustained job outcomes by Contract Package Area. Greater Manchester, with 1,350, achieved the most. This included 950 JSA job outcomes and 380 non-JSA job outcomes. The South East had the second highest JSA job outcomes, at 860, and West London had the second highest non-JSA job outcomes, at 370.

# Tables

Contract Package Area	Area	Provider
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 1: Provider by Contract Package Area

	2012	2013	2014	2015
January	30	1,000	3,000	2,360
February	150	1,170	3,550	610
March	510	1,350	3,860	10
April	480	1,360	3,850	0
May	950	1,600	3,910	0
June	1,190	1,690	3,750	0
July	990	2,110	4,140	
August	950	2,000	3,270	
September	890	2,350	3,670	
October	1,010	3,000	3,960	
November	1,200	2,920	3,580	
December	740	2,250	3,720	
Total	9,090	22,790	44,270	2,980

 Table 2: Attachments over time

*Note:* Numbers are rounded to the nearest ten; totals may not sum due to rounding; January 2012 includes starts from December 2011. The programme ended on the 30<sup>th</sup> June 2015 *Source:* DWP management information

	Attachments	%
Gender:		
Males	35,510	45%
Females	43,490	55%
Ethnic Group:		
Asian or Asian British	3,070	4%
Black or Black British	5,940	8%
Chinese/other	2,230	3%
Mixed	1,800	2%
White	62,530	79%
Prefer not to say	3,440	5%
Age:		
<25	14,710	19%
25-49	50,960	64%
>50	13,320	17%
Total	79,000	100%

Table 3: Attachments by characteristics, December 2011 to June 2015

*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

		Total Progress	Progress measure comp		mpleted
	Attachments	Measures	first	second	third
Dec11 to Mar13	12,610	2,110	990	650	480
Apr-13	1,360	1,240	680	380	180
May-13	1,600	1,170	620	390	170
Jun-13	1,690	1,610	810	510	290
Jul-13	2,110	1,570	800	510	270
Aug-13	2,000	1,720	870	550	300
Sep-13	2,350	1,960	940	640	380
Oct-13	3,000	2,550	1,180	850	530
Nov-13	2,920	2,620	1,210	850	560
Dec-13	2,250	2,930	1,370	970	590
Jan-14	3,000	3,220	1,530	1,080	620
Feb-14	3,550	3,780	1,710	1,300	770
Mar-14	3,860	3,590	1,610	1,200	780
Apr-14	3,850	3,790	1,840	1,200	740
May-14	3,910	4,350	2,090	1,440	820
Jun-14	3,750	4,490	2,060	1,500	920
Jul-14	4,140	5,360	2,480	1,820	1,060
Aug-14	3,270	4,560	2,020	1,580	950
Sep-14	3,670	5,460	2,390	1,830	1,230
Oct-14	3,960	6,020	2,620	2,030	1,370
Nov-14	3,580	5,230	2,190	1,760	1,280
Dec-14	3,720	4,910	2,070	1,640	1,200
Jan-15	2,360	6,220	2,630	2,090	1,510
Feb-15	610	5,640	2,460	1,870	1,320
Mar-15	10	5,690	2,290	1,990	1,410
Apr-15	0	5,110	1,840	1,820	1,440
May-15	0	4,320	1,310	1,530	1,480
Jun-15	0	3,070	910	1,090	1,070
Jul-15	-	2,600	710	880	1,000
Aug-15	-	1,240	390	390	460
Total	79,130	108,110	46,600	36,320	25,180

	Progress Measures achieved		Highest Progr for ea	ess Measu ach individ	
	Any	Total	One	Two	Three
Participants	46,600	108,110	10,280	11,140	25,180

*Note:* Numbers are rounded to the nearest ten; totals may not sum due to rounding. Only progress measures for which claims were submitted on or before 24 August 2015 are included in the table. *Source:* DWP management information

	TOTAL	JSA	Non-JSA
Up to Dec 12	70	30	50
Jan-13	30	10	20
Feb-13	40	20	20
Mar-13	60	30	40
Apr-13	50	30	20
May-13	70	40	30
Jun-13	70	30	50
Jul-13	60	30	30
Aug-13	110	60	50
Sep-13	100	60	40
Oct-13	130	80	60
Nov-13	150	90	50
Dec-13	120	70	50
Jan-14	220	140	80
Feb-14	180	110	70
Mar-14	220	160	70
Apr-14	230	180	60
May-14	220	150	60
Jun-14	180	120	60
Jul-14	290	180	110
Aug-14	220	150	80
Sep-14	430	310	120
Oct-14	420	290	120
Nov-14	350	250	110
Dec-14	430	310	120
Jan-15	580	410	170
Feb-15	530	350	170
Mar-15	560	410	140
Apr-15	590	450	130
May-15	640	500	140
Jun-15	450	330	120
Jul-15	610	450	160
Aug-15	710	540	170
Total	9,130	6,330	2,760

**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. Only data for job outcomes for which claims were submitted on or before 24 August 15 are included in the table. A small number of payments claimed in August 15 were paid in September 15, these are included in the August 15 figures **Source:** DWP management information

Table 6: JSA job outcome rates

		Job outcomes by		
Date of attachment	Attachments	12 Months	15 Months	18 Months
Dec11 to Apr12	420	10.2%	13.1%	16.9%
May-12	340	6.4%	8.2%	10.5%
Jun-12	410	6.5%	9.7%	12.8%
Jul-12	370	6.5%	8.9%	11.3%
Aug-12	380	9.7%	13.1%	16.2%
Sep-12	320	7.8%	8.8%	10.6%
Oct-12	430	7.3%	10.1%	12.2%
Nov-12	570	7.4%	10.4%	12.7%
Dec-12	330	5.7%	9.9%	13.3%
Jan-13	500	12.2%	16.2%	17.2%
Feb-13	560	11.4%	13.7%	16.2%
Mar-13	670	11.3%	13.6%	15.4%
Apr-13	680	9.4%	11.9%	14.4%
May-13	850	11.2%	14.0%	15.9%
Jun-13	880	9.0%	12.5%	14.3%
Jul-13	1,200	10.9%	14.1%	15.8%
Aug-13	1,300	10.0%	12.4%	15.1%
Sep-13	1,500	7.7%	10.6%	13.4%
Oct-13	1,970	8.0%	11.0%	13.8%
Nov-13	1,930	7.3%	10.7%	13.0%
Dec-13	1,490	8.7%	11.6%	13.9%
Jan-14	1,970	9.1%	11.9%	13.8%
Feb-14	2,330	11.1%	14.7%	17.6%
Mar-14	2,600	9.7%	12.8%	-
Apr-14	2,690	9.3%	12.4%	-
May-14	2,660	9.7%	12.9%	-
Jun-14	2,420	9.5%	-	-
Jul-14	2,710	9.6%	-	-
Aug-14	2,180	9.9%	-	-
All	36,680	9.3%	12.3%	14.5%

*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. Only data for job outcomes for which claims were submitted on or before 24 August 2015 are included in the table. *Source:* DWP management information

Date of attachment	Attachments	12 Months	15 Months	18 months
Dec11 to Apr12	750	4.6%	6.2%	6.7%
May-12	610	4.4%	5.9%	7.4%
Jun-12	760	3.8%	4.3%	4.7%
Jul-12	620	5.8%	8.7%	9.4%
Aug-12	560	5.7%	7.0%	8.4%
Sep-12	560	4.1%	5.3%	5.9%
Oct-12	580	5.1%	6.8%	8.2%
Nov-12	630	4.0%	5.1%	6.1%
Dec-12	410	4.0%	5.4%	5.7%
Jan-13	490	5.1%	6.6%	8.2%
Feb-13	600	5.9%	7.2%	8.0%
Mar-13	670	5.5%	6.5%	7.6%
Apr-13	680	5.9%	7.1%	9.0%
May-13	750	6.2%	8.3%	8.9%
Jun-13	800	4.9%	7.1%	8.1%
Jul-13	900	6.0%	7.2%	8.0%
Aug-13	700	7.7%	10.5%	11.7%
Sep-13	840	5.7%	8.1%	10.2%
Oct-13	1,000	6.3%	8.9%	10.3%
Nov-13	970	7.0%	9.2%	10.3%
Dec-13	740	5.3%	6.9%	8.4%
Jan-14	1,010	5.0%	6.5%	7.6%
Feb-14	1,190	6.5%	8.6%	9.7%
Mar-14	1,240	6.8%	8.4%	-
Apr-14	1,150	7.3%	8.9%	-
May-14	1,220	8.3%	10.0%	-
Jun-14	1,320	6.8%	-	-
Jul-14	1,410	7.9%	-	-
Aug-14	1,070	7.1%	-	-
All	24,220	6.1%	7.6%	8.4%

Table 7: Non-JSA job outcome rates

*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. Only data for job outcomes for which claims were submitted on or before 24 August 2015 are included in the table. *Source:* DWP management information

Table 8: Tota	l job outco	me rates
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			Job outcomes by	
Date of attachment	Attachments	12 Months	15 Months	18 Months
Dec11 to Apr12	1,170	6.6%	8.6%	10.3%
May-12	950	5.3%	6.8%	8.6%
Jun-12	1,190	4.8%	6.2%	7.6%
Jul-12	990	6.0%	8.8%	10.1%
Aug-12	950	7.3%	9.4%	11.5%
Sep-12	890	5.5%	6.7%	7.7%
Oct-12	1,010	6.0%	8.2%	9.9%
Nov-12	1,200	5.6%	7.6%	9.3%
Dec-12	740	4.7%	7.4%	9.0%
Jan-13	1,000	8.6%	11.3%	12.6%
Feb-13	1,170	8.5%	10.4%	12.0%
Mar-13	1,350	8.4%	10.2%	11.6%
Apr-13	1,360	7.8%	9.8%	12.0%
May-13	1,600	8.9%	11.4%	12.7%
Jun-13	1,690	7.0%	9.9%	11.4%
Jul-13	2,110	8.8%	11.1%	12.4%
Aug-13	2,000	9.2%	11.7%	13.9%
Sep-13	2,350	7.0%	9.7%	12.2%
Oct-13	3,000	7.5%	10.4%	12.7%
Nov-13	2,920	7.1%	10.1%	12.1%
Dec-13	2,250	7.6%	10.1%	12.1%
Jan-14	3,000	7.7%	10.0%	11.8%
Feb-14	3,550	9.5%	12.6%	14.9%
Mar-14	3,860	8.7%	11.3%	-
Apr-14	3,850	8.7%	11.4%	-
May-14	3,910	9.3%	12.0%	-
Jun-14	3,750	8.5%	-	-
Jul-14	4,140	9.0%	-	-
Aug-14	3,270	9.0%	-	-
ALL	61,210	8.0%	10.4%	11.8%

*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. Only data for job outcomes for which claims were submitted on or before 24 August 2015 are included in the table. *Source:* DWP management information

			Highest Progress measure achieved by each individual			Total progress
	Attachments	any	one	two	three	measures
East of England	3,010	1,440	550	490	390	2,710
East Midlands	8,760	5,490	730	1,480	3,280	13,540
East London	4,370	1,840	640	680	520	3,560
West London	4,110	2,290	760	780	750	4,560
North East	4,170	1,960	500	470	990	4,400
Greater Manchester	11,980	6,900	1,920	1,670	3,310	15,190
Cumbria, Merseyside and Lancashire	6 160	2 400	810	700	1 0 9 0	9 120
	6,160	3,490			1,980	8,130
South East	9,850	6,580	1,240	1,430	3,910	15,830
South West	4,690	2,550	860	780	910	5,160
Cornwall	2,920	1,940	230	320	1,390	5,050
West Midlands	9,000	5,700	800	1,110	3,790	14,390
Yorkshire & Humber	10,120	6,430	1,240	1,230	3,970	15,590
Total	79,130	46,600	10,280	11,140	25,180	108,110

Table 9: Attachments and progress measures by Contract Package Area

*Note:* Numbers are rounded to the nearest ten; totals may not sum due to rounding. Only progress measures for which claims were submitted on or before 24 August 2015 are included in the table. All but the final column contain information on an individual bases. *Source:* DWP management information

	Total	JSA	Non-JSA
East of England	430	340	90
East Midlands	640	420	210
East London	810	510	290
West London	780	410	370
North East	380	240	140
Greater Manchester	1,350	950	380
Cumbria, Merseyside and Lancashire	860	610	240
South East	1,070	860	210
South West	540	360	170
Cornwall	430	260	180
West Midlands	850	620	220
Yorkshire & Humber	1,000	740	250
Total	9,130	6,330	2,760

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

*Note:* Includes JSA ex-IB participants not shown separately; numbers are rounded to the nearest ten; totals may not sum due to rounding. Only data for job outcomes for which claims were submitted on or before 24 August 2015 are included in the table. *Source:* DWP management information

# Contacts

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National Statistics publications, and general information about the official statistics system of the UK, are available from <u>www.statistics.gov.uk</u>