

Worklessness Co-Design Pilots: What's being tried elsewhere?

Many aspects of the DWP/ LA Worklessness Co-Design pilots have parallels in developments in other parts of the country – offering experience relevant to the pilots and the wider development of practice.

We have sought to identify a range of structured pilots using innovative techniques, including customer insight, to improve outcomes and make better use of resources, involving local authorities, Jobcentre Plus and other partners.

1. Total Place and Total Place-inspired projects

The Total Place projects which had a theme of tackling worklessness, at least in part, were:

Durham (housing and regeneration) where preliminary work on developing a full business case for 'Jobs for Local People' focusing on the scope to improve services to enable social housing tenants get back to work, undertaking customer journey analysis, identifying gaps and duplication in provision, strengthening links to advisory training and benefit advice, and making use of local labour clauses in contracts.

<http://www.durham.gov.uk/pages/Service.aspx?ServiceId=7453>

Lewisham, which brought together customer insight (interviews with service users, providers and commissioners) and counting (mapping of provision), testing findings through ethnographic research into the experiences of workless people, with nine individual case studies and a short film – see <http://www.lewishamstrategicpartnership.org.uk/totalplace.asp>. The mapping highlighted inconsistent referral pathways and duplication of provision and limited support for people on Incapacity Benefit or Income Support wishing to return to work ahead of mandatory requirements. Customer perspectives reinforced the picture of duplication of support and lack of ownership of the overall journey and insufficient personalised support. This led to participation in the Co-Design pilot programme, work with local providers and front-line staff, etc. Further work has been supported by the Customer-Led Transformation programme (see Section 3 below).

Luton and Central Bedfordshire had as a major theme, 'from dependence to self-reliance', focusing on integrated offender management, access to benefits, independent living for older people and worklessness amongst 19-25 year olds. Recommendations on integrated offender management included strengthening of the capabilities of employment and training services to influence behaviour change and improve the co-ordination and provision of welfare benefits and accommodation.

http://www.luton.gov.uk/internet/council_government_and_democracy/total%20place

Further work concentrated on benefits – see case study and recent ‘hot seat on the Customer Led Transformation programme Community of Practice (CoP).

<http://www.communities.idea.gov.uk/c/4737039/home.do>

This led the Bedfordshire and Luton Total Place partnership to open a Community Hub in Biggleswade in March, where council Customer Service Advisors are co-located with the Jobcentre Plus. Two further Hubs are planned during 2012.

Worcestershire focused on NEET young people, though using a broader age range of 16-24 than the government’s 16-18. This sought to define the group; map provision, support and expenditure, and take a fresh look at needs, talking with young people. Follow-up actions relate to commissioning, progression routes, service redesign (with the Design Council) and a ‘single service model’. Further developments include early identification of at risk young people, and developing ‘Young Person’s Voice’ mechanisms.

<http://www.worcestershirepartnership.org.uk/cms/pdf/TP%20FINAL%20SUBMISSION%20V1%20%20pdf.pdf>

Other areas have pursued worklessness or economic inclusion as a Total Place theme, including:

In **Devon** – with a focus on economic inclusion and child poverty - partners set out with a ‘no door is the wrong door’ theme, to make it easier and quicker for citizens to access their financial entitlement, money and debt advice and other financial services irrespective of the initial point of contact. This highlighted the number of eligibility assessments that people may face on becoming unemployed, as well as the potential for significant public expenditure savings from welfare savings from reduced fraud and error. Partners have sought solutions to reduce the number of assessments, upholding the principle of ‘gather once and use many times’ (as in the national ‘Tell Us Once’ birth and bereavement notification system). This is now informing thinking about local, customer-centred aspects in the design of arrangements for Universal Credit. <http://www.devoneconomy.co.uk/worklessness-group-minutes> (see presentation on ‘Working Together’, November 2010)

Wolverhampton undertook a Total Place review of worklessness interventions, investigating customer wants, experiences and expectations, reflecting on the purpose, business case and effectiveness of interventions, seeking to reduce wasteful expenditure. Research included customer journey analysis, and highlighted fragmented provision and the lack of common assessment and clear pathways for individuals through provision and support tailored to their needs. The case was made for better use of resources working on different aspects of community engagement and for using volunteer mentors alongside the roles of paid advisors and individual components of support. Need for action was also identified to enhance employment placement services and develop enterprise support – and generally, a sharper focus on return on investment.

Solihull used research amongst workless customers, an employer survey and analysis of delivery chains to inform their work to narrow the gap between north and south Solihull

(educational attainment; worklessness; health outcomes). They have sought to strengthen linkages across partners as service providers, procurers and employers, and have begun to use customer journey analysis around high contact families.

Rotherham are developing their approach as part of their Local Ambition Programme (intensive neighbourhood management) in Ferham, East Herringthorpe and Canklow, which runs until December 2011. The project set out to work with a small number of households in each of the three areas to develop a rounded understanding of their experience of worklessness and the public services they encounter, with an emphasis on identifying areas of duplication and inefficiency. Focus groups with residents were held in summer 2010 and detailed work has subsequently taken place with individual households.

2. Child Poverty

The Child Poverty Unit in the Department of Education is working with **three of the 16 Community Budget areas** (Blackpool, Islington and Greater Manchester/ Salford) as they develop a wider approach to help tackle child poverty in their areas. The approaches are still being developed but include tackling key pathways and risk factors associated with poverty around worklessness, low skills, adult mental health/parental substance misuse, reducing reoffending, and early intervention.

Child poverty & worklessness in Greater Manchester

The **Ardwick Pilot in Manchester** combines two themes from the Greater Manchester Strategy: early years development (from pregnancy to children aged five years old) and better life chances (which focuses on worklessness and skills and improved neighbourhoods). The aim of the two year pilot is to test an integrated service delivery model that can inform wider roll-out. There are three workstreams: pregnancy to 5 years old; worklessness; and neighbourhood management.

Service integration underpins all three, drawing strongly on stakeholder engagement and the learning from Resident Wages Project (which tested out a 'whole family' approach, with integrated multi-agency working to increase participation in education, training and employment in three neighbourhoods). Core themes have included co-location of services and activities, creation of integrated outreach / engagement or case working teams to tackle those hardest to help or with the most chaotic and complex situations, a new approach to commissioning services with a ward and neighbourhood focus and working and communicating with residents. Partners have agreed that the pilot be used to inform city-wide Strategic Integrated Commissioning reforms.

JCP have developed a segmentation analysis as part of the national transition to move Incapacity Benefit claimants to ESA and JSA. This analysis has helped partners understand the customer journey, its costs, impact and how to improve it. This clarified a particular need to focus on IB claimants aged 35 to 54 with have mental health conditions.

The Ardwick Connect Team has been established, providing initial assessments to identify any issues and to support the resident in dealing with these, whether about, eg, confidence, isolation, raising a family, arranging housing repairs or any other big concern. The Connect Team comprises a manager, four housing support workers and a virtual team involving a Manchester Advice worker, an employment Intensive Support worker (from the provider, Work Solutions), a Money Mentors advisor, a Psychological Therapist and an NHS Health Trainer. The focus of worklessness activity has been around the new mandatory process for IB reassessment process involving Work Capability Assessment. Work has been done to map the current provision for this group and raise awareness amongst front-line staff of the IB reassessment process and local referral and progression routes. Volumes of residents using the services are being monitored to test which are the most effective at engagement and progression.

A cost-benefit framework has been developed for Better Life Chances, and training provided to staff in a position to cascade this further.

There is also a Greater Manchester Better Life Chances pilot in the Broughton/ Cheetham area which crosses the Manchester/ Salford boundary. This draws on earlier Total Place-type exercises in Salford, using their Spotlight methodology.

<http://www.partnersinsalford.org/taking-the-spotlights-forward.htm>

Child Poverty Pathfinders

DfE have published the third report from the **Child Poverty evaluation**, which contains key messages relevant to the Co-design pilots and wider interest in the future configuration of services – not least in relation to the implementation of the Work Programme. These come from the research up to October 2010. It found high demand for employment support for parents that is holistic, flexible and responsive, with the more effective approaches delivered by case-workers supported by, or with access to, flexible resources, in-kind as well as financial (eg, Waltham Forest’s multi-agency Family Partnership Model, using Family Support Advisers). A combination of approaches is required, with successful techniques including publicity; outreach; data-led approaches; persistence; and, work with partners to develop referral routes. Access to affordable childcare is a key barrier.

<http://www.education.gov.uk/publications/RSG/AllPublications/Page1/DFE-RR076>

Some examples are given of community capacity building approaches (eg, Tyne Gateway’s Community Entrepreneur model which builds on notions of the ‘barefoot professional’ from community work in developing countries) which offer the potential for transformational change.

The report also remarks on the extent to which innovation can cause tension and meet resistance as it challenges established practice, and that embedding new practice requires dedicated time and resources, sustained and targeted activity and high level leadership and

commitment¹. There is a short on-line guide which draws on the evaluation, at <http://www.education.gov.uk/b0076325/local-approaches-to-tackling-child-poverty>. DWP have also published an interim synthesis report on the Child Poverty Pilots: http://research.dwp.gov.uk/asd/asd5/report_abstracts/rr_abstracts/rra_730.asp

3. Customer Led Transformation Programme projects

These projects have been supported as part of the programme led by the Local Government Delivery Council (Local Government Improvement and Development). Reports from these projects are being published on the Customer Led Transformation Programme Community of Practice (<http://www.communities.idea.gov.uk/c/4737039/home.do>) – check for the latest available:

Lewisham – Worklessness: in-depth case studies and interviews, to gain an in-depth understanding of the unemployed in Lewisham. (This has contributed directly to the Worklessness Co-Design pilot.)

East Riding - ‘Eradicating child poverty using Total Place’, focusing on Bridlington, and using local and service area data, customer segmentation and customer journey analysis and circles of need. This has highlighted needs to review assessment processes, promote earlier take-up of appropriate services and scope for volunteering.

Central Bedfordshire – ‘Business engagement’: seeking to identify interactions with local businesses, analyse their effectiveness and look for opportunities for improvement and streamlining of service delivery and resource savings. Intention to pilot a ‘say it once’ approach in three areas – with their ‘100 pillar companies’, with business start-ups and businesses interacting with the Business Rates Team.

Greater Manchester – ‘Families with young children’, using customer insight methods (circles of need, customer segmentation, journey maps) to improve take-up of services and benefits by low income families with young children.

Kensington & Chelsea – ‘Employment support needs of Incapacity Benefit claimants’: using customer insight to understand the use of new media and internet amongst claimants, and assess the feasibility of these technologies offering alternative support mechanisms, routes into employment, and potential efficiency savings.

Lancashire – ‘Addressing vulnerable people’s needs and define a new model to enhance the existing circles of need’: using customer insight to understand better the issues that young people face growing up on an estate and how these affect their education and employment opportunities and other life chances.

¹ Readers may also be interested in DWP research on the School Gates Employment Support Initiative (RR747) http://research.dwp.gov.uk/asd/asd5/report_abstracts/rr_abstracts/rra_747.asp and on the Work-Focused Services in Children’s Centres Pilot http://research.dwp.gov.uk/asd/asd5/report_abstracts/rr_abstracts/rra_677.asp

Liverpool – ‘Streets Ahead Plus’: Liverpool City Council and Jobcentre Plus working together to use customer insight to understand and target unemployed lone parents better, addressing their barriers to employment and seeking to streamline support services offered. It focuses on a target Lower Super Output Area in Speke.

Wakefield – ‘Front Office Shared Service tackling Worklessness in Wakefield’: using customer insight to identify opportunities for service transformation to improve access to services for workless people in the three most deprived wards of the council and inform a co-design approach to worklessness across a number of agencies.

Wigan – ‘Customer Demand’: using customer insight to understand better the use of the public services in Wigan Town Centre and test assumptions about transport links, particularly in relation to employment services, co-located and outreach provision. Methods include surveys, focus groups and customer journey mapping. (Project linked to the Wigan Capital and Asset Pathfinder).

4. Jobcentre Plus Delegated Flexibility Pilots

The Department for Work and Pensions is seeking to embed ‘flexibility’ as a guiding principle in the delivery of welfare policy. ‘Delegated flexibility pilots’ in 2010/11 explored possibilities for Jobcentre Plus in four JCP districts; Greater Manchester Central, Glasgow, South West Wales and Gloucestershire, Wiltshire and Swindon – all aiming to ensure more effective assistance for their customers through greater personalisation. (Background on the pilots is contained in an Equality Impact Assessment at <http://www.dwp.gov.uk/docs/delegated-flexibility-pilots.pdf>.)

The flexibility pilots operated, as far as possible, with a ‘black box’ management model, with district managers having freedoms similar to those given to private and voluntary sector providers. The Districts involved had the option of adopting greater levels of flexibility in support provided to customers and in relation to processes not set out in legislation, or where legislation allows a more flexible approach than that currently taken. District Managers have regard to an operating framework setting out what flexibility they can apply to existing policy. For example, this could mean facilitating early access to existing provision such as intensive advice and support on self-employment, where the advisor and customer agree. The pilots have made extensive use of customer insight to understand customer journeys and how these could be improved.

Examples of activities pursued within individual pilots have included:

- tailored ‘My job search’ courses (with partners in FE, housing and NHS) offering a holistic approach in preparing customers for local jobs
- a new JSA customer journey allowing staff to vary the intensity of provision and support according to the individual need of each customer
- a Condition Management Programme for customers who have moved to JSA following Work Capability Assessment

- clearance to undertake e-mail signing with selected customers, along with security clearance to match customers to jobs by e-mail
- a new employer engagement model

The pilots have informed the new Jobcentre Plus Offer, where, from April 2011, advisers have greater discretion, for example, to determine when, for how long, and how regularly individual customers are seen. All new jobseekers have an interview at the start of the claim, which seeks to identify any specific barriers to working and makes clear what is expected in return for receiving benefit, with agreed actions are captured in a Jobseeker's Agreement. For further information see the Equality Impact Assessment for the Jobcentre Plus Offer <http://www.dwp.gov.uk/docs/jcp-eia-offer.pdf>

Two JCP Districts (Greater Manchester and South West Wales) are now acting as trailblazers for further autonomy. This will allow District Managers to move away from the national 'one-size-fits-all' standard operating model to fit local circumstances and ensure value for money. The Worklessness Co-Design Interim Report includes reference to possible flexibilities. <http://www.dwp.gov.uk/publications/policy-publications/worklessness-codesign.shtml>

5. Family Intervention Projects

The DfE have recently published a series of reports from the Family Intervention Project programme. As of March 2010 there were 68 Anti-Social behaviour family interventions, 32 Child Poverty family interventions, and 150 Youth Crime family interventions across England.

* **Monitoring and evaluation of family interventions** (information on families supported to March 2010) <http://www.education.gov.uk/publications/RSG/AllRsgPublications/Page3/DFE-RR044>

The analysis includes risk factors and successful outcomes relating to education and employment, and points to the longer families work with a family intervention the greater the chance that they will achieve successful outcomes in each domain – though the number of contact hours that a family intervention has with a family did not appear to influence outcomes significantly. Evidence of successful education and employment outcomes at nine to 14 months after leaving the intervention was lower (at 34%) than that for health (63%) and ASB/crime (71%).

* **The use of whole family assessment to identify the needs of families with multiple problems** – which reports on a project with 15 local authorities to test family-focused models of working, with six of these areas and an additional 12 LAs extending their work to include systems and support to address the needs of families with young carers. A key element was to bring about more effective collaboration between adult and children's services. Most operate a Team Around the Family (TAF) approach, where professionals and families meet to set targets/ goals, identify additional support, and monitor and review progress. There are indications of reduction in family risk levels and earlier/ swifter identification of child protection concerns. Key challenges include gaining strategic and operational buy-in, with some agencies reluctant to engage with the process and/ or prioritise their involvement; risks

that other practitioners step back where they are not at the heart of whole family approaches; and the extent to which processes are time and resource intensive. <http://www.education.gov.uk/publications/RSG/AllRsgPublications/Page6/DFE-RR045>

*** Redesigning provision for families with multiple problems** - an assessment of the early impact of different local approaches

<http://www.education.gov.uk/publications/RSG/AllRsgPublications/Page6/DFE-RR046>

This found that pathfinders have, in the main, adopted four generic approaches to changing working practices and effecting organisational change. These include developing good practice tools and protocols; delivering training; staff modelling family-focused approaches; and embedding strategic change. Concerns raised in the report include the need to ensure the use of strategic commissioning in embedding family-focused approaches; and a conspicuous lack of support from middle management in contrast to front-line staff and senior managers.

6. Drug System Change pilots

The Drug Systems Change Pilot Programme was launched in 2009 to test new approaches to drug treatment and the broader social support needs of drug users, both in the community and in prisons. It recognised the need to improve the 'end to end' management of drug users, including more effective use of funding with a sharper focus on achieving positive outcomes for drug users, their families and their communities. Seven areas were awarded pilot status: Lambeth, Essex, Hampshire/ Southampton, Leicester City, Hertfordshire, Bradford and Sefton.

The pilots, running to March 2011, were given freedoms and flexibilities to explore innovative approaches that, if successful, will help to determine the future direction of regional and local drug funding, commissioning and delivery systems. <http://www.nta.nhs.uk/who-healthcare-scp.aspx>. Presentations from the Inclusion event (January 2011), 'After progress2work - what now? Addressing the employment needs of recovering problem drug users' provide relevant background. http://www.cesi.org.uk/Events/Current_events/EV483+After+Progress2Work.htm

There are two more recent developments pursued by the Coalition Government:

- As part of the new approach to develop innovative local approaches the Home Office is sponsoring a number of initiatives under the banner of Local Innovation, Testing and Evaluation (LITE). LITE aims to help areas who want to test new ideas and encourage others to offer ideas on how outcomes might be improved.
- Eight places (Bracknell Forest; Enfield; Kent; Lincolnshire; Oxfordshire; Stockport; Wakefield; Wigan) have been chosen as pilot sites for exploring the introduction of payment by results for drugs recovery, with the aim that they are up and running from September 2011. <http://www.nta.nhs.uk/healthcare-pbr.aspx>

7. Adults and multiple disadvantage

ACE (Adults facing Chronic Exclusion) Evaluation Interim Report

This programme sought to test new ways of working with adults facing chronic exclusion, and whether this could be done more cost effectively than existing approaches. The programme promoted three types of intervention:

- system change (structural or strategic changes in the delivery of local services, involving changes in governance and commissioning)
- supporting individuals to move between services (transition points)
- assisting clients to navigate the system and find appropriate services

An interim evaluation found that participants tended to be unemployed, long term sick or not working for another reason and light users of health services, with 20% having used temporary accommodation in the four weeks prior to their involvement on the programme. Pilots have opted, depending on circumstances, to act as advocates on behalf of their clients, or supported clients to deal with local agencies themselves. The pilots reported being better placed than local statutory agencies to spend more time with their clients and to see them more frequently, allowing them to work with their clients to find solutions. Pilots also considered that they were more likely to take on risk with individuals, and help normalise client relationships with statutory services.

<http://www.matrixknowledge.com/insight/wp-content/uploads/2010/02/ACE-Evaluation-Interim-report.pdf>

A new programme, 'Resolving Multiple Disadvantage' was launched by the Cabinet Office in January, inviting LAs and partners to volunteer to become 'Local Inclusion Labs'.

<http://www.cabinetoffice.gov.uk/resource-library/becoming-resolving-multiple-disadvantage-local-inclusion-lab-area>. Support towards and/ or into employment features in several of the successful Lab areas.

This is one of a series of resource briefings produced as part of Local Government Improvement and Development's contribution to the DWP Worklessness Co-Design pilots. Further briefings are available at <http://www.idea.gov.uk/idk/core/page.do?pageId=23548170> and the report on the DWP Co-Design Pilots at <http://www.dwp.gov.uk/publications/policy-publications/worklessness-codesign.shtml>