

HESELTINE INSTITUTE FOR PUBLIC POLICY,
PRACTICE AND PLACE
UNIVERSITY OF LIVERPOOL

Liverpool City Region
Households into Work Programme:
An Interim evaluation

Presentation to BEIS Devolution Deal M&E Annual Workshop
5th November 2019



What we're going to talk about...

- **Household into Work**
- **Scope of Interim Evaluation**
- **What we wanted to achieve**
- **What has been done so far**
- **Early findings and case study**

Liverpool City Region Context

- **Third highest rate of economic inactivity of all LEP areas**
- **Long term and entrenched worklessness, with generations of the same Household unable to sustain work over long periods of time**
- **c.130,000 residents in receipt of 'out of work benefits'; with sickness benefit claims comprising 77% of this cohort**
- **Complex and often-interlinking issues associated with poor health remain at the forefront of cases where residents are accessing out of work benefits**
- **Mainstream interventions have failed to tackle multiple causes of welfare dependency, responding instead through disconnected programmes**
- **£4.6m innovative Households into Work (HIW) programme agreed in 2015 Devolution Agreement**
- **HIW business case built upon learning from Troubled Families, Working Well and the Youth Employment Gateway programmes**

HIW Logic Chain

Context – Liverpool City Region

- Long-standing issue with engrained and entrenched worklessness, which is often linked to poorer levels of health than national rates.
- 130,000 residents accessing out of work benefits.
- Around 100,000 of these in receipt of sickness benefits: this is the highest rate of any economic area nationally (*NOMIS: Out of Work Benefit Area Comparison*)
- Current mainstream interventions failing to address the holistic issues related to unemployment.

Aims of Household into Work (HiW)

- To tackle the multiple causes of welfare dependency within the Liverpool City Region.
- Support focus on households where more than one adult is unemployed and in receipt of benefits, rather than the more traditional programmes that target individuals for employment support.

Taking Lessons From

- Troubled Families Programme – **Household Approach**
- Youth Employment Gateway – **Personal Budgets**
- Working Well – **Key Worker**

Outputs/Targets

- 800. Households registered
- 600. Positive outcomes, households where individuals have completed at least one agreed activity.
- 500. Significant improvements/moving closer to securing work.
- 20%. Proportion of Households where an individual has moved into work. (Taken to be earnings equivalent to 16 hours per week for 4 weeks)

Inputs

- Total of 800 Households = 1,600 individuals
- £1,000 Personal Budget
- 12 months support per Household
- 24 Employment Advocates
- 6 Local Authority Areas

The HIW Approach

- **Launched in February 2018, HIW is delivered by a team of 26 Employment Advocates locally based across the City Region**
- **The programme aims to identify and work with Households where two or more adults are out of work**
- **Unlike more traditional programmes which focus on developing an individual's progress through skills based interventions to ensure they are work ready, HIW embodies a holistic approach to intervention based on Household issues, providing 1:1 tailored support over a 12 month period**
- **Engagement on the programme is focussed on the Pathways Star and action plans set around 8 themed Star points (on a scale of 1 to 5)**
- **This team build upon existing relationships with service providers including Jobcentre Plus, NHS and third sector organisations, to deliver outcomes for those involved on the programme**

Person Centred Welfare

Core Principles of Relational Welfare

- From needs to capabilities
- From means testing to open to all
- From a financial to a resource focus
- From centralised institutions to distributed networks
- From individual to social networks

Hilary Cottam – Radical Help

Households into Work embodies at least four of these core principles

Scope of Interim Evaluation

Heseltine Institute undertaking independent evaluation of the interventions made by the LCRCA Households into Work Programme.

Not aiming to measure 'success' statistically – but rather to provide a narrative explanation of the reasons for programme outcomes. To this we will undertake the following:

- Qualitative study capturing voices of Service Leads, Employment Advocates and Householders
- Analysis of participant profiles
- Analysis of Pathway Star system data, which is used to track participants progress on the programme

HIW Objectives

- 1. Determine the extent to which a Household based approach to employment will improve employment prospects and job outcomes**
- 2. Identify lessons from better local integration of services to deliver outcomes for customers**
- 3. Identify the impact of improved resilience to get and keep a job and the extent to which this supports sustained job outcomes**
- 4. Identify systemic improvements which will improve the processes to support customers into work**
- 5. Capture learning from the innovation to inform wider public service reform**

HIW Programme Performance

	Year 2 Target (March 2019)	Current position (October 2019)
Number of Households who have started on the programme	800	1,007
Number of Households where individuals have completed at least one agreed activity	400	460
Number making significant improvements / moving close to work	200	376
Moved into employment (16 hours per week for 4 weeks)	15%	22%

Early Headlines

- **Unique nature of the Employment Advocate Role**
- **Engaged and built effective relationships with harder to reach Households, or whose previous engagement with mainstream services minimal**
- **Worked with those individuals/Households with the highest levels of need**
- **Identified and started to address wider, and in some circumstances, long standing issues within the Household, which were a barrier to employment**
- **Increased the visibility and accessibility of services; including counselling and debt management for Households in need**
- **Established an effective multi-agency approach to address complex issues at a Household level**
- **Achieved generally high levels of satisfaction with the service provided**
- **Composition of the Households – challenges casual assumptions made about what constitutes a household**

Household Responses

- **Different to other programmes**
- **Practical and solution focused**
- **Flexible, user led service**
- **Consistent and trusted source of support**
- **Autonomy**
- **Increased confidence and openness to engaging with services**
- **Improvements to emotional wellbeing and development of skills**
- **Increased stability – making wider improves to individuals lives by improving areas such as, the condition of housing or access to household goods**

“I wasn’t sure about it at first, you know because I’ve been put on quite a few schemes and nothing’s come of it. So I thought the same thing was going happen again but I was completely wrong. It really helped me a lot”

Emerging Themes

- **Mental Health:** Significant issue across the programme, with 65% of the participants identifying as having a mental health issue
- **Housing:** During the cycle of interviews with both Employment Advocates and Households, the relationship between housing and worklessness emerged as a theme. Access to safe affordable housing is often the first step towards employment
- **Service Reform:** HIW has brought together provision from private, public and third sector organisations to achieve outcomes for the Households. Potential lessons to learn from the Employment Advocate role for other public service delivery

Households Journey

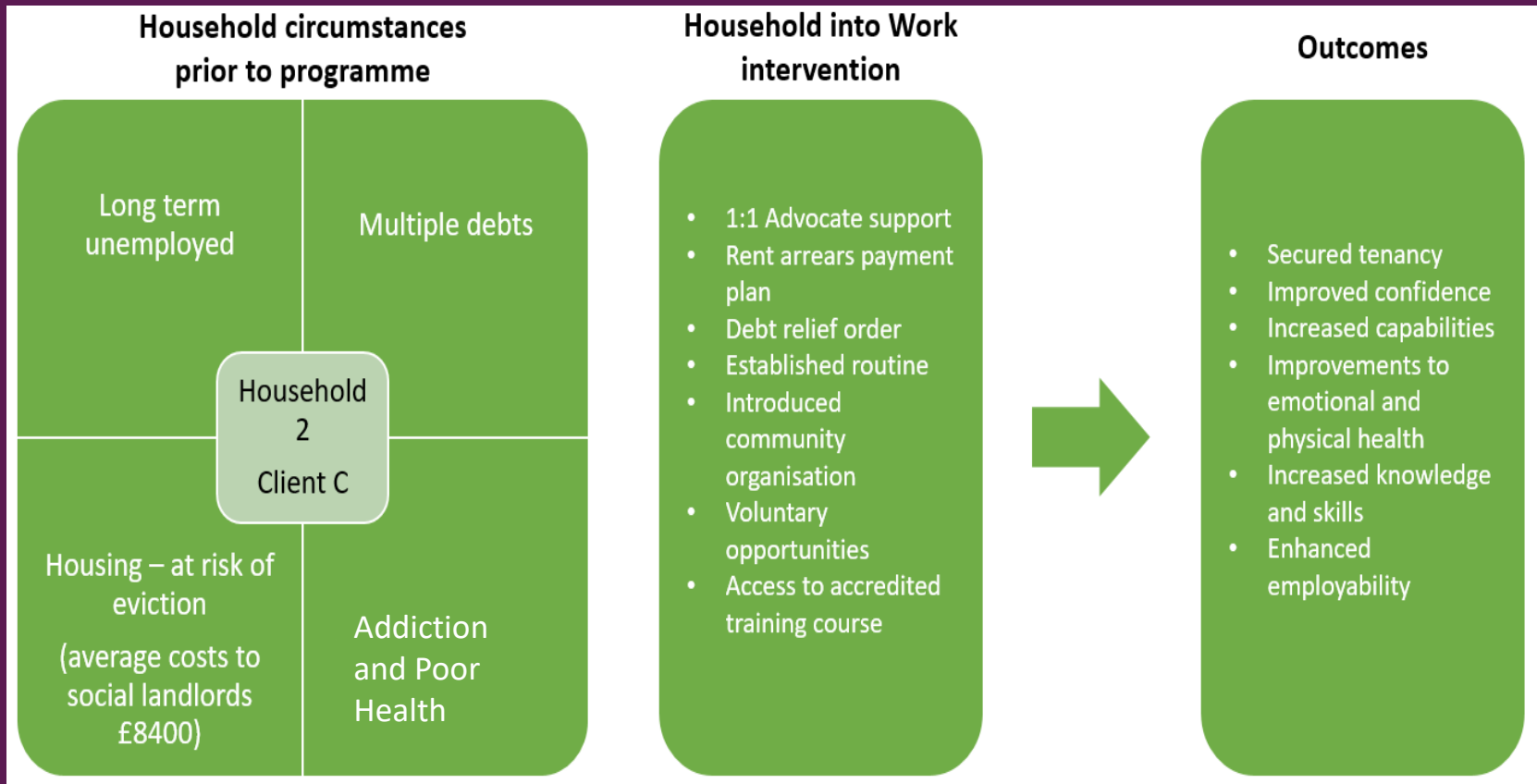
Household Profile

- Two People in Household
- Annual income less than £5,999
- Household Level of debt £500 -900 (At risk of eviction)

Primary Householder

- Female
- Age 45
- Time since previous employment more than 36 months (had not worked continuously for over 20 years)
- In receipt of Universal Credit
- Highest Level of Qualification on starting the programme: Level 1
- Joined HiW: April 2018

HIW Interventions: Worked Example



Next Steps

- **Continue with data collection, case studies and collate findings**
- **Capture lessons from engaging residents in a 'different way' that can be transferred and used by others**
- **Consider wider learning and impact on service reform**
- **Continue tracking job outcome information**
- **Cost benefit analysis of monies invested/savings/economic impact**
- **Dissemination of findings locally and nationally to inform the future design and delivery of employment programmes and frameworks for inclusive growth**
- **Further full impact evaluation to be commissioned by the Combined Authority**

Further Information

Belinda Tyrrell, Industrial Strategy Fellow

tyrrellb@liverpool.ac.uk

Sue Jarvis, Deputy Director

s.jarvis@liverpool.ac.uk

