
ANTI-SOCIAL BEHAVIOUR FAMILY INTERVENTION PROJECTS MONITORING AND EVALUATION

National Centre for Social Research

Introduction

Family Intervention Projects (FIPs) work with the most challenging families and tackle issues such as anti-social behaviour, youth crime, school absenteeism, drug and alcohol addiction, domestic violence, poor mental health and inter-generational disadvantage. Families are supported by a dedicated 'key worker' who coordinates a multi-agency package of support and works directly with family members to help them overcome problems.

Funding to roll out FIPs, targeting families involved in persistent anti-social behaviour, was announced in the Respect Action Plan in 2006. Further expansions were announced in the Children's Plan in December 2007 and the Children's Plan One Year On document in December 2008. Following successful early evaluation, the Youth Crime Action Plan announced that all local authorities would receive funding for a FIP aimed at preventing youth crime. In addition, the Budget 2008 announced funding for 32 FIPs aimed at tackling child poverty. The first data on outcomes from the later projects will be published early in 2010.

In February 2007, the National Centre for Social Research (NatCen) set up a web-based Information System to collect comprehensive data on all families referred to FIPs. Information is collected by FIP staff at the initial referral, when a support plan is put in place, at regular formal reviews and at the point the family exits from the intervention. This report presents information about the families that received a **FIP intervention aimed at reducing anti-social behaviour** up until 31st March 2009.

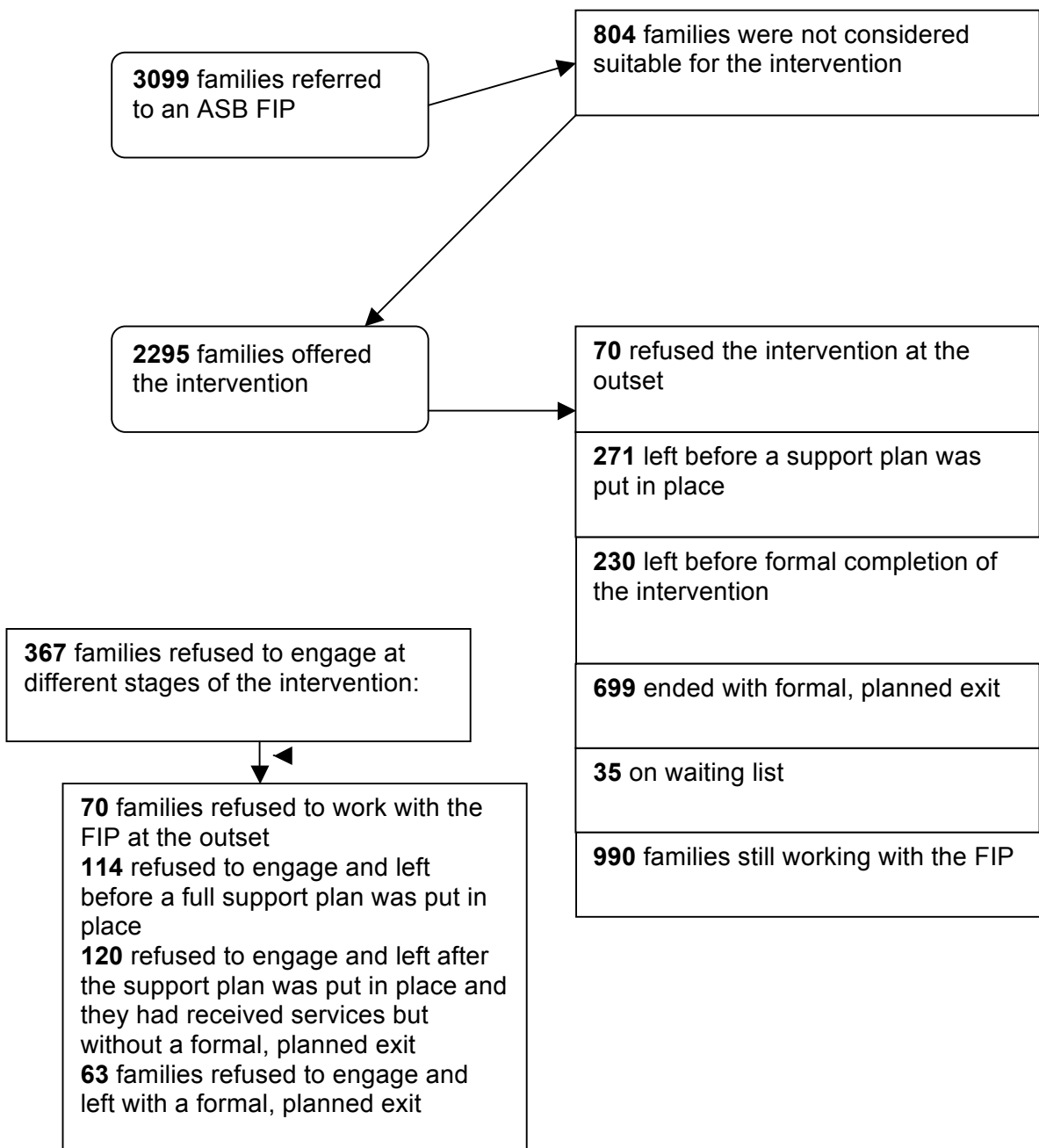
Key findings

- Up until March 31st 2009, 2295 families had been offered, and 2225 accepted, a FIP intervention.
- Of those families offered a FIP intervention, 699 (30 per cent) completed the intervention with a formal, planned exit and a further 990 families (43 per cent) were still receiving an intervention on 31st March.
- 367 families (16 per cent of all those offered the intervention) refused to engage at different stages of the FIP intervention.
- Results for the 699 families that completed the intervention show **overwhelmingly positive improvements across a wide range of measures:**
- Families with **no** involvement in anti-social behaviour (ASB) increased from 10% to 66%
- Families with four or more ASB problems declined from 46% to 6% (87% reduction)
- Families facing one or more housing enforcement actions declined from 47% to 15% (68% reduction)

- Families with education and learning problems declined from 76% to 47% (38% reduction)
- Families experiencing truancy, exclusion and bad behaviour at school declined from 56% to 25% (55% reduction)
- Families in which there were concerns about child protection declined from 23% to 13% (43% reduction)
- Families affected by a mental health problem declined from 38% to 27% (29% reduction)
- Families in which domestic violence was a concern declined from 22% to 9% (59% reduction)
- Families with drug & alcohol problems declined from 32% to 17% (47% reduction)

Families referred onto the FIPs

By 31st March 2009:



Referral agencies

The main referral agencies were¹:

- Local Authority Housing Departments or Arms Length Management Organisations (ALMOs) (25 per cent)
- Local Anti-Social Behaviour Teams (20 per cent)
- Social Services (15 per cent)
- Housing Associations (10 per cent), and
- The police (10 per cent).

Socio-demographic profile of families²

- 69 per cent of families were headed by a lone parent
- the majority were large families, with 54 per cent having three or more children under the age of 18
- 89 per cent of individuals from these families were White
- 24 per cent of families included at least one member with a disability, and
- 25 per cent included one or more children with special educational needs (SEN).

The FIP intervention³

- Outreach or floating support was the most common way in which support was delivered to families, and was provided to 91 per cent of families; 7 per cent received support whilst housed in a dispersed tenancy support and 2 per cent received support whilst they were housed in a residential or core block⁴
- The mean length of time that families which completed the intervention with a formal, planned exit spent working with a FIP was just over 12 months (375 days)
- The mean number of weekly hours contact time provided directly by FIP staff to each family was 9.0 hours a week at the beginning of the intervention (between the time a support plan was put in place and the first review). This number had decreased to 6.0 hours a week by the end of the intervention (between the last review and formal, planned exit).⁵

Support provided by FIP workers⁶

The support provided to families through FIP intervention was most commonly provided directly by FIP staff. This support was very wide ranging. The most common forms of direct support provided (as measured between the support plan being put in place and the first review) included:

- challenging anti-social behaviour (69 per cent)
- one-to-one parenting support (65 per cent)
- supporting children into education (54 per cent)

¹ Percentages represent proportion of families that were offered and accepted the intervention that were referred by the agency

² Of the families that were offered and accepted the intervention

³ As reported at review 1

⁴ FIPs provide support to families in their own homes, in 'dispersed accommodation' (usually properties managed by the project) and, in a small number of areas, while families are housed in a residential unit and provided with 24 hour support and supervision.

⁵ This represents the mean number of weekly hours contact time for families receiving dispersed tenancy support or outreach or floating support. Core block families are not included due to the nature of this type of intervention.

⁶ As reported at review 1. Percentages represent proportion of those families that were offered and accepted the intervention which were provided with this support.

- help to provide meaningful activities for parents and children such as sports activities, cookery classes and craft workshops (52 per cent)
- help with managing the risk of eviction (45 per cent)
- support to improve the property that the family live in (43 per cent)
- support to find education, training and work experience for parents and young people (37 per cent)
- financial management support including help with claiming benefits and managing debts (37 per cent)
- support to stop offending (36 per cent)
- living skills support (34 per cent).

Support organised by FIP staff but provided by other agencies⁷

We also asked about support organised by FIP staff but delivered by voluntary and contracted out agencies. This was less common but, what was provided, was very wide ranging. The most common types of support delivered by voluntary or contracted out agencies included:

- help to access meaningful activities for parents and children (18 per cent)
- supporting children into education (18 per cent)
- support with mental health issues (15 per cent)
- help to find education, training or work experience (13 per cent)
- drugs support (12 per cent)
- challenging anti-social behaviour (11 per cent).
- parenting classes (11 per cent)

FIP staff also directly arranged for support to be delivered by a range of statutory agencies. This was most commonly provided by the following agencies. This list does not include any agencies that supported the family without the active involvement of FIP staff:

- Schools (42 per cent)
- Social Services (26 per cent)
- Local Education Authorities or Departments (25 per cent)
- Health services (23 per cent)
- Youth Offending Teams/Services (22 per cent)
- Connexions (20 per cent)
- Local Authority Housing Departments or Housing Action Trusts (20 per cent)
- The police (16 per cent).

⁷ As reported at review 1. Percentages represent proportion of those families that were offered and accepted the intervention which were provided with this support.

Reasons for ending or not proceeding with the FIP intervention after referral

- 804 families were not considered suitable for the intervention
- 70 families refused at the outset to work with the FIP (3 per cent of families that were offered the intervention)
- A further 1200 families exited the intervention in the period up until 31st March 2009. Of these, 699 ended their intervention with a formal, planned exit. The remaining 501 families left without proceeding to a formal, planned exit. This happened for a variety of reasons.
- Of the 501 families that left without a formal, planned exit, 234 of these left because they refused to continue to engage with the intervention (19 per cent of the total 1200 families that had ended their intervention in the period until 31st March 2009). Of these:
 - 114 families (9 per cent) refused to enter into a support plan.
 - 120 families (10 per cent) left after having a support plan put in place but before a formal planned exit.
- In addition, 63 families left with a formal, planned exit (6 per cent of the 1200 families that had ended the intervention) because they refused to continue to engage. The outcomes of these families are included in the outcomes data.
- Families that leave without a formal, planned exit may still benefit from the support provided by the FIP and for a small proportion of these families, the main reason for ending the intervention was because they had achieved positive outcomes.
- The remaining 197 families that left the FIP without a formal, planned exit (16 per cent of the 1200 families that had ended the intervention) did so either because they had achieved positive outcomes or because changes in family circumstances meant that the FIP could no longer work with the family (e.g. because they had moved from the area, because it was decided that the family were too high-risk for FIP workers to continue working with them, because the family were no longer living together as a family unit or because children had been taken into care).⁸

Outcomes

Outcomes are only reported for families who completed a formal, planned exit. In future, given the increasing number of families ending without a formal, planned exit and evidence suggesting that they may not be significantly distinct from those ending without one, there are plans to compare outcomes for all families having received support from a FIP regardless of whether they completed a formal, planned exit. However, initial indications are that doing so is likely to have limited impact on overall results.

The information below is for the 699 families who formally completed an intervention by 31st March 2009.

FIP staff were asked to only include information for which there was evidence, and where possible to collect information from colleagues working in different agencies, for example, during multi-agency review meetings.

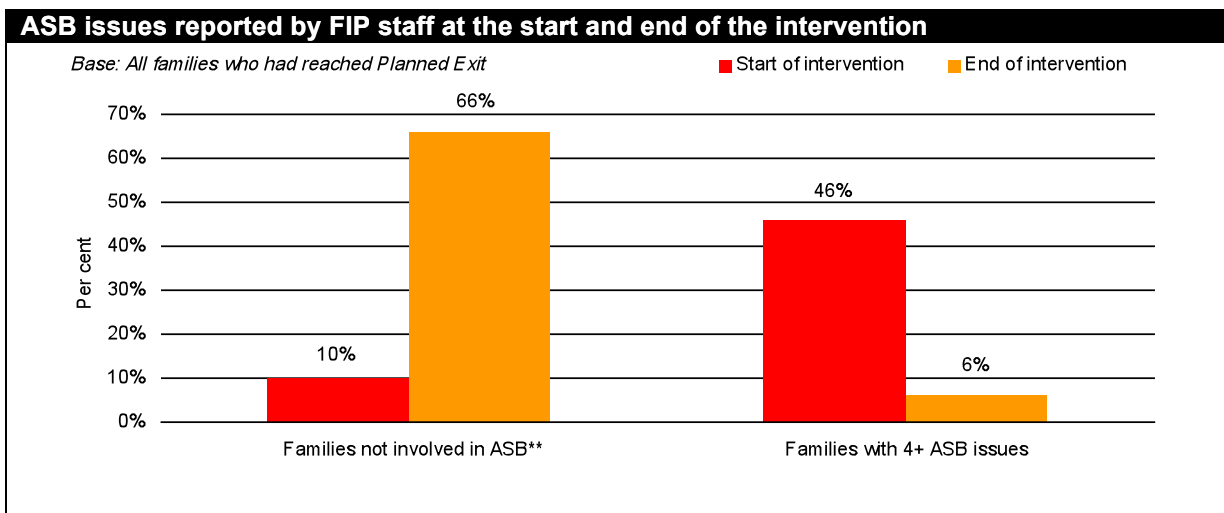
Anti-social behaviour (ASB)

Anti-social behaviour (ASB) levels decreased considerably between the beginning and the end of the intervention.

- The proportion of families not involved in ASB was 66 per cent by the end of the intervention compared with 10 per cent of families at the start of the intervention.
- Only 6 per cent of families had four or more ASB issues at completion compared with 46 per cent of families at the start of the intervention.
- Levels of ASB were considerably lower for all specific types of ASB reported at the end of the intervention compared to the beginning.

⁸ Respondents were able to provide multiple reasons where applicable

Figure 1 - Levels of anti-social behaviour issues



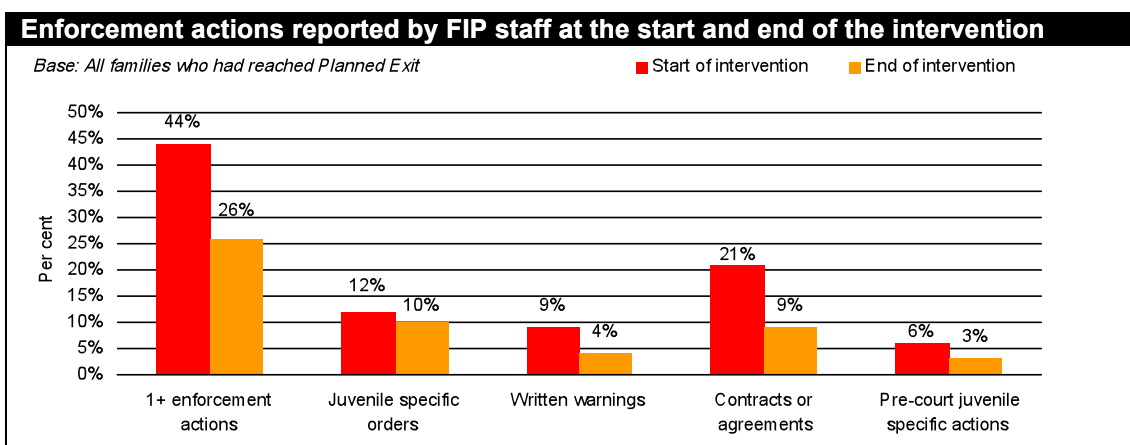
** The 10 per cent of families at the start of the intervention with no ASB issues may reflect the fact that FIP workers were unsure at this early stage of the specific ASB issues involved

Enforcement actions

The proportion of families with enforcement actions in place decreased over the course of the intervention across a wide range of different enforcement actions.

- 26 per cent of families had one or more enforcement actions in place at the end of the intervention compared with 44 per cent at the beginning
- Juvenile specific orders were reported for 10 per cent of families at the end of the intervention compared with 12 per cent at the beginning
- Written warnings were reported for 4 per cent of families at the end of the intervention compared to 9 per cent at the beginning
- 9 per cent of families had contracts or agreements at the end of the intervention compared with 21 per cent at the beginning
- Pre-court juvenile specific actions were reported for 3 per cent of families at the end of their intervention compared with 6 per cent at the beginning.

Figure 2 - Enforcement actions in place

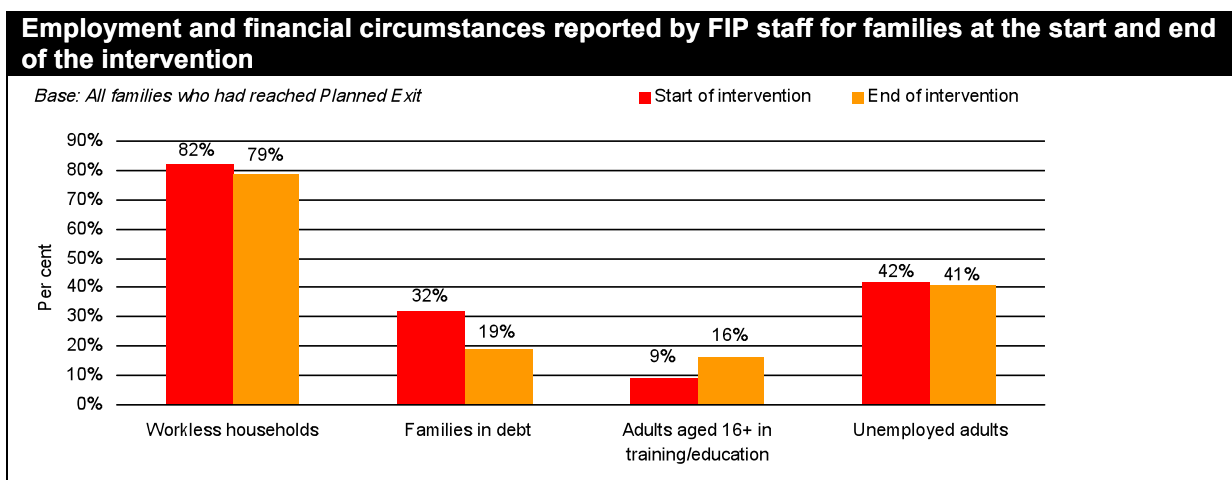


Employment and financial circumstances

Comparing families at the beginning of the intervention with those who completed the intervention, we found:

- a very small decrease in the proportion of workless households to 79 per cent at the end of the intervention from 82 per cent at the beginning
- the proportion of families who were reported to be in debt decreased to 19 per cent at the end of the intervention from 32 per cent at the beginning
- an increase in the proportion of adults aged 16 plus in training or education to 16 per cent at the end of the intervention from 9 per cent of adults at the beginning
- a very small decrease in the proportion of adults who were unemployed to 42 per cent of adults at the end of the intervention from 41 per cent at the beginning

Figure 3 - Employment and financial circumstances present in the families

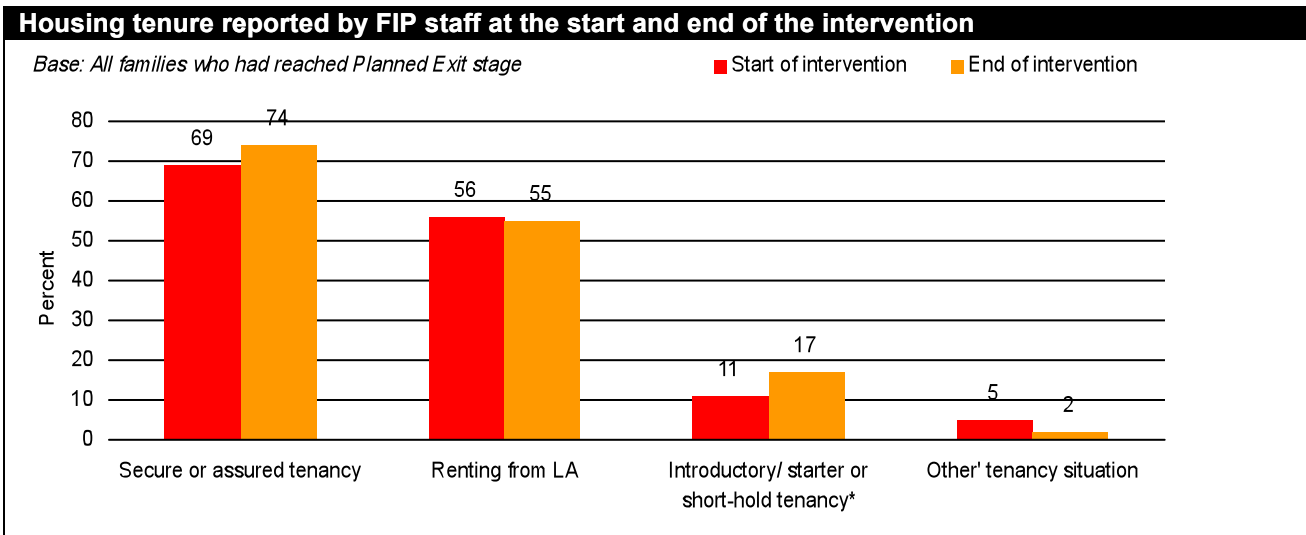


Housing tenure

There were modest changes for families between the beginning and completion of the intervention with regard to housing tenure.

- The proportion of families with a secure or assured tenancy increased to 74 per cent at the end of the intervention from 69 per cent at the beginning
- The proportion of families that were renting from the Local Authority decreased slightly from 56 per cent at the beginning of the intervention to 55 per cent at the end of the intervention
- The proportion of families with an introductory, starter or assured short-hold tenancy increased to 17 per cent at the end of the intervention from 11 per cent at the beginning
- The proportion of 'other' tenancy situations fell to 2 per cent at the end of the intervention from 5 per cent at the beginning

Figure 4 - Types of housing tenure held by families



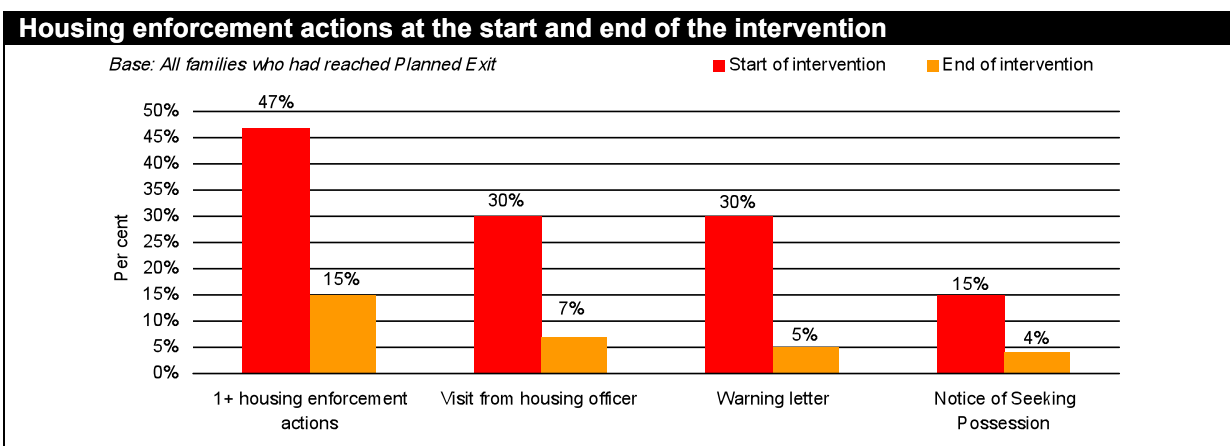
***The increase of families in a secure or assured/ Introductory or starter tenancy may, at least in part, reflect that FIP workers had more information about families by the end of the intervention, with the proportion of families for whom the FIP workers did not know this information falling to 3 per cent at the end of the intervention from 7 per cent at the beginning.*

Housing enforcement actions

Reported housing enforcement actions decreased considerably over the course of the intervention.

- 15 per cent of families had one or more housing enforcement actions against them at the end of the intervention compared with 47 per cent at the beginning
- 7 per cent of families had received a visit from a housing officer at the end of the intervention compared with 30 per cent at the beginning.
- 5 per cent of families had received a warning letter from their housing provider at the end of the intervention compared with 30 per cent at the beginning
- A Notice of Seeking Possession was reported for 4 per cent of families at the end of the intervention compared with 15 per cent at the beginning.

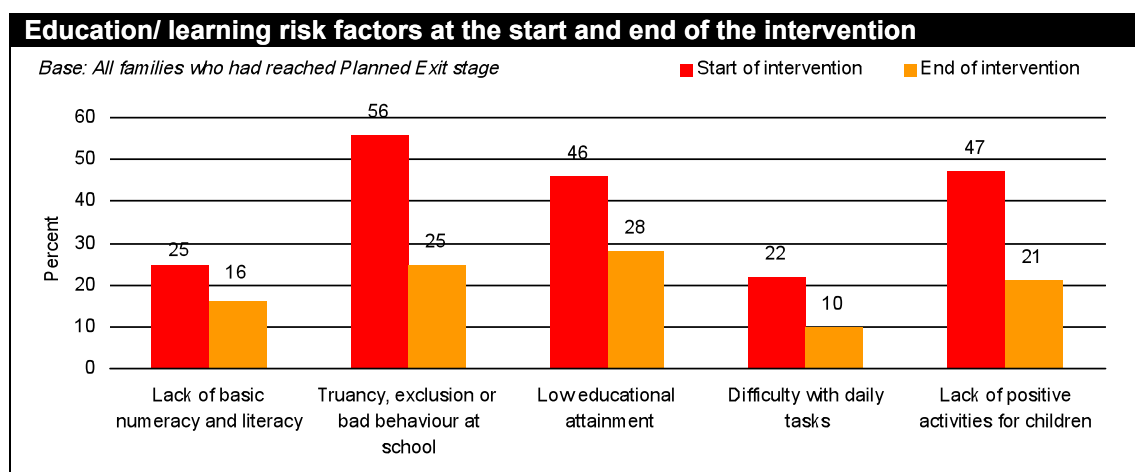
Figure 5 - Housing enforcement actions



Education and learning risk factors

- Overall, the proportion of families with education and learning problems was 47 per cent at the end of the intervention compared to 76 per cent at the beginning.
- Basic numeracy and literacy was an issue for 16 per cent of families at the end of the intervention compared with 25 per cent at the beginning.
- Truancy, exclusion and bad behaviour at school was an issue for children in 25 per cent of families at the end of the intervention compared with 56 per cent at the beginning.
- Low educational attainment was an issue for 28 per cent families at the end of the intervention compared with 46 per cent at the beginning.
- Difficulty with daily tasks was an issue for 10 per cent of families at the end of the intervention compared to 22 per cent at the beginning.
- A lack of positive activities for children was an issue for 21 per cent of families at the end of the intervention compared to 47 per cent at the beginning.

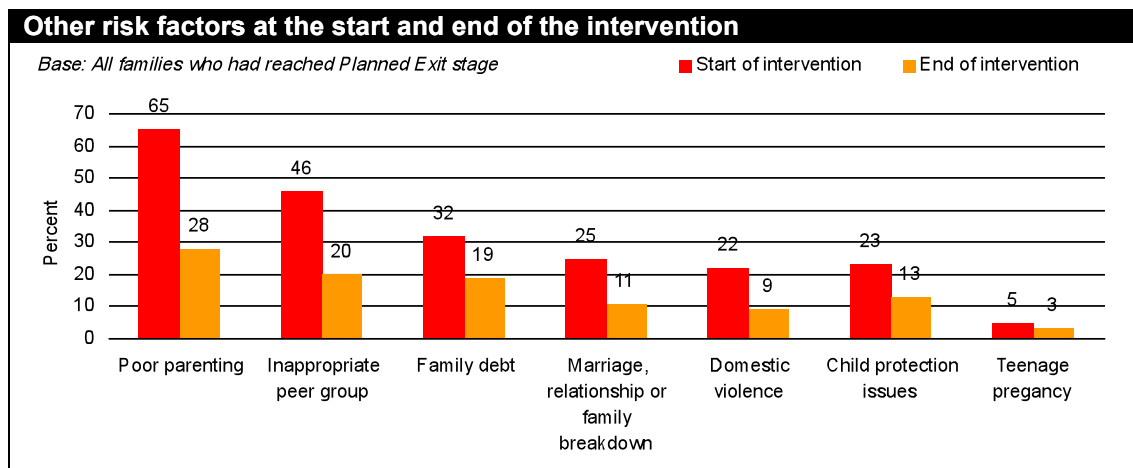
Figure 6 - Education and learning risk factors



Family functioning and other risk factors

- Poor parenting was an issue for 28 per cent of families at the end of the intervention compared with 65 per cent at the beginning
- Children socialising with an 'inappropriate' peer group was an issue for 20 per cent of families at the end of the intervention compared to 46 per cent at the beginning
- Family debt (including rent arrears, credit card bills and utility bills) was an issue for 19 per cent of families at the end of the intervention compared to 32 per cent at the beginning
- Relationship breakdown was an issue for 11 per cent of families at the end of the intervention compared to 25 per cent at the beginning
- Domestic violence was considered an issue in 9 per cent of families at the end of the intervention compared to 22 per cent at the beginning
- Child protection issues were identified as a concern in 13 per cent of families at the end of the intervention compared to 23 per cent at the beginning
- Teenage pregnancy was considered a risk factor in 3 per cent of families at the end of the intervention compared with 5 per cent at the beginning.

Figure 7 - Family functioning and other risk factors

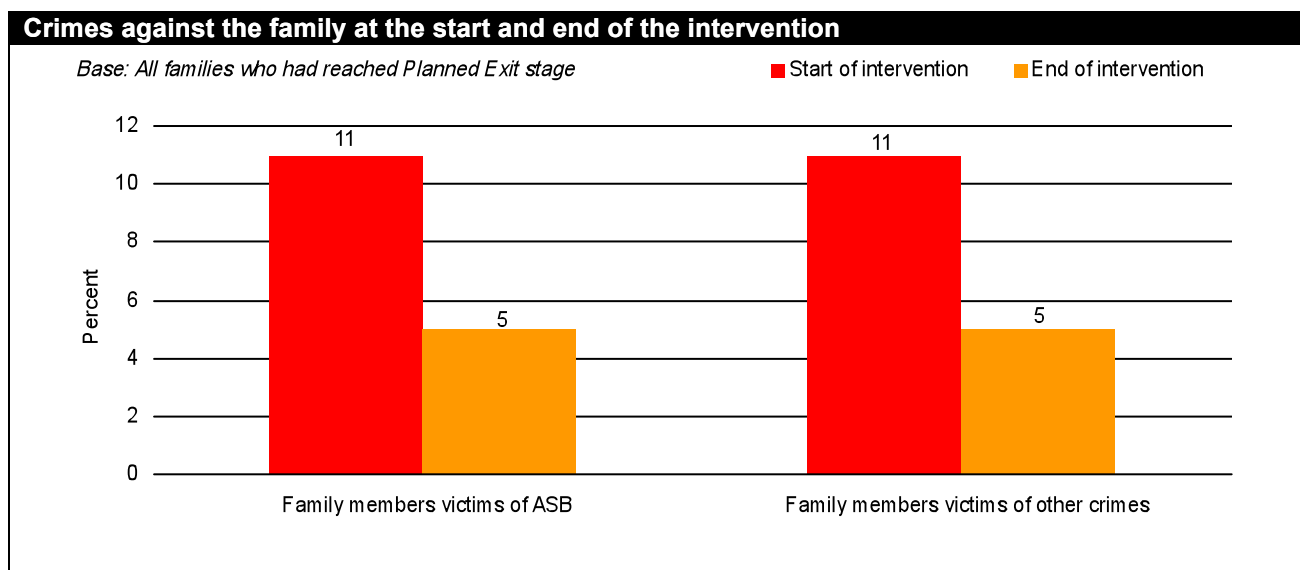


Families who are victims of crime

The proportion of families with members who are victims of:

- ASB decreased to 5 per cent at the end of the intervention from 11 per cent at the beginning.
- other crimes decreased to 5 per cent at the end of the intervention from 11 per cent at the beginning.

Figure 8 - Levels of crime against the families

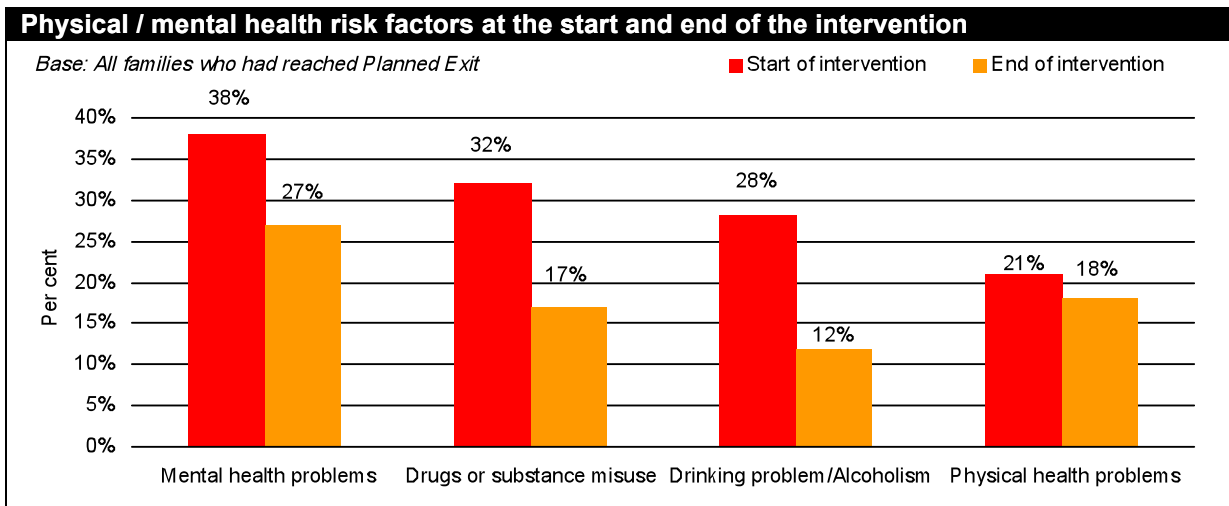


Physical and mental health

The proportion of families with members experiencing:

- mental health problems decreased to 27 per cent at the end of the intervention from 38 per cent at the beginning.
- drugs or substance misuse problems decreased to 17 per cent at the end of the intervention from 32 per cent at the beginning.
- drinking problems and alcoholism decreased to 12 per cent at the end of the intervention from 28 per cent at the beginning.
- physical health problems decreased to 18 per cent at the end of the intervention from 21 per cent at the beginning.

Figure 9 - Physical and mental health risk factors



Additional information

The next monitoring report will be published in early 2010. This will also report on the numbers of families supported in each calendar year in making progress made towards ensuring 10,000 families receive a FIP intervention every year from 2011-12. It will also include results from families who received a FIP intervention aimed at reducing anti-social behaviour followed up 9-14 months following the end of their intervention.

Further information about the research can be obtained from Caroline Prichard, Families at Risk Division, 1FL, DCSF, Sanctuary Buildings, Great Smith Street, London SW1P 3BT

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The views expressed in this report are the authors' and do not necessarily reflect those of the Department for Children, Schools and Families.