



Department  
for Work &  
Pensions

# Job starts for individuals on the Troubled Families programme

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## Background

1. 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.
2. 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. This can be found here:

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/136344/DWP\\_CLG\\_Troubled\\_Families.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/136344/DWP_CLG_Troubled_Families.pdf)

3. 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:
  - a. Crime and anti-social behaviour;
  - b. Education and truancy;
  - c. Worklessness;
  - d. A fourth criterion at the discretion of the relevant Local Authority.
4. 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:
  - a. Reduced school exclusions and truancy *and* reduced anti-social behaviour *and* reduced offending *or* progress towards employment; OR
  - b. At least one adult in the family moves off out-of-work benefits into continuous employment.

5. 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](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/11469/2117840.pdf)

6. Individuals on the Troubled Families programme may receive employment support through several different routes. DCLG have published data on the support offered through Local Authorities, showing the number of families identified and worked with up to September 2013, and ‘turned around’ up

to October 2013. This data shows Local Authorities have claimed outcomes for 1,430 families moving into continuous employment:

<https://www.gov.uk/government/publications/troubled-families-progress-information-at-september-2013-and-families-turned-around-at-october-2013>

7. 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.
8. DWP published statistics today (28<sup>th</sup> January 2014) relating to ESF Support for Families with Multiple Problems.
9. This release presents emerging analysis of the benefit and employment status of individuals on the Troubled Families programme and identified as receiving any form of DWP support – including Jobcentre Plus services and contracted employment provision.
10. In order to identify individuals on the Troubled Families programme DWP introduced a marker onto its Labour Market System in summer 2013. Markers are set through two routes: either by centrally matching data from Local Authorities to DWP data; or by Jobcentre Plus staff setting markers locally to identify the individuals they are working with. This allows DWP to observe the employment and benefit status of individuals through its administrative data.

## Data analysis

11. The data is taken from DWP administrative systems<sup>1</sup>. Figures are rounded to the nearest 100.
12. At the end of November 2013 51,300 individuals had a Troubled Families marker set on DWP's Labour Market System.
13. Of these 45,100 had claimed a benefit<sup>2</sup> since April 1<sup>st</sup> 2012.
14. Of these 7,500 individuals had started a period of P45 employment having previously claimed benefits since April 1<sup>st</sup> 2012<sup>3</sup>.

## Issues and Caveats

15. **Marker Coverage:** Current coverage of the programme provided by the DWP marker is partial. This analysis is based on the 51,300 *individuals* with markers set on DWP systems at the end of November. This compares

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<sup>1</sup> This includes HMRC data on P45 employment which is matched into DWP systems.

<sup>2</sup> Benefits are defined as: Jobseeker's Allowance, Employment and Support Allowance, Incapacity Benefit, Income Support, Carer's Allowance, Severe Disablement Allowance. This is consistent with the Troubled Families eligibility criteria set out in the Financial Framework.

<sup>3</sup> April 1st 2012 used as it is the start date for the Troubled Families programme. DWP does not have data on the date individuals joined the Troubled Families programme.

to 62,527 *families* identified by DCLG as being worked with at the end of September 2013. It is unlikely that the marker will ever cover all individuals on the programme, as an active record on DWP systems is needed to set the marker, and not all adults within a troubled family will necessarily be on benefits.

16. **P45 employment:** Job starts are sourced from HMRC P45 data. This underreports lower-paid employment (where an individual's salary is below the minimum tax threshold) and self-employment. A P45 job start does not necessarily mean an individual has stopped claiming benefits – for example, individuals working fewer than 16 hours per week on average may still claim Jobseeker's Allowance. Figures are also subject to revision as updated P45 data becomes available.
17. **Families versus individuals:** This data relates to individuals. Some of the individuals who have started employment may be from the same family.
18. **Sustainment:** This release reports on job *starts* only. To claim an employment outcome from DCLG under the Troubled Families Programme, Local Authorities have to prove continuous employment (26 out of 30 weeks for Jobseeker's Allowance, 13 consecutive weeks for other benefits). As such job starts observed by DWP should not be directly compared to job outcomes reported by DCLG.
19. **Overlaps with employment programmes:** Individuals with a marker set who have achieved a job start may also have been on contracted employment provision (for example, the Work Programme or ESF Support for Families with Multiple Problems).
20. **Overlap with DCLG employment outcomes:** Some of these job starts may overlap with the 1,430 job outcomes reported by DCLG up to October 2013. However, job starts observed by DWP do not align directly with job outcomes claimed by Local Authorities from DCLG. DWP may observe job starts where no claim was made by a Local Authority because:
  - a. they had already claimed the other Troubled Families outcome payment (on school attendance, anti-social behaviour and offending);
  - b. a job outcome had already been claimed for another individual in the same household;
  - c. The job start was not sustained.
21. **Impact** This analysis observes employment starts amongst individuals who currently 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. As such employment starts observed cannot be directly attributed to interventions received through the Troubled Families programme.

## **Future Publication**

22. These are experimental statistics, and further analysis is required to address some of the caveats detailed above. Future release plans will be determined once this analysis has been completed.

## Contacts

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National Statistics publications, and general information about the official statistics system of the UK, are available from [www.statistics.gov.uk](http://www.statistics.gov.uk)