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Social Research Institute

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Troubled Families Programme National Evaluation

Staff survey among Troubled Families Employment
Advisers

Conducted by Ipsos MORI on behalf of MHCLG

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1. Introduction

Background

Methodology

1 Introduction

Background

This report presents findings from the fifth and final research study among Troubled Families Employment Advisers (TFEAs), conducted on behalf of the Ministry for Housing, Communities and Local Government (MHCLG) and the Department for Work and Pensions (DWP). TFEAs provide advice to help families to move towards employment.

The Troubled Families Programme (2015-2021) aims to support up to 400,000 complex families with multiple high-cost problems by 2020. It is designed to help families with severe and persistent problems make significant and sustained progress towards their goals. Key features include promoting a whole family, early help approach across partner agencies including the police, Jobcentre Plus, housing, schools, the voluntary sector and health.

This research is one element of the national evaluation, alongside a longitudinal quantitative family survey, qualitative case studies and monitoring via analysis of national and local datasets.

The evaluation aims to explore the level of service transformation driven by the programme as well as the impact of a whole family working approach on outcomes for families themselves, and the cost benefits that this has for the taxpayer.

Methodology

Data was gathered from TFEAs through an online survey. DWP provided valid email addresses for 336 TFEAs, who were sent an email with a direct link to the survey. In total, responses were received from 205 TFEAs and the overall response rate to the survey was 61%. TFEAs from 125 of the 150 local authorities (83%) took part and the majority of these local authorities (91%) also took part in 2018. Fieldwork was conducted between 16 October and 8 December 2019.

Separate reports present findings for similar surveys of Troubled Families Co-ordinators (TFCs) and Troubled Families keyworkers or front-line practitioners. These staff surveys are designed to run annually over the course of the evaluation; this is the fifth in the series.

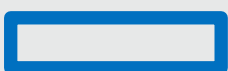
The questionnaire was updated between waves to reflect changes in the delivery of the programme. However, many questions are consistent, which allows for comparison over time. The majority of questions are asked of all TFEAs with the exception of two questions: those who reported they offered more than two types of help and support to Troubled Families claimants were then asked to confirm which were most effective in terms of offering positive outcomes for these claimants, and those who said that employment advice is not provided to claimants at the right time were asked why.

In 2018 and 2019 new questions were asked to further explore TFEA's views on the single most important barrier facing Troubled Families claimants and the time spent upskilling colleagues.

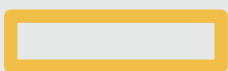
The following table outlines the fieldwork dates and sample sizes for each wave of research. As a guide, when looking at how a result varies, differences should be between ± 3 to 6 percentage points to be sure they represent statistically significant (or 'real') differences and are not due to chance (based on 95% confidence intervals).

	Fieldwork dates	Sample size	Response rate
Wave 1	26 October - 30 November 2015	194 TFEAs	60%
Wave 2	31 October - 9 December 2016	202 TFEAs	62%
Wave 3	23 October - 13 December 2017	216 TFEAs	71%
Wave 4	17 October – 16 December 2018	212 TFEAs	63%
Wave 5	16 October – 8 December 2019	205 TFEAs	61%

Where the 2019 result is significantly greater than in previous years this is highlighted by the use of a blue box, where it is lower it is highlighted by the use of a yellow box.



Result has significantly increased since the previous wave.



Result has significantly decreased since the previous wave.

Notes for the reader

'N/A' is used to signify that a year-on-year comparison is unavailable due to the survey question not being asked in a comparable format, or at all.

Percentages are rounded to the nearest whole number. Where percentages do not add up to 100, this may be due to computer rounding or multiple responses. To ensure the bar charts are easy to read, where an answer is three per cent or lower the figure is not shown.

Where data is available for more than two waves of the survey, this is shown in a line chart or included in tables in the report appendices.

2. Troubled Families Employment Advisers' role

Who are TFEAs?

TFEA role

Working with families on the programme

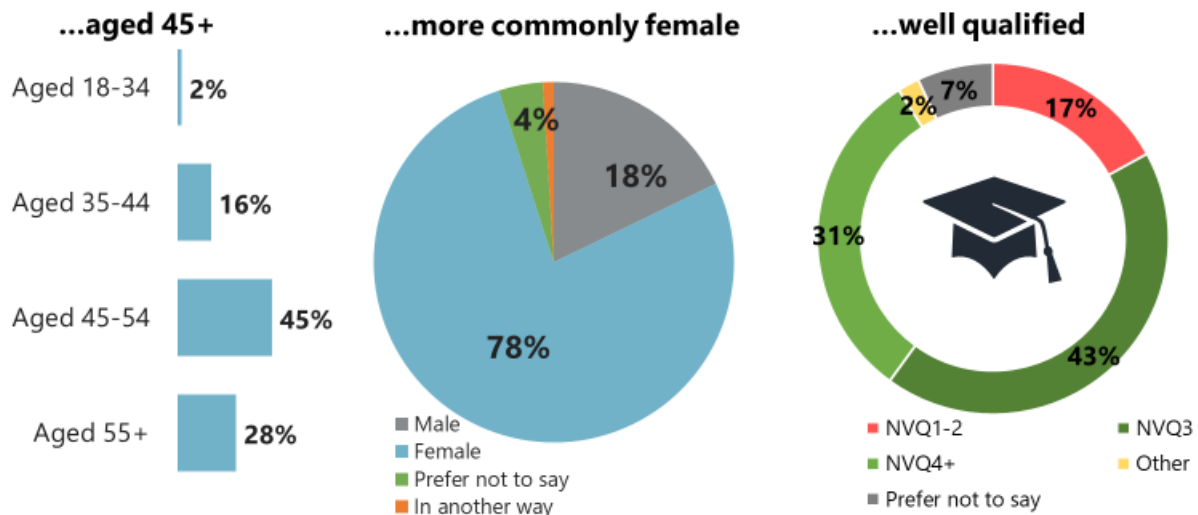
2 Troubled Families Employment Advisers' role

The majority of TFEAs are female, aged 45 or over, and well qualified.

Who are TFEAs?

The majority of TFEAs who took part in the survey in 2018 are female (78%) and aged over 45 (73%). Almost three in ten (31%) say their highest qualification is at least a bachelor's degree or equivalent (NVQ4+), and just over four in ten (43%) say they have an A level or equivalent (NVQ3). The profile of respondents in 2019 is similar to previous waves of the survey.

Troubled Families Employment Advisors tend to be...



Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (QD2, QD1, QD3)

The majority of TFEAs represent DWP / Jobcentre Plus and are experienced.

Almost all (98%) of TFEAs are employed by DWP / Jobcentre Plus. When specifically asked what type of organisation they represent, seven in ten (72%) describe themselves as representing DWP / Jobcentre Plus. Smaller proportions say they work within a specific Troubled Families team or a children, young people and families team (20% and seven per cent respectively).

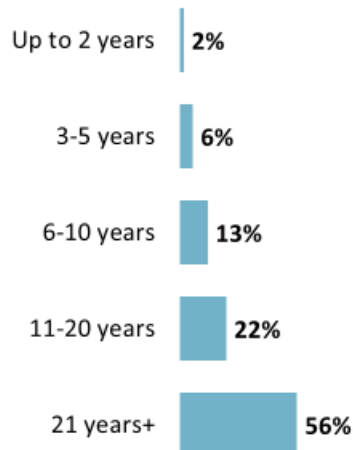
Most TFEAs responding to the survey are very experienced employees within DWP / Jobcentre Plus. Over half (56%) have at least 21 years' experience, and one in five (22%) have been working within DWP / Jobcentre Plus for between 11 and 20 years. Thirteen per cent have six to ten years' experience, and eight per cent are relatively new employees with up to five years' experience.

Troubled Families Employment Advisers tend to be...

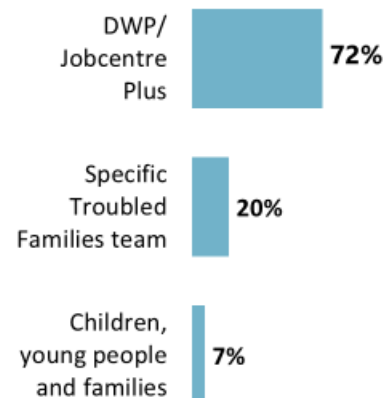
...employed by DWP / Jobcentre Plus

98% are employed by DWP / Jobcentre Plus.

...experienced employees within DWP / Jobcentre Plus



...representing DWP / Jobcentre Plus



Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (QA4, W2QA7, QA5)

Most TFEAs have relevant experience, having worked as a Work Coach or employment adviser before their current role.

Most TFEAs have been employed in a range of roles, prior to their current job. Three quarters (75%) say they were previously employed as a Work Coach / employment adviser. Two in five (41%) have been employed as a lone parent adviser and 28% have worked as an 18-24 year old Work Coach. A quarter (26%) have worked in other specialist positions.

Prior to your current role in DWP/JCP, did you hold any of the following positions?



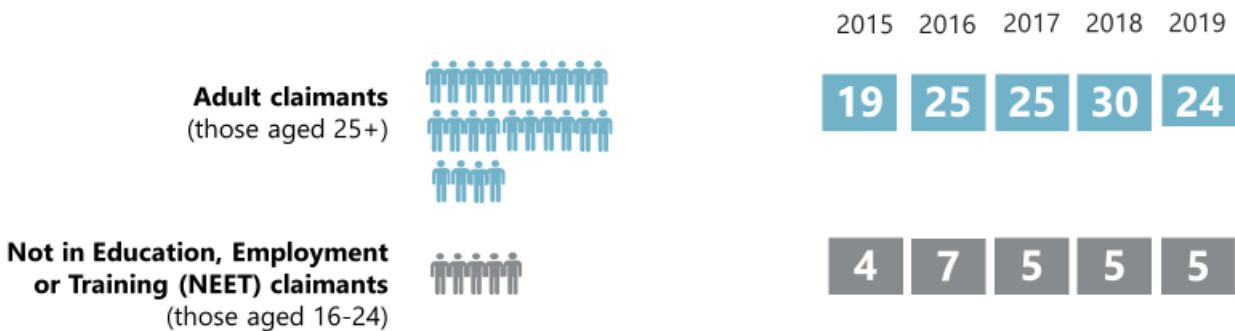
Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (QA10)

On average, TFEAs continue to work with 5 NEET claimants at a time, but are working with fewer adult claimants than in previous years.

TFEA role

The average number of adult claimants (those aged 25+) that TFEAs are actively working with has decreased over the last year, from 30 claimants in 2018 to 24 in 2019, falling back to 2017 levels. The caseload of NEET claimants (those aged 16-24) has remained consistent, at five on average.

How many claimants are you currently working with?



Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (QTFEA1, QTFEA2)

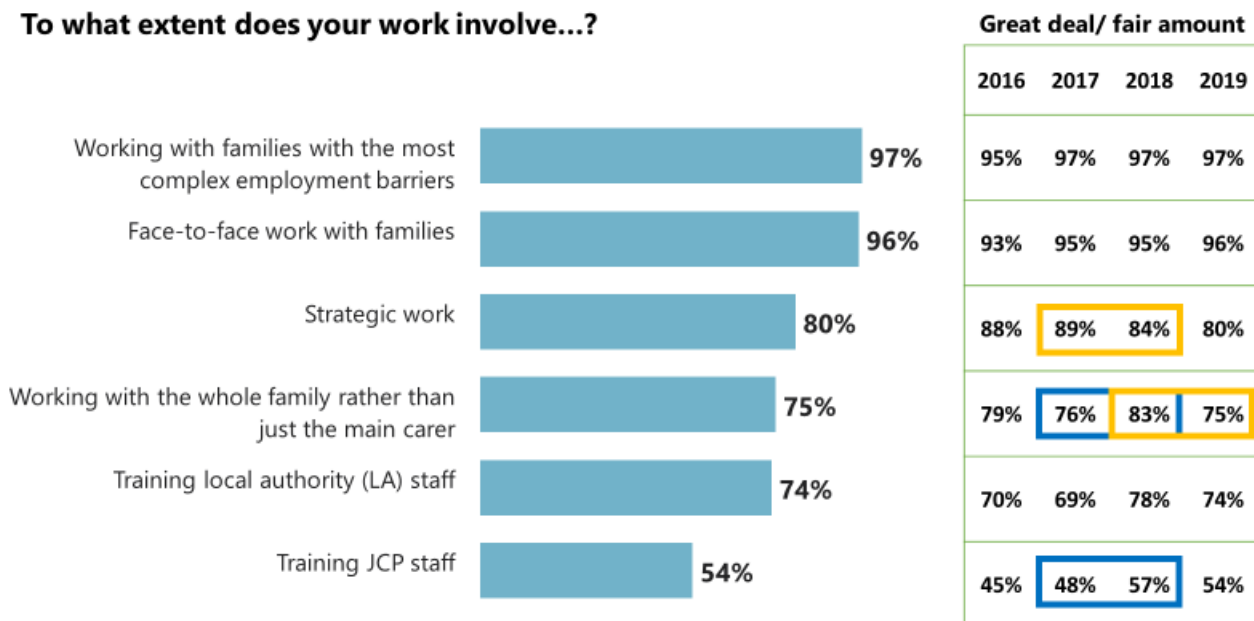
Over the last year, TFEAs have continued to work mostly with families with the most complex employment barriers and well as working with families face-to-face.

When asked what their role involves, almost all TFEAs consistently report working with families with the most complex employment barriers and working face-to-face with families (mentioned by 97% and 96% of TFEAs respectively).

Most TFEAs (80%) also say that their work involves at least a fair amount of strategic work. Three quarters (75%) report working with whole families rather than just main carers, which represents a decrease from 2018 (83%) but is in line with the proportion recorded in 2017 (76%).

Training is also a significant part of most TFEAs' roles. Three quarters (74%) are involved in training local authority staff. Fewer (54%) train Jobcentre Plus staff. Findings for both are in line with 2018.

To what extent does your work involve...?



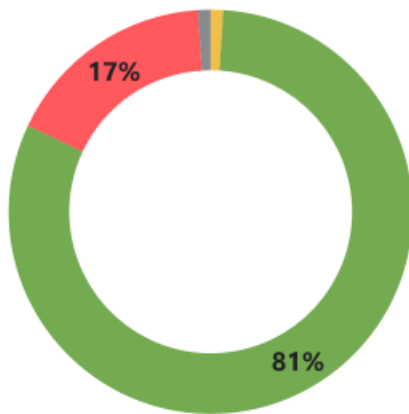
Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (QTFEA3)

Most TFEAs feel that they spend the right amount of time working face-to-face with families.

Working with families on the programme

The majority of TFEAs (81%) feel that the proportion of time they spend working face-to-face with families among the other tasks involved in their role is about right. There has been no significant change in this view since 2018.

How do you feel about the proportion of time you spend working face-to-face with families compared with other tasks?



	2016	2017	2018	2019
Too much time	2%	1%	0%	1%
The right amount of time	76%	76%	85%	81%
Not enough time	21%	20%	14%	17%

■ Too much time ■ The right amount of time ■ Not enough time ■ Don't know

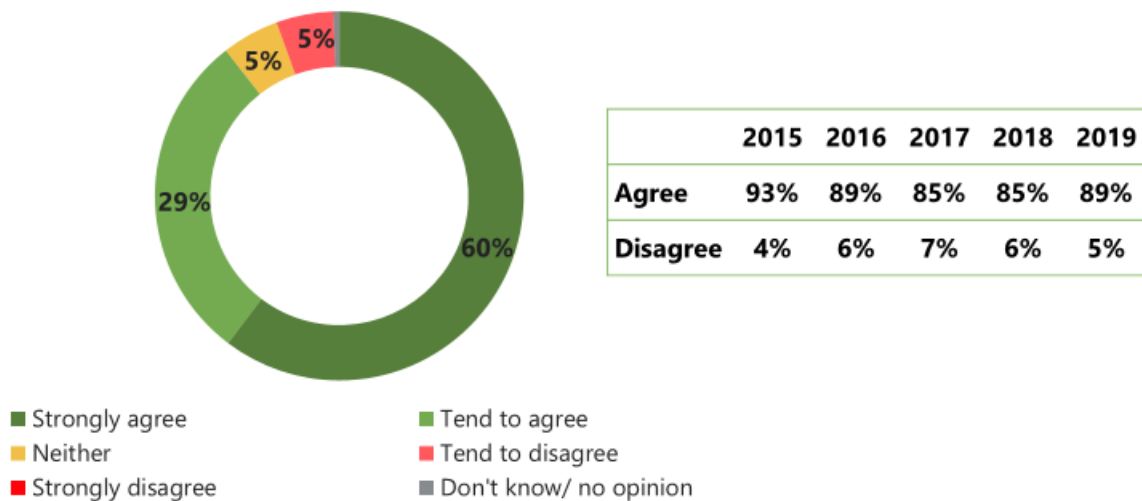
Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (W2Q1TFEA)

Most TFEAs feel the amount of time they have to spend working with claimants allows them to make progress towards sustained employment outcomes.

The majority of TFEAs (89%) agree that the amount of time they have to work with Troubled Families claimants generally allows them to make progress towards sustained employment outcomes.

This finding is in line with 2018 (85%). However, the proportion who *strongly* agree (60%) has risen substantially (from 44% in 2018), with a concurrent fall in those who *tend to* agree (down to 29% from 41% in 2018).

To what extent do you agree or disagree that generally the amount of time you have to work with Troubled Families claimants allows them to make progress towards sustained employment outcomes?



Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (QTFEA4)

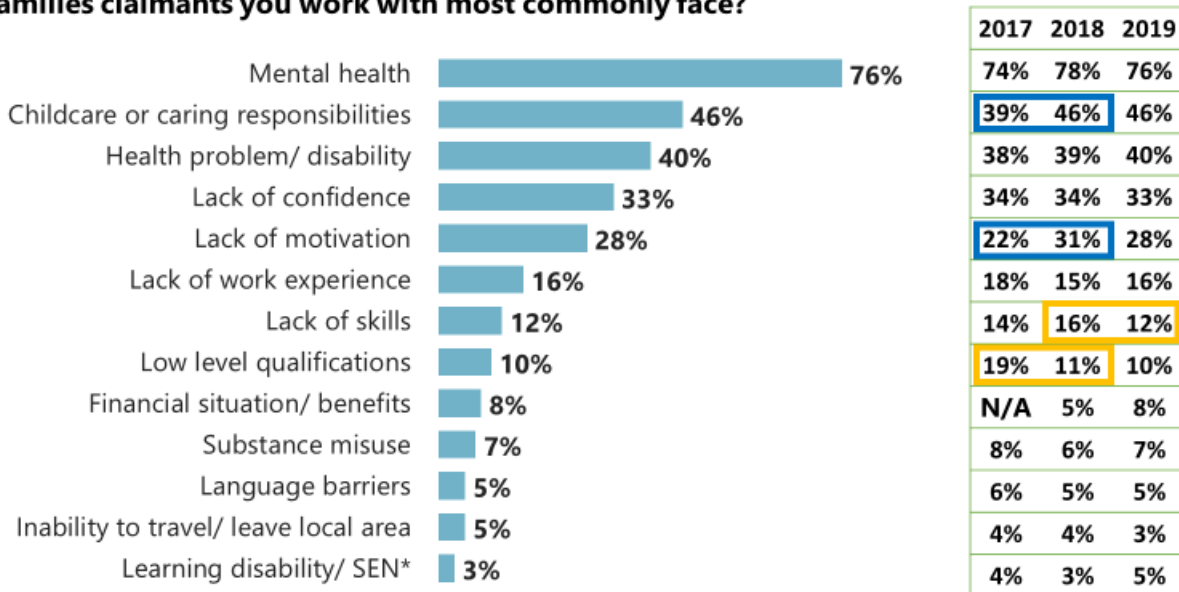
Mental health continues to be the most commonly faced main barrier to work or training for claimants.

TFEAs consider mental health to be by far the most common barrier to work or training for Troubled Families claimants, mentioned by three quarters (76%) of TFEAs. Mental health has been continually identified as a key barrier since the research started in 2015.

The overall pattern of key barriers has remained mostly unchanged, with mental health followed by childcare or caring responsibilities (46%), and health problems or disabilities, then lack of confidence and motivation (33% and 28% respectively).

A full table of results for all previous waves is included in the appendix.

Which two or three, if any, of the following barriers to work or training do the Troubled Families claimants you work with most commonly face?



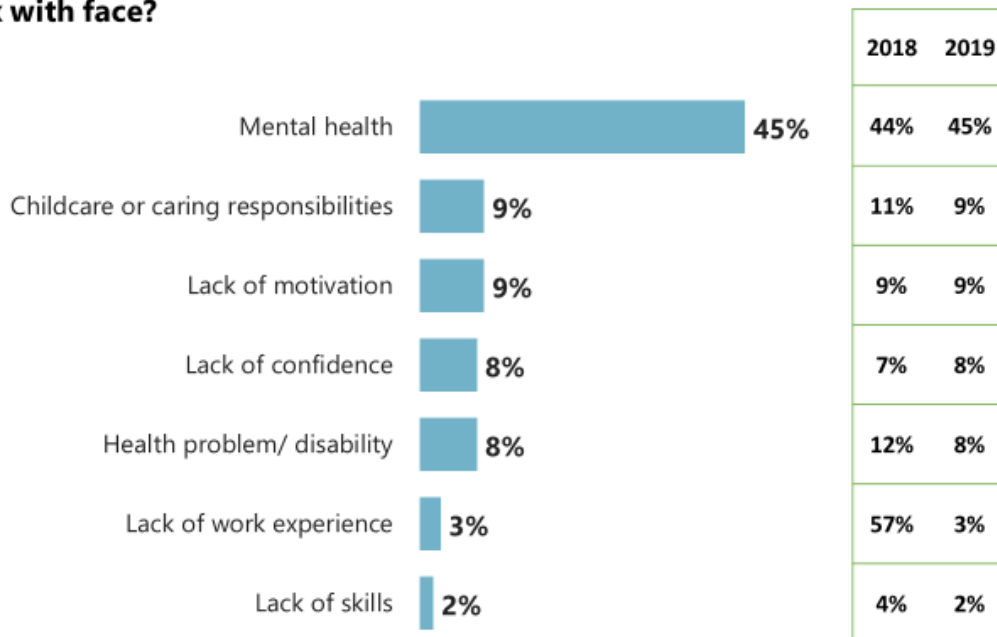
Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (QTFEA5)

*SEN stands for Special Educational Needs. Percentages only shown if 3% or more

Mental health is considered the single most important barrier facing Troubled Families claimants.

When asked to identify which of the barriers facing Troubled Families claimants is the single most important, almost half (45%) of TFEAs select mental health as the single most important barrier. All other noted barriers are cited by fewer than ten percent.

And which of these is the single most important barrier that Troubled Families claimants you work with face?



Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (W4QTFEA5)
Percentages only shown if 3% or more

The TFEA role - Summary

The profile of TFEAs is consistent with previous years; the majority are female, aged 45 or over and educated to A level standard or above. Almost all are employed by DWP/ Jobcentre Plus and more than half have been working within the same organisation for more than 20 years.

On average, TFEAs are currently working with five NEET claimants, which is in line with previous years. However, the average number of adult claimants that TFEAs are working with has decreased from 30 to 24 in 2019, falling back to the numbers reported in 2017 and 2016.

Almost all TFEAs say their role continues to involve working with families **experiencing the most complex employment barriers** alongside **face-to-face work**. However, there has been a decrease in the proportion of TFEAs who say they **work with the whole family**, rather than just the main carer. There has been no significant change in the proportion of TFEAs who say they do **strategic work, training of local authority staff, or training of JCP staff**.

A majority of TFEAs continue to feel that they spend **the right amount of time working with Troubled Families claimants**. Most TFEAs also continue to agree that the amount of time they have to work with Troubled Families claimants allows them to make progress towards sustained employment outcomes.

Mental health problems are consistently identified by TFEAs as the most common barrier to work or training faced by Troubled Families claimants.

3. Overall views of the Troubled Families Programmes

Effectiveness of the Troubled Families Programme

Impact of support

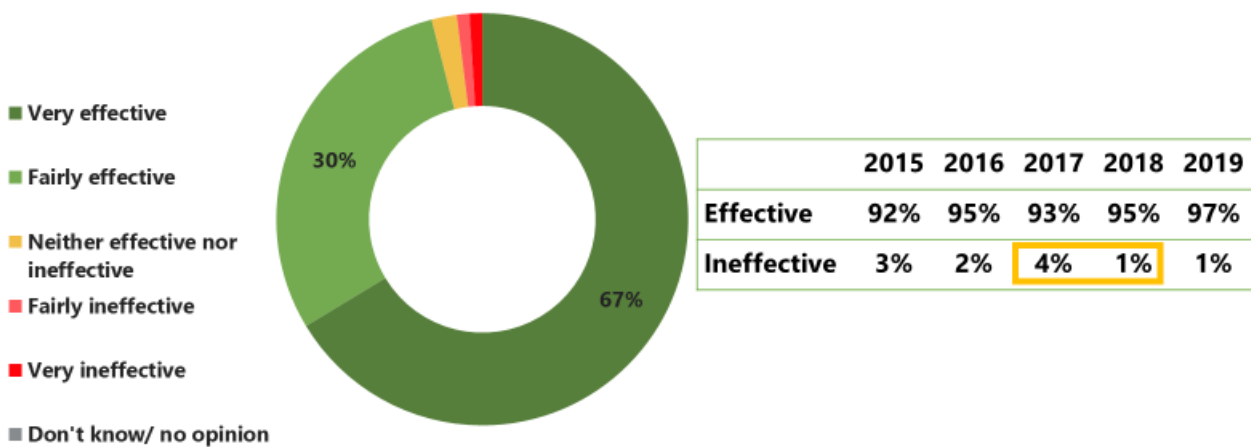
3 Overall views of the Troubled Families Programme

Almost all TFEAs feel that the Troubled programme is effective at achieving long term positive change in families' circumstances.

Effectiveness of the Troubled Families Programme

Consistent since 2015, almost all (97%) of TFEAs feel that the Troubled Families programme is effective at achieving long term positive change in families' circumstances. In fact, two thirds (67%) say the programme is very effective in this regard, rising from half (51%) in 2018.

How effective or ineffective would you say the delivery of the Troubled Families Programme is at achieving... Long term positive change in families' circumstances?

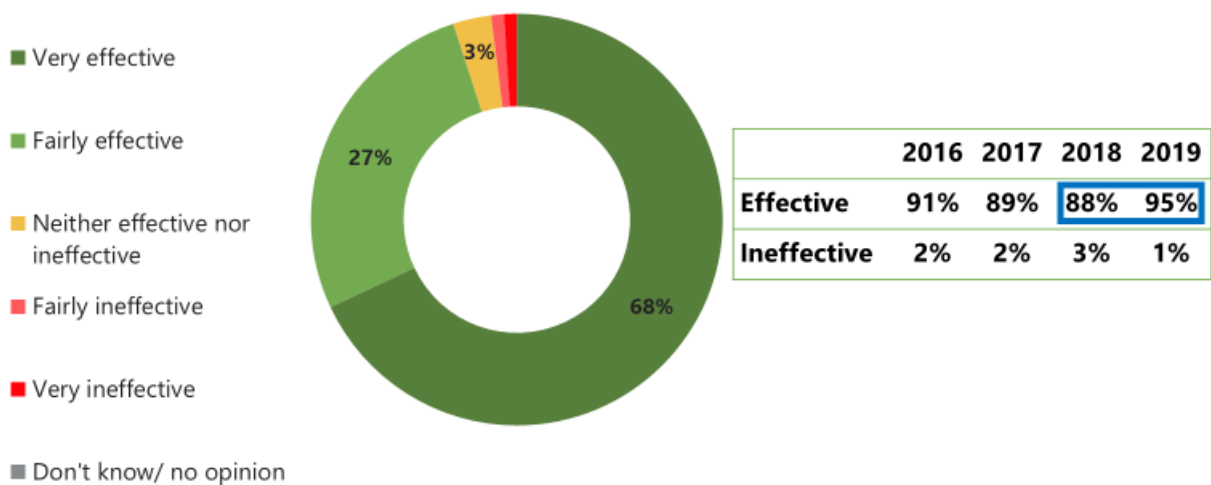


Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (QTFEA24)

TFEAs increasingly feel that the Troubled Families Programme is effective at achieving whole family working.

Almost all (95%) TFEAs say that the Troubled Families Programme is effective at achieving whole family working, an increase since 2018. This view is also more strongly held, with over two thirds (68%) now reporting that the programme is *very* effective, having risen from 57% in 2018.

How effective or ineffective would you say the delivery of the Troubled Families Programme is at achieving... Whole family working?



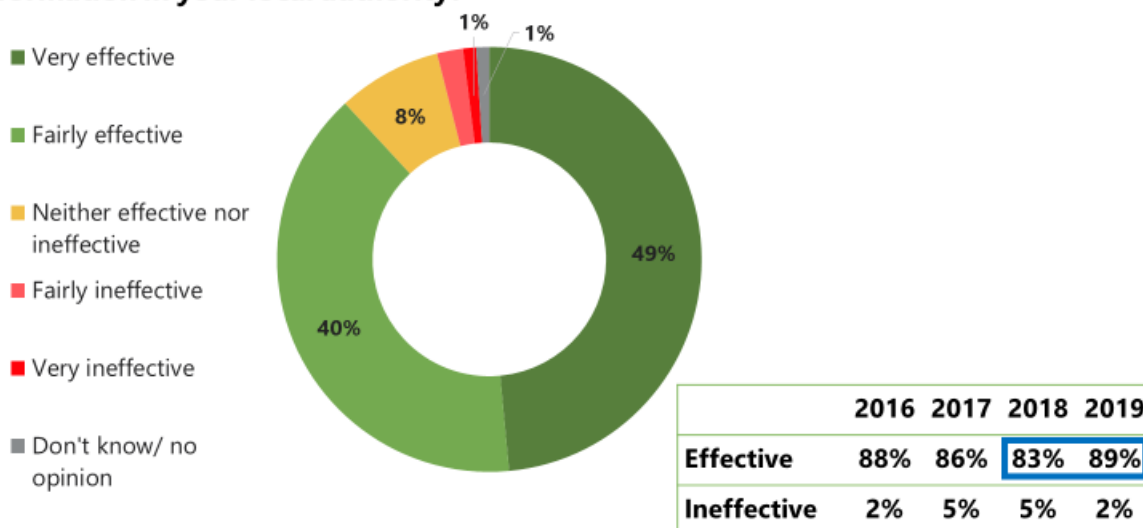
Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (QTFEA24)

TFEAs also feel that the Troubled Families Programme has been effective at achieving long term positive change in wider system reform.

Nine in ten (89%) TFEAs say that the programme is effective at achieving long term positive change in wider system reform or service transformation in their local authority. Half (49%) feel that the programme is *very* effective in this regard.

This represents a significant increase over the last year (previously 83% said the programme was effective).

How effective or ineffective would you say the delivery of the Troubled Families Programme is at achieving... Long term positive change in wider system reform/ service transformation in your local authority?

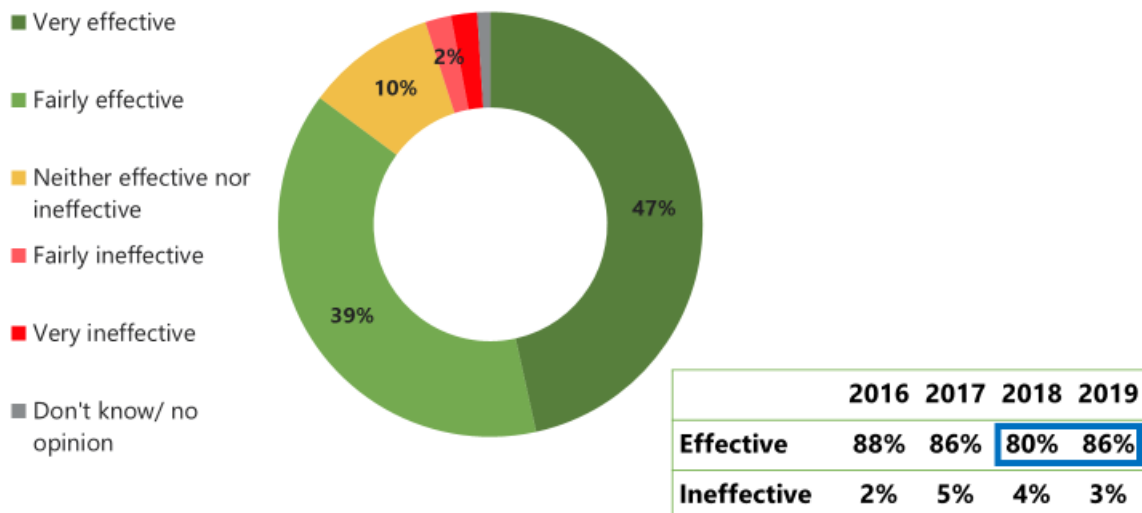


Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (QTFEA24)

TFEAs are positive about how effective the Troubled Families Programme has been at achieving long term positive change and service transformation in their Jobcentre Plus area.

TFEAs were also asked how effective the delivery of the Troubled Families Programme is at achieving long term positive change or service transformation in their Jobcentre Plus area. The majority of TFEAs (86%) are positive, and this has increased since 2018 (previously 80%).

How effective or ineffective would you say the delivery of the Troubled Families Programme is at achieving... Long term positive change/service transformation in your Jobcentre Plus area?

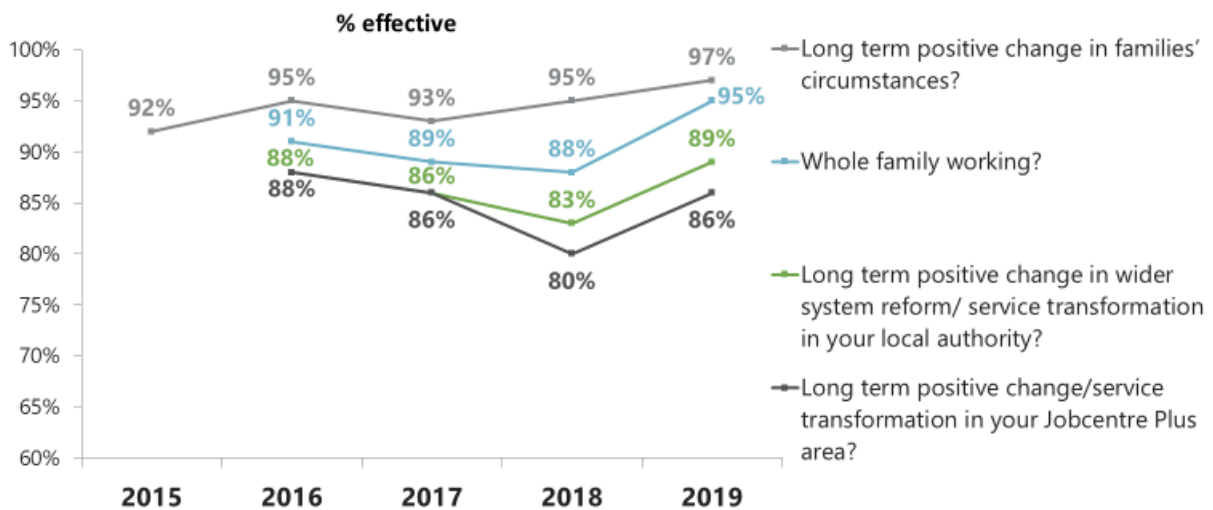


Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (QTFEA24)

Effectiveness of delivery of the Troubled Families Programme: Trend data (2015-2019)

There had been a dip in TFEAs views on the effectiveness of the Troubled Families Programme in 2018, which has been largely reversed in the latest wave of research, with significant increases in the proportion viewing whole family working and long term positive change in wider system reform in the local authority and Jobcentre Plus area as effective.

How effective or ineffective would you say the delivery of the Troubled Families Programme is at achieving...



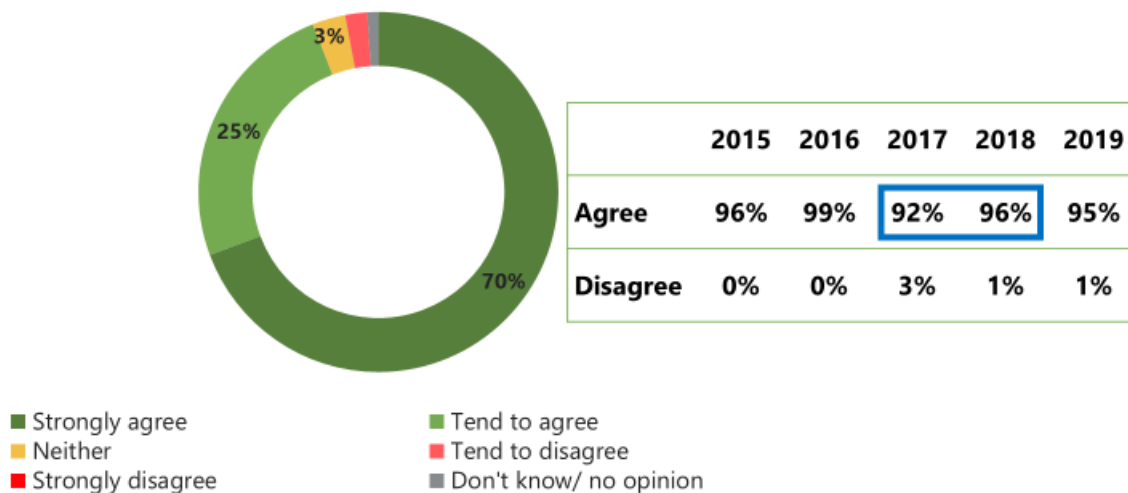
Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (QTFEA24)

TFEAs feel that their work with claimants significantly improves whole family outcomes.

Impact of support

Almost all (95%) TFEAs agree that, among the Troubled Families claimants they work with, employment advice significantly improves outcomes for the family as a whole. Seven in ten (70%) strongly agree with this statement. As shown in the chart below, the proportion who agree in 2019 is consistent with 2018.

To what extent do you agree or disagree that among the Troubled Families claimants that you work with, employment advice significantly improves outcomes for the family as a whole?



Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (QTFEA13)

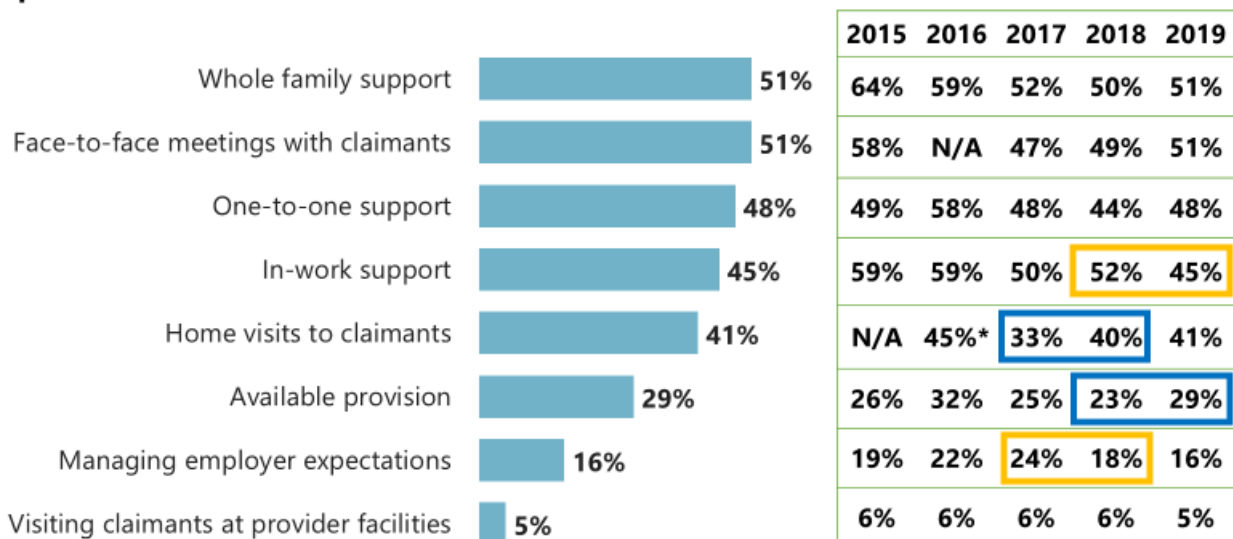
TFEAs consider whole family support, face-to-face meetings with claimants and one-to-one support to be most important for ensuring sustainable positive outcomes for claimants.

TFEAs feel that a range of types of support are important for ensuring that positive outcomes for Troubled Families claimants are sustainable. Half consider whole family support and face-to-face meetings with claimants (both 51%) and one-to-one support (48%) as important. Just under half (45%) also consider in-work support to be important.

The types of support that TFEAs consider important for sustainable outcomes has generally remained consistent since 2015. However, there has been a decrease in those identifying in-work support as an important area (down to 45% from 52% in 2018), and an increase in available provision (from 23% to 29%).

When examining these apparent changes, it should be noted that the question is not directly comparable as the list for TFEAs to choose from has changed slightly across surveys. A full table of results for all previous waves is included in the appendix.

What are the two or three types of support, if any, are most important to ensure that positive outcomes for Troubled Families claimants are sustainable?



Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019.

*New code added. (QTFEA14)

Overall views of the Troubled Families Programme – Summary

TFEAs' views towards the programme overall are highly positive and have become more so over the last year.

TFEAs continue to regard the Troubled Families Programme as **effective at achieving long-term positive change in families' circumstances, whole family working** and in terms of **wider system reform and service transformation** within their local authority. In fact, they are more positive about the effectiveness of whole family working, wider system reform and service transformation, compared with 2018.

Almost all TFEAs continue to agree that **employment advice significantly improves outcomes for the family as a whole** among Troubled Families Programme claimants. In order to ensure the sustainability of positive outcomes for claimants, **whole family support, face-to-face meetings with claimants and one-to-one support** are most commonly identified as important. However, fewer mentioned **in-work support** as important this year.

4. Provision for Troubled Families Programme claimants

Support for claimants

Training opportunities

Additional resources required

4 Provision for Troubled Families Programme claimants

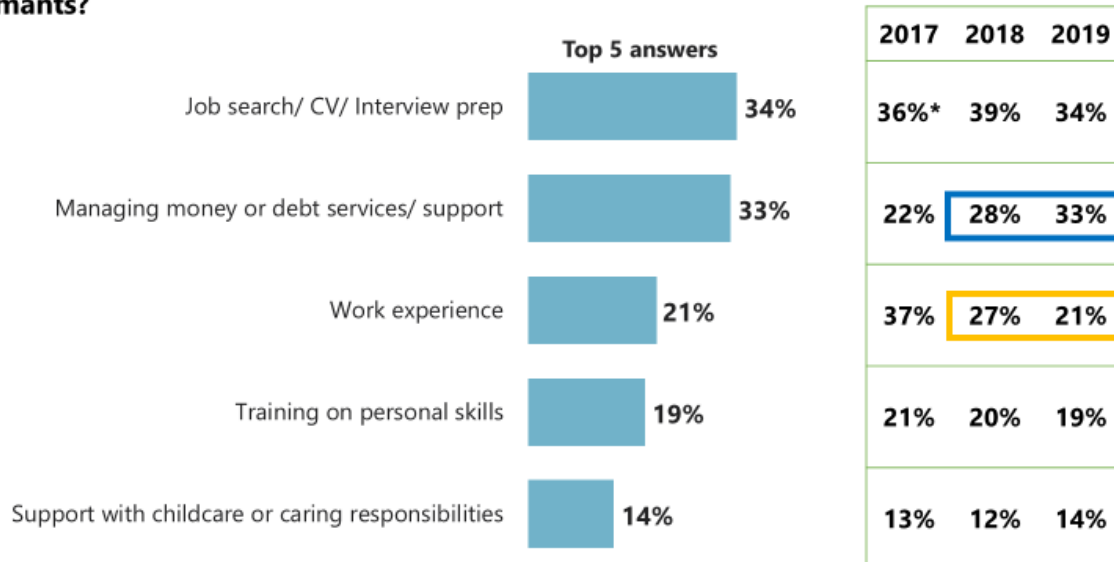
Job search, CV or interview preparation are considered most effective in terms of positive outcomes for claimants.

Support for claimants

TFEAs consider the following support effective in terms of achieving positive outcomes: job search, CV, or interview preparation and money management or debt services (34% and 33% respectively).

The overall pattern of types of support that TFEAs consider effective has changed since last year, with managing money or debt services seen as more important and work experience seen as less important.

And which two of these are most effective in terms of positive outcomes for these claimants?



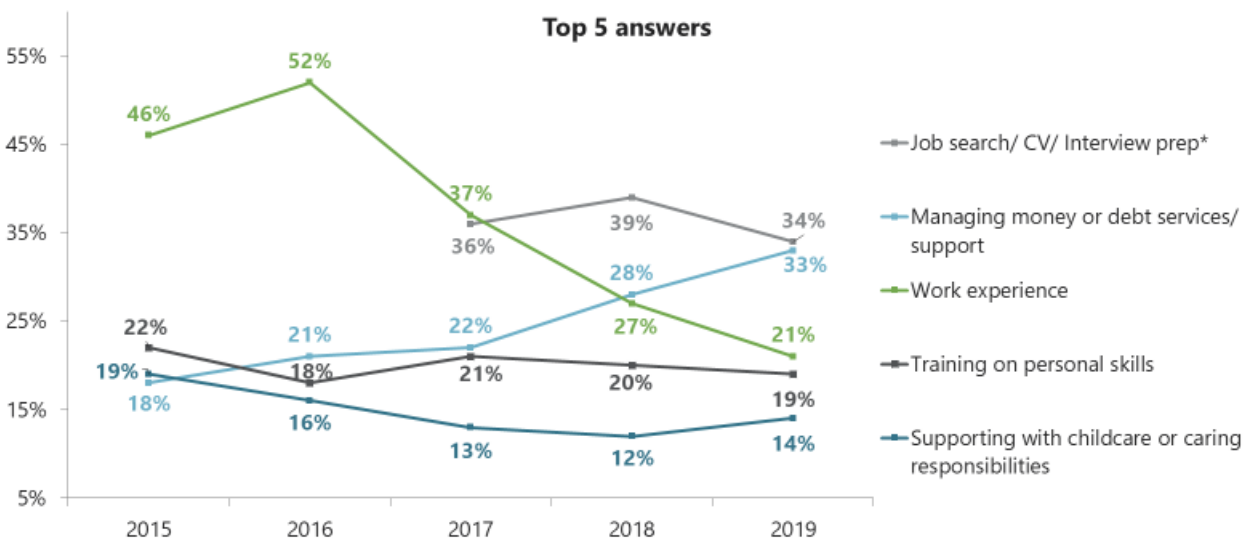
Base: TFEAs who offer more than two types of help or support to Troubled Families claimants (204); Fieldwork dates 16 October to 8 December 2019.

*New code added in 2017. (QTFEA7)

Types of support considered most effective: Trend data (2015-2019)

The relative importance of each of the five types of support noted in the table below has remained consistent with 2018. However, there has been a sustained fall in the proportion of TFEAs selecting work experience as effective since 2016. This may in part be explained by the introduction of job search/interview preparation as a separate category in 2017. Money management has become more important.

And which two of these are most effective in terms of positive outcomes for these claimants?



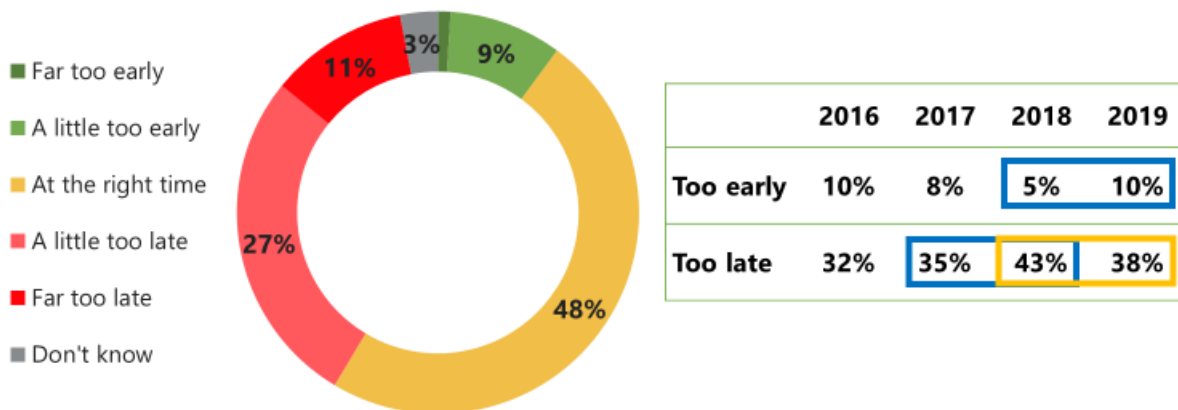
Base: TFEAs who offer more than two types of help or support to Troubled Families claimants (204); Fieldwork dates 16 October to 8 December 2019.

*New code added in 2017. (QTFEA7)

Almost two in five TFEAs think employment support is being offered to families too late.

In line with 2018, half of TFEAs (48%) think that employment support is being offered at the right time. However, there has been some movement in the proportions saying it is being offered either too early or too late. While fewer say it is offered too late (38% compared with 43% in 2018), more feel it is offered too early (10% compared with five per cent).

In general, would you say that employment support is being offered by TFEAs, to families too early, too late or at about the right time during their time on the programme?



Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (W2Q2TFEA)

TFEAs who feel that employment advice is not offered to families at the right time say this is because employment support is not prioritised or because keyworkers do not recognise the benefits of employment in tackling other problems.

Since 2017, TFEAs who think employment support is not being offered to families at the right time have been asked why. TFEAs most commonly feel that employment support is not being prioritised in the sequencing of support, or that keyworkers do not recognise the benefits of employment in tackling other problems or barriers (reported by 70% and 60% respectively). Half (49%) also feel that factors outside of their control affect the timing of employment support.

There has been some change compared with findings in 2018, as shown in the chart below. Fewer say that keyworkers do not recognise the benefits of employment in tackling other problems and that employment for the family is not prioritised. However, more point to joined up working.

Why would you say employment advice is being offered by TFEAs to families too early/too late during their time on the programme?

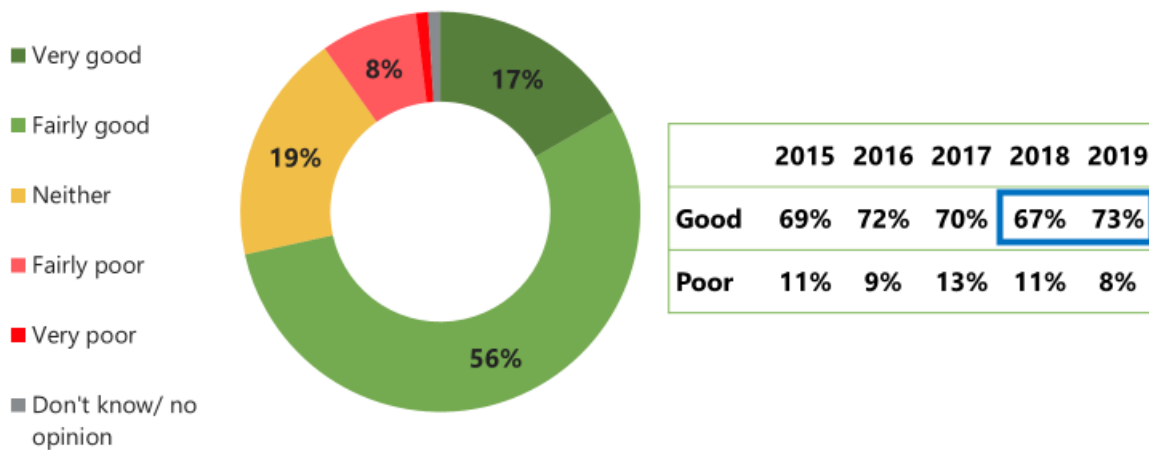


Base: TFEAs who think employment support is not offered at the right time (99); Fieldwork dates 16 October to 8 December 2019. (W3QTFEA2)

TFEAs continue to be positive about the education and training opportunities available for Troubled Families claimants.

In line with previous years, TFEAs are positive about the education and training opportunities available for Troubled Families claimants in their Jobcentre Plus area: three quarters (73%) consider the opportunities to be good, an increase since 2018 (previously 67%). Just eight per cent say they are poor, a figure in line with 2018.

How good or poor would you say that the education and training opportunities available for Troubled Families claimants are in your Jobcentre Plus area?



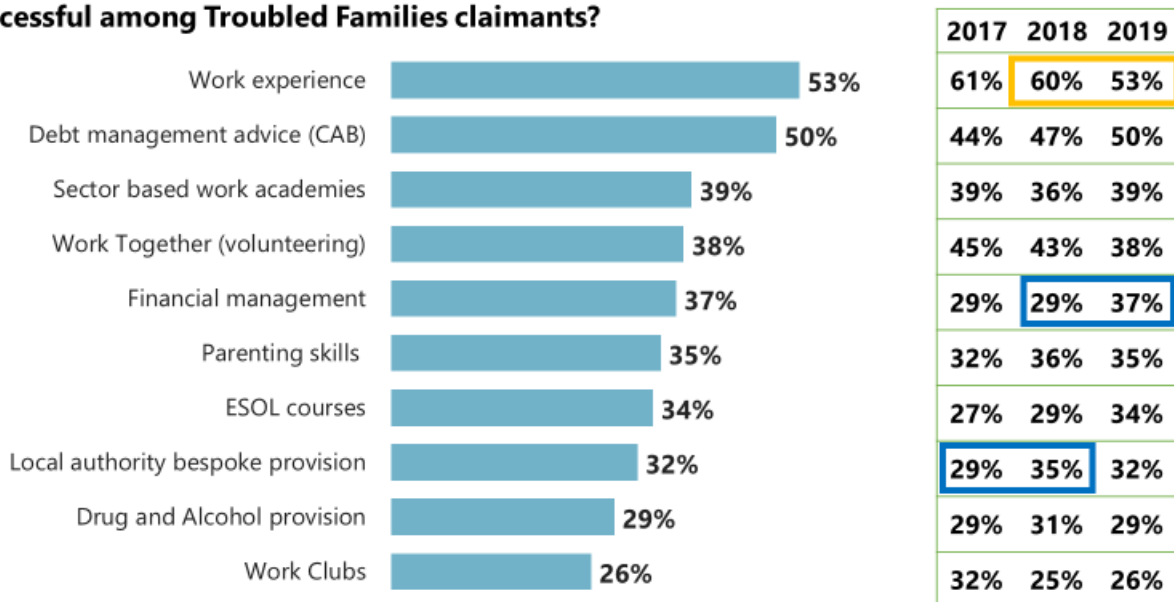
Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (QTFEA10)

TFEAs consider work experience to be most successful among Troubled Families claimants.

TFEAs were asked to identify which types of education and training opportunities are most successful for Troubled Families claimants. Half report that work experience is one of the most successful types of opportunity along with debt management advice (from the Citizen's Advice Bureau) (mentioned by 53% and 50% of TFEAs respectively).

The types of education and training opportunities seen as most successful are mostly consistent over time. While still at the top of the list, fewer mention work experience (53% compared with 60% in 2018). More suggest that financial management is important (reported by 37% compared with 29% previously).

Which of the following types of education and training opportunities, if any, are most successful among Troubled Families claimants?



Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019.
Top ten responses in 2019 shown. (QTFEA11)

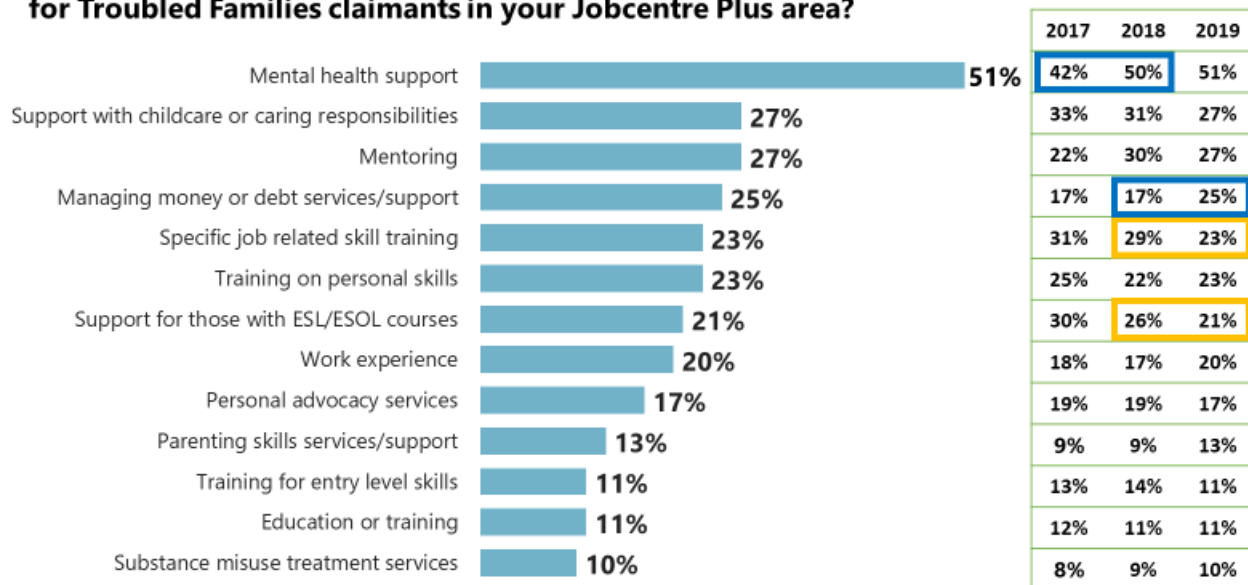
Gaps in provision continue to be identified most frequently in mental health support.

Training opportunities

When asked about gaps in provision of help and support for Troubled Families claimants, mental health support is most commonly mentioned by TFEAs (51%), consistent with 2018. A quarter of TFEAs feel that support is missing for claimants with childcare or caring responsibilities, and in terms of mentoring (both 27%). More point to gaps in debt support services this year (25% compared with 17% previously).

In contrast, fewer TFEAs identify gaps in specific job-related skill training and support for those with ESL/ESOL courses – as shown in the chart below.

In which, if any, of the following types of help and support are there gaps in provision for Troubled Families claimants in your Jobcentre Plus area?



Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019.
Responses mentioned by 10% or more of TFEAs shown. (QTFEA8)

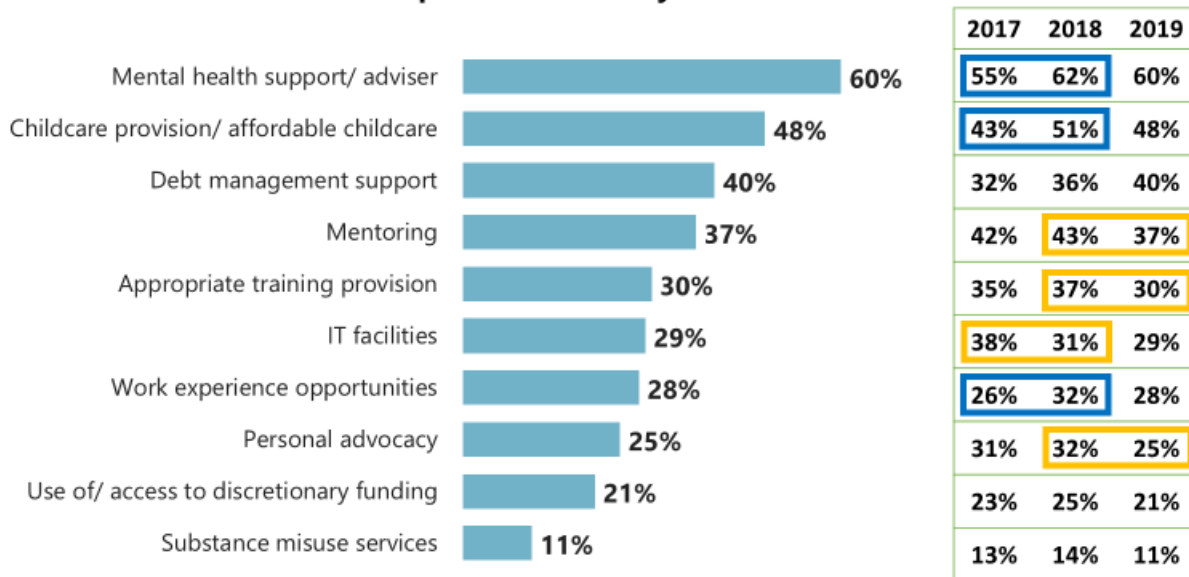
TFEAs need more mental health support and advisers to address the most common problems faced by claimants.

Additional resources required

Reflecting the perception of a gap in mental health support, three in five (60%) TFEAs feel they need additional mental health support or advisers in their Jobcentre Plus area. Half (48%) say they need additional childcare provision or more affordable childcare. Two in five (40%) say they need more resources for debt management support. These findings are consistent with 2018.

In 2019, fewer TFEAs say they need additional resources for mentoring, appropriate training provision and personal advocacy than in 2018. The level of need for other types of additional resources or provision identified by TFEAs has remained consistent with 2018, as shown in the chart below. A full table of results for all previous waves is included in the appendix.

What additional resources or provision, if any, do you need in your Jobcentre Plus area to address the most common problems faced by Troubled families claimants?



Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019.
Top ten responses in 2019 shown. (QTFEA12)

Provision for Troubled Families Programme claimants - Summary

Half of TFEAs continue to say that employment support is being **offered at the right time**. Of those who state otherwise, more say that support is being **offered too late**, though this has fallen since 2018. When asked to explain why this support is not being offered at the right time, TFEAs continue to highlight **employment support not being prioritised in the sequencing of support** and **keyworkers not recognising the benefits of employment in tackling other problems or barriers** as the two primary issues.

Three quarters of TFEAs say that **the education and training opportunities available for Troubled Families claimants in their Jobcentre Plus area** are good. They continue to see **work experience** and **debt management advice** as the most successful elements, though work experience is not regarded quite as highly as it was in 2018. In addition, there was more mention of financial management this year than previously.

TFEAs are most likely to highlight **mental health support** as the key **gap in provision** for Troubled Families claimants in their local area. Reflecting this, TFEAs are also most likely to identify a need for **additional mental health support/advisers** to address the most common problems faced by Troubled Families claimants in their Jobcentre Plus area. TFEAs also cite **childcare provision/affordable childcare** as a key area where additional resources are required. These findings are consistent with 2018.

5. Workforce development

Training

Support and supervision

Developing TFEA skills

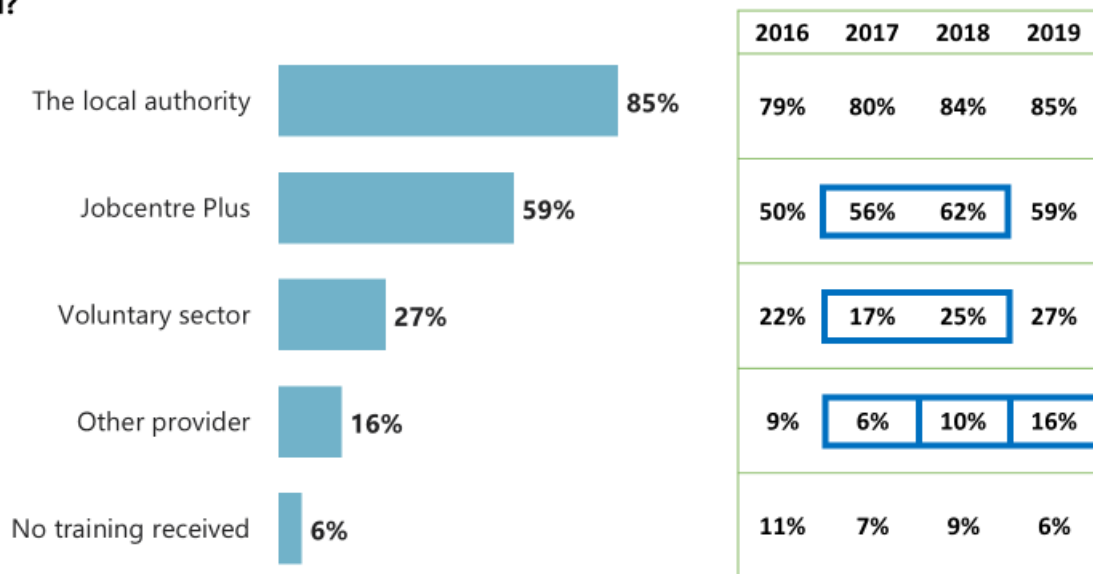
5 Workforce development

Local Authorities are the main training provider for TFEAs, followed by Jobcentre Plus.

Training

The majority of TFEAs (85%) have attended training provided by their local authority. Three in five (59%) have attended training provided by Jobcentre Plus, and a quarter (27%) have received training from the voluntary sector. Just six per cent have not received any training. These figures are consistent with 2018, with a small increase in training from other providers over the last two years.

If you attended any training, who was responsible for providing the training you have received?



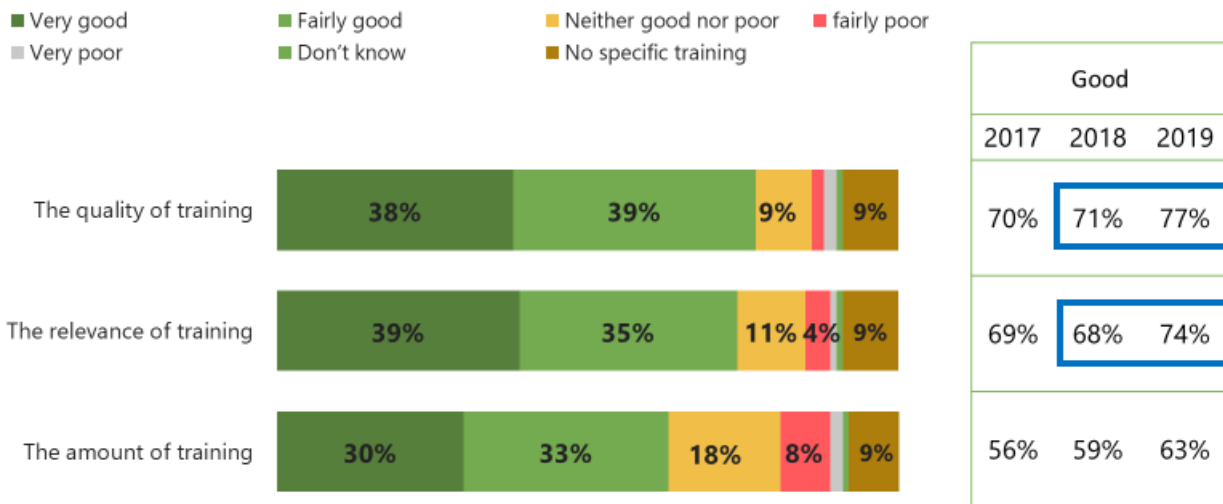
Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (W2Q4TFEA)

The majority of TFEAs are positive about their training, in terms of quality, relevance and amount.

TFEAs are positive about the training they have received in relation to delivering their role. Three quarters (77%) feel that the **quality of training** is good, and a similar proportion (74%) say the **relevance of training** is also good. These figures have both increased since 2018 (from 71% and 68% respectively).

However, as in previous years, slightly fewer (63%) TFEAs are positive about the **amount of training**.

How would you rate the quality of the following aspects of the training you have received in relation to delivering your role with Troubled Families?

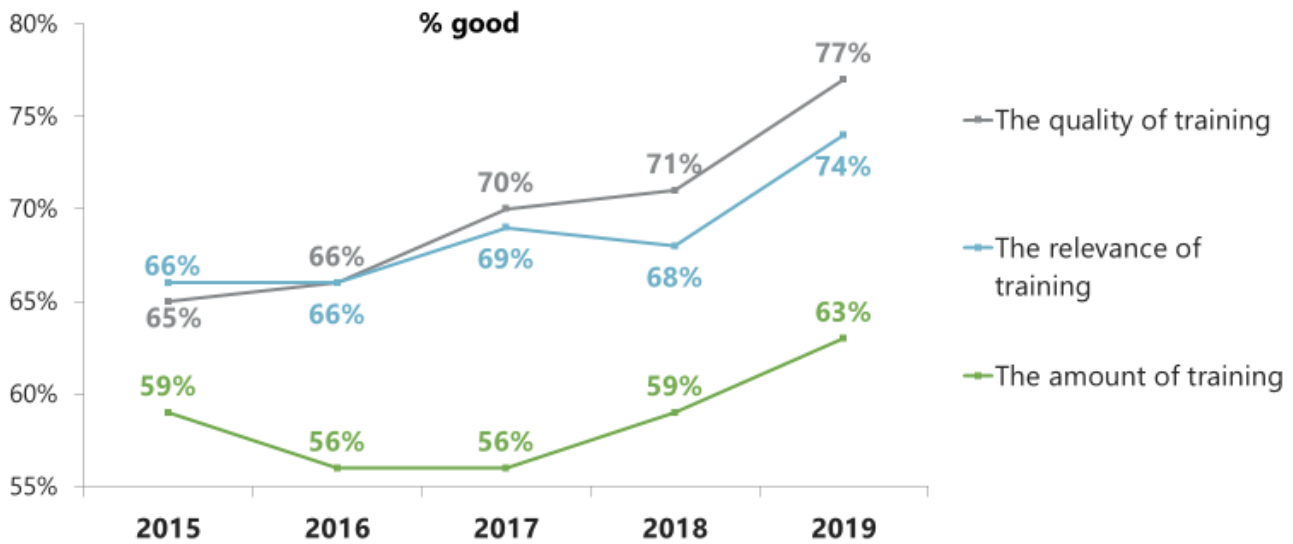


Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019.

Percentages only shown if 3% or more (QTFEA16)

Ratings of training: Trend data (2015-2019)

How would you rate the quality of the following aspects of the training you have received in relation to delivering your role with Troubled Families?



Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (QTFEA16)

TFEAs are generally positive about the support and supervision available in their role.

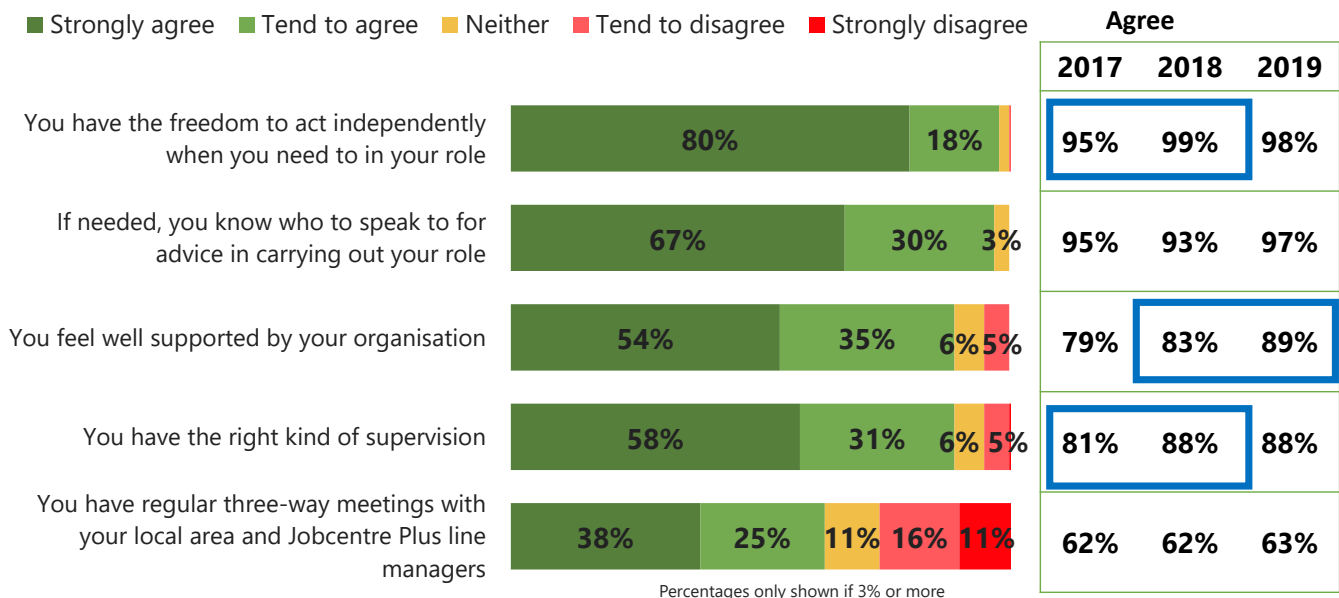
Support and supervision

As in previous years, TFEAs are generally very positive about the support and supervision available in their role. Almost all TFEAs (98%) agree that they have the **freedom to act independently** when they need to, with four fifths (80%) who *strongly* agree.

The majority of TFEAs (97%) also agree that they **know who to speak to for advice** in carrying out their role if they need to and 89% **feel well supported** by their organisation – the latter has increased significantly since 2017.

Nine in ten TFEAs (88%) feel they have the **right kind of supervision**, consistent with 2018. Fewer TFEAs (63%) agree that they have **regular three-way meetings** with their local area and Jobcentre Plus line managers, also consistent with last year.

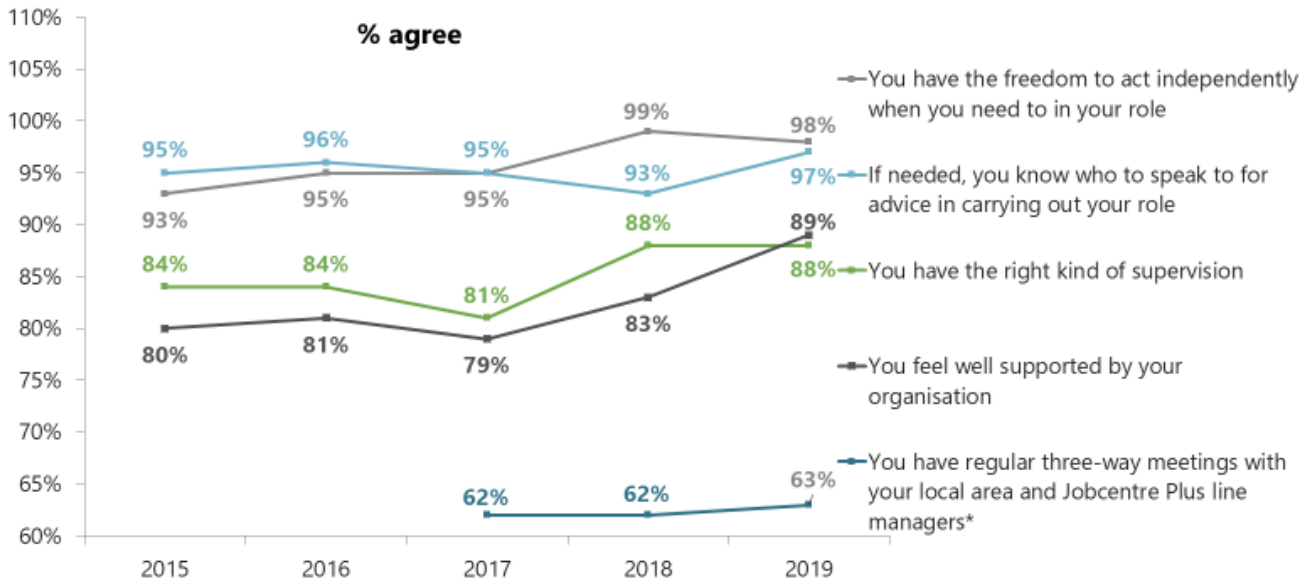
To what extent would you agree or disagree that...



Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (QTFEA17)
Percentages only shown if 3% or more.

Support and supervision: Trend data (2015-2019)

To what extent would you agree or disagree that...



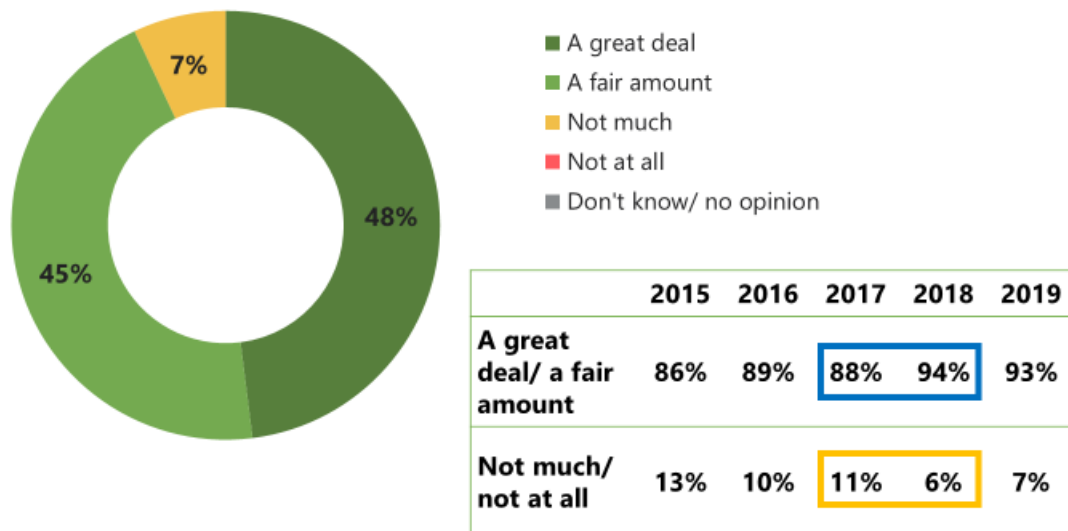
Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019.

*New statement added in 2017. (QTFEA17)

TFEAs feel they have a good level of opportunity to share and learn from good practice locally.

Almost all TFEAs (93%) report that they have at least a fair amount of opportunity to share and learn from good practice locally in their Jobcentre Plus or local authority area. Half (48%) say they have a great deal of opportunity to do this. Just seven per cent of TFEAs feel they do not have much or any opportunity at all to share and learn. These findings are in line with 2018.

To what extent would you say that you have the opportunity to share and learn from good practice locally within your Jobcentre Plus/ local authority area?

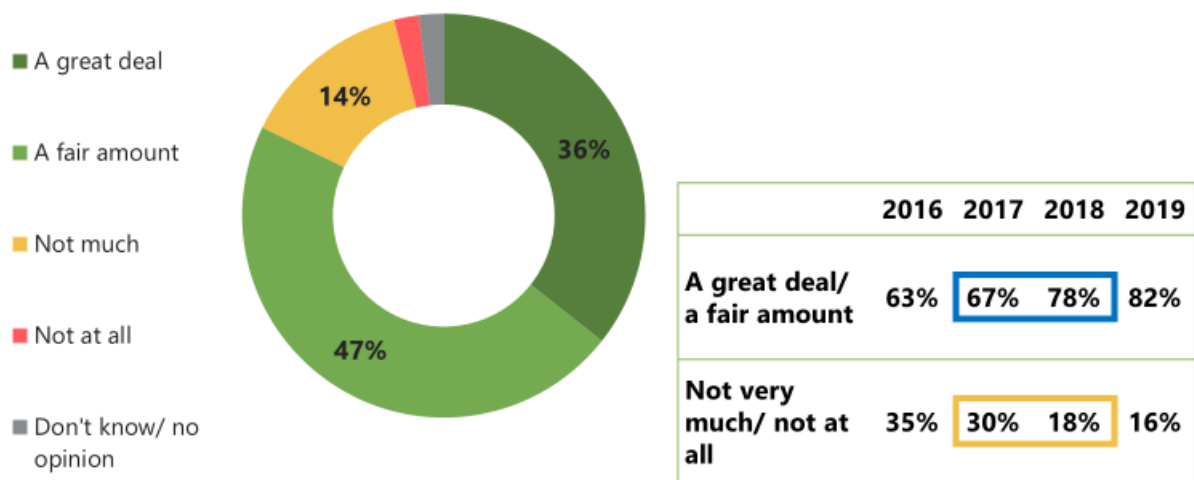


Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (QTFEA19)

Most TFEAs think that working with Troubled Families claimants has changed the way Work Coaches work more generally.

Four in five TFEAs say that working with families on the Troubled Families Programme has prompted changes, at least a fair amount, in the way Work Coaches work with claimants more generally. This proportion is consistent with 2018. However, significantly more say that the programme has prompted changes *a great deal* (increasing from 24% in 2018 to 36% in 2019).

To what extent would you say that working with families on the Troubled Families Programme has prompted changes in the way Work Coaches work with claimants more generally?



Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (W2Q5TFEA)

A c

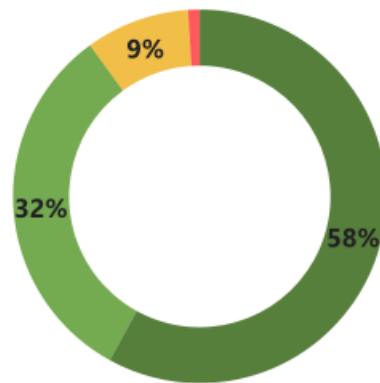
TFEAs continue to be interested in developing their skills further to help deliver effective services for families.

Developing TFEA skills

Most TFEAs (90%) agree that they would like to develop their skills further to help deliver effective services for families, with three in five (58%) who *strongly* agree. This appetite for developing skills has been consistent since 2016.

Troubled Families involves different ways of working for staff across public services. To what extent would you agree that you would like to develop your skills further to help you deliver effective services for families?

- Strongly agree
- Tend to agree
- Neither
- Tend to disagree
- Strongly disagree
- Don't know/ no opinion



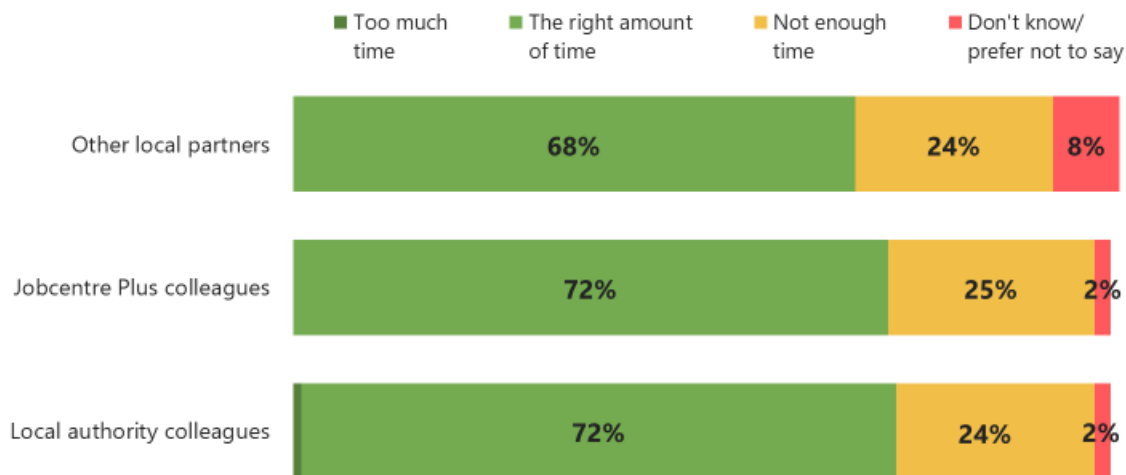
	2016	2017	2018	2019
Agree	91%	88%	87%	90%
Disagree	1%	1%	1%	1%

Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (W2Q3TFEA)

Most TFEAs feel they spend the right amount of time upskilling colleagues, but some feel they need more time to upskill Jobcentre Plus colleagues.

TFEAs generally feel they spend the right amount of time upskilling colleagues from a range of different organisations. Seven in ten say they spend the right amount of time upskilling **local authority** and **Jobcentre Plus** colleagues (both 72%) and **other local partners** (68%). These figures are consistent with those from 2018.

How do you feel about the proportion of time you spend upskilling colleagues compared with other tasks?



Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (W4Q5TFEA)

Workforce development – Summary

As in previous years, most TFEAs have received training, and **the local authority** is still the most likely source of training (85%) followed by Jobcentre Plus (59%). They are positive about the **quality** and **relevance** of the training, and are now more positive than 2018. Mirroring previous years' results, relatively fewer say the **amount of training** is good.

As in 2018, TFEAs are positive about the support and supervision they have in their role. Almost all say they have the **freedom to act independently** when required and **know who to speak to for advice** in carrying out their role. Most also continue to feel that they **have the right kind of supervision**, and an increasing proportion also report **feeling well supported by their organisation**.

TFEAs are very positive about the **opportunities to share and learn from good practice locally**, and almost all **would like to develop their skills further** to help deliver effective services for families.

Consistent with previous years, most TFEAs say that working with families on the Troubled Families Programme has prompted **changes in the way Work Coaches work with claimants** generally.

6. Multi-agency working

Working with partner services

Support from partners

Barriers to effective partnership working

6 Multi-agency working

TFEAs would like more input from mental health services, housing services and schools.

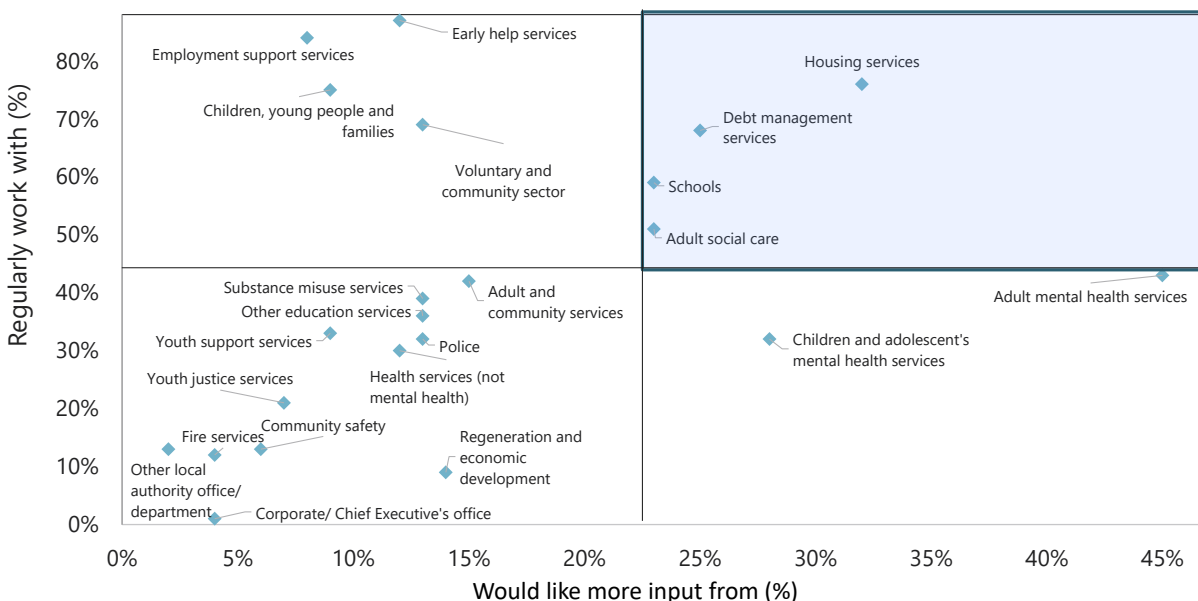
Working with partner services

TFEAs work with a range of services to deliver solutions for families. TFEAs regularly work with **early help** (87%), **employment** (84%), **housing services** (76%), **children, young people and families' services** (75%), and the **voluntary and community sector** (69%).

The chart below shows the services that TFEAs work most regularly with against those they would like more input from. In relative terms, the bottom left hand quadrant includes the services they work with less frequently but feel they have sufficient input from; the top left includes those worked with more frequently but again, most feel that the level of input is good; and the top right indicates those services that TFEAs would like more input from even though they are among those they already work with most regularly.

This analysis identifies housing, debt management, schools and adult social care, along with adult mental health services, as those that TFEAs would like more input from. The findings are generally consistent with last year.

Services TFEAs regularly work with compared with those they would like more input from



Base: All TFEAs (205): Fieldwork dates 16 October to 8 December 2019. (QTFEA20, QTFEA21)

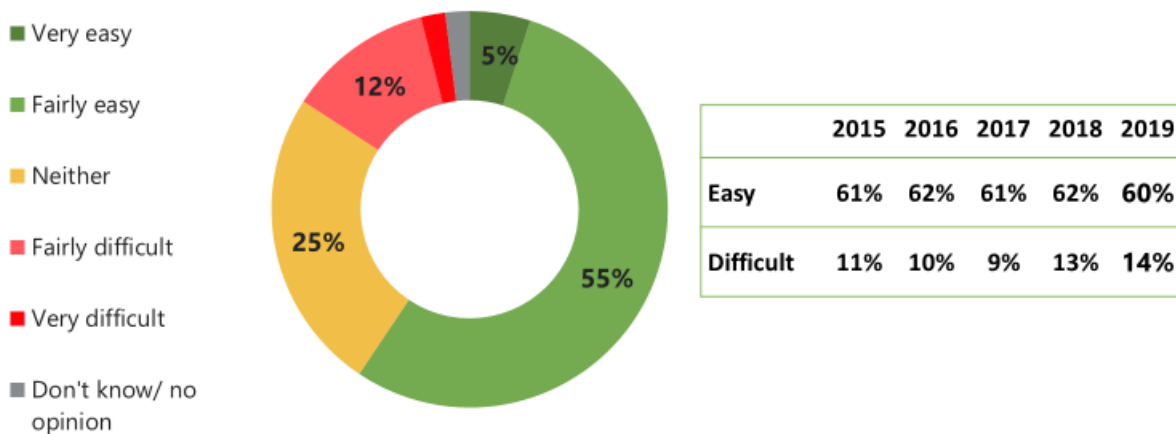
TFEAs identify room for improvement in access to support they need from partner organisations.

Support from partners

Three in five TFEAs (60%) report that it is easy to get the support they need from partner organisations to deliver solutions for families. However, more than half (55%) say it is *fairly* easy rather than *very* easy, and a quarter (25%) say it is neither easy nor difficult.

The overall proportion who say that getting support from partners is easy has remained consistent since 2015.

In general, how easy or difficult would you say it is to get the support you need from partner organisations to deliver solutions for families?



Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (QTFEA22)

Data sharing protocols are still seen as the main barrier to effective partnership working.

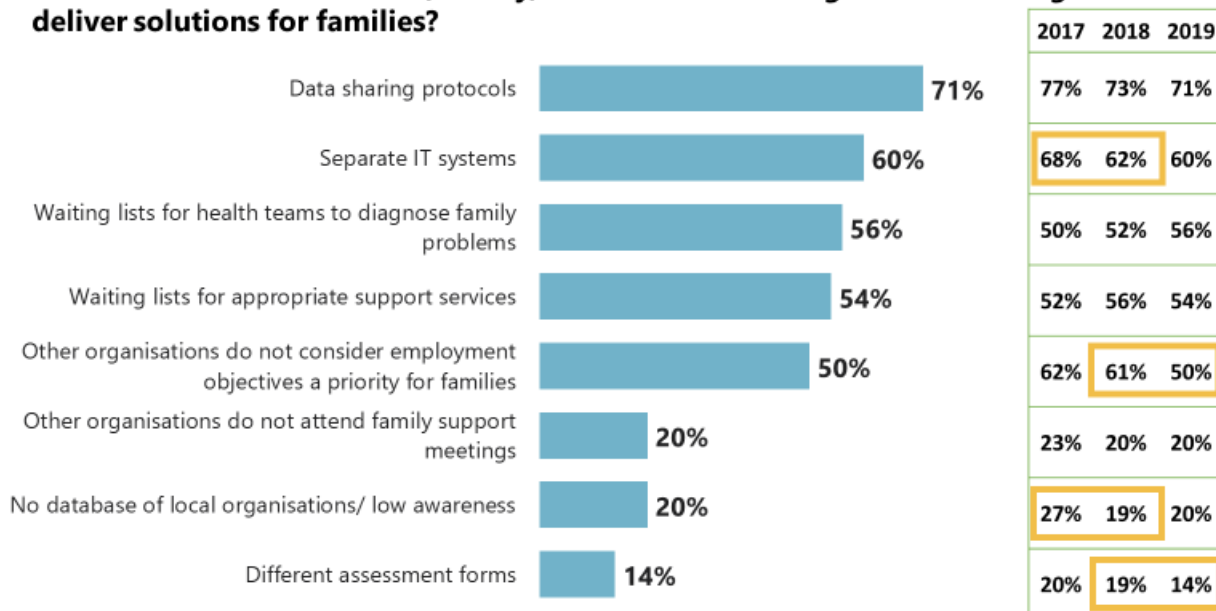
Barriers to effective partnership working

TFEAs identify several barriers to effective working with other organisations to deliver solutions for families.

Data sharing protocols are seen as a main barrier by seven in ten (71%) and have been consistently highlighted by TFEAs since 2016. Separate IT systems is the next most common issue to effective multi-agency working, mentioned by 60%. Waiting lists are also seen as a barrier by just over half, including for health teams to diagnose family problems and for appropriate support services (56% and 54% respectively). These findings are all consistent with 2018 and 2017.

However, fewer TFEAs say other organisations do not consider employment objectives a priority for families (50% compared with 61% previously) or that different assessment forms are an issue (14% compared with 19% in 2018).

What are the main barriers, if any, to effective working with other organisations to deliver solutions for families?



Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (QTFEA23)

Multi-agency working - Summary

TFEAs work with a wide range of services to deliver solutions for families. **Early help services, employment support, housing, children, young people and families services** along with the **voluntary and community sector** are identified by TFEAs as their most common partners.

TFEAs would like to see more input from **housing, debt management, schools** and **adult social care**, along with **adult mental health services**.

In line with previous years, a majority of TFEAs say it is **easy to get the support they need from partner organisations to deliver solutions for families**. However, a quarter are unsure and more than one in ten say they find it difficult.

TFEAs continue to identify **data sharing protocols** as the main barrier to more effective partnership working, followed by **separate IT systems**. The proportions **citing other organisations not considering employment objectives a priority for families** as one of the main barriers and **different assessment forms** have fallen since 2018.

7. Conclusions

7 Conclusions

This is the **fifth annual survey of Troubled Families Employment Advisers (TFEAs)** involved in delivering the Troubled Families Programme. The research set out to explore their views on the impact of the programme, particularly the role of the TFEA model. Overall, TFEAs are mostly positive about their role and **the results are mostly consistent** with those of previous years. TFEAs also hold largely positive views about the programme and have become somewhat more positive about it since 2018.

Delivering the Troubled Families Programme – the TFEA role

Almost all (98%) TFEAs surveyed work for **DWP/a Job Centre**. They are **experienced**; more than half (56%) have worked with DWP/Job Centre Plus for more than 20 years and almost all **previously worked in a specialist position**, for example, as a Work Coach/employment adviser (75%) or lone parent adviser (41%).

Almost all TFEAs spend at least a fair amount of their time working with **families with the most complex employment barriers** (97%) and this work is largely **face-to-face** (96%). Most also say their role includes working with **the whole family rather than just the main carer** (75%), though this latter proportion has fallen since 2018 (previously 83%). Average case load is around 29 claimants, including 24 adults (aged 25+) and 5 NEETs (16-24 years); a decrease from an average of 35 in 2018.

The most common **employment barriers faced by claimants relate to mental health issues and childcare/ other caring responsibilities** (mentioned by 76% and 46%, respectively). There has been little change in the proportion of TFEAs citing these or other factors as employment barriers since 2018.

TFEAs feel supported in their role, and are **content with the level of support and supervision** provided while also feeling that they have the **freedom to act independently**. The majority (85%) have attended training delivered by the local authority in relation to their role and three in five (59%) have been to Jobcentre Plus training. Three quarters rate the **quality and relevance of training** as good (77% and 74% respectively), with slightly fewer saying the **amount** available is good (63%). However, an appetite for more training remains: most TFEAs (90%) **would like to develop their skills further**.

TFEAs are positive about the Troubled Families Programme approach

TFEAs continue to be very supportive of the Troubled Families Programme approach and its key elements. Almost all TFEAs (97%) say it is effective at achieving long-term positive change in families' circumstances, and (95%) agree that among the families they work with, employment advice significantly improves outcomes for the family as a whole.

TFEAs also consider that the impact of the Troubled Families Programme is felt more widely; more than four in five say it is effective at achieving long-term positive change in wider system reform (89%) and service transformation (86%), both increased since 2018.

Half say whole family support and face-to-face meetings with claimants are important to ensure that positive outcomes for Troubled Families Programme claimants are sustainable (both 51%), but similar value is placed on one-to-one support and in-work support (48% and 45%). These views reflect those seen in the previous survey, except in-work support, which has declined over the last year (from 52%). Additionally, in 2019 a greater emphasis is placed on available provision (29% compared with 23% in 2018).

Three quarters (73%) of TFEAs are positive about the education and training opportunities available for Troubled Families Programme claimants, an increase since 2018 (previously 67%). TFEAs still single out work experience as the most successful opportunity helping people into work (53%), despite a decrease since 2018 (from 60%). However, work experience is less likely to be identified as effective in terms of positive outcomes for claimants than in previous years (21% in 2019, compared with 27% in 2018 and 37% in 2017). Instead TFEAs highlight job search/interview preparation (34%) and managing debt/ debt services (33%) as most effective.

Most (89%) agree that the amount of time they have to work with Troubled Families Programme claimants allows them to make progress towards sustained employment outcomes, an increase since 2018 (when the figure was 85%). Slightly fewer (81%) say they have the right amount of time working face-to-face with families compared with other tasks, also lower than in 2018 (85% previously).

Areas for development

The Troubled Families programme aims to bring about change in the delivery and management of local services for families, through whole family working, across partner agencies, including Jobcentre Plus. TFEAs are consistently positive about both aspects of the programme, but persistent challenges remain:

Improving relationships with mental health services to promote genuine partnership working: Mental health continues to be identified as the single most important barrier to work or training faced by Troubled Families claimants. Mental health support is also regarded as a key gap in provision for claimants, mentioned by a higher proportion of TFEAs than any other forms of help and support. This message has been consistent every year with TFEAs highlighting the need for more resources from mental health services in order to address the most common problems faced by Troubled Families claimants.

Offering money management and debt advice to claimants: Support relating to job search and interview preparation is considered the most effective in terms of positive outcomes for claimants. However, this is closely followed by money/ debt management support, which is increasingly recognised as effective in terms of offering positive outcomes. In addition, half consider debt management advice as the most successful form of education/ training opportunities among Troubled Families claimants. However, two in five also identify debt management support as an additional resource required in their area to address problems faced by claimants.

Providing employment support at the right time and ensuring it is embedded: There is continued evidence of time pressures and competing demands. This year more TFEAs say that employment support is being offered to families too early in the engagement, though fewer say it is being offered too late. The most frequently mentioned reason is employment support not being recognised in the sequencing of support, which remains a significant factor across years. This is followed by keyworkers not recognising the benefits of employment in tackling other problems, though the proportion of TFEAs noting this has fallen (from 70% in 2018 to 60% in 2019).

8. Appendices

8. Appendices

Trend data tables

Barriers to work or training most commonly faced by Troubled Families claimants (Trend data 2015-2019)

What are the main barriers, if any, to effective working with other organisations to deliver solutions for families?

	2015	2016	2017	2018	2019
Data sharing protocols	78%	82%	77%	73%	71%
Separate IT systems	82%	76%	68%	62%	60%
Waiting lists for health teams to diagnose family problems	31%	39%	50%	52%	56%
Waiting lists for appropriate support services	36%	38%	52%	56%	54%
Other organisations do not consider employment objectives a priority for families	61%	59%	62%	61%	50%
Other organisations do not attend family support meetings	19%	19%	23%	20%	20%
No database of local organisations/ low awareness	37%	34%	27%	19%	20%
Different assessment forms	25%	23%	20%	19%	14%

Base Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (QTFEA23)

Most important types of support to ensure sustainable positive outcomes for claimants (Trend data 2015-2019)

What are the two or three types of support, if any, are most important to ensure that positive outcomes for Troubled Families claimants are sustainable?

	2015	2016	2017	2018	2019
Whole family support	64%	59%	52%	50%	51%
Face-to-face meetings with claimants	58%	N/A	47%	49%	51%
One-to-one support	49%	58%	48%	44%	48%
In-work support	59%	59%	50%	52%	45%
Home visits to claimants	N/A	45%*	33%	40%	41%
Available provision	26%	32%	25%	23%	29%
Managing employer expectations	19%	22%	24%	18%	16%
Visiting claimants at provider facilities	6%	6%	6%	6%	5%

Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019.

*New code added in 2016. (QTFEA14)

Most successful types of education or training opportunities for claimants (Trend data 2015-2019)

Which of the following types of education and training opportunities, if any, are most successful among Troubled Families claimants?

	2015	2016	2017	2018	2019
Work experience	63%	73%	61%	60%	53%
Debt management advice (CAB)	40%	34%	44%	47%	50%
Sector based work academies	47%	42%	39%	36%	39%
Work Together (volunteering)	44%	52%	45%	43%	38%
Financial management	27%	37%	29%	29%	37%
Parenting skills	27%	33%	32%	36%	35%
ESOL courses	27%	26%	27%	29%	34%
Local authority bespoke provision	38%	33%	29%	35%	32%
Drug and alcohol provision	30%	23%	29%	31%	29%
Work Clubs	31%	36%	32%	25%	26%
New Enterprise Allowance	23%	25%	23%	22%	25%
European Social Fund provision	10%	12%	22%	26%	20%
Skills Funding Agency courses	16%	18%	14%	13%	19%
Flexible Support Fund ad hoc provision	12%	17%	16%	12%	18%
Community work placements	10%	12%	15%	10%	17%
Flexible Support Fund-Grant Aided provision	6%	7%	7%	7%	11%
Anger management	11%	9%	10%	6%	9%
Work Choice	11%	14%	20%	9%	7%
Mandatory Work Activity	4%	4%	3%	2%	4%
Flexible Support Fund Rapid Response provision	2%	2%	3%	3%	2%

Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (QTFEA11)

Additional resources or provision needed to address problems faced by claimants (Trend data 2015-2019)

What additional resources or provision, if any, do you need in your Jobcentre Plus area to address the most common problems faced by Troubled families claimants?

	2015	2016	2017	2018	2019
Mental health support/ adviser	N/A	N/A	55%*	62%	60%
Childcare provision/ affordable childcare	43%	50%	43%	51%	48%
Debt management support	31%	28%	32%	36%	40%
Mentoring	42%	43%	42%	43%	37%
Appropriate training provision	41%	36%	35%	37%	30%
IT facilities	36%	35%	38%	31%	29%
Work experience opportunities	30%	29%	31%	32%	28%
Personal advocacy	31%	29%	26%	32%	25%
Use of/ access to discretionary funding	45%	30%	23%	25%	21%
Substance misuse services	13%	8%	13%	14%	11%

Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (QTFEA12)

Top ten responses in 2019 shown.

*New code added in 2017, as such a degree of caution should be taken in comparing trend data.

Main barriers to partnership working (Trend data 2015-2019)

What are the main barriers, if any, to effective working with other organisations to deliver solutions for families?

	2015	2016	2017	2018	2019
Data sharing protocols	78%	82%	77%	73%	71%
Separate IT systems	82%	76%	68%	62%	60%
Waiting lists for health teams to diagnose family problems	31%	39%	50%	52%	56%
Waiting lists for appropriate support services	36%	38%	52%	56%	54%
Other organisations do not consider employment objectives a priority for families	61%	59%	62%	61%	50%
Other organisations do not attend family support meetings	19%	19%	23%	20%	20%
No database of local organisations/ low awareness	37%	34%	27%	19%	20%
Different assessment forms	25%	23%	20%	19%	14%

Base Base: All TFEAs (205); Fieldwork dates 16 October to 8 December 2019. (QTFEA23)

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