

Jobs First Evaluation Final Report



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Disclaimer

The views expressed in this report are those of the authors and not necessarily those of the Department of Health.

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Summary

Background and policy context

This is a summary of the evaluation of Jobs First, a Department of Health demonstration project which ran from April 2010 to October 2011. Jobs First aimed to test out the use of Personal Budgets combined with non-social care funding streams to increase the number of people with moderate to severe learning disabilities in paid employment (although very few had 'severe' learning disabilities). The project combined a focus on personalisation and on increased employment, both of which remain important elements of central government policy as highlighted in the recent Adult Care and Support White Paper (Department of Health, 2012). Five local authority adult services departments participated in Jobs First (Herefordshire; Leicester City; London Borough of Newham; North Tyneside; and, Northamptonshire). Each site aimed to select a cohort of 20 people with learning disabilities, eligible for adult social care, who were judged to have moderate to severe learning disabilities for whom assessments, reviews and support plans were to be refocused on employment. A Comparison Group of 20 people, who received standard services, was matched in terms of demographic variables and level of learning disabilities.

The independent evaluation, commissioned by the Department of Health, aimed to:

- Investigate whether and how Jobs First made a difference to employment outcomes for people with learning disabilities.
- Identify organisational and practice developments that support this goal.

Multiple methods were used in the evaluation, with data gathered at two time points: First, we analysed quantitative case record data on 116 people with learning disabilities (out of a potential 200 people across the five sites). Of the 116, 76 were in the Jobs First cohort, 40 in the Comparison Group. Second, we undertook 142 interviews with 70 managers (nine of whom were interviewed twice) and practitioners, 26 people with learning disabilities from the Jobs First cohort (24 of whom were interviewed twice) and 13 family carers.

Key findings

- ➔ Improving employment outcomes will require close working with other local authority departments and with Jobcentre Plus and establishing a secure funding stream for supported employment.
- ➔ Most participating professionals and family carers had positive attitudes towards promoting employment of people with learning disabilities.
- ➔ At follow-up the topic of employment was raised routinely in reviews for more people, rather than on an *ad hoc* basis.
- ➔ Most (19/26) of the people with learning disabilities we interviewed mentioned some kind of realistic employment goal.
- ➔ Jobs First was felt to be useful in '*clarifying the pathway*' of changes needed to improve support for people with learning disabilities to get paid jobs using Personal Budgets.
- ➔ Good relationships with in-house supported employment services and independent sector providers were needed to ensure sufficient, quality provision.

- This research supports other findings about the positive impact of employment for people with learning disabilities who are eligible for publicly funded adult social care, and about the importance of high quality supported employment services in supporting someone to get and keep a job.

Findings

Contextual factors

Six aspects of the context affected the implementation of Jobs First:

- The level and type of supported employment provision in the locality before Jobs First.
- The extent to which day service provision had been modernised to allow for a personalised approach.
- Involvement with other employment related projects, particularly Getting A Life.
- Progress with development of self-directed support procedures.
- The impact of public spending cuts, which created instability and reduced resources available for employment and other kinds of social care support.
- Locally high levels of unemployment, which could make getting jobs for people with learning disabilities particularly difficult.

Attitudes

Almost all professionals, people with learning disabilities and family carers were positive about employment and very influential in promoting employment goals (or not). As has been found elsewhere, benefits of employment were reported to include improvements in confidence socially and with practical tasks, increased sense of autonomy and better overall quality of life. However, the following concerns were voiced by professional participants:

- People with learning disabilities having low expectations in relation to their own abilities.
- People being put off seeking work or increasing work to 16 hours per week because of the impact on welfare benefits income, often affecting the family not just the individual.

Refocusing self-directed support steps

The following practice changes, needed to refocus self-directed support on employment, were emphasised by professional participants:

- Access to clear and comprehensive information for people with learning disabilities and their family about welfare benefits and the options for employment support.
- Raising the topic of employment routinely in reviews as a serious possibility for more people.
- Prioritising employment goals in all support plans; and combining the use of different funding streams for those people eligible.
- Help to re-claim welfare benefits or to re-establish support should jobs be lost.

Challenges to refocusing self-directed support

Several factors remained challenging and caused delays in arranging employment support, which led to people with learning disabilities becoming disheartened and giving up:

- Support plans costed above the indicative budget identified by the Resource Allocation System (RAS), which were not agreed or 'signed off'.
- A lack of ownership and leadership from commissioning managers and care management staff in sites where day services had taken the lead on Jobs First.

- Raising the idea of employment with individuals and families was hard for some social care staff, because of previous experiences with insecurely funded initiatives and a lack of belief in the current likelihood of success.
- Prioritising employment within social care was difficult when funds to meet essential care needs (which would always take priority) were being reduced.

Job coaching and support for self-employment

Job coaching was identified as a set of skills requiring an approach distinct from social care. Training in Systematic Instruction (TSI), which has long been used in other settings, was also identified as essential for Job Coaches through this project. Support needs to be tailored to individual needs, therefore it is hard to estimate costs. The level of support required may reduce over time, with some support from colleagues replacing Job Coaching, although some ongoing link needs to be maintained and for some people, support in work will always be needed. Job coaching involved:

- Profiling information about someone to understand their skills, strengths and interests.
- Balancing realistic goals with not discouraging people from pursuing a job they wanted.
- Working with employers to encourage them to employ specific individuals.
- Training people to use public transport so they can get to and from work independently.
- Supporting people initially in training for the job and for the experience of being at work.

Self-employment was seen as a good option for people for whom the employment relationship was unattractive or for those likely to find a work setting difficult. Two self-employment approaches were adopted in Jobs First sites: *In-Business*, which emphasised the involvement of informal support to help individuals set up businesses; and *Micro-enterprise*, a marketing cooperative approach, facilitating setting up of micro enterprises. Both approaches were viewed as valuable and had helped a small number of people to start trading.

Organisational changes

Jobs First was felt to be useful in '*clarifying the pathway*' of changes needed within local authorities and in collaboration with partners, to improve support for people with learning disabilities to get paid jobs using Personal Budgets. Three out of the five sites had ensured that assessed employment support needs were included in the Resource Allocation System, (RAS), contributing to part of the total value of Personal Budgets. Other sites allowed funds allocated for 'social inclusion' to be spent on employment support. Close working with Jobcentre Plus and with in-house and independent sector supported employment services was important, including 'developing' provision where there were gaps.

Organisational challenges

Sites identified a set of areas for development at an organisational level:

- Promoting employment to staff at all levels, in all agencies and organisations involved.
- Systematically integrating employment goals into all contracts with providers working with adults with learning disabilities and into performance management regimes.
- Releasing social care funding currently tied up in day services into Personal Budgets.
- Working closely with housing providers to develop services that support employment.

Employment outcomes

At baseline, six people in the Jobs First cohort (out of 59 for whom we had this data) were in paid jobs (including self-employment). At follow-up, 15 people in the Jobs First cohort (out

of 60 for whom we had this data) were working across the five sites. All but two of these people were working fewer than 16 hours a week, with the minimum being three hours. Overall, the employment rate for all of those who could have been selected for Jobs First was 7%, which is similar to national estimates. Given the lack of follow-up data it is impossible to know the actual employment rate. No one in the Comparison Group was working at baseline (out of 39) or at follow-up (out of 33). The following factors were identified by the case record data analysis as increasing the likelihood that someone would be in employment:

- Being in the Jobs First group (at follow-up, a higher proportion of the Jobs First cohort were working compared with baseline, but lower proportions were looking for work).
- Looking for work or being employed or self-employed at baseline.
- Whether the person was receiving employment support at follow-up.

Discussion and conclusion

More people in the Jobs First cohorts were working at follow-up, although many who did not get jobs appeared to have lost interest. Levels of interest of those in the Comparison Group appeared to remain constant from baseline to follow-up. Overwhelmingly, social care professionals and people with learning disabilities and their families were positive about the value of work for people with learning disabilities, suggesting that, at least in part, the policy goal is supported in the social care sector and by the target group. However, we know that less enthusiastic individuals and their families opted out of participating in Jobs First, which may have influenced this finding and also inflated the apparent employment rate.

The evaluation stresses the importance of social workers' and other professionals' attitudes and roles in generating a climate where seeking paid employment becomes the norm for people with learning disabilities. Many professionals perceived some potential in the use of Personal Budgets to purchase employment support, although it proved difficult to access sufficient funds for the initial intensive support required to get a job. The evaluation provides support for *Right to Control*, which allowed people in two sites to access funds from Jobcentre Plus rather than use Work Choice. Furthermore, non *Right to Control* sites benefited from Remploy funding, which supplemented the budget for employment support. However, it was not possible to 'braid' different statutory funding streams into a single budget. Savings were thought to be possible long-term, in reducing the need for long-term use of day services or support worker time. However, some professionals believed employment support for people with learning disabilities should be coordinated and funded by the Department for Work and Pensions (DWP), not by social care.

National policy recommendations

- Welfare benefit rules should facilitate smooth transfers between work and benefits.
- Changing attitudes of employers, and the general public, should remain a priority.
- Central and local government responsibility for providing and funding supported employment services for people with learning disabilities should be clarified.

Organisational recommendations

- Provide joint funding (social care, DWP and education) for supported employment services.
- Ensure employment is a legitimate, important goal, seen in resource allocation decisions.

- Make explicit requirements on social care and Jobcentre Plus practitioners, and on independent service providers, to promote and support employment.
- Develop sufficient, good quality supported employment provision.

Practice recommendations

- Discuss and plan for employment with young people with learning disabilities and families.
- Provide sustained employment support to help people retain and improve their jobs.
- Acknowledge that some care needs (e.g. for social integration) need ongoing support.
- Care managers/social workers should take the lead on job-focused self-directed support.

This research supports other findings about the positive impact of employment for people with moderate to severe learning disabilities and, most clearly, about the value of good quality supported employment services as being the key to getting and keeping paid work.

Chapter 1 Introduction and policy background

1.1. Introduction

The personalisation and privatisation of public services and increasing participation in the workforce are strong and enduring themes underlying developments in many aspects of government policy over the past 15 years. While this period covers two governments of different parties, the emphasis on these themes has remained consistent. Jobs First was a Department of Health (DH) 'demonstration site project', which was a term used to describe projects that were trying out new approaches in local areas to learn lessons on how to implement changes. The aim was to explore links between personalisation of social care and other public services, such as health and employment. Jobs First started in April 2010 and was initially due to finish in April 2011, but was extended for another year until 2012. This is the final report from the independent evaluation of Jobs First commissioned by the Department of Health. The evaluation aimed to produce evidence to show whether and how the approach of Jobs First to use publicly funded Personal Budgets to refocus social care support on employment made a positive difference to employment outcomes for people with learning disabilities. In addition, we aimed to identify organisational and practice developments that support this goal.

1.2. The Jobs First approach

Jobs First's primary aim was to increase the number of those people with moderate to severe learning disabilities who are currently eligible for and receiving local authority adult social care that move into paid employment, which is understood here to mean:

... a retainable, paid role within an open, competitive employment market (which includes the option of self-employment), which provides a significant number of hours of employment (often defined as 16 hours per week or more). (Wilkins et al., 2012: 3)

To be eligible for adult social care from the local authority means that the participants' needs had all been assessed as meeting Fair Access to Care Services criteria. A more detailed description of this target group will be given in Chapter 2, in the section on the comparison study. For the purposes of this study, we use the term 'people with learning disabilities' to refer only to those who meet these criteria, for reasons of brevity. This excludes many people with learning disabilities who do not meet these criteria. The DH encouraged sites to select people with a wide range of learning disabilities. However, as we describe in Chapter 2, very few were characterised as having 'severe' learning disabilities and none had 'profound' learning disabilities (see Chapter 2 for definitions of levels of learning disabilities).

For a selected group of 20 people with learning disabilities in each site, employment goals were to be given priority over leisure and day care in reviews and assessments so that people considered 'Jobs First'. In addition, employment was to be considered when major life changes, such as housing moves, were being discussed. Crucially, Jobs First was set up to develop the use of Personal Budgets to purchase supported employment services, which in turn could require some development of employment services and their workforces in the

locality. The original intention was to identify eight local authority sites to take part in this demonstration site project; eventually the following seven sites were identified to take part:

Essex County Council
Herefordshire County Council
Leicester City Council
London Borough of Newham
Northamptonshire County Council
North Tyneside Council
Oldham Metropolitan Borough Council

However, two sites (Essex and Oldham) were not able to take part fully in the demonstration site project or in the evaluation, mainly due to reorganisations and other commitments in these local authorities. Site profiles for the five participating sites are given in Appendix B. These show that the sites cover a wide geographic spread, and include authorities of different types (unitary, county council and metropolitan boroughs). Overall, local population ranged from 183,477 (Herefordshire) to 691,952 (Northamptonshire), and the populations of people with learning disabilities who have a service in each authority ranged from 495 (Herefordshire) to 1650 (Northamptonshire). At the start of the project, all sites were implementing personalisation in adult social care, with all having over a quarter of people with learning disabilities eligible for adult social care holding Personal Budgets.

In each demonstration site, the aim was that 20 adults with moderate to severe learning disabilities (see Chapter 2 for a description of the meaning of these terms) would use their Personal Budget to fund the support they required to find paid employment and to remain working. They were to use social care funding alongside additional funding streams, although, as Allott and Atkinson (2011) point out, the Independent Living Fund and Supporting People funding stream for housing with care services were undergoing transition and were not available to the cohort. The available funding streams were:

- Adult Social Care Funding (local authorities)
- Work Choice (Department for Work and Pensions – in ‘Right to Control’ Trailblazer sites – see below for description of Right to Control)
- Access to Work (Department for Work and Pensions)
- Additional Learning Support for learners under 25 years (from the Young People’s Learning Agency - YPLA)
- Independent Specialist Provision funds (from the Young People’s Learning Agency - YPLA)

In late 2010, after discussions with the Jobs First lead within the Department of Health, Remploy, an organisation providing employment related support to people with all types of disabilities, made an offer to all non Right to Control Jobs First sites to supplement the Personal Budgets of each member of their Jobs First cohort by £4,000. This was to be paid as cash and managed in the same way as the Personal Budget. This represented more than the equivalent cash that people could access in Right to Control sites by taking their Work Choice as an Individual Budget. This became an additional funding stream for the cohort in

non Right to Control sites, namely Herefordshire and North Tyneside (Northamptonshire did not take up the money).

The Jobs First project started in April 2010 and was initially set to run until April 2011. However, the end point was extended for a variety of reasons, including the involvement of Remploy and delays in implementation. The evaluation was therefore also delayed and was completed in 2012.

People with learning disabilities selected for the Jobs First cohort initially received a 'job focused review' and, where they had one, were then asked to use their Personal Budgets to contribute towards the cost of employment support. Sites were also asked to experiment with different approaches to brokerage and to identify additional policy and service developments that might lead to improved employment outcomes for individuals using social care services.

In 2010, the Department of Health commissioned the Social Care Workforce Research Unit to undertake an evaluation of Jobs First. Part of the Unit's remit is to investigate new roles in social care, such as Job Coaching, which made this evaluation fit well with the Unit's overall programme of work. Furthermore, the Jobs First project involves altering the remit of brokers working with people with learning disabilities, creating a variant social care role, which again made this a valuable study for the Unit.

This is the final report from the evaluation. An Interim Report¹ (Stevens and Harris, 2011) was published in April 2011 and is available from the Social Care Workforce Research Unit's website. This set out some of the emerging findings from the first round of interviews, which focused mainly on the challenges and plans identified by Jobs First Leads in establishing Jobs First.

This chapter gives a brief summary of the policy background and literature about personalisation and supported employment, both of which are at the heart of the Jobs First demonstration sites project, updating the original policy and literature review. Following this introductory section, the report will specify the evaluation aims and objectives, outline the methods used and report on the samples of interviewees and the Jobs First cohort. Findings from interviews with professionals, people with learning disabilities and family carers in the sites will then be described and discussed, under the themes that emerged from the analysis. In addition, we present an analysis of the case records of Jobs First and Comparison Group participants, which paints a picture of employment outcomes. A final chapter will draw the findings together and suggest practice implications and ideas for future research.

1.3. Main evaluation questions

The initial brief from the Department of Health set out a large number of questions to be addressed by the evaluation of the Jobs First approach. The primary ones are summarised as follows, (the full set of initial questions are included as Appendix C):

¹ www.kcl.ac.uk/scwru/pubs/2011/stevensharris2011jobsinterim.pdf

1. Does the Jobs First approach make a difference to the employment outcomes of people with learning disabilities, compared with standard services?
2. What were the cost implications of the Jobs First approach to supported employment in comparison with standard social care services?
3. What practice and policy issues are raised in the implementation of the Jobs First approach?
4. How do people with learning disabilities experience the Jobs First intervention as impacting on their lives?

At an early stage in the evaluation, we decided to focus on employment outcomes of Jobs First and the changes local authorities needed to make in order to achieve these outcomes. We were not primarily researching broader factors supporting or preventing the improvement of employment outcomes. These were addressed as secondary questions to contextualise the findings about Jobs First outcomes and implementation. As a result, decisions were taken about who we were going to interview and the focus of the interviews. This also meant that certain topics, notably attitudes towards employment, were covered less fully than would have been the case had we been researching employment more widely. Keeping the evaluation focused was important in order to make the best use of resources. It meant that we had good interview data from a wide range of social care professionals, people with learning disabilities and their family carers, but not from the wider public or employers. Attitudes of these latter two groups were frequently cited by professionals as important barriers to employment, which we have reported here (see Chapter 4). It needs to be remembered that these were the views of professionals. Their views of the barriers are important, as it helps in planning training and management. However, further research would be needed to explore the attitudes of the public and employers directly.

1.3.1. Links with other government projects and programmes

Jobs First intersects with several other projects and programmes related to increasing employment of people with learning disabilities, such as Right to Control, Getting A Life and Project Search. Right to Control is an Office for Disability Issues (ODI) led project running from 2010 to 2013 that gives eligible disabled people a right to an individual budget (or Personal Budget) for all of their support entitlement. Getting A Life was a project that ran from 2008 to 2011 for young people (between 14 and 24 years) with moderate to severe learning disabilities. The focus was on raising aspirations, making changes to the system of support and creating a clear path to paid employment (Getting A Life website²). Project Search, which ran from 2010 to 2011, was aimed at supporting young people with learning disabilities and autism into employment, via a year-long internship programme comprising three work rotations with a large host employer. Jobs First was implemented in four of the eight Right to Control Trailblazer sites; three of the 12 Getting A Life sites and one of the 14 Project Search sites.

² www.gettingalife.org.uk

Alongside these initiatives is Work Choice, which is a Department for Work and Pensions scheme that was implemented in October 2010 and brought together three previous programmes to support disabled people into paid work (Workstep, Work Preparation and the Job Introduction Scheme). The Work Choice programme offers support to people with disabilities, who are not able to benefit from other Department for Work and Pensions programmes, to get paid jobs. Disabled people may be referred to Work Choice by a Disability Employment Adviser, a local authority, a NHS Primary Care Trust (and successors) or a local authority education department, as spelled out in the guidance for providers (Department for Work and Pensions, 2010). Following referral, the programme has three modules: 1. Work Entry Support, which focuses on confidence building and job seeking and can last for up to six months. The level of support builds up to 16 hours a week in the different activities involved; 2. Short to Medium Term In-Work Support, when the person has a job of 16 hours or more, a provider works with the employer and employee to identify and provide the support needed to keep the job and make progress. This module can last up to two years, but has much less intense support, a maximum of eight hours contact time a month. 3. Longer-term In-Work Support, which is only provided for people who need ongoing support in work, to keep a job and develop a career. Work Choice is mainly delivered by a set of organisations who bid to the Department for Work and Pensions for contracts to be providers. However, in 'Right to Control' sites, people who want to work 16 hours or more a week are able to request that they receive money instead of the support offered. This has been worked out to be about £2,000 per person (Allott and Atkinson, 2011).

1.4. Policy and literature

There is a vast literature on employment and people with learning disabilities. A full review of this literature would be beyond the scope of this report and the resources for the study. However, it is important to place the evaluation in the context of other work in this field, and we make use of several important reviews and single research studies in the following brief overview of the literature.

1.4.1. Social care policy

Jobs First was first announced as a commitment within the *New Opportunities* White Paper (HM Government, 2009) and was also a key commitment within the *Valuing Employment Now* strategy (HM Government, 2009). It was an important strand of work supporting *Putting People First* and the *Vision for Adult Social Care* policies and it also supports wider Government policy addressing worklessness. Increasing employment for disabled people remains an important aim of government policy. In a recent review of approaches to support for disabled people, *Fulfilling Potential* (Department for Work and Pensions, 2013), employment is seen to have 'a major impact on poverty and social exclusion' (p6).

Valuing Employment Now (HM Government, 2009) set out the previous Labour Government's aim: 'to radically improve employment opportunities for people with learning disabilities in England, and particularly for people with moderate and severe learning disabilities' (HM Government, 2009). The aim was to close the gap between the rate of employment for people with moderate to severe learning disabilities and the employment rate for people with disabilities as a whole. In the wider working population 10 percent are

self-employed, although this is very rare for people with learning disabilities. *Valuing Employment Now* also identified self-employment as a particularly positive approach for people with moderate to severe learning disabilities as a means of increasing social inclusion and providing a better quality of life.

In its *Vision for Adult Social Care* (HM Government, 2010), employment was identified as a key part of the government's social care goals. Employment support is presented as reinforcing the 'Big Society' concept at the heart of Coalition Government policy. Employment support is also presented as a key role for local authorities:

Local government can be a catalyst for social action. In some areas, people will need the support of councils to stimulate a community response. This may mean encouraging and supporting employment, local mentoring and volunteering activity at an individual level. (HM Government, 2010: 12).

Employment is also identified as a means of making savings in public expenditure, which is another central goal of policy:

Specifically, getting more people into employment has well-documented benefits including generating savings for the taxpayer. (HM Government, 2010: 23).

In addition, *the Vision for Adult Social Care* (HM Government, 2010) links employment support to a set of familiar themes in social care policy:

- Developing preventive services, as a means to 'meet emerging needs' (HM Government, 2010: 13).
- Widening the benefits of personalisation, through ensuring that access to employment support is available across the country (HM Government, 2010: 18).
- Development of a 'plural market' (HM Government, 2010: 21), which 'can also include more mainstream and universal service providers – for instance, those offering transport or leisure options, or employment and education support – which are able to cater for people's needs without operating exclusively in the social care sector.' (HM Government, 2010: 21).
- Improving partnership working, in which closer working is to be developed by adopting a 'joined-up approach between social care, housing, employment and other sectors' (HM Government, 2010: 23).

Jobs First and Getting A Life are specifically mentioned in the *Vision for Adult Social Care* as:

...already showing how people with learning disabilities can use their Personal Budgets, drawn together with other appropriate funding, to buy the support they need to get and keep a job or self-employment. Similarly, it is likely that expenditure on adults with significant disabilities could be reduced if funding were used for supported employment rather than leisure-focused day services. (HM Government, 2010: 23)

Jobs First also chimes well with several of the goals set out in the most recent Adult Care and Support White Paper (Department of Health, 2012). First, in terms of the aim to enhance possibilities for people who access care to be able to ‘play a more active part in the economy’ (p17). Second, in its proposals for measures in relation to the portability of social care support, one aim is to ‘enable people to pursue employment opportunities’ (p33). Finally, the project also fits with the emphasis in the White Paper on developing a diverse set of providers (p17). As part of Jobs First some local authorities worked with a range of private and third sector organisations to begin to develop models that would provide supported employment services to people with learning disabilities.

More recently, employment of people with disabilities appears to have become more of a responsibility of the Department for Work and Pensions (DWP), which has been publishing various guidance on the subject, most of which is aimed generically at disabled people rather than people with learning disabilities. For example, in July 2013, the DWP published an online guidance document³ aimed at employers to promote the employment of disabled people. There has been little DH policy involvement in the topic since the disbanding of the Valuing Employment Now team.

1.4.2. Personalisation

As we note above, one central element of Jobs First is the development of the personalisation of social care support, which continues to drive government policy in relation to social care. For example, in the Care and Support White Paper (Department of Health, 2012), there is a strong emphasis on further increasing numbers of people using Direct Payments and Personal Budgets, which are a key part of the longstanding project to ‘transform’ (Department of Health, 2008) adult social care systems (Manthorpe et al., 2011). Personalisation policy encompasses a broad range of policies over the past ten years. The overall focus is to support independent living through increasing choice and control over the support and equipment needed to enable people to live independent and full lives (Carr and Dittrich, 2008).

A key mechanism for delivering personalisation has been Personal Budgets. Personal budgets derived from Individual Budgets, which themselves were a development from Direct Payments, introduced by the Community Care (Direct Payments) Act, 1996, which allowed local authorities to give people money instead of services for the first time. Subsequently, access was broadened in 2000 and 2003, which has ultimately led to local authorities being required to offer Direct Payments to all those eligible for publicly funded social care services. Such options for support were introduced after a long campaign by physically disabled people of working age, for whom the ability to have individualised support at specific times for specific reasons was very attractive. Among other groups, however, take-up was patchy, although increasingly people with learning disabilities started to receive Direct Payments, often managed by family carers and relatives. There has been evidence that Direct Payments are producing good outcomes, particularly for disabled people of working age (Scourfield, 2007). In 2005, the then Labour government introduced the idea of Individual Budgets (IBs) (Prime Minister’s Strategy Group, 2005), which it was

³ <https://www.gov.uk/government/publications/employing-disabled-people-and-people-with-health-conditions/employing-disabled-people-and-people-with-health-conditions>

hoped would help spread the perceived benefits of Direct Payments to those unable or unwilling to take on the employment responsibilities they might entail. Central to IBs was the idea that giving people knowledge of how much in monetary terms is available to pay for the support they need would enable them to take more control over how they were used and therefore result in better and more appropriate outcomes (Stevens et al., 2011). Crucially, in addition to Direct Payments a number of different 'deployment' methods were to be made available, in which the management of IBs by care managers, family carers, relatives and third party individuals or organisations as well as individual service users, was to be encouraged. A second major aim of the IB pilots was to test out the possibilities of integrating a number of funding streams:

- Supporting People
- Access to Work
- Disabled Facilities Grants
- Independent Living Fund
- Integrated Community Equipment Services

(Moran et al., 2011)

However, as Moran et al. (2011) describe, the evidence of the national evaluation of the IB pilot projects was that this proved very difficult to implement, owing to four main challenges. First, primary legislation and regulation 'effectively prohibited integration at local level' (p239). Second, individual IB holders remained subject to the separate requirements of each funding stream, which limited flexibility in terms of the use of money. Third, concerns were expressed by professionals working for the agencies providing different funding streams that allowing a 'top slice' of their budgets for IB holders, might destabilise existing services. Finally, it was feared that the IB approach might increase demand in an unsustainable way for the different funding streams and for adult social care, which itself could result in increased pressure on the different budgets involved (Moran et al., 2011: 239). However, adult social care IB project leads identified three main advantages of attempting to integrate funding. First, from an adult social care perspective, it was thought to be advantageous to increase awareness of, and applications for, funding from other funding streams, especially outside the local authority. Second, there was a strong sense in which the IB pilot resulted in renewed and improved relationships between adult social care project managers and other funding stream leads locally. Third, in the limited examples of success, integration of funding did bring genuine benefits to service users and their families, in terms of 'Streamlined assessment process with less duplication, more straightforward support planning' (Moran et al., 2011: 239).

This suggests the value of the focus in the Jobs First demonstration site project on 'braiding' funding from different streams. This was a lower level of ambition in relation to integration compared with the IB pilots, but Jobs First had the potential to bring similar benefits. The extent to which people with learning disabilities in the Jobs First cohort accessed resources from multiple funding streams in a way that can meaningfully be thought of as representing a single budget, was seen as an important measure of the success of the project. Also the accounts of efforts to do this could provide important learning for development of this approach. The overlap with Right to Control (in two sites) was a useful added factor, given the specific aim of Right to Control of enabling access to cash funds instead of a number of

public services, including mainstream employment services provided by or through the Department for Work and Pensions.

Twin drives can be identified for personalisation: dissatisfaction with services and a move from state services to private sector provision and a consumerist model. State run services were felt to be inflexible and professionally controlled in a way that led to disabled people being seen as passive recipients of care (Scourfield, 2007). It is this that drove the campaign for Direct Payments described above. However, the development of personalisation can also be seen as supporting a very different policy stream, continuing a programme started in the 1970s and 1980s. This aimed to reduce the role of the state and introduce market forces in public sector provision, since choice and consumerism were felt to improve quality and good outcomes (Stevens et al., 2011) and thereby make more efficient use of public money.

Such a 'radical individualism' (Burton and Kagan, 2006: 302), saw individual choices as supreme, at the expense of more collective approaches to developing public services. Several critiques of the focus on choice have been made (Clarke et al., 2007; Stevens et al., 2011). First, related to the potential for 'choice' to increase inequality. It is argued that wealthier and less disabled people are likely to be better able to exercise free choice in market conditions. Second, 'choice' as presented within policy tends to underplay important complexities in relation to power relations and the public-private nature of decision making in service provision, both of which interact in complex ways with individual choices (Clarke et al., 2007).

These debates have relevance for the evaluation of Jobs First, since this initiative aims precisely to increase purchasing control over supported employment services, in an effort to increase levels of employment of people with learning disabilities. The underpinning idea therefore fits with the general thrust of personalisation policy, although links with both the neo-liberal and disability movement can be identified.

1.5. Supported employment

1.5.1. History of supported employment

In the *Supported employment and Job Coaching best practice guideline standards* (Department of Health, 2010), supported employment is defined as:

...an evidence-based and personalised approach to support people with significant disabilities into real jobs, where they can fulfil their employment aspirations, and achieve social and economic inclusion. (HM Government, 2011: 1)

Real jobs are those on the open employment market, where people are paid the going rate for the job, experience the same working conditions, are appreciated by colleagues and managers and are treated the same as other employees. Supported employment is contrasted with sheltered employment, which usually takes place in segregated premises, working alongside other people with learning disabilities, undertaking carefully managed work, often for token pay in positions for which there are no competitive interviews (Cimera, 2011).

Supporting people with moderate to severe learning disabilities to get paid jobs in the open employment market has a relatively long history in the United States (US), where provision of supported employment was enshrined in legislation in 1984 (Beyer and Robinson, 2009). However, these authors note that development of supported employment in the US tailed off after 2000. Since then, funding for segregated provision has outstripped supported employment, resulting in calls for transferring investment to supported employment from segregated provision, similar to current calls by campaigners in the UK to divert funds from day services because of perceived limitations to their role in promoting social inclusion, especially amongst people with learning disabilities (Hussein and Manthorpe, 2010). Furthermore, as Butterworth et al. note, despite the emphasis on supported or 'integrated jobs' (2011: 9) employment levels of people with learning disabilities remained low in the US. This decline has been noted despite strong evidence of the cost effectiveness of supported employment compared with sheltered employment schemes (Cimera, 2011). Furthermore, better outcomes are achieved in terms of likelihood of getting a job, hours worked and wages earned, at lower cost for those getting a second or third job placement with supported employment (Cimera, 2012). This suggests that people with learning disabilities become easier to place as they change their jobs, with supported employment.

The drive for supported employment for people with learning disabilities started much later in the UK. Until very recently, there has been no clear definition of, or standards for, supported employment, and it is only through the support for Jobs First provided by the Department of Health that work has been done to identify unit costs for providing someone with a job (Allott and Atkinson, 2011).

1.5.2. Factors linked to likelihood of employment

Estimates of employment levels of people with learning disabilities in the UK vary from 6.6 percent of all people with learning disabilities in 2010/11 (Emerson et al., 2011), using local authority data returns and ten percent, using Labour Force Survey data, which is based on self report (Department for Work and Pensions, 2013). Both estimates indicate that employment levels for this group are very low compared with other disabled people (46.3 percent) and the population as a whole (76.4 percent) (Department for Work and Pensions, 2013).

Beyer and Robinson (2009) acknowledge that much of the evidence in their literature review was gathered from the US, partly because of the longer history of supported employment in the country. They found the following factors to be linked to increased likelihood of people with learning disabilities being employed:

- Severity of disability, and gender (see also Emerson et al., 2005); people with milder learning disabilities and men being more likely to gain and keep employment, which reflects gender patterns in employment in the non-disabled community (Jahoda et al., 2008)
- Work experience and summer or Saturday jobs for teenagers and young people
- Those who complete high school (i.e. stay at school until 18)
- Receiving vocational-technical training
- Duration of community based training
- Age appropriate integration with non-disabled peers

- Use of a Job Coach
(Beyer and Robinson, 2009: 15)

In addition, Emerson et al. (2005) undertook a national survey of people with learning disabilities in England on behalf of the NHS Health and Social Care Information Centre, involving interviews with 2974 people. While this is cross sectional data, therefore making attribution of cause and effect difficult, this was one of the largest studies of its kind, one that had never been done before in England. In addition to some of the factors identified by Beyer and Robinson (2009), Emerson et al.'s (2005) survey identified the following factors making it more likely that a person with a learning disability would be in supported employment:

- Lived with fewer people
- Saw friends who had learning difficulties less often
- Were white
- Lived in an area with higher employment
- Had good general health
- Saw friends who did not have learning difficulties more often.

However, Beyer and Robinson (2009) did not find strong evidence that volunteering by people with learning disabilities is linked strongly to people moving on to paid work. Emerson et al. (2005) also found that about two thirds of respondents who did not currently work would like to do so in the future.

1.5.3. Approaches to supported employment

Wilkins et al. (2012), in their review of the economic evidence for supported employment, identify six types of supported employment, three of which were being tried out by Jobs First sites:

- Models that begin with finding a particular paid role, then provide support to perform that role or stay in it;
- Models that provide training or job preparation in the setting of a mainstream workplace (but not necessarily the one the person will go on to work in);
- Approaches that focus on mechanisms – how support might be accessed and/or funded (Wilkins et al., 2012: 3-4)

However, Wilkins et al. argue, that while these are fairly simple types, there has been an unhelpful and confusing set of 'interrelated pilots, schemes, models and approaches that are currently being used and tried in order to help people get jobs' (Wilkins et al., 2012: 23). This is in line with one of the findings of the Review of employment support for people with disabilities (Sayce, 2011), which recommended a single disability employment programme. Furthermore, Wilkins et al. (2012) report there is little strong evidence about the cost effectiveness or cost benefit of supported employment despite some degree of consensus about its effectiveness.

Beyer and Robinson (2009) detected evidence in favour of the first two of these approaches to supported employment. These approaches are based on the premise that people with

learning disabilities learn differently to people without learning disabilities and typically respond better to demonstrations rather than verbal instructions. Essentially the approach that appears to have the strongest evidence involves learning and training on the job, as opposed to learning skills to become 'work ready', in colleges or special learning posts. Jobs First sites were encouraged to adopt this approach to supported employment. This idea includes social skills as well as the practical aspects of the job. One common approach, Systematic Instruction, has substantial evidence of effectiveness. It involves 'breaking tasks down into stimulus: response chains and using prompting hierarchies and reinforcement to teach them' (Beyer and Robinson, 2009: 11). Recently, more evidence has emerged about developing support from other disabled colleagues, rather than directly from specialist Job Coaches. This has been linked to better employment outcomes and better integration in the workplace (Beyer and Robinson, 2009; Cole et al., 2007). However, finding and training Job Coaches remains problematic and there is a general shortage of supported employment services: indeed increasing the numbers of Job Coaches was a specific goal identified in *Valuing Employment Now* (HM Government, 2009).

1.5.4. Job retention

A varied picture of retention has been found in the literature, with figures of between 20 and 80 percent of people with learning disabilities remaining in work in different studies over the past 20 years, with no obvious pattern emerging over time. Factors involved in job loss include decline of motivation, understanding of task, poor attendance and social attitudes and interaction skills, although as noted above, teaching these on the job has had better results. One study quoted by Beyer and Robinson (2009) found that women fared better in terms of retention.

1.6. Impacts of employment on people with learning disabilities and services

1.6.1. Financial implications

There has been mixed evidence about the financial benefits to people with learning disabilities in supported employment in the US and the UK and only one study, in North Lanarkshire, generated positive findings. The North Lanarkshire supported employment service evaluation (Beyer, 2008), based on 88 people with learning disabilities, found that of those in employment, where the average working week was 22.1 hours, people were 94% better off compared with being on benefits. The service was felt to have a cost benefit to the community per person of over £6,000, although exact costings were hard to work out. Partly, this was because the service was well established after a period of investment, which was not taken into account.

The amount of support needed has been shown to decrease over time, thus implying that cost savings should be possible. Indeed Beyer and Robinson (2009) identify much evidence to suggest that supported employment can bring financial savings in terms of the costs of services and welfare benefits, compared with sheltered employment and traditional day services. For example, the evaluation of the Kent Supported Employment Service (Kilby and Beyer, 2010) found savings to the local authority and taxpayer in terms of reduced welfare

benefits payments. In the US, Cimera (2010) also showed that those getting jobs were themselves better off, although costs varied across sites.

1.6.2. Impact on wellbeing and outcomes

People in open employment have been found to have higher self-esteem, job satisfaction and sense of control over their lives compared with those in sheltered employment or traditional day support (Beyer et al., 2009). Government data also suggest that being employed improves physical and mental wellbeing (Department for Work and Pensions, 2013). Jahoda et al. (2008) undertook a review of evidence about the impact of being employed on people with learning disabilities and concluded that despite some methodological limitations of the research, being in supported employment had positive impacts on quality of life and wellbeing in terms of control, self-esteem and depression.

Being in employment has been found to increase feelings of autonomy, even if people are working in jobs that do not require people to exercise much of it. In such cases, Jahoda et al. argued, the increased social status and having more money could lead to greater sense of autonomy in the wider context of people's lives. However, the evidence in terms of impact on social integration is less positive, with only very small gains in terms of relationships that extend beyond the workplace and a tendency for the most important relationships to be with care staff. Furthermore, one study reported by Jahoda et al. (2008) suggested that people with learning disabilities could make negative self-comparisons with non-disabled colleagues, which could be a threat to self-esteem. In their conclusion, Jahoda et al. (2008) suggest a need for directed support because of these potential ongoing problems faced by people with learning disabilities. Also, they pointed to the lack of exploration of how types of work and pay levels impact on these outcomes, thus inviting further research on these more nuanced aspects of employment for people with learning disabilities.

The evaluation of Jobs First, therefore, is focusing on several different aspects of the project, all of which are necessary in order to understand its impact. In addition to investigating the impact on employment outcomes, we are exploring issues raised by the implementation. We are considering the overall acceptance of employment as a goal for people with learning disabilities alongside developments in personalisation, including use of different funding streams, and the development of supported employment services which people with learning disabilities can use their Personal Budgets to purchase. Finally, different approaches that are taken to supporting people with learning disabilities to get and keep paid jobs will also be explored.

Chapter 2 Methods and sample descriptions

2.1. Introduction

The evaluation combined an analysis of case records with face to face interviews with people with learning disabilities, their family carers and members of the Jobs First teams in the sites (at the beginning and end of the study) and two rounds of interviews with people with learning disabilities, Jobs First Leads and some National Advisers. Single interviews were held with family carers; senior social care managers; social workers/care managers, employment workers; and, a range of other professionals.

2.2. User and carer involvement

A project user and carer advisory group had been planned in the evaluation proposal. The Department of Health (DH) acknowledged that this would need additional £15,000 to fund properly (i.e. to pay participants, meet the costs of travel, communication assistance and care replacement, and so on). However, soon after the project plan was agreed, the DH indicated that this money could not be found, partly because of the change in government. Consequently, we were unable to set up a separate project advisory group for the evaluation. As an alternative, we consulted the Social Care Workforce Research Unit's User and Carer Advisory Group and asked for volunteers to lead on Jobs First. Jeanne Carlin, whose adult daughter has severe learning disabilities and for whom she provides care, volunteered. Jeanne has had a great deal of experience in research in her own right. We met Jeanne three times over the course of the study, once a short way into the study, again, about half way through and lastly as we were writing the report. Jeanne provided very useful feedback on the approach to interviewing people with learning disabilities and their family members, in terms of overall style and the specific documentation we were intending to use and questions to ask. In addition, she provided a good reality check on the emerging findings, helping us identify which were the important aspects of the findings on which to focus.

2.3. Design and Methods

2.3.1. Design

A concurrent multi-methods design was employed for this evaluation because of the complex nature of the intervention. This enabled us to capture quantitative measures of impact and qualitative experiences of different participants (Tashakkori and Teddlie, 2003). Using mixed methods can compensate for the inevitable limitations of any one method (Brewer and Hunter, 2006) and meant that the evaluation attempted to provide a more comprehensive picture of the value of Jobs First, than if one method alone was adopted.

The evaluation involved two distinct strands. First was a comparison study, in which it was intended that the employment status and support needs of people with learning disabilities using Jobs First were compared with a group of people who received standard services. The two groups would be matched for key characteristics and selected from the same sites. For various reasons, mainly linked with the many changes and restructuring that were occurring within the sites as a result of the public spending cuts, the selection of a Comparison Group

that was equally interested in and able to assist proved difficult, as will be shown below in the description of the various samples. We asked sites to provide case record information at the point at which support plans were signed off and later near the end of the evaluation. Any changes over time were examined. The second strand of work was more qualitative and focuses on a set of issues related to process and implementation of Jobs First.

2.3.2. Comparison Group study

The purpose of the Comparison Group was to compare changes occurring to a group of people with learning disabilities benefiting from Jobs First with other people, with as similar circumstances as possible, who were not selected into the project. Employment is the main outcome measure: complementary measures include types of jobs and hours worked per week.

Sites were asked by the Department of Health to select a cohort of 20 people with moderate and severe learning disabilities, all of whom were eligible for local authority adult social care support, based on Fair Access to Care Services (FACS) criteria. This meant their needs were assessed as meeting the following criteria:

Critical – when:

- life is, or will be, threatened; and/or
- significant health problems have developed or will develop; and/or
- there is, or will be, little or no choice and control over vital aspects of the immediate environment; and/or
- serious abuse or neglect has occurred or will occur; and/or
- there is, or will be, an inability to carry out vital personal care or domestic routines; and/or
- vital involvement in work, education or learning cannot or will not be sustained; and/or
- vital social support systems and relationships cannot or will not be sustained; and/or
- vital family and other social roles and responsibilities cannot or will not be undertaken

Substantial – when

- there is, or will be, only partial choice and control over the immediate environment; and/or
- abuse or neglect has occurred or will occur; and/or
- there is, or will be, an inability to carry out the majority of personal care or domestic routines; and/or
- involvement in many aspects of work, education or learning cannot or will not be sustained; and/or
- the majority of social support systems and relationships cannot or will not be sustained; and/or
- the majority of family and other social roles and responsibilities cannot or will not be undertaken

(SCIE, 2010: 4)

In order to make these two groups as similar as possible, we asked sites to match the comparison and Jobs First groups on level of learning disability, age, gender and how ready

the person is to start seeking a job (or ‘distance from the workplace’). A matching ‘selection tool’ was developed, into which sites could enter data about the Jobs First cohort members as they were selected, and then identify matched individuals. A blank copy of this tool is given in Appendix D.

As we noted in Chapter 1, all of the participants were eligible for publicly funded adult social care services. As a result, this excluded people with mild learning disabilities from Jobs First. While the DH asked sites to include people with a very wide range of learning disabilities, no one with profound learning disabilities was included in the study. All participants were therefore identified as having moderate to severe learning disabilities. However, sites were very reluctant to provide information about IQ scores (if they had this) or Activities of Daily Living, so we had to ask them to indicate level of learning disabilities on a three point scale (Moderate, Moderate to Severe, and Severe). Box 2.2 gives Hardie and Tillie’s (2012) definitions of levels of learning disabilities, which are included here as a means of delineating the sample, providing a characterisation of who was included and who was excluded. As we show in Table 2.9 below, only three people (4%, n=83) with learning disabilities were characterised as having severe learning disabilities.

Box 2.2. Levels of learning disabilities

| | |
|-----------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Excluded | Profound intellectual and multiple disabilities. People with profound intellectual and multiple disabilities may have considerable difficulty communicating and characteristically have very limited understanding. Many people express themselves through non-verbal means, or at most through using a few words or symbols. In addition some people need support with behaviour that is seen as challenging, such as self-injury. |
| Included | Severe – People with a severe learning disability often use basic words and gestures to communicate their needs. Many need a high level of support with everyday activities such as cooking, budgeting, cleaning and shopping, but many can look after some if not all of their own personal care needs. Some people have additional medical needs and some need support with mobility issues. |
| Included | Moderate – People with a moderate learning disability are likely to have some language skills that mean they can communicate about their day to day needs and wishes. People may need some support with caring for themselves, but many will be able to carry out day to day tasks with support. |
| Excluded | A person who is said to have a mild learning disability is usually able to hold a conversation, and communicate most of their needs and wishes. They may need some support to understand abstract or complex ideas. People are often independent in caring for themselves and doing many everyday tasks. They usually have some basic reading and writing skills. People with a mild learning disability quite often go undiagnosed. Most people still need appropriate support with tasks such as budgeting and completing forms. |

(Hardie and Tillie, 2012: 6-7)

In order to assess whether the two groups are similar enough to make a comparison, we undertook analysis when the data were submitted. For this, we looked at the types of services used, the size of Personal Budget, living arrangements (i.e. whether living with a carer/relative, living independently, in supported living or in a residential service).

This design was intended to give an indication of the impact of Jobs First in direct comparison with normal services. We developed a baseline case record form, which was piloted with the sites; amendments were made on the basis of comments received. In particular, we originally wanted to include 'activities of daily living' on the form: however, sites were unhappy about providing this information, with project leads responding that the information was too medicalised and not relevant. The idea was to identify the kinds of needs people had, in order to develop a fine grained understanding of the impact of such factors in getting a job. However, because of the level of resistance, we decided to drop this factor from the case record data form. The baseline case record data forms included the following topics:

- Age, gender and ethnicity
- Conditions and syndromes (e.g. Down's)
- Level of learning disability (a three point scale from Moderate to Severe)
- Risks to and from others
- Informal/family care
- Fair Access to Care Services (FACS) eligibility level
- Previous social care package
- Non social care support (e.g. from Supporting People services)
- Benefits claimed
- Financial contribution towards social care provision
- Whether currently uses a Job Coach or job broker
- Costs of Job Coaching and any ongoing employment support
- How social care resources are allocated and managed (e.g. Direct Payments)
- Employment status past and present
- Tenure, accommodation and household composition

It became clear that sites found it difficult to provide the level of details we asked for. As a consequence the follow-up case record *pro forma* on which data was collected between a year and 18 months after the baseline, asked for a great deal less information, particularly in relation to the personal characteristics. The selection tool, baseline and follow-up data forms are available on the Social Care Workforce Research website:

www.kcl.ac.uk/scwru/res/roles/jobs.aspx

2.3.3. Difficulties and data quality

As suggested above, sites struggled to provide good case record data on the Jobs First cohort and this limited the comparison strand of the evaluation. Two main problems were encountered. First was in the selection of the Comparison Group. We asked sites to select a

group that was matched with the Jobs First group on a number of factors, but also made it clear that the Comparison Group needed to be as interested in employment as the Jobs First cohort. As the project progressed, it emerged that some of the Comparison Group had been selected either because they had declined to take part in Jobs First, or about whom it had been decided employment was not or could not be a priority. This makes at least some of the Comparison Group different to the Jobs First group in a key characteristic – their interest in becoming employed and their relative ability to become employed. This was not universal, but further weakens the comparison element of the study. This is likely to increase the apparent effect of the Jobs First intervention, which must be taken into account when interpreting the findings.

The second main problem was in getting sufficient quantity of data. One site did not provide any data on a Comparison Group and provided only the most limited data at the follow-up stage about the Jobs First cohort. Another site provided only baseline data on a small number of the Jobs First cohort. These difficulties were the result of local changes, due in part to the cuts in public spending, which led to changes in management and a reduction in the number of information staff in local authorities, all of which occurred after the study had started. Obtaining the data created delays in the analysis and the report.

2.3.4. Implementation strand

Semi-structured interviews were undertaken with a range of stakeholders to explore experiences of the implementation of Jobs First.

- A sub-sample of people with learning disabilities receiving the Jobs First intervention
- A sample of relatives/family carers of people with learning disabilities receiving the Jobs First intervention
- Jobs First Leads
- Job coaches and brokers including Jobcentre Plus Disability Employment Adviser
- Adult social care professionals
- Right to Control Leads
- National Jobs First Leads and training and development consultants
- Senior managers in adult social care departments, housing providers, Supporting People or similar staff

All interview guides used in the study are available on the Social Care Workforce Research Unit website: www.kcl.ac.uk/scwru/res/roles/jobs.aspx

2.4. Ethical permissions and issues

Approval was granted from Social Care Research Ethics Committee and local Research Governance procedures. All interview participants were given information sheets and asked to sign consent forms. Easy read materials were developed (see Appendix E) for people with learning disabilities. We asked sites to identify people with learning disabilities and their family carers, and local staff received permission to pass on details to us. It was then that the process of getting informed consent took place.

Issues of confidentiality emerged during the study. We had to be careful not to reveal the views of staff to managers during their interviews (by asking questions that could only have arisen from the content of other interviews, for example). Interviews were recorded, with specific permission and transcribed by a transcriber who had signed a confidentiality agreement. Transcripts were anonymised by removing names of the interviewee, references to other people, places or names of provider organisations (unless they were national, such as the NHS) and anything we felt might identify interviewees. All personal identifiers and the evaluation codes were kept securely on passworded files.

We employed a sessional researcher to undertake the interviews with people with learning disabilities. She was a very experienced social worker, who had worked with people with learning disabilities for many years. The people we interviewed were all judged by the local authority and by the interviewer to have capacity to decide to take part in an interview. Some of the interviews were undertaken with family carers present, which created a problem of confidentiality, but as this was the choice of the person with learning disabilities, we decided that this was acceptable.

2.5. Data Analysis

2.5.1. Case record data

Data on the case record *proformas* were entered into Excel spreadsheets and then imported into SPSS (version 19). Bivariate and multi-variate analysis was used to explore in depth the impact of level of learning disability, amount of spend on budget on who was employed, along with the impact of being in the Jobs First group, although these comparisons are to be treated with great caution. We had no control over the sample sizes, which were underpowered. *Post hoc* power calculations revealed a power level of less than 0.8 (using SPSS Sample Power v3), with a significance level of 5%. This power level would only have been reached with sample sizes of 133 in each group, allowing for 25% missing data. A conservative approach was taken and a significance level of five percent ($p \leq 0.05$) was used for these three types of statistical tests:

- Test of significance for relationships between categorical variables – Chi-Squared (χ^2),
- Measures of strength of relationships between categorical variables – Phi (ϕ) for relationships between variables with two categories and Cramer's V for variables with more than two categories. This is a good proxy for effect size for this kind of analysis. Values can vary from 0 to 1 and values of between 0.3 and 0.5 are considered medium association, values over 0.5 are considered large associations (Field, 2009),
- Test of differences among multiple means of continuous variables – One-Way Analysis of Variance (ANOVA).

2.5.2. Interview data

Thematic analysis was undertaken informed by principles of Grounded Theory. This approach was adopted in order to generate understanding of the different perspectives of participants and to develop theoretical understanding of the changes being undertaken in sites in order to implement Jobs First. All interviews were recorded (with permission) and transcribed in full and then entered into N-Vivo qualitative data software (version 8). A mix

of open coding and coding with the use of a pre-agreed coding frame was undertaken. The coding frame was developed on the basis of our emerging understanding of the issues being faced by sites, established through our ongoing involvement with the development of local Jobs First projects. In addition, the research team read five transcripts to identify important elements to include. The coding frame gave the code names and a short definition: it was initially devised at researcher meetings, but was continually revised, as coding commenced and new issues emerged as important. In this way the approach of constant comparison with data, which refined emerging ideas about the topic, following one of the key tenets proposed by Glaser (2004). Any new codes identified as coding was underway were communicated to all members of the team and a definition agreed. All interviews were coded on paragraph basis, by three members of the research team, with some cross-checking of coding. The next step involved refining relationships between categories and sub-categories, and identifying higher level links between categories in a process allied to theoretical coding (Walker and Myrick, 2006). All data coded at nodes were read, divided by interviewee type, to get a good sense of the different perspectives involved. Changes to relationships and higher level codes and links emerged through this process. Where two interviews were undertaken with the same person, the second interview was informed by an initial analysis of the first. Furthermore, it was not possible to intersperse analysis and data collection, one of the central requirements of grounded theory (Glaser and Strauss, 1967; Heath and Cowley, 2004). Consequently the analysis can only be said to have been thematic analysis informed by Grounded Theory approaches, rather than pure Grounded Theory. This process merged with writing the findings chapters and continued into writing the report.

In the Findings Chapters (3-11), quotes from interviews are indented, and presented in italics. Each quote is labelled by the role of the participant, followed by a unique code for the individual, to enable the tracking of comments made by a particular participant. No information is given about which site the participant came from, to help preserve confidentiality.

2.6. Sample descriptions

2.6.1. Sample of people interviewed

In all, we undertook 142 qualitative interviews with 109 people (70 managers and practitioners, 26 people with learning disabilities and 13 family carers). We interviewed twice 24 people with learning disabilities, eight Jobs First Leads, and the DH Lead, once at the beginning of the evaluation and again towards the end. Interviews were all recorded, with permission: professionals' interviews ranged from 24 minutes to two hours (see Table 2.1). Interviews with people with learning disabilities were much shorter, ranging from six to 27 minutes. Carer interviews were slightly longer at 20 minutes to two and a half hours.

Table 2.1 Interviews by role and Jobs First site

| Role of interviewee | Jobs First Site | | | | | Nat | Total Interviews |
|---------------------|-----------------|---|---|---|---|-----|------------------|
| | A | B | C | D | E | | |
| Jobs First Lead R1 | 1 | 2 | 2 | 2 | 2 | | 9 |
| Jobs First Lead R2 | 1 | 2 | 2 | 1 | 3 | | 9 |

| | | | | | | | |
|--------------------------------------------------------------|-----------|-----------|-----------|-----------|-----------|----------|------------|
| Senior Manager* | 1 | 2 | 2 | | 1 | | 6 |
| Social worker / Social Care worker | 4 | 3 | 3 | 3 | 4 | | 17 |
| Paid care worker*** | 1 | 2 | 8 | 0 | 3 | | 14 |
| Job coach** | 3 | 2 | 4 | 3 | | | 12 |
| Employment Service Manager | 2 | 1 | 1 | 1 | 1 | 2 | 8 |
| Department of Health Lead R1 | | | | | | 1 | 1 |
| Department of Health Lead R2 | | | | | | 1 | 1 |
| National Adviser | | | | | | 2 | 2 |
| Total professional interviews | 13 | 14 | 22 | 10 | 14 | 6 | 79 |
| People with learning disabilities R1 | 5 | 6 | 5 | 6 | 4 | | 26 |
| People with learning disabilities R2 | 4 | 6 | 5 | 5 | 4 | | 24 |
| Carer | 3 | 5 | 1 | 4 | 0 | | 13 |
| Total People with learning disabilities and carer interviews | 12 | 17 | 11 | 15 | 8 | 0 | 63 |
| Total Interviews | 25 | 31 | 33 | 25 | 22 | 6 | 142 |

*Two senior managers were also Right to Control Leads

**One Job Coach was a Jobcentre Plus Disability Employment Adviser

***Two paid care workers commented on their experience of two people with learning disabilities and another one commented on their experience with three people with learning disabilities

Different combinations of interviews were carried out in relation to different people with learning disabilities, as show in Table 2.2: Most commonly, we interviewed the person with learning disabilities twice with their informal carer (10) or paid care worker (8). In addition, for one person with learning disabilities, we interviewed two paid care workers (who both commented on their experiences with others).

Table 2.2 Interviews in relation to people with learning disabilities

| Who was interviewed | Jobs First Site | | | | | Total |
|----------------------------------------------------------------------------|-----------------|----------|----------|----------|----------|-----------|
| | A | B | C | D | E | |
| Person with learning disabilities R1&2 and informal carer only | 2 | 4 | | 4 | | 10 |
| Person with learning disabilities R1&2 and Paid Care worker only | 1 | 2 | 2 | | 3 | 8 |
| Person with learning disabilities R1&2 only | 1 | | 1 | 1 | 1 | 4 |
| Person with learning disabilities R1 only | 1 | | | 1 | | 2 |
| Informal carer only | 1 | 1 | | | | 2 |
| Person with learning disabilities R1&2 and 2 Paid Care workers only | | | | 1 | | 1 |
| Person with learning disabilities R1&2, informal carer and paid careworker | | | | 1 | | 1 |
| Total people with learning disabilities | 6 | 7 | 5 | 6 | 4 | 28 |

2.6.2. Characteristics of interviewees

Among professionals, the largest group were between 45 and 54 years old, with the next common being 25-34, all of whom were social workers/social care workers or Job Coaches. For people with learning disabilities, this was reversed with the most common age group being 25-34 (8) followed by 45-54 (6). A small number (nine) of professionals did not want to give their age, and this information was not included on the baseline records of nine people with learning disabilities. We did not ask family carers or paid care workers to

provide information about themselves at the interviews, partly as a result of some of the difficulties in getting agreements to undertake these interviews. We interviewed 38 professional women and 18 men: the gender difference was reversed in terms of people with learning disabilities, of whom we interviewed 19 men and seven women (see Table 2.3).

Table 2.3 Age group and gender of interviewees

| Role of interviewee | Gender | | Age-Group | | | | | NK | Total |
|-----------------------------------|--------|-----|-----------|-------|-------|-------|-------|----|-------|
| | Wo-men | Men | 18-24 | 25-34 | 35-44 | 45-54 | 55-64 | | |
| Jobs First Lead | 8 | 2 | | | 2 | 5 | 3 | 2 | 10 |
| Social worker /Social care worker | 15 | 2 | | 6 | 3 | 6 | 2 | | 17 |
| Senior Manager | 3 | 3 | | | 1 | 1 | | 4 | 6 |
| Job coach | 5 | 7 | | 5 | 1 | 5 | | 1 | 12 |
| Employment Service Manager | 4 | 4 | | | 2 | 4 | 2 | | 8 |
| Department of Health Lead | 1 | | | | 1 | | | | 1 |
| National Adviser | 1 | | | | | | | 2 | 2 |
| Person with learning disabilities | 7 | 19 | 1 | 8 | 3 | 6 | 1 | 7 | 26 |
| Total Interviews | 45 | 37 | 1 | 19 | 13 | 27 | 8 | 18 | 82 |

Overall, about three quarters (62/82) of interview participants were White British, with a small number of peoples from seven other ethnic groups, including one ‘Any other White’. Asian or Asian British Indian was the next most common ethnicity. Similar proportions of professional participants, about 80 percent (42/50 – six did not give their ethnicity) and with people with learning disabilities (20/26) were White British. The sites were very variable in their ethnic diversity, with two (Leicester and Newham) being very diverse, while all participants in the other three sites were White British. This reflected the relative population mix within these sites (see Table 2.4).

Table 2.4 Ethnicity of interviewees

| Role of interviewee | Ethnicity* | | | | | | | NK | Total |
|------------------------------------|------------|----|----|----|----|----|----|----|-------|
| | WB | OW | AI | AP | AB | BA | BC | | |
| Jobs First Lead | 8 | | 1 | | | | | 1 | 10 |
| Social worker / Social care worker | 13 | 1 | | | 1 | 1 | 1 | | 17 |
| Senior Manager | 2 | | | | | | | 4 | 6 |
| Job coach | 9 | | | 1 | | 2 | | | 12 |
| Employment Service Manager | 8 | | | | | | | | 8 |
| Department of Health Lead | 1 | | | | | | | | 1 |
| National Adviser | 1 | | | | | | | 1 | 2 |
| Person with learning disabilities | 20 | | 4 | 2 | | | | | |
| Total Interviews | 62 | 1 | 5 | 3 | 1 | 3 | 1 | 6 | 82 |

*Ethnicity codes used

- White British = WB
- Any other White = OW
- Asian or Asian British Indian = AI
- Asian or Asian British Pakistani = AP

- Asian or Asian British Bangladeshi = AB
- Black African = BA
- Black Caribbean = BC
- Not known = NK

2.6.3. Sample selected for the Jobs First cohort and the Comparison Group

As described in the Methods section above, we asked sites to select a Comparison Group to match the 20 people with learning disabilities selected for the Jobs First cohort. In total, had all seven sites taken part, this would have given a sample of 280. Five sites took part in the study, thus reducing the potential sample to 200. Overall, we received at least some data for 131 people. However, the data on 15 people from one site were not usable, because the site had not indicated whether it related to people in the Jobs First or Comparison Groups and also, whether they represented data at baseline or follow-up. Consequently, it was decided to exclude these data, leaving a usable dataset of 116 cases, 76 in the Jobs First cohort and 40 in the Comparison Group. We received only limited follow-up and no baseline for 20 people with learning disabilities from another Jobs First site, which submitted no Comparison Group data. A further 11 were submitted by one of the sites that did not fully participate in Jobs First, which were not included in the analyses, as it was not clear how far it had developed a Jobs First approach. Consequently, we had baseline and follow data on 70 people from three sites, 39 in the Jobs First cohort and 31 in the Comparison Group, which is shown in the first section of Table 2.5. The 21 people about whom we have follow-up and no baseline data were used in the cross-sectional comparison of the baseline and follow-up data, which is used to complement the longitudinal analyses. These limitations of the data have weakened the comparison part of the study and we therefore can place less weight on the results of this part of the study. Specifically, this applied to the findings in relation to overall employment outcomes and factors increasing or decreasing employment.

Table 2.5 Case record data received

| Baseline and/or Follow-Up | Jobs First site | Evaluation group | | Total |
|--------------------------------|------------------|------------------|------------|-------|
| | | Jobs First | Comparison | |
| Both Baseline and follow-up | Newham | 16 | 16 | 32 |
| | North Tyneside | 8 | 6 | 14 |
| | Northamptonshire | 15 | 9 | 24 |
| | Total | 39 | 31 | 70 |
| Follow-up not baseline | Herefordshire | 20 | 0 | 20 |
| | Newham | 1 | 0 | 1 |
| | Northamptonshire | 0 | 1 | 1 |
| | Total | 21 | 1 | 22 |
| Baseline not follow-up | Leicester City | 10 | 0 | 10 |
| | Newham | 1 | 2 | 3 |
| | North Tyneside | 3 | 4 | 7 |
| | Northamptonshire | 2 | 2 | 4 |
| | Total | 16 | 8 | 24 |
| Total | Herefordshire | 20 | 0 | 20 |

| | | | |
|------------------|----|----|-----|
| Leicester City | 10 | 0 | 10 |
| Newham | 18 | 18 | 36 |
| North Tyneside | 11 | 10 | 21 |
| Northamptonshire | 17 | 12 | 29 |
| Total | 76 | 40 | 116 |

2.6.4. Characteristics of the sample

While we asked sites to match the Comparison Group with the Jobs First cohort, we could not exercise control over the selection of either group. Consequently, it was important to check the degree to which the two groups were similar. Overall, the two groups appear comparable in terms of gender, age, ethnicity, level of learning disability and risk. However, both groups appear to over-represent men, meaning that the findings are less applicable to the wider population of people with learning disabilities.

Three quarters (75 percent) of the sample were men with learning disabilities, with 77 percent of the Jobs First cohort and 72 percent of the Comparison Group being men, as shown in Table 2.6. There were no significant differences between the gender balance in the Jobs First cohort and the Comparison Group.

Table 2.6 Gender of sample by data received and evaluation group

| Baseline and/or Follow-Up | Gender | Jobs First cohort or Comparison Group | | | | Total | |
|------------------------------|--------|------------------------------------------|------|------------|------|-------|------|
| | | Jobs First | | Comparison | | | |
| In Both | Male | 30 | 77% | 22 | 69% | 52 | 73% |
| | Female | 9 | 23% | 10 | 31% | 19 | 27% |
| | Total | 39 | 100% | 32 | 100% | 71 | 100% |
| In follow-up not baseline | Male | 13 | 65% | 0 | 0% | 13 | 65% |
| | Female | 7 | 35% | 0 | 0% | 7 | 35% |
| | Total | 20 | 100% | 0 | 0% | 20 | 100% |
| In baseline not follow-up | Male | 15 | 94% | 6 | 86% | 21 | 91% |
| | Female | 1 | 6% | 1 | 14% | 2 | 9% |
| | Total | 16 | 100% | 7 | 100% | 23 | 100% |
| Total | Male | 58 | 77% | 28 | 72% | 86 | 75% |
| | Female | 17 | 23% | 11 | 28% | 28 | 25% |
| | Total | 75 | 100% | 39 | 100% | 114 | 100% |

Table 2.7 shows the ethnicity of the sample. About three quarters (77 percent) of the overall sample were White British. Four fifths (80 percent) of the Jobs First cohort were White British, compared with 71 percent of the Comparison Group. None of these differences was statistically significant. The difference overall was possibly due in some part to the lack of Comparison Group data from one site, where the Jobs First cohort was predominantly White British.

Of those for whom we have data at both times, a slightly higher proportion, about three quarters (74 percent) of the Jobs First cohort, compared with just over two thirds (68 percent) of the Comparison Group were White British. The remainder were Asian or Asian British, Indian and Asian or Asian British Pakistani, Black African and Black Caribbean and Any other Black background. The 20 people in the Jobs First cohort about whom we have limited follow-up data only were all White British.

Table 2.7 Ethnicity of the sample by data received

| Baseline and/or Follow-Up | Ethnicity | Jobs First or Comparison Group | | | | | |
|---------------------------|----------------------------------|--------------------------------|-------------|-------------|-------------|-------------|-------------|
| | | Jobs First | | Comparison | | Total | |
| In Both | White British | 29 | 74% | 21 | 66% | 50 | 70% |
| | Any other white background | 1 | 3% | 1 | 3% | 2 | 3% |
| | Asian or Asian British Indian | 2 | 5% | 3 | 9% | 5 | 7% |
| | Asian or Asian British Pakistani | 2 | 5% | 2 | 6% | 4 | 6% |
| | Black African | 1 | 3% | 0 | 0% | 1 | 1% |
| | Black Caribbean | 3 | 8% | 4 | 13% | 7 | 10% |
| | Any other Black background | 1 | 3% | 1 | 3% | 2 | 3% |
| | Total | | 39 | 100% | 32 | 100% | 71 |
| In follow-up not baseline | White British | 20 | 100% | 0 | 0% | 20 | 100% |
| | Total | 20 | 100% | 0 | 0% | 20 | 100% |
| In baseline not follow-up | White British | 11 | 69% | 6 | 100% | 17 | 77% |
| | Asian or Asian British Indian | 5 | 31% | 0 | 0% | 5 | 23% |
| | Total | 16 | 100% | 6 | 100% | 22 | 100% |
| Total | White British | 60 | 80% | 27 | 71% | 87 | 77% |
| | Any other white background | 1 | 1% | 1 | 3% | 2 | 2% |
| | Asian or Asian British Indian | 7 | 9% | 3 | 8% | 10 | 9% |
| | Asian or Asian British Pakistani | 2 | 3% | 2 | 5% | 4 | 4% |
| | Black African | 1 | 1% | 0 | 0% | 1 | 1% |
| | Black Caribbean | 3 | 4% | 4 | 11% | 7 | 6% |
| | Any other Black background | 1 | 1% | 1 | 3% | 2 | 2% |
| | Total | 75 | 100% | 38 | 100% | 113 | 100% |
| | Black Caribbean | 0 | 0% | 0 | 0% | 0 | 0% |
| | Any other Black background | 0 | 0% | 0 | 0% | 0 | 0% |
| | Not known | 16 | 100% | 6 | 100% | 22 | 100% |
| Total | 60 | 80% | 27 | 71% | 87 | 77% | |

We undertook One-Way Analysis of Variance tests to explore differences between the mean age of participants in the different sites and a T-test to discover whether there was a difference in the mean ages of the Jobs First cohort and Comparison Group. There were no significant differences found in either of these tests. The means and confidence intervals are shown in Table 2.8. Overall the mean age was 35.1 (Jobs First cohort, 34.6; Comparison Group, 35.7). The Northamptonshire site had the highest mean age at 39.5, although there was a wide age range in this site: 21.5-65.0. North Tyneside had the lowest average age of 31.8.

Table 2.8 Mean age of sample by Jobs First site and evaluation group

| Jobs First site | N | Mean age | 95% Confidence Interval | | Minimum | Maximum |
|-------------------------|------------|-------------|-------------------------|-------------|-------------|-------------|
| | | | | | | |
| Herefordshire | 20 | 33.3 | 28.7 | 37.9 | 21.0 | 48.0 |
| Leicester City | 10 | 32.5 | 26.0 | 39.0 | 21.2 | 44.8 |
| Newham | 33 | 35.3 | 31.7 | 38.9 | 19.9 | 54.6 |
| North Tyneside | 20 | 31.8 | 27.2 | 36.4 | 19.8 | 51.5 |
| Northamptonshire | 25 | 39.5 | 35.3 | 43.6 | 21.5 | 65.0 |
| Evaluation group | | | | | | |
| Jobs First cohort | 72 | 34.6 | 32.2 | 37.1 | 19.8 | 65.0 |
| Comparison Group | 36 | 35.8 | 31.5 | 38.0 | 18.9 | 54.6 |
| Total | 108 | 35.1 | 33.0 | 37.3 | 19.8 | 65.0 |

The Jobs First Cohort and Comparison Group were also broadly similar in relation to the level of learning disabilities, as measured on the three point scale (see section 2.3.2) and level of risk from and to other people, as shown in Table 2.9. Chi-square analysis revealed no significant association between these variables and whether people were in the Jobs First cohort or the Comparison Group.

Table 2.9 Level of learning disabilities and risk by evaluation group

| | | Level | Jobs First | | Comparison | | Total | |
|------------------------------|-------------------|-------|------------|-------------|------------|-------------|-----------|-------------|
| Level of learning disability | Moderate | | 22 | 49% | 18 | 47% | 40 | 48% |
| | Moderate – Severe | | 21 | 47% | 19 | 50% | 40 | 48% |
| | Severe | | 2 | 4% | 1 | 3% | 3 | 4% |
| | Total | | 45 | 100% | 38 | 100% | 83 | 100% |
| Level of risk to others | None | | 24 | 56% | 19 | 49% | 43 | 52% |
| | Moderate | | 18 | 42% | 20 | 51% | 38 | 46% |
| | Severe | | 1 | 2% | 0 | 0% | 1 | 1% |
| | Total | | 43 | 100% | 39 | 100% | 82 | 100% |
| Level of risk from others | None | | 24 | 56% | 19 | 49% | 43 | 52% |
| | Moderate | | 18 | 42% | 20 | 51% | 38 | 46% |
| | Severe | | 1 | 2% | 0 | 0% | 1 | 1% |
| | Total | | 43 | 100% | 39 | 100% | 82 | 100% |

2.7. Discussion of Methods and sample descriptions

Overall, the Jobs First cohort and Comparison Group appear to be similar in demographic characteristics and levels of learning disabilities. However, in the discussions with professionals in the sites, it emerged that often the most enthusiastic people were selected for the Jobs First cohort, which suggests there will be a selection bias in the comparisons element, tending to increase any impact of Jobs First. Also, the limited data returned by some sites further weaken the reliability of the comparative element of the study, although there were enough data to give some indication of overall outcomes. The interview sample covered a wide range of professional perspectives, mainly from within social care

departments. While most of these staff were selected by managers, most of them proved to be very open about the limitations of the approach taken within their organisations. The sample of people with learning disabilities and family carers we interviewed again were from a group of people selected to be part of the Jobs First cohort, thus sharing some of the weaknesses of the case record sample, in terms of selection bias. However, the interviews did give a good reflection of the experiences of this group. The following chapters report the findings, initially from the implementation aspect of the evaluation, with the final findings chapter reporting case record data analysis.

Chapter 3 Contextual Factors to Jobs First implementation

3.1. Introduction

In the Interim Report (Stevens and Harris, 2011) we described the importance of the financial climate, progress with personalisation and the impact of other Valuing Employment Now projects⁴, such as Getting A Life, in influencing the implementation of Jobs First. As Jobs First has proceeded, other issues have emerged as salient, particularly the role of supported employment services, which were identified as being of critical importance to getting people with learning disabilities into paid work. This section describes contextual factors salient to the implementation of Jobs First. The development of personalisation (specifically Personal Budgets) in adult social care continues to be central, so we update this influence. Similarly, the impact of public spending cuts was a continuing theme in all the interviews, so we describe these effects as seen by Jobs First Leads and other professionals. Finally, local employment situations were thought to influence the possibility of people with learning disabilities getting paid jobs and we describe specific effects.

3.2. History of supported employment

3.2.1. Pre-existing supported employment provision

The Department of Health Lead for Jobs First outlined how the sites for the Jobs First demonstrator pilots had been selected because they had some supported employment service, although the extent of this varied. During the life of the Jobs First project it emerged that the type and capacity of supported employment services were key influences on the nature of Jobs First implementation. Consequently, we provide a detailed outline of the varying aspects of the pre-existing supported employment services in this section.

Most sites reported a long history of supporting people with physical disabilities and mental health problems and people with mild to moderate learning disabilities to get work, but much less experience with people with moderate to severe learning disabilities, the target group for Jobs First. Senior managers in two sites reported general interest in, and actions to promote, the employment of people with learning disabilities, and in one site there had been training for day services staff in Job Coaching:

We'd invested an awful lot over the past three years in getting staff across a range of organisations trained in supported employment, and lots of lessons on supported employment awareness, but we'd also trained up about 40 staff in detailed Job Coach training as well. So those two key things, employment has been a big part of our learning disability agenda for probably the last ten years.

Senior manager ZM04

⁴ See Valuing Employment Now website:

www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_101401

Some sites had been developing approaches to work with young people with learning disabilities to increase understanding of employment and expectations that people will get paid employment when they leave school. Sites that had been part of the Getting A Life project had a head start in this respect:

What we are doing now is working with young people from the age of 14, so adult social care will go in from the age of 14 and talk to them about expectations, about opportunities.

Senior Manager ZM04

Some Jobs First Leads believed that Jobs First might reduce the available resources for people who were below, albeit close to, meeting the local authority FACS eligibility criteria, for whom many previous supported employment services had been provided. As one described, this was because they would be below the threshold for inclusion within Jobs First:

What we've realised over the last few months is that actually... there was a focus on people who were not necessarily FACS compliant.... a lot of the people who got jobs are on the borders of having learning disabilities. They are not our key group that we need to be working with.

Jobs First Lead JH01

3.2.2. Impact of funding arrangements on supported employment provision

In several sites, short term projects or services had run previously, using time-limited funding. These had supported small numbers of people with learning disabilities to get paid jobs and had provided some learning about the process. However, there was a degree of frustration about the temporary and sometimes confusing nature of the funding:

I do know that she [a manager] had put bids in for lots of European funding over the years to try and build a service. But what's happened is that that has led to a lot of—to confusion about who are we working for? Quite often that was not tied to social care.

Jobs First Lead JH01

Such a reliance on short-term funding was also a problem for employment services providing Department for Work and Pensions programmes, such as Work Choice⁵, which is aimed at supporting people who have particular support needs to find employment, and which works mainly with the long-term unemployed and people with low level disabilities. The eligibility criteria for these programmes excluded many people with learning disabilities. For example, only people who are judged to be likely to be able to get a paid job within nine months qualify for Work Choice. However, as we shall see in Chapter 10 'Funding supported employment for people with learning disabilities', these eligibility criteria have been

⁵See Work Choice website:

http://www.direct.gov.uk/en/DisabledPeople/Employmentsupport/workschemesandprogrammes/DG_187696

successfully challenged in a couple of the Jobs First sites. It is interesting to note that the Department for Work and Pensions funding of these employment service providers was on the basis of block contracts rather than individual allocations.

Several supported employment practitioners felt that the funding of Work Choice, which is primarily based on outcomes of getting people into work, acted against the objective of getting more people with learning disabilities into paid work. They argued that providers would have little incentive to work with people with learning disabilities because they would only get paid if they got them into jobs, which would take more resources than working with other groups and with a higher level of uncertainty over the result. As one employment service manager commented:

A lot of [people with learning disabilities] need a lot of preparation. They need to do it in stages... If it was say, a Department for Work and Pensions funded contract, you would just be losing funding all the time, because you are not getting them into jobs.

Employment Service Manager MS33

3.2.3. Sheltered employment versus supported employment

Some day services projects, such as horticultural groups or cafés, offered work-like experience, which could be seen as preparation for open employment (where open employment is defined as a paid job, working alongside non-disabled people on an equal basis). However, such projects were seen by Jobs First Leads and other professionals as making limited contributions to increasing the chances of people with learning disabilities getting paid jobs. Partly this was due to a lack of coordinated approaches to support people to progress into open employment. This view also rested on the belief that people with learning disabilities learned better in the context where they were to apply that learning. For some participants, these kinds of projects represented a continuation of segregation, or just a slightly altered day service experience. They were felt to represent sheltered employment, which was clearly seen by Jobs First Leads and other professionals as not providing a good route to employment in the open market. Their view reflects the arguments for supported employment outlined by Cimera (2011), who described commonly raised issues in the debate between supported and sheltered employment settings. Consequently, most sites had begun to move from sheltered towards supported employment as a goal.

For example, one important issue, raised by several Jobs First Leads, was the nominal pay that people with learning disabilities were historically paid in sheltered employment-type settings, which was welcomed and valued by some people with learning disabilities and their families, but which had to be stopped because it did not comply with minimum wage legislation:

One is a traditional Horticultural Service and originally they were set up as a stepping stone into employment. They don't work. They have become a day service. We are trying to change those... Some of them, because of those conversations, have stopped paying them. So now they don't get anything. Some people are really unhappy because they quite liked getting that extra ten quid.

3.3. Impact of other projects: Getting A Life⁶, Project Search⁷ and Right to Control⁸ on Jobs First sites

As we described in the Interim Report (Stevens and Harris, 2011), three other employment related projects were running during the lifetime of Jobs First: Right to Control, Getting A Life and Project Search. Right to Control is an Office for Disability Issues (ODI) led project that gives eligible disabled people a right to an individual budget (or Personal Budget) for all of their support entitlement. Getting A Life aimed to create a clear path to paid employment for young people (aged 14-24) with learning disabilities. Project Search is aimed at supporting young people with learning disabilities and autism into employment, via a year-long internship programme comprising three work rotations with a large host employer. Jobs First was implemented in four of the eight Right to Control Trailblazer sites; three of the 12 Getting A Life sites and one of the 14 Project Search sites. The Venn diagram overleaf (Figure 3.1) shows the distribution of the sites.

As we explored in the Interim Report (Stevens and Harris, 2011), Getting A Life sites were identified as having developed thinking around employment, similar to the profile-raising function identified for Jobs First. Unsurprisingly, there were many more references to Right to Control in the second round of interviews with Jobs First Leads and the later interviews with other professionals, because Right to Control became fully operational towards the end of the Jobs First official period (December 2010 in one site and April 2011 in another). Right to Control was seen as potentially supportive of the aims of Jobs First, mainly through increased access to other funding streams. However, getting started proved difficult, mainly in respect of eligibility for Work Choice. Right to Control was a much larger project than Jobs First, with more government support and dedicated funding and therefore received stronger senior management support and profile, which was also seen as supporting Jobs First, given the overlap in aims:

I guess because we are a Right to Control site as well we've been able to forge those relationships a bit more. Certainly, when we were struggling with Jobs First in terms of actually getting onto people's agendas we then linked it to Right to Control, because it's a Right to Control Board, so gave it a bit more teeth.

Jobs First Lead JH02 R2

It's been useful having the Right to Control programme or pilot as well, because that helps to clarify the possibilities around the DEA's [Disability Employment Adviser's] role in using individual budgets to work towards employment as well.

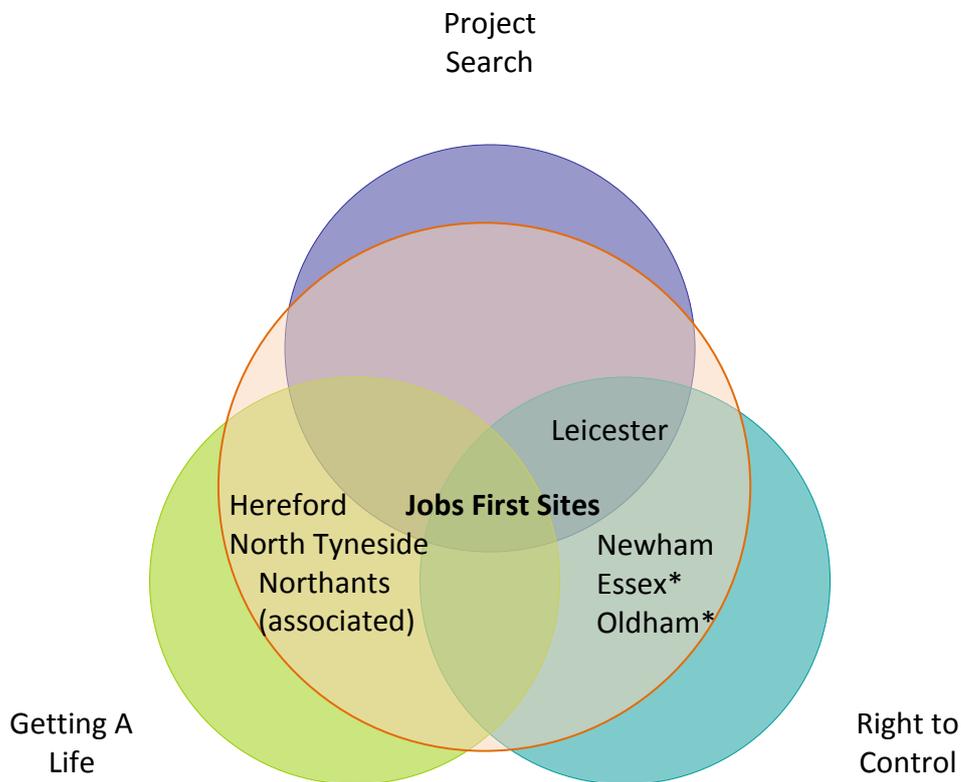
Jobs First Lead JH01 R2

⁶ Getting A Life: www.gettingalife.org.uk/

⁷ Project Search: odi.dwp.gov.uk/odi-projects/jobs-for-people-with-learning-disabilities/project-search.php

⁸ Right to Control: odi.dwp.gov.uk/odi-projects/right-to-control-trailblazers.php

Figure 3.1 Overlaps between Jobs First and: Right to Control, Project Search and Getting A Life



*Essex and Oldham were originally Jobs First sites, but Oldham withdrew early in the project and Essex did not participate fully, as we describe in the introduction.

Despite the high profile of Right to Control, one Jobs First Lead described how it had taken a great deal of time to implement the necessary changes in order to combine funding streams from Adult Social Care and the Department for Work and Pensions to support people with learning disabilities into work. In addition to making sure all staff were aware of Right to Control and how it related to Jobs First, making sure that social workers understand that Right to Control makes it possible to access funds to pay for employment support was seen by Jobs First Leads as particularly important:

The difficulty we've had is helping the social workers understand that, and those people doing the assessments understand it, and then the brokers, then facilitating that conversation with someone.

Jobs First Lead JH04 R2

In the Right to Control sites, where eligibility for Work Choice was established, access to a cash payment to buy employment-related support was available to a much wider group of people, compared with those able to engage with the standard Work Choice programme. This was identified as a central advantage of Right to Control, given the limited funds available from adult social care:

Because we are a Right to Control site it means that we could have a whole raft of people with additional barriers to getting into employment that would be able to purchase from that organisation.

Jobs First Lead JH04 R2

Right to Control was also felt by several participants, from different professional groups, to promote the integration of approaches by different agencies, and to make it more 'normal practice' for people with learning disabilities to be directed towards employment-related services, because of the link between funding streams that was central to Right to Control, as explained by this senior manager:

They were achieved because we had to, well we looked again at our customer pathway for Right to Control and the changes in the questions within the self assessment questionnaire. There are clear triggers within that now to point people towards employment related support and in particular Access to Work funding.

Senior Manager SM01

3.4. Local authority adult social care context

3.4.1. Progress with personalisation

By April 2013, local authorities had to move all people using publicly funded social care services onto Personal Budgets and preferably Direct Payments (Department of Health, 2010). This target gives an indication of the importance of personalisation to central government and as an ongoing concern within local authorities, in addition to its centrality for Jobs First, which aims to test out how to use Personal Budgets to purchase supported employment services. All sites were at different points at the start of Jobs First, in terms of the implementation of personalisation and the 'transformation agenda' (Department of Health, 2008). In addition to having more people on Personal Budgets and planning to increase this further, sites reported some progress with the processes of personalisation, such as Resource Allocation Systems, Support Planning and Brokerage, although progress was mixed. The extent to which support planning had been incorporated into personalised approaches was seen by one Jobs First Lead as an important factor facilitating the implementation of Jobs First:

[Support planners] have an independence, they are not thinking about process and they are not thinking about review and assessment, they are looking at the individual and supporting the individual to consider how they want to best meet their own holistic needs.

Jobs First Lead JH02 R2

Other sites felt that their lack of progress with personalisation, in terms of developing their Resource Allocation System and implementing changes in support planning, were key disadvantages in terms of Jobs First implementation. In one site, use of the Resource Allocation System had been suspended for a long period of time during the project. Problems with the Resource Allocation System were felt to have created a 'major stumbling block' (JF5 JF Lead MS02 R2) to testing out the use of personalisation in Jobs First. Where the Resource Allocation System was not being used or was problematic, care packages were still being designed in terms of hours of support rather than based on outcomes to be achieved through a variety of means. This was felt to be particularly difficult for supported employment services, which involve widely differing amounts of time to support people to get jobs:

We now are about to pilot the Resource Allocation System in September and that's a bit embarrassing, actually. But, at least we are in a position where we now have a Resource Allocation System. That has been a major stumbling block, from the point of view we still look at an hourly rate: everything is purchased as a service per hour rather than an outcome. It's crazy. The Resource Allocation System will change that.

Jobs First Lead MS02 R2

The successful development of models for providers to be able to work with people using Personal Budgets rather than block contracts, was felt to be a critical aspect of Jobs First. Several Jobs First Leads noted progress in this regard:

There certainly has been progress, in what we are seeing is external providers starting to tap into the markets and starting to provide.

Jobs First Lead JH02 R2

While we discuss the overall impact of public spending cuts in a later section of this chapter, it is important to note here that progress with personalisation was also being affected by the financial restraints. This resulted in delays in people with learning disabilities getting Personal Budgets and reductions in allocations of money in most sites.

3.4.2. Changing in-house services

Day service provision will increasingly be affected by the use of Personal Budgets, as people seek alternatives in day time support and make greater use of support workers, to meet their desired outcomes (Hussein and Manthorpe, 2010). Reviews of day services were being considered or had been undertaken in all sites, following the trend of moving away from centre-based services. In-house employment services in three of the sites were also under review, again with the general trend of moving towards more personalised approaches. These trends were mainly viewed as being positive in terms of promoting employment. However, there was a minority view that levels of pay would not be sufficient to attract and retain good staff:

I do worry about what that will buy, quality wise, and how long quality staff who are doing that would actually stay in post. There are other things possibly they could move onto. If you compare the kind of skills that somebody would need,

compared to another role that you would get the same kind of hourly rate in... There are some people who said 'Well, there would be easier ways of making money than that'. It's a very challenging role.

Employment Service Manager MS27

One consequence of such changes in service provision and funding arrangements was identified by a small number of professional participants as potentially altering the ways in which people with learning disabilities access employment support and who would be supplying this in the future. For example, this Jobs First Lead commented on the need to be clear about which providers were going to be used:

I think our senior managers [are] really keen to invest in supported employment. But we've got to know, make a clear decision about who are the people that we need to be working with and are we being successful in the one that we've got. Definitely, the emphasis is on redirecting money from day services into employment.

Jobs First Lead JH04 R1

3.5. Financial climate

3.5.1. Impact of public spending cuts on central government and interagency support for Jobs First

The Department of Health's Valuing Employment Now team, which initiated Jobs First, funded some supported employment and basic employment awareness training in all Jobs First sites, in addition to consultancy input from different professionals to support sites to develop their approach to Jobs First. However, Jobs First was not part of a central funding stream and the Valuing Employment Now team was disbanded at the end of April 2011. This had implications for the initiative:

'I would like this initiative to have a home in central government. The learning from Jobs First needs to be built into government policy, informing disability policy more widely. The personalisation agenda needs to be embedded in disability employment policy, so that people with individual budgets can buy support to get a job. Unfortunately the funding will finish before we can achieve this..

Department of Health Lead R1

There were also local changes, which were felt to be caused by the cuts. For example, in one site, the Learning Disability Partnership Board (LDPBs) had been incorporated into a wider partnership arrangement that had no special focus on learning disabilities, which was identified as a loss by the Jobs First Lead. Such changes were felt by Jobs First Leads to have made it hard to implement new approaches, as practitioners and managers tended to focus on basic needs and minimising risks:

It has undermined the confidence and the culture change that we tried to do, it's the same with housing and employment...There is this short term vision, really of, 'We haven't got any money now, so what we are doing is the bare minimum and

making sure that people are safe and then moving onto the next person', because there is no capacity to do any more than that.

Jobs First Lead MS05 R2

3.5.2. Impact of public spending cuts on social care spending

Over the lifetime of Jobs First, public spending on social care has been reduced, a factor we explored in the Interim Report (Stevens and Harris, 2011). This continued to affect many aspects of implementation directly as well as creating a climate in which professionals were less likely to feel able to work in a new way and promote a new policy goal. Two broad themes emerged. First was the general impact on the level of resources available to individual people with learning disabilities, in terms of their resource allocation and the availability of other services. Second were the changes in local authority structures, which created uncertainty, as well as altering relationships with other agencies. There were many references to the impact of cuts in public spending. Indeed, Jobs First became seen as a means of making cost savings, because it had been implemented at a time of public spending cuts, according to the Department of Health Jobs First Lead. This was, in her view, a serious problem in terms of implementation:

I think Jobs First became associated with cuts to social care services and some people believed that 'Jobs First is trying to cut back social care funding so that people can get jobs and save government money.' It was hard to disassociate ourselves from it.

Department of Health Lead R2

However, a small number of participants felt that the cuts could be overcome, and one or two felt that it might create a drive to be more creative, and encourage alternatives to building-based social care services:

If things are innovative and creative in getting away from asset based services then I think, yes. I don't just mean employment, I think anything that anybody wants to do, something innovative that doesn't involve having a building specifically to do, it is quite likely to get increased attention.

JF 3 Senior Manager JH03

A perception that was often borne out was that people would receive a reduced budget to spend on their needs if and when they took up a Personal Budget. This Jobs First Lead believed that this may have discouraged people with learning disabilities from taking up Personal Budgets:

The reality is, there is no money. There is a huge waiting list for people to have assessments for reviews. There is not enough staff and they have struggled to recruit in staff to those posts. In theory, the council is committed to personalisation; in reality we are not able to do it.

Jobs First Lead MS05 R2

As we discuss in Chapter 10, 'Funding supported employment for people with learning disabilities', reduced resource allocations in the short term could have a critical impact on supported employment.

3.5.3. Adult social care services restructuring

Over the period of Jobs First the cuts in public spending meant that local authorities had to make redundancies among their managers, which resulted in a series of changes in local authority structures in the Jobs First sites. These developments form part of the organisational changes required by, and which were contemporaneous with, Jobs First. Changes in structure in sites involved senior and middle managers being moved into different roles and in some cases being made redundant. This was felt by most of the sites to have made implementing Jobs First more difficult:

It has for some people, for some it's a very different role. It's being re-interviewed for jobs, etc. It's been significant turbulence and unsettlement. On occasions it has affected what we were trying to do and sometimes you've just got to bide your time and wait for the moment to work through things.

Jobs First Lead JH02 R2

Moreover, a number of competing priorities emerged from central government. For one Jobs First Lead these made it difficult to make progress with any of them. They felt that project work, in which a strong focus was made for a defined period of time, would help:

For most work nowadays, I think we need a bit of a project approach, because people have got so many priorities. Social work suffers, because there are just too many priorities. You have to occasionally focus on them. We've had a high cost placement project. From that we've managed to move several people on from residential homes into Supported Living and employment for some of them.

Jobs First Lead JH01 R1

Most Jobs First Leads and senior managers believed that these changes had affected the implementation of Jobs First. For example, in two sites, teams were no longer care group specific, but locality based, which meant that some social workers had little or no experience with people with learning disabilities. Furthermore, the expertise that had developed was dispersed throughout the authority rather than being concentrated in one team, which meant a loss of momentum, in the opinion of this Jobs First Lead:

... if you've got a group of people all sharing an office and there is informal networks that they share information. If you are split across different teams you can still share that information, but it's harder.

Jobs First Lead JH04 R2

However, one Jobs First Lead described these changes in organisational relationships and structures as focusing on efficiencies rather than affecting frontline services in general or the implementation of Jobs First in particular:

There have been significant changes and a greater focus on efficiencies through management restructure [in the site].

Jobs First Lead MS06 R2

3.5.4. Local and national unemployment levels

The employment situation was another aspect we discussed in the Interim Report (Stevens and Harris, 2011) This again was a continuing theme, as national levels of unemployment gradually increased over the lifetime of the project. This was widely felt to make it harder for people with learning disabilities to get jobs, because there are high numbers of well-qualified people looking for work. Furthermore, some employers were reported to be requiring more of people in entry level jobs, in which most people with learning disabilities usually work. These problems were seen to be intensified in areas of high unemployment.

This was illustrated by one Job Coach, who described how the financial climate created a double problem. This Job Coach had been developing links with an employer who had recently opened a café. First, the employer was more concerned that the café might fail and have to close, which made him more nervous about employing people with learning disabilities. Second, he had been contacted by a large number of very well-qualified candidates, prepared to work for low wages, whom he was finding hard to turn down in favour of someone with learning disabilities:

The guy was saying to me 'Well, at the moment I may have my problems because the chances of success and the number of cafes and restaurants that fail in the first year is very, very high'. He was obviously very aware of this. He was just trying to get the best people he could possibly get and he was saying, 'at the moment I can get incredibly good people for really low amounts of money. People with experience and am just being bowled over by the people that I've got. Why should I think about employing your clients when I can get the best people there are for very little money?'

Job Coach JH13

In addition, there were some reports that employers were requiring more from their employees, particularly in relation to being able to handle multiple tasks and to be able to learn new skills. This was identified as potentially threatening to the employment of people with learning disabilities and would at least involve the need for more support, as identified by this Employment Service Manager:

...they [supermarket chain] have come to us recently saying, they are really cutting back on staff and expecting everyone to do more and they wanted us to go in and support all of those to learn new tasks and give an assessment of whether they would be able to do it or not, because if they can't they have actually got to leave that store and go somewhere else where it's a smaller store or they might, I don't know, possibly be at risk of being made redundant.

Employment Service Manager MS33

Employing people with learning disabilities in local authority jobs had been a goal for many years in some sites. However, recruitment freezes across the board in the public sector,

identified in three sites, had made achieving this increasingly difficult. These problems with recruitment in the public and independent sector had led in one site to an increased focus on voluntary work as an approach to gaining experience. This was positively regarded by some Jobs First Leads as a way of maintaining skills and confidence, if it was clearly part of a long-term plan to support people with learning disabilities to get paid work:

RES *Where people haven't been able to get a job, people are looking at volunteering as a way of keeping up their involvement in things and skills and I think that's positive.*

INT *It's like anyone else who is unemployed, they might do that.*

RES *I think that's been really good in keeping people's confidence up.*

Jobs First Lead MS06 R2

Again there were a small number of dissenting voices in terms of the impact of the national employment situation. They mainly argued for increased creativity in promoting the value of employing people with learning disabilities and in identifying particular jobs that would be most appropriate as a means of overcoming these difficulties:

It's like encouraging people and motivating them to keep doing what they are doing, because the jobs are out there, and it's about us being creative in how we do things. I think because I've come from a learning disability background and I've been doing it for many years and I've also got three family members who have learning disabilities.

Employment Support Manager JH10

3.6. Discussion of contextual factors

Jobs First aimed to test the use of Personal Budgets to purchase supported employment for people with learning disabilities. This chapter has explored the contextual factors identified as being important, mainly, although not exclusively, by Jobs First Leads. Previous supported employment provision, progress with personalisation, public spending cuts and the general employment situation continue to be important aspects within sites, affecting success in implementing Jobs First and in setting up systems that promote the employment of people with learning disabilities. In some sites, where Resource Allocation Systems were not in operation, making it impossible to get Personal Budgets, an essential element of the process was missing. In these sites, any changes for the Jobs First cohort are likely to be related to the increased focus on employment in reviews and support planning, rather than the use of Personal Budgets. As was evident from the problems identified with pre-existing supported employment provision, ensuring an adequate supply of appropriate supported employment provision was an important focus for all sites. The impact of public spending cuts that has been outlined in this chapter made accessing resources from a variety of funding streams more important and contributed to a generally high concern about which central government departments were responsible for funding supported employment and the difficulties in accessing sufficient and timely resources to fund it. As we discussed in the Introduction, public spending cuts may create a perceived link with more coercive approaches to other unemployed people, whose right to welfare benefits is increasingly dependent on their participation in employment schemes such as the Work Programme. While Jobs First is a very different kind of intervention, it does share some of the same

values in terms of the stress on the positive aspects of work. We will return to this issue in the concluding chapter. The next chapter moves on to discuss the organisational changes that were made in order to implement Jobs First within the local authority, and the subsequent one explores changing relationships with other organisations and agencies.

Chapter 4 Professional attitudes to the employment of people with learning disabilities

4.1. Introduction

This chapter describes the varied attitudes of a range of stakeholders to the employment of people with learning disabilities. The chapter identifies the importance of the attitudes of each group, outlines the different issues that were of concern and gives a sense of their impact on the implementation of Jobs First. The final section reports approaches to changing the attitudes of different groups of stakeholders.

4.2. Professionals' views of the value of work for people with learning disabilities

4.2.1. Work improves wellbeing and inclusion

As Chapter Two reports, the views of Jobs First Leads were collected at the beginning and then towards the end of the evaluation; social workers and other professionals were interviewed once, again towards the end of the evaluation. These interviews revealed overwhelming support for the idea that work was of value for people with learning disabilities. This was mainly couched in terms of the advantages of work in promoting individuals' wellbeing and a sense that people with learning disabilities had been unnecessarily prevented from taking part in the world of work, hence excluded from participation in mainstream society. Some cast this as a breach of their rights and stressed the importance that the public understood that people with learning disabilities had a right to be included in employment:

It's an understanding of employers, employees and people within the community that anyone with a learning disability has the right to the same opportunities as anyone without a disability.

Jobs First Senior Manager ZM04

Most of the arguments put forward for the value of work reflected the values of normalisation or social role valorisation, which were explicitly mentioned by several participants. This comment by one of the national advisers makes this link very clearly:

A lot of people [staff] who work in day services, really good people with good values, enjoy working with the people they are working with, but we rarely see them supporting people into work. Often they are not ambitious for them and so training is very much about saying to them, 'Look at how this person could have a more fulfilling life'. There is a theory called social role valorisation, about understanding how society views individuals and their role in society, that the person and their role is valued

Jobs First Nat MS07

One of the Jobs First national Leads gave a story of someone who had attended day services for over 30 years and had then got a job in a museum. She presented this as a positive story,

but felt that it had been a denial of the potential of that person to have spent so long in day services, thus supporting work as a valued lifestyle:

Many individuals have moved out of day services and the Jobs First DVD provides really good examples of a number of people working in a range of jobs. Many supported employment organisations also have evidence of individuals who attended day services for many years but with the right support they can get a job..

National MS07

4.2.2. Work as an alternative to leisure activities and welfare benefits

A small number of professional participants identified external pressures that might be brought to bear on people with learning disabilities to engage with employment. These related to government policy on the use of public money, particularly to the amounts available to support leisure activities. Concerns were expressed about proposed changes to the welfare benefits system, which may mean some people with learning disabilities are moved on to benefits that are conditional on taking part in employment seeking activities:

We've had people who will very happily go to a five day a week Day Service and they've been very comfortable, thank you very much. We are starting to now say, 'Actually, that's not what you should be thinking about and here's a Personal Budget and go and buy your daytime activities in a different way'. And now we are saying, 'Actually, some of that should be about going out to work', and then the government are saying, 'Actually all those benefits you've got comfortable receiving are going to change and the eligibility for you getting those is going to change and what you could end up with is Employment Support Allowance instead of Incapacity Benefit'.

Jobs First Lead JH04 R1

4.3. Social workers', care managers' and care workers' attitudes towards employment

4.3.1. Importance of care managers' and social care workers' attitudes

As we reported in the Interim Report (Stevens and Harris, 2011), the attitudes of care managers and social workers were critical to getting more people with learning disabilities into paid jobs, as they play a very important part in the process. These professionals may have the initial conversations with people with learning disabilities and their families about the possibility of employment. They also play a central role in making sure that support plans are signed off by senior managers. Where care managers expressed enthusiasm, this was very influential. Where this was thought to be lacking, it formed a serious impediment to progress in supporting people with learning disabilities to get paid jobs:

The three social workers we've got that have been really influential, and I think they have managed to influence their teams as well, and we are getting some positive outcomes and feedback from this.

Jobs First Lead MS02 R2

Care management used to turn up to meetings, but it was about, 'I'm listening to what you are saying, but I'm not really going to do anything to support it' ...It was always just an extra something else to do on top of the day job.

Adult Social Care MS19

Positive attitudes among social care workers (such as support workers) were identified by many participants as being crucial in encouraging and supporting people at a practical level to get and keep paid jobs. For example, ensuring someone was up and dressed appropriately and ready to leave home at the right time for work or work preparation every day was critical to success. Without this kind of support at home (from family members or paid support workers for people living in supported living), it would be unlikely for someone to be able to keep a job:

It is really important that if someone is needing to get to work for 9am that they have the required support to organise travel arrangements / bus routes and general support to prepare for the working day.

Jobs First Lead MS06 R2

Some social care workers were identified as lacking a belief in the employability of people with learning disabilities, partly as a result of the belief that a person would not be able to achieve expressed goals:

When the person started to talk about wanting to run their own business and have their own kind of aspiration. I think for the care staff they find that very hard to appreciate that, and feel that was a real option for him and felt that it was a bit pie in the sky. They felt it was just so overly ambitious that it was never going to happen.

Jobs First Lead MS06

In addition, several Jobs First Leads expressed the view that social care workers were likely to be less enthusiastic about supporting employment as it might mean they would become redundant:

Where you are in a climate where the jobs are getting less there isn't an incentive for a 'Mrs Smith' that works in a day service to be proactively encouraging someone to learn more and do more for themselves, because the more they do for themselves the less she has to do.

Jobs First Lead JH04

4.3.2. Variability of care managers' and social care workers' attitudes towards employment of people with learning disabilities

Levels of acceptance and enthusiasm in relation to the value and possibility of employment for people with learning disabilities varied between sites. Given that local authorities have more direct control over care managers than over independent sector social care workers, it had been possible to ensure that they were refocusing their approach on employment,

although it was reported by Jobs First Leads that some were doing this without a great deal of enthusiasm. Independent sector social care members of staff were felt to be less easily directed and some had quite negative attitudes:

A lot of people still think it's token. It's partly because they are not seeing enough results for people. I think a lot of social workers do it because it's now an expectation as opposed to a belief. I hear reports that a lot of our day service staff think it's an unreasonable expectation of people.

Jobs First Lead JH01 R2

Safeguarding vulnerable people from abuse and the sheer pressure of completing reviews were identified as dominating care managers' attention, making it harder to encourage thinking about supporting people with learning disabilities into paid jobs:

...you have to be very, very careful in care management team, because the priority is safeguarding. And, they are at capacity in terms of doing reviews for people, etc. So bringing them on board to a different way of thinking. I think it's not that the willingness is not there, it's just 'How do we do this? We are just so bogged down with day to day reviews, with safeguarding, etc, that we don't even have time to think about what you are asking us to think about'.

Jobs First Lead JH02

Two Jobs First Leads reported that care managers' attitudes were slowly changing. Initially there had been a small number of 'champions', followed by broader social worker commitment. Some attributed this to the potential of social workers from other client group backgrounds to take the initiative on learning disabilities and employment and to increase the evidence of the benefits of employment:

Initially you have your odd champions who see it.... there is an opportunity now, because we are in generic teams and social workers who won't necessarily have had experience of working with people with learning disabilities but have supported people in different arenas using that knowledge and not having the kind of baggage, etc. I think there is opportunity in generic teams. But certainly I think as people have seen the benefits of individuals being in employment, I think slowly that attitude is changing.

Jobs First Lead JH02 R2

Professional participants did not argue for any kind of coercion to be applied to people with learning disabilities to get jobs. However, a small number from different professional groups felt that reductions of services and welfare benefits could be mentioned as part of an effort to motivate people with learning disabilities. Others felt that the employment of people with learning disabilities should be an assumption, and they should have to opt out of rather than opt in to the employment market:

...why are we not looking at it more about an approach that says, 'You opt out of it rather than opt into it', [this] would help.

4.4. Perceived public attitudes towards employment for people with learning disabilities

4.4.1. Changes in attitudes

While we were unable to interview members of the public, the importance of public attitudes was stressed by many professional participants. We present the issues about public attitudes that they raised in this section. In addition, the problems experienced by some people with learning disabilities using public transport suggest the importance of public attitudes (see Chapter 11). Many professional participants thought that wider public attitudes were becoming more supportive of the assumption that people with learning disabilities should be employed in mainstream settings. They felt that attitudes would shift further when people with learning disabilities were more visible in the community in paid jobs, although this appears circular, given the importance placed on negative public attitudes as a barrier to employment. The perception that public attitudes centred on viewing people with learning disabilities as solely in need of support and care, and not acknowledging their potential as contributing members of society, was the strongest theme:

Certainly, there are still an awful lot of people out there that see anybody with a disability as being, as needing some help and care and nurturing, rather than recognising them for the person they are.

Jobs First2 Social Worker MS09

Personally I think again it's public perception and how people view people with learning disabilities and I think for all that has massively improved, I think it's about getting out there and knocking on doors and seeing what's out there, and I think that's probably, from my perspective and the role I have, one of the main difficulties.

Jobs First 5 Adult Social Care MS12

However, overt discrimination by members of the public was also a strong theme, described by professionals as a barrier for people with learning disabilities getting employment. One Jobs First Lead described a belief that people with learning disabilities are 'other'. This was seen as a barrier to people getting jobs. Such attitudes were felt to be behind some of the problems experienced in relation to other agencies and employers:

Lack of understanding by the general population who are not used to seeing and being with people with learning disabilities, who think they are the 'other'.

Jobs First Lead MS05 R1

I know that a lot of the barriers are people's prejudice, employers. I've worked in the Jobcentre and I've worked with [Independent Supported employment Provider] and in Employment Guidance and stuff like that. I've done a lot of work with employers and going out and see employers. Even though we have Parliamentary guidance and laws and things about supporting people with

disabilities, I think there is still an issue about discrimination. Especially if the person's disability is very visual [i.e. easily observable].

Adult Social Care MS17

One consequence of discrimination in care services has been segregated approaches for people with learning disabilities. These were felt by one Jobs First Lead to be contrary to the main aims of Jobs First.

We can't have a distinct separation for people with learning disabilities. In 2012 we can't still be excluding people with learning disabilities and doing something special and different. We have to make everything inclusive.

Jobs First Lead JH04 R2

4.4.2. Perceived importance of employers' attitudes

Several Job Coaches in different sites reported that the biggest challenge facing them was the attitudes of employers. Where positive, employers' attitudes could be very important in supporting people with learning disabilities in getting and keeping jobs. However there were reports of employers believing that people with learning disabilities could not work or that they would not be good employees. For example, this Job Coach described how some employers would 'look at the learning disability' rather than see the person:

Pretty much the biggest job that we have is to change how people perceive people with learning disabilities, because it's so unfair, but employers don't look at the individual, they look at the learning disability.

Jobs First4 Job Coach JH11

In addition, many employers were believed to be unwilling to make necessary adaptations, a perception mainly of Job Coaches who are working directly with people. For example, several Job Coaches spoke of difficulties over job application processes, which were at times complex and did not take account of the particular needs of people with learning disabilities:

For people who are very able, you know, literacy, numeracy, confidence, you know, that's great. But when you get somebody, walking into somewhere like that and they just say, 'Well there is a computer and go and apply online', how do they do it?

Job Coach MS29

4.5. Activities to change attitudes

Professionals generally thought that much work was still needed to change attitudes. Strong central government messages, training, and positive stories were seen as effective ways of changing attitudes within organisations and across wider society. In the second round of Jobs First interviews other approaches such as access to professionals to talk through 'pros and cons', as well as reassurance that there would be back-up should things go wrong, were also identified as important.

4.5.1. Strong central message

The Department of Health Lead also felt that having a strong message direct from government should have provided a good impetus to get employment 'on the agenda' for people with learning disabilities, who found it harder to advocate for themselves:

Having a strong steer from Government advocating employment for people with learning disabilities is making a difference. People are listening and thinking that this should be part of our policy at a local level, or this is something I can aspire to. Some people with learning disabilities find it harder than other groups to push for what they want out of life, so that makes it more important to have a clear Government line backing up what people themselves are asking for.

Department of Health Lead R1

4.5.2. Training

Training events for staff and people with learning disabilities were the main lever organised to change attitudes towards employment of people with learning disabilities. As Chapter 8 explains, all sites took up the Department of Health-funded training and most funded additional sessions themselves. These were explicitly aimed at shifting attitudes and overcoming practical barriers, such as problems getting support plans agreed or 'signed off', as described by the Department of Health Lead:

We are hoping that the 'Employability' training that is being rolled out will tackle those parts of the system that still don't believe that people with learning disabilities can work.

Department of Health Lead MS08 R1

In addition to training staff and putting on events for people with learning disabilities and their family carers, events were arranged to which staff from other agencies, such as Jobcentre Plus, were invited. These were thought to help change attitudes towards people with learning disabilities, raise awareness and promote the importance of employment. Such events, according to one social worker, helped improve relationships between staff working in different agencies, which was another valuable outcome:

What's helped us the most, well helped me, is at the events we've actually met with other agencies, so there is more networking going on and everybody is now speaking with the same sort of voice. It's the agenda is out in the open and everybody is openly talking about it. The events included the families which was very, very important so we were able to go to some of the events that the families went to; that I thought worked really well. Everybody was hearing the same message and that worked well.

Social Worker MS30

4.5.3. Positive stories

As identified in the Interim Report (Stevens and Harris, 2011) some of the Adult Social Care staff interviewed had themselves benefitted from the events promoting the employability of people with learning disabilities. Hearing positive stories was seen as especially valuable.

This social worker described using the positive stories to encourage other people with learning disabilities to consider employment:

Just hearing the positive stories about people actually getting work really helped the motivation, because so often, especially when something is new and here is lots of, everybody looking at you as if you think well, this is never going to happen. We said, 'well, actually, we've heard lots of good stories' and we always kept saying, 'we need to tell others about good stories and things that have happened'.

Social Worker MS30

Another social care worker described the impact on residential care staff of a particular person getting a job. This was seen as making the idea of employment appear much more realistic for others and had a positive effect on the approach taken by staff:

What's been good is watching them realise that actually, you can get a job. They will go to [Café] and they will take other service users to [Café] for a meal and they will say, you know, we saw [C] and he was working away and he was enjoying it, and he will come home and he will talk about it and he doesn't feel like he doesn't go to day services now, he goes to work.

Adult Social Care JH08

Employing people in the local authority was felt by several professional participants to be a very valuable way of changing staff attitudes about the employability of people with learning disabilities and also helpful in terms of modelling good employer behaviour to other employers:

...anyone coming through the door sees someone with a learning disability who is employed within directorate doing 25 hours a week and who is doing the same job as all the others, and she has a purpose and she has a function and responsibility and she loves her job and she's learned it ten times quicker than anyone thought she would. She owns it. It just gives the right impression. We need more of that.

Jobs First Lead JH04 R1

Asking employers to tell positive stories about their experiences of employing people with learning disabilities was a key part of the approach to changing employer attitudes. Local authorities, supported employment services and Jobcentre Plus all undertook this developmental work with employers to promote the employment of individuals and to develop long-term relationships with employers:

We have got a few employers that are willing to tell their story about how it's a good thing and it's worked for them as an employer. Underneath that we will talk about the offer from us in terms of support and that could mean for them as an employer, and then we will be talking about people that are looking [for jobs], what kind of options we might be looking for.

Jobs First Lead MS06 R1

4.6. Discussion of professional attitudes

Overwhelmingly, social care professionals were positive about the value of work for people with learning disabilities, suggesting that at least in part the policy goal is supported in the field. A positive view by care managers and social workers in their approach to people with learning disabilities was felt to be crucial to increasing levels of employment, because of their gatekeeping role within the social care system and also their influential position in the lives of people with learning disabilities and their families.

Views and approaches on an individual basis varied, often in relation to perceived chance of success because of the availability of good employment support services and the availability of sustainable funding. Pressure of other work also was identified as a barrier. Time and support from senior management, as well as an increase in the number of positive stories, appear to be needed in order for the attitudinal changes required. Whilst it appears that in principle, these professionals are supportive, the next step appears to be helping them to have greater confidence that paid employment is actually possible for more people. Many barriers were discussed by professionals, often in relation to the attitudes of others not involved in the evaluation. Consequently, it is possible that the positive attitudes we were hearing from professionals may illustrate a degree of 'impression management', involving expressing socially acceptable attitudes. This may have had the effect of exaggerating the external barriers in terms of public and employers' attitudes and minimising the internal professional barriers. However, such impression management is not likely to have affected the descriptions of positive attitudes of others and the reasons given for success, where this was reported.

The contribution of 'champions' appeared helpful in promoting different approaches to their peers. Further research could also explore if there are ways in which other professionals with whom people with learning disabilities and their families are in contact and whom they trust (e.g. community nurses) may have supportive roles in considering employment options.

Slightly contrary views were expressed about public attitudes, which were felt to be changing and becoming more supportive by some. However, there was still a strong theme about the amount of discrimination faced by people with learning disabilities. Similarly, employers were felt to be interested, although reluctant to make the necessary adaptations. Changing these attitudes may take a long time, and the approaches taken by sites, using training and the dissemination of positive stories, may need to be sustained or even promoted more widely. Social marketing approaches, using commercial marketing techniques for social ends, could be explored.

Having explored professional attitudes and attitudinal change, the next chapter explores the attitudes of people with learning disabilities and family carers.

Chapter 5 Attitudes and experiences of people with learning disabilities and their family carers

5.1. Introduction

This chapter describes attitudes towards employment as expressed by people with learning disabilities and their family carers, and also presents the perspectives of professionals, who were working with them and identifies points of similarity and difference. It explores some of the reasons for positive and negative attitudes, identifying fears about risk, cultural factors and different beliefs in the possibility of people with learning disabilities working as well as its desirability. The attitudes of people with learning disabilities and family carers were identified by professional participants as essential elements affecting employment outcomes, so the chapter also covers the efforts made by professionals to change attitudes. The chapter finishes with a discussion of the social and financial effects of having a job.

5.2. Overall attitudes to work

5.2.1. Individuals' enthusiasm for getting a job

Most people with learning disabilities we interviewed were positive about getting a job, although the degree of enthusiasm varied. Some were passionate about seeking paid work, referring to it as: 'my dream' (JF4 Person with Learning Disabilities AH14). Another indicated a strong determination to get a job:

INT *Is there anything that you think stops you from getting a job?*

RES *Nothing stops me... I keep going. I wouldn't give up. It's the right attitude to have.*

JF6 Person with Learning Disabilities AH01 R2

Others were still positive, but seemed less motivated. For example, for one, a job would 'Get me out the house for a bit' (JF6 Person with Learning Disabilities AH01 R2):

INT *Why do you want one [a job]?*

RES *I've been at home for a long time now.*

JF5 Person with Learning Disabilities AH10 R2

A very small number were not keen on working. For example, one joked that winning the lottery would mean he could avoid having to work:

Six numbers on the lottery, wouldn't need to do work, three million quid wouldn't need to work [laughs].

Person with Learning Disabilities AH19

There was much support in the second round interviews among Jobs First Leads and other professional groups for the core premise of Jobs First: that people with learning disabilities do want to get jobs, particularly younger people in their twenties and thirties. Indeed, a strong view emerged from across the professional groups that people with learning disabilities were more positive about the idea of getting paid work than were their family carers:

It's quite mixed. I think there are some people [for whom employment] is a really scary concept. I think the people with learning disabilities themselves are much more open to it than maybe their parents, carers are.

JF5 Employment Service Manager MS27

However, participants from different professional groups also believed that a small group of people with learning disabilities would not engage with the idea of employment. Interestingly, no comments were made about whether any pressure should ever be placed upon such groups to work.

Fear of change was proposed as one of the reasons for some people with learning disabilities' lack of interest in employment by a small number of professional participants:

'I get the bus here five days a week. If I want a cup of tea, it's made for me and you are now telling me I can go out and have to make my own cup of tea'... It's just what they are used to. I think some people just don't like the change or the change of expectation from them.

JF6 Adult Social Care JH07

Concerns were also voiced about people with learning disabilities having low expectations in relation to their own ability, which often were said to be shaped by the views of other people. For example, worries about being at work in terms of whether they would be able to make friends and be safe were identified by this Jobs First Lead:

We have found that people generally have a low expectation around employment. They may not have experienced paid employment and for some people the thought of having a job can be stressful. Also where people who have taken up paid work - as you will have heard yesterday - they have described a shock to the system by way of getting to work on time, making friends and also feeling safe and supported at work.

JF2 Jobs First Lead MS06 R1

5.2.2. Family carers' enthusiasm for employment

Most (21/29) family carers interviewed were positive about their adult offspring looking for and getting jobs. The others were neutral or did not express a view. There were no clearly negative views expressed about the idea of people with learning disabilities getting paid jobs, although many expressed particular concerns. For example, this family carer believed that people with learning disabilities were very keen to work and made good employees.

But she talked about how she had to keep encouraging her son to persevere with work and not to take unnecessary time off:

If they re-educate the employers to take them on because they are faithful, and can work hard. If he wants to stay at home you have to put your foot down and say, 'You can't, because you are not ill' and they get lazy. [Son] has only had three days off because he fell over, I think that's it.

JF3 Family Carer AH 000

However, while most family carers, were positive, and felt that getting a job would increase the confidence of people with learning disabilities, they often also thought that their relative would need constant support in work:

RES *He would need support in any job.*

INT *What advantages might it bring to him?*

RES *A lot of confidence.*

JF3 Family Carer AH18

The amount of enthusiasm and support from families and from paid care workers was identified by professional participants as being crucial to enabling or preventing people with learning disabilities to get jobs. This was clearly evidenced where identified candidates for Jobs First had been withdrawn from the programme by family members. Professional participants felt that it was hugely positive where families were enthusiastic about a person with learning disabilities getting work:

Family support is crucial. Where families have been actively involved it has been a real strength.

JF2 Jobs First Lead MS06 R1

He was completely a suitable candidate for it and it all would work for him and his family. That is very important, because if it doesn't work for the family it doesn't usually work for the individual.

JF2 Social Worker MS30

Some professionals felt that family carers might sometimes find it hard to accept the major change in role for the person with learning disabilities represented by employment:

If I'm being really honest, I think it's sometimes difficult for families, the realisation that their son or daughter can work or can have a valued role, and I think some families find it difficult to embrace.

JF5 Adult Social Care MS12

However, many professional participants stressed the variety of attitudes among families; several felt that families seemed to be evenly split in terms of being supportive or non-supportive. Some families were reported as believing that work was not desirable and would not lead to well-being for their relative. For example, this social worker described a family member who objected to the idea of their relative working and who stressed the

importance of enjoying life over working. This was thought to diminish the chances that this person with learning disabilities would want to seek paid work:

RES *But then when it came to support planning, actually then fell back into more, 'Well, we are not happy... I want him to be able to enjoy his time'.*

INT *This was his mother.*

RES *His mother then came in and knocked a few nails in that coffin, really and wanted to rely more on a traditional approach.*

JF3 Social Worker MS16

Participants from across all professional groups described some families as not believing their relative was able to get and keep a paid job because of health or capacity problems:

One person I did the support plan [with], I was saying, 'Okay, you could be going to work from nine in the morning until lunchtime, which is twelve thirty, one o'clock, and if you were doing that every day how would you feel?'. They would say, 'Well, all right'. The parent sitting there will say, 'No, he wouldn't be able to do that. By ten o'clock he would be falling asleep'. I'm thinking, 'You haven't given [him] a chance'.

JF3 Social Worker MS17

About half (12) of the participants with learning disabilities talked about the support they had at home in relation to getting a job. Several mentioned help with getting up in the mornings or general help getting ready for work, but most of these talked about how family carers or their care staff encouraged them to get work and to keep going. For example, this person with learning disabilities felt that their family carer was very supportive and helped him develop confidence:

...by supporting us, talking to us, helping me be confident.

JF5 Person with Learning Disabilities AH07

This same person was concerned, however, about the amount of support he might get when in work:

INT *What else might worry you if you get a job?*

RES *Will I get enough help?*

JF5 Person with Learning Disabilities AH07

5.2.3. Risks affecting family carers' attitudes towards employment

Of the family carers of individuals who had joined and remained in the Jobs First cohort only two participants described mild concerns that paid work would expose their son or daughter to greater risk than their previous day care provision, and on balance these carers were happy that their relatives had the opportunity to increase their confidence and independence:

The only worry I can think of would be that there is a slightly greater risk of things happening, because they are out in the community more.

JF2 Family Carer AH100

One family carer worried more explicitly about whether her son could manage at work, as he had been extremely protected all his life. She worried that he would get bullied, although she acknowledged that her son wanted to 'do everything' and did want to get a job:

He wants to do everything...I'm scared for him, the way the world is, worried he will get bullied. He has always been molly coddled by us all he is very, very loved by everyone and I am very scared for him. He wants to work.

JF3 Family Carer AH16

However, participants from different professional groups described how some family carers were concerned about their family member working in terms of risk of harm or distress. For example, the risk of being treated badly by colleagues and then not knowing how to react, was felt to be a factor putting some off the idea of employment:

I think for some of them [families and carers] there is just the fear of how they [the person with LD] would cope if somebody at work was nasty to them or if they were told they were doing something wrong.

JF4 Social Worker JH08

The risks of failure and disappointment were also seen as being constraining factors for some families. For example, one social worker felt that experience of encouraging excessive expectations that had then been dashed had meant that families were reluctant to be supportive of new ideas:

...we've gone down this road before. I don't want 'Johnny' or whoever to be involved in this. You are setting him up to fail.

JF3 Social Worker MS17

5.2.4. Attitudes to employment affected by family cultures

Family cultures and prevailing attitudes in local areas were identified by several Jobs First Leads as highly significant. Care managers in particular described needing to work very sensitively with families from cultures whose norms, in relation to both disability and gender, were perceived as being barriers to embracing employment for their relative. Furthermore, where there was little employment within a family and an established culture of 'worklessness', the idea of work was unfamiliar, which created an additional complexity:

If you've got a family, a very traditional family who are all on the benefits system, who don't believe women should go out to work, how do you say to them: 'It's okay to send your son or daughter with a learning disability to work?'. There are lots of things that need to be tackled.

JF3 Jobs First Lead JH02 R1

5.2.5. Promoting positive messages to family carers

In round two interviews, Jobs First Leads stressed the value of family carers having independent professionals to talk through the potential positives and negatives of employment. They also emphasised the importance of good professional relationships with families which encouraged relatives to support the person with learning disabilities in seeking work:

They haven't had independent people that they can talk to about what it really means. They haven't had lots of examples of where they have seen it work. They haven't had people that are really burning over this issue in a positive way and because of all of that they get muddled down into ensuring that someone is safe.

Jobs First3 Jobs First Lead JH04 R2

I think it's important to build up a relationship with them and listen to their fears and concerns and try and win them round.

Jobs First6 Adult Social Care MS03

One Job Coach described their approach with parents, which was to emphasise the potential gains and to explain that if things did not work out, the person with learning disabilities could go back to what they were doing before they started looking for a job:

...the way I attack it is 'Well, look, your son was never given the opportunity to bring out his skills and now we've got a scheme come through which allows him to, at least just test it, and if he doesn't like it and if he doesn't get nothing from it he can always go back to what he was originally doing in the first place'.

Jobs First3 Job Coach JH15

5.3. Impact of having a job

Very few Jobs First participants with experience of work, or their family carers, mentioned any disadvantages to working. There were no reports of experiencing bullying by their colleagues or others. One person with learning disabilities summed up all the benefits of working described by different participants and their family carers in one comment, combining the importance of socialising, stimulation, increases in wellbeing and in income:

Meet people, healthier, happier, get out and get money [smiles].

Person with learning disabilities AH21R2

5.3.1. Social impact of having a job

Almost all the 14 people with learning disabilities who had had jobs mentioned the importance of in-work friendships as a positive element of getting a job. One family carer also identified the importance of social contact as a potential benefit of working:

The people at [Employers] are really lovely. I've met them at the Christmas 'do' and they have really taken to [Person with learning disabilities].

JF7 Family Carer Ah07

However, the social contact tended to be focused on friendships within work rather than extending outside the workplace, which fits with previous research (Jahoda et al. 2008):

INT Do you see anyone from work in the evenings or at weekends?

RES No. There is no socialising.

Person with Learning Disabilities AH03

Increased confidence was another benefit identified by a small number (2) of people with learning disabilities, family carers (4) and a social care worker, which may come out of the increased social contact and the sense of achievement in getting work:

It's made her more outward going, she likes talking about her job; it's helped with her self-esteem.

Family Carer AH08

5.3.2. Financial impact of having a job

Many people with learning disabilities and family carers mentioned money as a benefit of working (relating to 10 out of the 26 people with learning disabilities, 14 of whom had had jobs at some time):

Ooo, everything. It means... to me that I can pay my bills and I can pay my own rent for the place I'm living in.

Person with learning disabilities AH01

Despite the government push towards reducing dependence on welfare benefits, there were many accounts from professional participants of people being put off seeking work or fear of increasing their work to 16 hours per week because of concern about a reduction in their current welfare benefits. This was despite receiving information based on benefit calculations suggesting that they would be 'better off in work' if they did work more than 16 hours. In a small number of cases professionals confirmed that they had not fulfilled the long-term Jobs First objective to promote employment of more than 16 hours a week or to develop a self-employment opportunity to the extent that it reduced individuals' entitlement to benefits:

One aspect of it, which I don't think we've been able to make much change, but one aspect that I hadn't really thought of was, we always go in for part time work, because families don't want anything changed and they think 'Well, we don't want a change in benefits and we don't want this changed'.

JF2 Social Worker MS30

Benefits are always a major barrier. That's the first thing that would be questioned: 'If I had a Personal Budget would it affect my benefits?' The thing around the person working and how that affects the family income, that family pot of money, particularly where there is a carer's allowance which is not much.

JF3 Jobs First Lead JH02 R1

However, only a small number (3) of people with learning disabilities and family carers (3) expressed fears that getting a job would affect their income from welfare benefits or described examples of welfare benefits payments not being responsive to someone starting and stopping work:

INT *What about money? Do you think you will get a lot of money or not enough money?*

RES *Get a lot of money*

INT *You get a lot of money?*

RES *Yes, it might mix my money up.*

INT *It might mix in with your benefits?*

RES *It needs sorting out.*

Person with Learning Disabilities AH13

INT *What about his benefits?*

I don't know, because this is what I've got a problem with. I started him working just before Christmas and they put his money up and then they stopped his social security and he only done two weeks [work] there and they still carried on stopping him right up until April. I still haven't got that money back. They owe me... I had to keep him every week when he was £30 down a week.

JF4 Family Carer AH13

A similar number of family carers indicated that there was no negative impact on income and others did not mention income. Given that we asked people directly to identify barriers to employment, this suggests that the fear about income was not a dominant issue for many, however people may have been uncomfortable to discuss concerns about money. Three other people with learning disabilities and their family carers or paid care workers made the point that people with learning disabilities were not earning enough to affect their benefits. It appeared that impact on individual and family welfare benefit income had not been significantly tested as a possible problem in many Jobs First sites. One family carer was surprised at the amount that the person with learning disabilities could earn without their benefits being affected, after having been worried about losing income:

I was very surprised at how much she could earn as I was concerned that she would lose out.

Family Carer AH08

Seven people with learning disabilities (three in round one, three in round two and one in both rounds) talked about their need for support with managing and understanding money. This suggests that the impact of potential increases or decreases in income may be indirect. For example, this person with learning disabilities said that his parents managed all his money, implying that he was not fully aware of his income or changes to it, a situation shared by other participants:

INT *What about money, has that made a difference?*

RES *Bit difficult with money I am.*

INT Who looks after your money?

RES Mum and dad put it in the bank and building society for me.

Person with Learning Disabilities AH22

5.3.3. Changes to other activities required in order to take jobs

There were no examples of people with learning disabilities talking about giving up leisure activities so they could start work. However, a small number of Jobs First Leads and social workers identified a concern amongst family carers that people with learning disabilities would lose eligibility for social care services if they got a job that they subsequently lost. Given the difficulty some parents and family carers had had in advocating for good services, this was a barrier to employment:

They get these things set up and they are really worried about—[one] dad said to me, 'It's really great and I'd really like him to do that but actually if he does that and it doesn't work out he will lose all of his benefits or lose all his services and we will have to start again and it's took us so long to get here'.

Jobs First Lead MS06 R1

5.3.4. Impact of people with learning disabilities working on family carers' lives and the caring role

A small number of family carers indicated that whether their relative had a job did not give them more free time or make their role as carer any easier, except in that they felt that their relative was happier working. For example, this family carer reported that if her daughter worked she gained more understanding of what it is like for her mother and others to work all week. Getting a job had made the carer feel that her daughter had better opportunities to gain more independence:

INT What if any are the advantages for you [daughter] in having a job? Does it give you more time?

RES It doesn't. It just makes her more independent and helps her to grow up. It makes her understand why we have to go out to work and what we do. She appreciates how tired you feel at the end of the week now.

Family Carer AH07

Day services have long provided much valued respite for family carers, whose relatives with learning disabilities live at home, as well as offering opportunities for people with learning disabilities to have a break from home (Allen, 1994). While it was felt to be impossible to know how many hours would be needed to work with someone to help them find a job, as we outline in Chapter 7 on Job coaching and employment brokerage, and how many hours they would subsequently be in work, many professionals felt that work would remain part time and take up less of their time than a day services placement. All of this could create problems for family members, who often wanted to know when their relative was going to have time occupied and away from the house:

It's all about change again, because if somebody gets employment and they have to start seven o'clock or ten o'clock in the morning, that's a good example and they [the family] are used to people coming to a day service, and they get picked

up at half past eight and they don't get back home till half past four, then that gives respite time for those people, and if anything changed in those hours it could have a knock-on effect to their [family carers'] jobs or their lifestyle.

JF6 Adult Social Care JH07

5.4. Discussion

One of the strongest themes from all interviewee data was the enthusiasm of most people with learning disabilities for work. However there was greater diversity in professionals' views about negative family carer attitudes and the more positive responses of family carers who we interviewed. This may well be because of the particular group of family carers we interviewed, although it may also be due to genuine differences of understanding. This was most noticeable in terms of reported attitudes about the potential impact of work on family welfare benefit income. Professionals identified this as a major block, although few family carers mentioned it, when specifically asked about barriers. This may have been because hardly anyone was working sufficient hours to affect welfare benefits, but it may also have been a result of different understanding. Attitudes to risk and family cultures were both identified by professionals as affecting family carers' attitudes towards employment and these issues were also mentioned by family carers. Consequently, a sensitive approach is required to working with families, particularly around risk and cultural factors that might make it difficult for families to support their relative with learning disabilities to get work.

Another area of contrast in views about attitudes was the impact on other leisure activities and day services attendance, which some professionals felt would discourage people with learning disabilities and their families. While some people with learning disabilities did mention things they had had to change, this was not seen as a major impediment by them or their family carers.

Good support from carers and relatives was identified by professionals as crucial to getting people with learning disabilities into work and most family carers we interviewed expressed positive general views about employment. Furthermore, people with learning disabilities were in the main positive about having a job, identifying a set of benefits that fit with those suggested by Beyer and Robinson (2009): improved confidence socially and with practical tasks and increases in social networks (although mainly in work rather than outside).

Having investigated the attitudes of key players, the next chapters explore practice and organisational issues. First, in the next chapter, we describe the approach taken with the Jobs First cohort in arranging Personal Budgets and supporting planning for supported employment.

Chapter 6 The process and practicalities of arranging employment related support

6.1. Introduction

Jobs First was aimed at refocusing social care support so that employment was considered as a priority; in other words, when undertaking assessments and reviews, practitioners were directed to consider 'Jobs First'. This chapter describes the differences in each step of arranging employment support using Personal Budgets as described by professional participants. It explores each step: awareness raising and information provision, Jobs Focused reviews and assessments, resource allocation and support planning, showing how practitioners were responding to the idea of refocusing on employment.

6.2. Arranging Personal Budgets

6.2.1. Connections with social care practice

Arranging Personal Budgets: eligibility, assessment, support planning sign off and brokerage for supported employment were practical or administrative matters that all participants commented upon according to their knowledge and role. Most within the local authority took it for granted that the details of Personal Budgets were understood, meaning that they generally considered that first steps in preparation in Personal Budgets, such as assessing whether a potential service user is eligible to receive publicly funded social care services, had been decided previously. It is important to note that all the people with learning disabilities taking part in Jobs First had already been assessed as eligible for publicly funded social care services and should have been in receipt of a Personal Budget (although in fact some were not), thus this assessment process under section 47 of the National Health Service and Community Care Act 1990 was not undertaken for the cohort. However, eligibility criteria are becoming more restricted (Hall and McGarroll, 2012) as a consequence of the public spending cuts and increased demand, as noted in Chapter 3 'Contextual factors to Jobs First implementation'. Consequently, in this culture of local authorities needing to reduce their social care funding, one Jobs First Lead speculated whether someone who was considered able to work may therefore be assessed as not eligible for publicly funded social care:

One of the issues is that there is perhaps a view that if you can work, you are not that disabled. So maybe you don't have eligible needs at all.

Jobs First Lead MS04 R1

Access to unambiguous, intelligible and comprehensive information for people with learning disabilities was identified by many professional participants as important in encouraging involvement in Jobs First. Unsurprisingly, lack of accurate information was identified as a barrier to considering the possibility of paid employment for people with learning disabilities and their family carers by several professional participants from different groups. For example, one social worker described how insufficient clarity in relation to the fact that the local authority's charging policy still applied had led to some people feeling they had been misled, after being told about the possible support available:

Honesty. I think we have lots of cases where people have been told things and it's not—adult social care isn't free. You're assessed financially to see whether you have to contribute or not. Quite often we get cases through and we have got a resource allocation of £40. Actually you find out they've got to contribute £50 towards their care ... You still have got to pay towards it and people feel a bit walked up the garden path with that, really. It's just important about being honest and up front from the beginning.

Social Worker MS15

6.2.2. Awareness of people with learning disabilities and family carers of Personal Budgets and their use for employment support

The potential to use Personal Budgets to fund employment support, and whether this was in place in practice, was not clear for most people with learning disabilities and their family carers. Almost all (21) people with learning disabilities interviewed and their family carers did not know how the employment support they received was funded. However, four said that the person with learning disabilities had a Personal Budget and that this paid for the employment support, two said that the Personal Budget did not pay for the support and another did not know how the employment support was paid for, but the individual had a Personal Budget. This was a typical response about payment:

RES *[Self Employment Advisors] were here and they help with pricing and baking.*

INT *Do you know how these people are paid?*

RES *I haven't got a clue.*

Person with Learning Disabilities AH22 R2

Some family carers reported some understanding about Personal Budgets, but were slightly uncertain about precise funding arrangements. None were able to supply the research team with any letter or correspondence about this. However, a small number of family carers had a very clear idea both about the funding received and mechanisms of review:

Not sure, think at first it was from contribution from his Personal Budget and now it comes from work choice. It's paid into his bank account.

Carer AH25

And now, because after the first year the initial fee is £5,000 just over, which includes all the support and doing things for them. It drops to £2,600 and we've applied for two extra hours support additional to what she gets here.

Carer AH100

6.3. Jobs Focused reviews

6.3.1. Initial discussions about employment with people with learning disabilities

As with general rights to publicly funded support to meet social care outcomes, initial work with people with learning disabilities aims to identify their strengths and interests. In the Jobs First projects, this was broadened to more explicitly start a process of exploring possible and desirable jobs. The importance of working with young people (moving from children's to adult services in a move described as transition) quickly in order to capitalise on their enthusiasm about work was identified by one senior manager, who felt that this could be lost quite easily:

...by the time we are meeting young people and families, they may already be quite switched off to the idea of employment, so there is a lot of undoing to turn round, which is why we've got the very targeted work around transition.

JF4 Senior Manager ZM01

Many social workers and care managers also described how Jobs First made it easier to talk about employment with people with learning disabilities, their families and social care providers. For example, this social worker felt that Jobs First had built up an expectation of having a conversation about work with one member of the Jobs First cohort:

It would have been really difficult if he hadn't been in Jobs First, because we didn't have that employment agency. We wouldn't have all those things fitted together and we wouldn't have the event for the family, so that she [the carer] could be reassured that ... it's quite an ordinary thing for him to do to be looking at work. It made it all, 'Oh, right'.

Adult Social Care MS30

A further social worker felt that Jobs First had been pivotal in shifting thinking about the best way to support someone with learning disabilities towards employment. This social worker thought that without Jobs First her work based experience would not have been considered:

But because she [user] was involved in Jobs First, the [in-house provider] staff made an effort to try and get a voluntary work placement. It's only two hours a week. That's enough for her. She's struggling after an hour and saying she's had enough. [Laughs] Where that one will go I don't know. I think if it hadn't been for the Jobs First focus and push that were generally around for everybody that might never have happened.

Adult Social Care MS25

Furthermore, a Jobs First lead in the first round interview thought the approach taken left people with learning disabilities feeling more positive about their abilities and about the possibility of getting a job:

Instead of going to say, 'I haven't had a job'. It's about saying, 'Well, I've got these skills and I've done these things,. which made people feel more positive about work as a possibility.

Jobs First Lead MS06 R1

However, a small number of practitioners felt that Jobs First was not the only way to explore work with people with learning disabilities and said that the project had not influenced their practice. For example, this Job Coach felt that conversations about employment were possible with or without Jobs First:

By doing a normal support plan which doesn't involve Jobs First, I will still try and give them a taster or a test or something in there where it's a different experience. I could go up to somebody and say in learning disabilities 'Would you like to get a job?'

Job Coach JH15

Furthermore, raising the idea of employment with people with learning disabilities and their families was often reported as difficult for social workers and care managers, particularly where people had been using traditional services for a number of years. This was illustrated by one Jobs First Lead, who typified comments from a small number of other participants:

The [social workers and care workers] described feeling reticent about raising the issues of employment as this may not have been discussed with people previously. It is quite a big thing to talk about.

JF2 Jobs First Lead MS06 R1

By the second round of interviews many participants described how employment was now being raised routinely in reviews as a serious possibility for many more people with learning disabilities. Furthermore, in some sites Jobs First had raised the expectations of people with learning disabilities and their families, both within and beyond the cohort, about the possibility of work and made for a more structured approach:

I think people in [Site] are having opportunities to discuss employment and this has been assisted by the increased focus on employment as a result of the Jobs First programme.

Jobs First Lead MS06 R2

6.3.2. People with learning disabilities' and family carers' experiences of initial discussions about work

When interviewed, it proved hard for most of the Jobs First cohort to remember the initial discussions about seeking and getting paid jobs. Nor did many recognise the idea of a 'review'. A small number seemed able to understand this, or referred to 'my meeting' (JF4 Person with Learning Disabilities AH14), although this was not always linked to discussions of employment. The descriptions from people with learning disabilities were much more about time spent subsequently with Job Coaches rather than how work was initially raised as a possibility. Most of the discussions reported took place in day services settings, with a smaller number taking place in people's homes. The workers involved were thought to be

day services staff or Job Coaches rather than social workers. While one person with learning disabilities mentioned, when prompted, that someone had talked about the possibility of looking for a job, his main memory was of a Job Coach coming to the house and telling him about a job. Another remembered talking about the kinds of support she thought she would need:

Yes, he said, this is a really good job for you, there is some garden work as well, and I pick up rubbish, dumped stuff, as well.

Person with Learning Disabilities AH09

...didn't go into any details just that I may need help. When I went to [Day Services] I needed support there, it was about the support.

Person with Learning Disabilities AH23

Family carers had a much clearer idea of how the topic of work was first raised. It was described as if it were a matter of course, rather than a decision taken by the service user, by several family carers, although the second carer quoted below remembered more details of the meeting:

[Social worker] was looking after all the interests of my son. And then he came and said, you've got a job that he wants to do. Then he called him and asked him if he could do four hours a day and that's fine.

Carer AH001

Everybody that was involved with him [was at the meeting]. The first one was more or less a presentation and they talked to parents and family carers. The second was a very personalised one and the people that worked with him in various capacities. It talked about his talents and what he would like to do and what his visions for the future were.

Carer AH10

Most participants with learning disabilities reacted favourably to the initial discussions, welcoming the chance to think about work, as a development from their current activities. Many of the family carers stressed the importance of their offspring being happy, whatever they were doing. One was particularly keen that his son would find some meaningful employment, and was very positive about the person-centred planning that had led to the identification of work as a goal:

He could be doing nothing till he was 65. I pushed it. He did his Person Centre Planning [PCP and that was the best thing that ever happened.

Carer AH100

Just ask people individually if they would like to do a particular job. When they have reviews or their PCP plans and sometimes they say, 'I'd like to work'.

Care worker AH03

Some people say they would like to work. We ask them what they would like to work as or what with. We can't always find anything. We could say, 'Would you like to try this? You don't have to do it if you don't enjoy it'.

Care worker AH03

6.4. Support planning and brokerage for supported employment

6.4.1. How much to prioritise employment

There was a strong theme that those wanting to get jobs would need to sacrifice funding for other aspects of support, particularly leisure activities, for example, going bowling with a paid support worker. This was seen as a necessity in order to access sufficient resources to pay for the employment support. Such a sacrifice or replacement was perceived as positive and appropriate within the Jobs First approach, because of the shifting expectations about paid work and reductions in day services provision by local authorities. Interestingly, none of the people with learning disabilities identified the replacement as a problem (as we report in Chapter 5, 'Attitudes and experiences of people with learning disabilities and family carers': Factors affecting employment chances and impact of working). One Jobs First Lead predicted, in the second round interview, that for young people moving into adulthood there would now be less money for supporting leisure, but more for employment, which would start to become an expectation among this new cohort:

... young people coming through to transition [to adult services with it being much clearer that there isn't the level of funding for leisure services and leisure activities that there once was. And that there will be an expectation that their support would be limited, but employment support I'd hope would be: A, there would be an expectation [about paid work] for a young person coming through transition. And, B, the funding around it would be ring fenced so that it would give much more drive to employment planning for them.

Jobs First Lead JH01 R2

Being able to focus more on employment was identified as a key aspect of Jobs First's success, where this had occurred. For example, this Jobs First Lead described how being employment focused, not trying to be 'generic' in terms of promoting a range of outcomes, had made a difference. There appears to be a potential tension here between a desire to be holistic and person-centred and the need to focus on employment:

I do think why and where we've made progress is because we have been employment focused. Rather than having that broad pitch we've homed in on a specific outcome, if you like. I think that's what's been different... While we stay rather generic in our support planning approach, we still have that problem.

Jobs First Lead MS02 R2

However, other types of need or outcomes would always be seen as a priority over employment, as we noted in Chapter 10, 'Funding supported employment for people with learning disabilities'. One Jobs First Lead in the first round interview stressed the primacy of using social care resources to meet basic hygiene and personal care needs over employment.

Concerns were also raised about the need to support people with learning disabilities to maintain friendships and networks developed through use of learning disability services, if people were no longer socialising via using those services. Fear of losing such social networks was identified as a barrier to taking up employment:

People value friendships and connections made through day services and we need to find ways of supporting people to connect outside of more traditional services.

Jobs First Lead MS06 R1

6.4.2. Support planning with multiple funding streams

Developing good support planning for 'braided' budgets, which include additional funding streams to supplement a social care Personal Budget (similar to the original aim of the Individual Budgets Pilot – Moran et al., 2011), was identified as a key requirement to support people with learning disabilities to get employment by one of the Jobs First national advisors. This indicated a need to move beyond historic local and central government organisational and departmental 'silos'. Unless this broadening of thinking can take place, they argued that public money will be unhelpfully focused on supporting distinct needs (i.e. either social care or employment) and not the overall wellbeing of the individual. It was recognised that this ideal would not be easily achieved, and one Jobs First Lead felt that it would be confusing when (and if) additional funding streams could be combined, in terms of monitoring how the overall budget was spent and how to balance the social care input:

...how you actually do a support plan for an Individual Budget as opposed to a Personal Budget? I think is a challenge.

National Adviser MS20

It is going to be confusing, I think when these other streams of funding become available, for getting some balance of how it's spent.

Jobs First Lead JH01 R1

An understanding of support planning across funding streams and throughout the process of seeking and attaining work was starting to emerge in several sites. This was illustrated by one Job Coach who reported that when someone got a job a new support plan was needed to work out how the Work Choice (provided by the Department for Work and Pensions) and Adult Social Care funds were going to be spent. This demonstrates the possibility of working across both of these funding streams, and also how employment support and funding mechanisms may alter the kinds of workforce and services needed and provided:

But at that stage, if she did get a job, another support plan would need to be completed to [highlight] ...the support requirements there and to look at how the Work Choice and the Adult Social Care money is going to be spent.

Job Coach JH16

6.4.3. Experiences of agreeing or ‘signing off’ support plans

Once a person’s support plan had been produced, in most sites there was a process of authorising or ‘signing off’ by team managers or a panel of more senior managers for more expensive support plans. It was only after plans had been agreed that the amount of money available was confirmed. This tended to increase the time between the initial discussion about employment and the point at which someone could begin using their money to pay for working with a Job Coach, especially where there was no in-house employment service that they could access for free. There was a mixed picture about signing off plans. In some sites there was a belief that Jobs First was making a difference in terms of the ease of getting plans signed off:

I think the managers were fine about signing off 16 hours a week one to one support. Whereas, in an ordinary situation, especially with someone perhaps with a mild learning disability, I don’t think we, personally, I don’t think we’d get allocated 16 hours with one to one support with somebody.

Social Worker MS25

Ensuring that the support plan was accepted by the care manager and by the family caused delays in several sites, as did getting support plans agreed by the panel or the team manager. While very few support plans had been rejected, there were many stories of delays at the panel stage, sometimes simply because the support plan was costed at more than the indicative budget identified by the Resource Allocation System. Unsurprisingly, delays were felt to reduce the enthusiasm of families as well as that of people with learning disabilities themselves. This made implementing support plans difficult, especially when more than one funding stream was involved. Such delays between the time the idea of work was first raised with individuals and being able to engage with a Job Coach, meant that some of the Jobs First cohort dropped out before it reached this stage:

People just become disheartened. The longer it takes the more confused people become about the purpose of the support plan, because they are having to make do with half the information.

Jobs First Lead JH01 R2

Managers and practitioners identified further reasons for delays in signing off plans as being caused by worries about a lack of supported employment provision in the local area and social care funding being tied up in day services and therefore unavailable for release into a Personal Budget. The latter, not being able to release money currently allocated to day services, was identified by a small number of participants from different groups as a barrier. This has been a long-standing difficulty in learning disability and other services (Hussein and Manthorpe, 2011); ‘modernising’ day services was a key goal identified by Valuing People, in 2001 (Department of Health, 2001), which recognised the limitations in terms of providing flexible and individual services. Several local authorities were reviewing their day services during the period of Jobs First and plans were being made to move to a Personal Budget or individual commissioning. However, where no extra resources or ‘dual funding’ was available, the aims of Jobs First were sometimes thwarted:

People in the day services being locked into, their money has been locked into the day service.

Jobs First Lead JH01 R2

In one site, delays and problems in agreeing support plans were partly attributed to a split in views between care management and the in-house day services team (which had the lead in implementing Jobs First). Care managers were responsible for taking support plans to panel for 'sign off', but without their involvement in and support for Jobs First, their unfamiliarity with the situation caused several problems:

Within this one organisation, because there are different parts to it that work slightly in isolation, and not necessarily intentionally but just as day to day practice...They [the staff leading on the implementation of Jobs First] were the people supporting their customers who were part of the day services world, and then the care managers were over here.

Jobs First Lead MS04 R2

Once the support plan was agreed, delays in starting job searching/coaching were identified as a further barrier by a small number of Jobs First Leads and Adult Social Care staff. There were stories of individuals who had been enthusiastic about getting a paid job then dropping out or changing their minds if there was too long a wait between these early conversations and identifying a Job Coach to try to find them a job:

At the moment, the biggest obstacle, the way people are taking a Personal Budget but more in line as a Direct Payment with the broker rather than the person or their family directly having money—that's a difficulty because of the time delay. So probably before somebody gets the opportunity to use that money and actually go out and find someone, it's probably about three to four months from the final assessment.

Jobs First Lead MS02 R2

6.4.4. Monitoring and review of progress towards employment

Given the relative lack of progress in terms of getting people with learning disabilities into paid jobs, there was very little evidence on the impact of Jobs First on monitoring and review, beyond the need to develop monitoring and review of the use of Personal Budgets generally. This was still the case by the time of the second round interviews with Jobs First Leads:

Again, it's where I've said it comes down to that we've been more focused and we are doing exactly the same monitoring and reviewing as we've done before.

Jobs First Lead MS02 R2

The importance of monitoring progress in terms of individuals' employment goals and the kinds of employment support people with learning disabilities were getting was stressed by the Department of Health Lead as well as by some of the Jobs First Leads and employment services managers:

It's continually, you can't get through a review without reviewing whether somebody's employment goals have been met and [if not] digging a bit deeper into why that might be and what is going wrong. If it's not happening, why not?
Department of Health Lead R2

6.5. Discussion

Overall, the Jobs First process parallels the approach taken for self-directed support or Personal Budgets. After the initial steps of eligibility and assessment have been undertaken, the approach refocuses attention on employment at each stage. The important change was an acceptance of employment as a legitimate use of social care funding. As was evident in the Individual Budgets evaluation, establishing the legitimacy of particular outcomes and the means of achieving them was a key aspect of wider self-directed support practice (Glendinning et al., 2008). Three out of the five sites had made employment a domain in their Resource Allocation Systems, which was a clear statement that this was a legitimate goal. In another, employment was seen as a means of achieving social inclusion, which had already been established as an eligible outcome for social care spending. The barriers encountered included a lack of understanding and commitment from care management staff, in one site because of a (largely correct) belief that supported employment provision was absent, which, as we describe in Chapter 11, 'Employment outcomes', is of great importance in increasing employment. Another question addressed by participants was the extent to which employment should be prioritised in the light of other needs and also the change in lifestyle required by people with learning disabilities in order to take up paid work. However, as we describe in Chapter 5, 'Attitudes and experiences of people with learning disabilities and family carers', the degree of change, which may involve giving up certain activities or doing them at different times, was not identified as important by people with learning disabilities.

Delays in getting started with employment support were off-putting for some in the Jobs First cohort and their families. The next chapter describes the different steps involved and the kinds of employment support offered to people with learning disabilities. Chapter 9 'Working with other departments and agencies to support employment of people with learning disabilities' describes the efforts made to ensure an adequate supply of good quality employment support.

Chapter 7 Job coaching and employment brokerage with people with learning disabilities

7.1. Introduction

Good supported employment emerged as a key issue. This chapter describes the approach taken by Job Coaches and other professionals in supporting people to look for jobs and the support provided whilst in work. It takes forward the story of the approach, from initial preparation, which overlaps somewhat with the initial stages as described in Chapter 6. The range of support needed to look for work is outlined: advice about welfare benefits; help with travel; encouraging employers to employ people with learning disabilities. Similarly, the level and type of support required whilst someone is in a job are also covered, along with experiences of being able to reduce support over time and how to develop a career for people with learning disabilities as well as what is required if people lose jobs. Finally, the chapter explores the approach to self-employment that was being implemented in Jobs First sites.

7.2. Supporting people with learning disabilities to find and get a job

7.2.1. Initial preparation for job seeking

Building good relationships with people with learning disabilities was identified as a vital initial aspect of the preparatory stage, according to many Job Coaches and social workers. This was reported as essential in order to find the best way to support each individual. For example, one Job Coach described how it had been important to understand that a particular person could only take on board one idea at a time rather than be confused by a number of alternatives. More generally, the Job Coaches emphasised the importance of both understanding how individuals engage with people and enhancing their confidence, which were seen as crucial elements of the role:

You need to get to know someone well enough to understand the way that they are going to engage with you and learn, really. Once you get to that stage and you understand that, you know, it's also about building up their confidence with you, because a lot of people we work with are very, they are very self aware and they lack confidence and self esteem and they won't engage with you.

Job Coach MS34

In addition to engaging the individual with learning disabilities, many professional participants stressed the importance of working closely with their family members. Reassurance from Job Coaches was reported to be successful in reducing the concerns of at least two family carers, who had been initially worried about their relatives getting jobs. This reflects the accounts of both professional participants and family carers. For example, this carer had been impressed with the two Job Coaches who had worked with her and her son, and had felt much better about the possible change:

RES *I was a bit worried at first. But then [Job Coach1] reassured me*

INT *I think we all are about all our children. It doesn't matter what they are like. He gets quite a lot of support you were saying.*

RES *He does. Even finding the job, [Job Coach2] really made sure it would be suitable.*

INT *You have got a lot of faith in [Job Coach2]?*

RES *I have, actually, yeah, I have and [Job Coach1].*

JF5 Carer AH09

Profiling information about an individual in readiness for developing an understanding of their skills, strengths and interests, was an important preliminary part of the process of working with someone with learning disabilities to find employment. The tasks involved at this stage could be undertaken as the initial stage of Job Coaching or as part of a Jobs Focused review, person-centred planning or a support plan (as we describe in Chapter 6 'The process and practicalities of arranging employment related support'). Consequently, social workers, social care workers and Job Coaches all said that they undertook this initial preparatory task. One important output of this work was developing a 'good' CV, and using different media was an approach valued by Job Coaches as a way communicating about the person with learning disabilities:

We've got these electronic CVs and portfolios that we use, so I use that. If I sat talking to you about someone with disabilities wanting a job you've got a different vision. If you can see a picture and the person and the skills...it's different.

Job Coach JH12

Another important aspect of the preliminary work was aimed at increasing someone's understanding of the idea of being at work and developing the kinds of behaviour that would be expected there. For example, this Jobs First Lead described how for some people with learning disabilities accepting the disciplines of the workplace in terms of punctuality and choice would be challenging:

Because of the aspirations and the expectations it feeds into skills, because skills are going right back to people being expected to arrive on time, to listen to an instruction or to accept an instruction, to accept boundaries in terms of something being a choice, there is an element of choice in what you do or don't do, which there isn't necessarily in the work place.

Jobs First Lead JH01 R2

Another Job Coach emphasised the importance of appropriate clothes and timekeeping during the preparation period:

What I tend to find when I meet with my service users when they come and meet me for employment, I want them to leave the house as if they are going to an interview. I don't expect them to wear a suit. I want them to make an effort, that 'I'm going to [Independent employment provider]' and they come in and they know first thing they have to sign in, and stuff.

Job Coach JH12

Finding a balance between realistic goals and not discouraging people from pursuing a job that they wanted to do were other important parts of preparatory work. Several Job Coaches and other professional participants felt it was too easy to put people off whole areas of work by being too dismissive of aspirations that may be unrealistic. On the other hand, many social workers, Job Coaches and employment service managers were careful to avoid the disappointment and lack of success that they felt would follow from people with learning disabilities adopting clearly unrealisable goals:

... let's be realistic, but there is also the, 'let's not stop it before it starts.'.. I remember this story: someone else who wanted to be the designer for Dalek costumes or Dr Who costumes.... and they were told, there are only three people get that job in the country and so she gave up all her design.

National Advisor MS36

However, as we report in Chapter 11 (Employment outcomes and views of employment), most people with learning disabilities interviewed had realistic employment goals.

7.2.2. In-house employment groups

In two sites, specialist groups were run by day services or by the in-house employment service that aimed to provide a group approach to looking for a job. They provided support with using the computer to look for jobs, visiting Jobcentre Plus, developing CVs and role play type training opportunities:

What happens at the [Day Services]: we had [an Employment Group] and [Person with learning disabilities] was part of that group, where we go out to Job Centres and we gather information.

Paid Care Worker AH12 R2

At the employment group, plans were sometimes made to go to Jobcentre Plus, supported by the Job Coaches or support workers, as described by this person with learning disabilities:

INT *Next Monday you are going to the job centre?*

RES *Yes, going with [Support Worker].*

INT *What kind of work would you like to do?*

RES *Anything.*

INT *Is [Support Worker] going to help you look for work?*

RES *Yes.*

Person with Learning Disabilities AH06

7.2.3. Support with travel

Being able to travel independently was identified by many professional participants across all roles and Jobs First sites as a major advantage in terms of getting and keeping a job. While, transport was not a big theme preventing implementation, travel training was seen as an essential part of supporting someone to get a paid job. Travel training is also something that is undertaken as part of efforts to support people to use mainstream community facilities, which meant that it could be provided by different organisations and

kinds of worker. Efforts to increase availability of travel training were still ongoing at the time of the second interviews:

We are trying to invest more in travel training enabling people to travel independently.

Jobs First Lead JH02 R2

A small number of social workers described situations where people with learning disabilities had been bullied when using public transport. Such experiences have been found to lead to avoidance of using public transport, especially at school times (Bates and Davis, 2004). Consequently, several Job Coaches stressed the need to develop skills in negotiating the social pitfalls and managing the risks of bullying in addition to the basic skills involved in using transport. For example, this social worker described how one person with learning disabilities received training on tactics to manage difficult situations that may develop when using buses:

She knows the rules. If someone starts talking to me and I'm not very sure about them, I just ignore them. Carry on reading my magazine. Take no notice. If they start to taunt me and call me names then she gets up and goes into another seat. She knows that she's not got to give people eye contact. If she's really concerned then she's got a mobile and she can ring and perhaps ring her parents or if necessary ring the police. She's been taught all those skills.

Social Worker MS25

7.2.4. Welfare benefits advice

Many social care professional participants stressed the importance of reassuring people with learning disabilities and particularly their family carers about the impact on the family income should the person get a job. Getting good information and advice were essential. A common approach to reducing such fears was to refer the person with learning disabilities for a 'Better off in work' or 'benefits maximisation' calculation, through Jobcentre Plus. The complexity of the changes needed in relation to welfare benefits was reported to put a number of people with learning disabilities and their families off the idea of seeking paid work:

I just think the people rather than being encouraged to find work are discouraged, because they basically, they speak to the Jobcentre and they say, 'Well, okay, if you get a job, it's going to change this, and this and this'.

Job Coach MS34

However, as we report in Chapter 5, 'Attitudes and experiences of people with learning disabilities and family carers', only a small number of family carers or people with learning disabilities interviewed identified possible negative impact on welfare benefits as a barrier to working. However, it may be that those who were discouraged by the potential impact on benefits did not take part in Jobs First and were therefore not interviewed.

7.2.5. Encouraging employers to employ people with learning disabilities

After identifying the kind of work that someone was looking for, Job Coaches would approach employers and ask if they had any jobs in that line and would explain about the job seeker and their skills. This effort to find jobs for individuals was very commonly described as 'cold calling' with employers, to try and get a 'foot in the door'. The ideal was to get an appointment with a Human Resources (HR) person and get an offer of work experience or a work trial. Alternatively the serendipitous discovery that an employer had a sign in the window advertising a suitable post was commonly mentioned as another way of identifying potential employers:

But then you go and do the cold calling and ask the question, I'm trying to get an opportunity and it's all the other stuff that goes along with that to enable that person to [get a job].

Job Coach MS26

You might have seen a customer who wants to do something and you pass a small shop and they are doing it.

Job Coach JH05

One commonly mentioned way of promoting the employability of people was to stress that people with learning disabilities make good employees, often in jobs that are unpopular with non-disabled people. Participants from different groups felt that people with learning disabilities would be more likely to have good attendance rates and be less likely to move on quickly from entry level jobs:

There is a financial reason for employing someone with learning disability, which is, they will fill and gap and they will hold onto that job. They will not be off sick every five minutes. They will not be looking for career progression within six months like a student will. They will sit in some of your lower skilled jobs and really make that job their own and enjoy it and bring extra to the job because they are so motivated and feel privileged that they've fitted into society.

Jobs First Lead JH04 R1

One senior manager and a Jobs First Lead felt that the engagement of employers relied on good relationships with individual managers, rather than the overall organisational culture:

Some places where a manager either knows or has a relative who has got a learning disability tend to be a bit more amenable. If you can find those people, it makes life easier.

Jobs First Lead MS05 R1

Making sure that employers had good experiences with employing people with learning disabilities was identified by one Job Coach as being crucial. One Jobs First Lead stressed the importance of a concerted approach within and between agencies so that employers weren't approached multiple times by different workers. It was felt to be vital to make sure that the right people were matched with jobs and to offer the right level of support both to employers and to the individual worker. An employer that had had a bad experience with

one person with learning disabilities was thought to be unlikely to employ someone similar again:

I've been to employers and if they've had a bad experience of, maybe it's not so much the client, the person with the disability, or the organisation, they don't want to let you across the door, because they have had that experience before.

Job Coach MS26

A range of large employers was identified as being positive about employing people with learning disabilities: supermarkets, large catering chains and hospitals were all mentioned as good employers, in addition to small businesses. In two sites, new developments in the locality, such as shopping centres, were felt to provide good opportunities for people with learning disabilities, as the Jobs First Lead reported in the first round interview, although, in the second round interview, another Jobs First Lead felt that this had been an opportunity missed:

We have got big opportunities there for people and we need to take advantage of those and that counts in the unemployment era that we are entering... Obviously, we've got to take advantage of that.

Jobs First Lead JH04

We haven't got one person a job [in either of the two major developments]. If they don't get a job now it's never going to happen.

Jobs First Lead MS13 R2

Recruitment processes were identified by several Job Coaches and employment service managers as the key area where adaptations were needed. This was often targeted at local authorities, which were thought to have inflexible recruitment procedures as a result of the added responsibility that public sector bodies have in terms of equalities (Government Office for Equalities, 2011). However, Job Coaches also asked other large employers such as supermarket chains to make adaptations. Work trials were often a preferred approach when it was felt that a person with learning disabilities would not be able to perform well at a traditional interview, although some Job Coaches reported a tendency for people with learning disabilities to have multiple work trials that do not lead to jobs. Work trials were also seen as a valuable way to support people to make good choices about which kinds of job to look for. Once people start working, allowing some flexibility in terms of the mix of tasks they do was also identified as an important adaptation by Job Coaches and employment service managers. This employment service manager summed up both of these kinds of adaptations:

It's allowing people, just giving people the chance to learn and show what they can do, really. Work trials, the most successful ones are the employers that will agree to do that. Once they are in jobs it's really looking at the jobs and the tasks that they do and sometimes maybe adjusting their job description a little bit to include more of one thing and less of another, what they are good at.

Employment Service Manager

Of the nine people with learning disabilities who could remember the recruitment procedures, four had undergone 'simple' interviews and five had experienced a 'working interview', which involved working for a few weeks before being interviewed for a job. In addition to the employer checking whether the person could do the job, a working interview gave the person with learning disabilities the opportunity to see if they enjoyed the work:

He went along to see what he would like to do. They see what was available for him. He had already worked in a kitchen. He liked it there and we thought it would good for him to do this little job.

Carer AH21

7.3. In-work support for people with learning disabilities

7.3.1. Level and kinds of support required

Getting the right amount of support was crucial for someone once in work. Offering too much was felt to deskill and potentially make it more difficult for the person to keep a job unaided. For example, this Job Coach described how giving excessive support for a particular person might have made him more, not less, dependent:

I think having a one-to-one worker would be disempowering for [Person with learning disabilities], because he's much more able than that. He needs occasionally someone to say, if he drops a cloth on the floor, 'You have to wash it after you have dropped it on the floor, because it will rip' and stuff like that.

job Coach JH13

The level of support needed for people with learning disabilities who get jobs was reported to be highly variable. This meant it was hard to cost the service generally and estimate the specific amount of money required for an individual as everyone required a different level of service. Differences between people in terms of experience, social networks, types of needs and level of disability, particularly in relation to communication ability, were the main influences on the kind and level of support needed. Issues particularly mentioned were: mental health problems; certain syndromes such as Autism; people with behavioural challenges; and those who were particularly vulnerable to abuse:

People with autism who find it difficult finding the right workplace. I know that that has created problems in several settings. People with challenging behaviour and again just obviously some difficulties there, but people who are at risk or have been at risk in the past and managing those risks: people who have been vulnerable and open to abuse of any sort.

Jobs First Lead JH01 R1

People with learning disabilities and family carers also gave a varied picture of the level of support required, from 'She just likes to know that somebody is around' (JF2 Carer AH22) to much more hands-on support with the tasks required in the job:

INT *What does [Job Coach] do? What does he do to support you?*

RES *He helps me with washing up.*

INT *[Job Coach] helps you. He helps you to do things that are a bit difficult.*

RES *Yes.*

INT *Does he show you how to do things?*

RES *Yes.*

Person with Learning Disabilities AH13 R2

Professionals described the different kinds of support needed both with the basic tasks involved in the job and with the social element of being at work. One Job Coach worked with a man on developing his confidence to ask for time off, which he had not needed to do previously. The small number of people with learning disabilities who were in paid work and their family carers talked about the kinds of support offered by Job Coaches, support workers and colleagues. Mainly this involved direct help with learning how to do the tasks and checking on any problems that might emerge that may affect their ability to remain in the job. Another Job Coach described working closely with a person with learning disabilities as he started work, developing a detailed routine. This involved breaking down the various tasks required, including instructions on putting on special clothing and where to go at different times of the day. This serves as a good illustration of the application of Systematic Instruction, in which all Job Coaches we interviewed had been trained. Another Job Coach (the second quoted below) gave an account of how a colleague had to work with an individual to support his working, regularly reminding him about not getting distracted:

It was quite detailed down to the point of him going into work and putting his bag and his coat away. Getting his apron and getting his gloves and getting all the utensils, and it was broken down into small steps and then what he likely needed to pour the cleaning fluid into his bucket and go and collect the right mops. There were different mops in each section. It was all very broken down into little details for him.

Job Coach MS22

He is easily distracted. If you put something down on the floor, if you put a box down and you didn't put it square to the machine or neatly, he would make it his business to go and move it. He constantly does that all the time. What [Job Coach] had to do with him was really focus him on his job. We did that by really working one to one with him and setting ILPs, Individual Learning Plans, and just saying, 'Look, this is what you must do. You mustn't deviate from that. That's your job'.

Job Coach MS34

7.3.2. Reducing support after people with learning disabilities are in jobs

As people stay in jobs, many Job Coaches and employment support managers talked about the level of support being reduced, as was assumed by Allot and Atkinson (2011) in their exploration of costing employment support. As with the need for support from Job Coaches, the speed with which support could be reduced varied hugely, depending on the needs of the individual and kind of job. It was felt important to reduce the level of support gradually rather than suddenly withdraw it and that some ongoing link needed to be maintained with most people with learning disabilities. This might be in the form of occasional visits or by offering a source of help and advice for the person with learning disabilities or for the

employer. This Job Coach was keen to stress the value of this ongoing connection, and of being able to address problems as they arise:

That's one thing about our service, where other organisations once people are into jobs they tend to back the support off straight away. We always maintain our links. We are always there in the background and if something should go wrong, and at the moment because of the health and safety issues around his sickness, we maintain that by regular visits, once a week visits to make sure that everything is going okay.

Job Coach MS26

However, this same Job Coach also indicated that 'natural' support, from other people working alongside people with learning disabilities, in some cases replaced the support provided by Job Coaches, allowing for more of a withdrawal by the Job Coach:

We gradually fade that support and rely on, once the client has built up the relationship with the staff, and usually what happens is, the client wants really—they becoming part of the staff team. They don't want you there. That's when I'm going [Positive reaction] – 'They don't need me anymore!'

Job Coach MS26

People with learning disabilities and family carers gave one or two examples of reducing support over time as the person with learning disabilities grew more confident and competent, and perhaps built relationships with colleagues. In this example, the person had started to work independently after a gradual reduction in the dedicated support provided by a Job Coach, and her mother reported:

She was already doing Thursday on her own and they decided she could do Friday. If there was a problem to give us a phone call because we were both at work. She managed really well. They said she did really well. That was the deciding factor. They said well, really, she's managed so we don't think she needs one [Job Coach] any more.

Carer AH07

7.3.3. Support to work increased hours and achieve career progression

Often the first jobs that people with learning disabilities get are for a small number of hours a week. Many professional participants from different groups talked about the difficulties of encouraging and enabling people with learning disabilities to increase their hours so that they are working for 16 or more hours a week, the point at which people are able to come off some welfare benefits. It is important to note that the 16 hour limit was changed in April 2013, when Universal Credit was introduced⁹. However, for the Jobs First cohort, as we noted above, in the section on Welfare Advice on page 69, this represented something of a psychological barrier for some people, as they were reluctant to come off welfare benefits,

⁹ See Department for Work and Pensions press release, May, 2012:

<http://www.dwp.gov.uk/newsroom/press-releases/2012/may-2012/dwp057-12.shtml>

because of fears about the effect on family income and the perceived difficulties of claiming them again should people lose jobs:

This was why the first case study she did it was like that whether they were going to go onto the 16 hours, because once that move was made couldn't go back to the benefit come January. That was holding people back and saying, they know.

Jobs First Lead MS01 R1

Second was the idea of career progression, as people with learning disabilities become comfortable with working in their first job, several employment support managers and Job Coaches stressed the importance of considering how they could develop further skills and take on higher level jobs. For example, this employment service manager described how a particular person could learn telephone skills after working in an office doing photocopying for a period:

...we've done that with a number of admin type posts, where the classic thing is, you start off being office junior and doing all the menial tasks. But if you can do well at that then there is no reason why you can't then move on up and develop telephone techniques and that sort of thing.

Employment Service Manager JH06

7.3.4. Support for people with learning disabilities who lose jobs

When people with learning disabilities lose jobs or decide to leave, the professional participants described how the process would start again, in terms of reviewing the kinds of work to look for and seeking new jobs. While there were no guarantees about restarting social care services exactly as they had before, particularly if day services places had been given up or services were being cut back, there was generally a reassurance from Jobs First sites that support to get new jobs would be there. Very few people with learning disabilities had gained and then lost jobs or had been completely off benefits while they were working so there were no reported problems with this over the period of the evaluation.

Consequently, there was also very little experience in terms of using Personal Budgets in this situation. Several professional participants with experience beyond Jobs First described the complex effects of losing jobs, including damage to confidence, and stressed the importance of trying to find new jobs quickly. For example, one Job Coach described how someone had lost a job they had loved, which they had taken very personally, despite the fact that it had happened because of a company merger. Fortunately, the person got another job quite quickly, which the Job Coach felt had been very important to avoid a serious loss of confidence:

It was trying to make him understand that it wasn't, I think he felt it was a very personal thing, which I think we all can do that...The good thing was that, by the end of September/October he was actually in this job, so he wasn't really out too long and he was back into something... I think if it had dragged on into February, March, April he would have been really quite despondent. He knew the value of work and what it was to him.

Job Coach MS32

7.4. Support for self-employment

Two main approaches to supporting self-employment were being tried out in the Jobs First sites: *In Business*, which relied more on informal sources of support to help develop individuals set up their own businesses, and *miEnterprise*, which was a market cooperative approach, involving a central organisation that facilitated the process of setting up micro-enterprises or self-employment. Box 7.1 gives a summary of the two main approaches to supported self-employment open to the Jobs First cohort:

Box 7.1.

In Business¹⁰,

This approach focused on the individual and used their families and other social networks as resources alongside more formal support. This approach had several components, which were described by the national lead:

- Getting 'self-employment on the agenda' for the individual,
- Identifying business ideas and working with the ideas people come with
- Establish the right kinds of support needed. For example, help to identify the products or service to develop, and where and to whom to sell them
- In addition to families and other social networks, Personal Budgets could be used to purchase support worker time or to explore more mainstream support like Business Link¹².

miEnterprise¹¹

Jobs First was also identified as being instrumental in the development and expansion of miEnterprise, which was described, by the miEnterprise lead:

- miEnterprise is similar to a marketing cooperative. People with learning disabilities buy a share of the cooperative, which is set up as a social enterprise.
- The relationship between people with learning disabilities and the organisation is joint owner rather than user of a service.
- The organisation is set up so that it can act for people without affecting their employment status in relation to welfare benefits.
- miEnterprise works in collaboration with Jobcentre Plus, to make sure that people do not lose out in terms of welfare benefits.
- It aims to offer people comprehensive support for developing their business and to provide ongoing support as necessary.
- In addition to working with individuals, staff at miEnterprise look for opportunities to develop contracts with organisations and to find outlets to sell their members' products such as food.

¹⁰ In Business is part of the Foundation for People with Learning Disabilities www.learningdisabilities.org.uk/our-work/employment-education/in-business/

¹¹ See <http://www.mienterprise.org.uk> for details

¹² Business Link is government's online resource for businesses: www.businesslink.gov.uk/bdotg/action/home

7.4.2. Jobs First support for self-employment

In Business had been developed before Jobs First, but the project made a specific agreement to promote this approach in two of the five sites that took part (a further site had been identified, but had not in the end taken part). The work for Jobs First involved taking each interested member of the cohort in the two sites through every stage of the process, developing a highly individualised process:

They often need someone to help them navigate the whole process, which I guess was my role with Jobs First to grab this and pull the bits together. They need someone who is going to do the employment support, whether you work for Tesco's or see yourself in self employment, you need to have gone through vocational profiling or discovery or Person Centred Planning or something to say: this is what you want to do; these are the areas you enjoy and this is what you don't like. We know that someone is doing what they broadly speaking want to do. We need to check the benefits. We need to check all that sort of stuff so that people will make an informed choice, whether or not you are self employed or not. Then there is the general business stuff, which is when to talk to the tax man and where to get insurance.

JF National Self Employment Lead MS36

miEnterprise started in one site prior to Jobs First, but a programme of expansion or 'replications' in several other locations, including some non Jobs First areas, was initiated at the beginning of the project. The miEnterprise Lead cited Jobs First as a facilitating factor in creating the new 'replications', which received funding from two Jobs First sites, in addition to the original site in which it had been set up:

The approach we've taken with the replications, the ones we've been doing today, they've been funded externally, if you like, through regional and national government, through Jobs First and Getting A Life, indirectly.

miEnterprise Lead

Jobs First generated opportunities for miEnterprise to work with a cohort of people with learning disabilities, and to develop a business model to use Personal Budgets to fund the support they needed to set up and run their micro-enterprises. In one site, miEnterprise was supporting five people who were trading under their own name:

In [Site] we took the view that we ought to model the business on personalised funding as the primary income stream rather than traditional service level agreement or traditional commission model. That's taken us into another whole [world] as you can imagine, another whole basket of work, and that varies. That was obviously the key point of the Jobs First programme.

miEnterprise Lead

7.4.3. Value of self-employment over being employed

In addition to simple preference, self-employment was seen by the two self-employment national leads as a good alternative for people for whom the employment relationship was unattractive or for those who were believed to be likely to find a work setting difficult.

While the pattern of support was different to that needed for employment, there was a great deal of overlap, according to this Jobs First Lead:

Whereas with the self employment model that we had, it was a very low level support, really. It was much more about membership and one or two hours on job finding. But actually people can need very practical support in the same way they do for employer relationships

Jobs First Lead MS06 R1

Self-employment was felt to open up some kind of means of earning money to a wider group of people with learning disabilities compared with employment, according to several Jobs First Leads, because the flexibility is greater and there is no need to impress employers, manage relationships with colleagues, or often to commute. For example:

Another young lady that we worked with, she had a lot of problems working with other people, so she is quite an arty crafty type person. We then signposted that person to [Self-employment lead] and [Self-employment lead] is now working with them, setting up their own small craft business. It's really good.

Job Coach MS34

7.5. Discussion of Job Coaching and employment brokerage

The importance of the availability of good employment support was identified within the evaluation and has been stressed in the literature (Beyer and Robinson, 2009). We have described the approaches seen as being important by professionals, mainly Job Coaches and social workers. It proved difficult for people with learning disabilities to talk a great deal about their experience of Job Coaching, so we have not been able to reflect their perspectives, although a small number of family carers commented on this. After establishing good relationships, which are the core of all supportive services, the work appeared to involve a mix of teaching and social support as well as managing potential conflicts around attitudes. Being able to work with people with learning disabilities and their families and to understand the needs and potential blocks faced by employers were all identified as important aspects of Job Coaching. While support for self-employment was different in many respects, there were similarities in the importance placed on good relationships and the need to work with all actors, including other organisations that may be involved (such as Her Majesty's Revenue and Customs).

After this exploration of Job Coaching and employment support, the next chapter describes the organisational changes required in local authorities in order to increase employment of people with learning disabilities.

Chapter 8 Impact of Jobs First on local authorities

8.1. Introduction

Local authorities are the lead agency for learning disability commissioning (Department of Health, 2009). Consequently, it is important to understand the changes that took place and the challenges faced at this level. This chapter covers the approach to and limitations of raising the profile of employment as a strategic goal, often using an ‘invest to save’ argument. How practice was to be changed is also described. Changes to practice pathways are also described, again showing how employment has been created as a goal within local authorities. The chapter finishes with a discussion of the sustainability of changes made.

8.2. Increasing the focus on employment

8.2.1. Raising the profile of employment as a strategic goal

Jobs First raised the profile of employment within participating local authorities’ social care departments. For example, this Jobs First Lead described how, as a result of Jobs First, employment had been built into local reablement policy, a central part of government’s social care policy (Department of Health, 2010). Linking employment to another policy theme was one way of trying to ensure it remained a local objective. However, because reablement focuses on short term help to enable people to regain independence after illness and is often used in the context of older people’s services rather than to overcome permanent impairment, its synergy with employment outcomes needed to be emphasised:

RES ...reablement is very strongly focused. Employment being part of that portfolio around reablement.

INT Jobs First maybe has pushed that a little bit?

RES I think so. I think it’s raised that strategically.

Jobs First Lead MS06 R2

Employment had been adopted as a key strategy in one local authority. This gave it a status and ensured continued profile. Employment had been identified as part of one of the three main strategic efforts and the Jobs First lead described how this had been achieved:

The three main priorities [are] to move people out of residential care; to redesign health services so they are more community focused and not using specialist acute health services...; the third key one is around redesigning our community support services of which employment is a real focus.

Jobs First Lead JH02 R1

A senior manager, in another site, stressed the importance of measurement of employment outcomes, as discussed in the Interim Report (Stevens and Harris, 2011). This was part of government exhortation to generate expectations that local authorities should increase the employment of people with learning disabilities:

Strong messages and expectations from the government are going to make a real difference. I think there is an element of, unless things are part of

performance indicators, and performance indicators are minimising and that's probably a good thing, but I think unless people know that things are going to be counted and measured and reported on in some way, I think we get those counts and measures within adult services for people into work but there is no system at the moment for schools, colleges or children's services to be held accountable for anything to do with work.

Senior Manager ZM01

8.2.2. Promoting employment as preventing higher support costs

While increasing the emphasis on employment was considered by Jobs First Leads to be becoming more difficult with the current public spending pressures, some felt that an 'invest to save' argument could be made for adopting employment as a goal. Savings were thought to be possible mainly in terms of preventing the ongoing need for other social care services. Several Jobs First Leads used this argument to convince senior management of the importance of employment:

It's a preventative. That's the angle, it's prevention. Stopping people coming into our services, because clearly we have huge efficiencies to make.

Jobs First Lead JF02 R1

However, another Jobs First Lead speculated about whether prevention would be funded in the current climate. This represented an alternative view of the impact of public spending cuts:

It's certainly comes under the prevention side of what is being promoted, isn't it, and under social care. But whether there will be as much funding around for prevention come next April, I don't know.

Jobs First Lead MS04 R1

8.2.3. Limitations on the extent to which the profile of employment had been raised

However, in one or two Jobs First sites, more work was thought needed to promote the idea that people with learning disabilities could get paid jobs. One Jobs First Lead felt that, even if benefits to individuals in the cohort could be shown, the deeper message about employment had not been learned. However, they observed that some learning could come out of the project:

Yes, you can demonstrate outcomes for the cohort ...and yes they have done this. I don't feel they've [the local authority] learned the 'invest to save' lesson from it. That doesn't mean that it's irredeemable, for example, you guys doing the evaluation. I know my manager... is a big champion of LD and Jobs First and Getting A Life and all the Valuing People Now type stuff. So, the opportunity of a celestial alignment happening there whereby they can all come together and you have got your new person on the operational side. You have got my manager coming in and it might well be coinciding with your evaluation that we can say,

'These are really good lessons and let's refocus on it' and that might all come to be. But I do not see it at the moment as a priority area for the authority.

JF 6 Jobs First Lead MS28

In the same site, a social care worker described how employment was still not built into local authority contracts with providers, which was another indication of the amount of extra work needed in order to raise the profile of employment for people with learning disabilities:

Although employment is an explicit goal, officially across the council, it's not so embedded in the commissioning spec [specification] so that these accommodation providers know that if they don't support people, they are going to lose customers.

Social Care Worker JH07

In another site, a Job Coach felt that the focus on employment for people with learning disabilities had not been communicated to staff, beyond those involved in implementation. This was despite a positive view of the impact of the project on their own practice and of the benefit to people in the Jobs First cohort:

The only kind of downside of it, the negative bit, is I don't think it was that filtered across to all members of staff... I don't think my colleagues really got to know much about this. Only the people that were involved in the project like me and [Job Coach] got to know about it. The others I don't think they know what Jobs First really is.

Job Coach JH12

In some sites, participants identified further work was needed to establish that employment support was a legitimate use of social care money, and an appropriate goal for the authority. For example, one Jobs First lead described a situation where support plans had been turned down. They felt that this was a matter of attitude change for the organisation, requiring evidence of success:

I still think that's going to take time. There is still anecdotal evidence where it's just been turned down, because it's a little strange to the way that we currently do things. And again that's a cultural change. I think it will come with time... It's also about our department seeing it working, isn't it. And that people haven't frittered their money away and that they are actually better at spending it than we are.

Jobs First Lead MS02 R2

Some sites reported little positive impact from Jobs First, for several reasons. One of the most important related to a lack of progress in releasing Personal Budgets and agreeing support plans that enabled personalised employment support to be chosen and purchased by the individual. We explore the practice issues in Chapter 6, 'The process and practicalities of arranging employment related support', in more detail, but it is important to note these problems here when examining the overall impact of Jobs First:

What we haven't achieved is that a cohort has been identified and funding has been attached, the personalised budgets have been allocated and divvied [divided] up and then the whole lot has come across to us as a package.

Employment Support Manager JH09

8.3. Changing social care practice

8.3.1. Developing local pathways to using Personal Budgets for supported employment

Jobs First was felt to be useful in 'clarifying the pathway' (JF4 Jobs First Lead JH01 R2) of changes needed by local authorities in order to improve support for people with learning disabilities to get paid jobs using Personal Budgets. It was usually seen as being part of a wide raft of changes, helping to embed and develop other approaches, such as the increased focus on outcomes rather than services in the approach to planning social care interventions, rather than driving change itself:

I think it has really enhanced the overall approach. When we joined Jobs First discussion in schools and FE around employment did happen but the Jobs first programme helped embed this position locally.

Jobs First Lead MS06 R2

All English local authorities have developed a standard set of steps for the use of Personal Budgets: assessment of eligibility; resource allocation; support planning; arranging and paying for support; review and monitoring. When asked about an ideal pathway to getting someone with learning disabilities into paid employment, several Jobs First Leads, and employment service managers gave similar answers, as did one of the national advisers. For example, one of the Jobs First Leads described how there was in one site a common 'funnel' for everyone eligible for publicly funded adult social care, and then, for those interested in employment, it included a visit to the Disability Employment Adviser, to exercise a 'Right to Control' over Work Choice, and then a support plan would be developed in conjunction with the support planner to meet individualised outcomes. Other, non Right to Control sites had also started to refer to Jobcentre Plus as part of the standard approach. However, this process in all sites was still very much led by social care. The employment service manager in one site gave a more detailed breakdown of a pathway to work, which was typical of the kinds of approach to which many professional participants aspired:

What happens is, a person in social care is identifiable within their Community Care assessment that employment is, they've got a desire to be employed, to work. And then after Community Care assessment they will go to the broker. He does a support plan about the world of work and type of job, et cetera. They also go to Jobcentre Plus, sign on with them to say, 'This is what I want to do' and Jobcentre Plus and the broker who is employed by the council they work together. Then the broker, once it's agreed that X amount of money is needed to support that person, it's signed off by the Jobcentre and it will be agreed by the council and the broker will support the person to go and find somewhere [providing employment support] or they are doing this in the meantime and we

have to spend their money: It could be [Independent Supported Employment Provider], it could be Remploy or the next door neighbour.

Employment Service Manager MS37

Other sites were less clear about the Jobs First pathway that could be followed, especially where there were problems in developing a Resource Allocation System. For example, in some sites people with learning disabilities were being referred directly to the local authority's in-house employment service, which was not a chargeable service, and therefore not being purchased by Personal Budgets. In other sites there was confusion over which workers were supposed to be doing support planning and over how to get the support plans that were undertaken by social care workers or day services officers agreed by the panel or by team managers. This was reflected in the following comment from a Jobs First Lead, who identified the complexities of the local pathway and was also concerned about the roles of other agencies:

But it's not straightforward, is it? Whatever age you are, whichever agency you are with or you need to be. It's not a straightforward pathway and this is a group of professionals sat in a room and trying to work out which bit comes first and who goes where and what that might mean and who has got to link with who.

Jobs First lead MS04 R2

The Jobs First approach that was implemented in the sites mainly involved increasing the focus on employment during discussions with people with learning disabilities rather than substantial changes in local authority structure and procedure. There was an attempt to give employment greater priority in all steps involved in self-directed support – the term used in some sites to capture the process of Personal Budgets. Two sites talked about developing specific tools to use in reviews and support planning, although these were never fully implemented, because they did not fit with the current reviewing process:

We did an outcome focused employment review. We put a baseline together, which we gave to the national Department of Health Lead to agree and we gave to [Name] from Helen Sanderson Associates to have a look at and then they agreed it. We started to use it. Social workers weren't using it. They were all trying to use it and they didn't really feel that that was part of what their current review structure is.

Jobs First Lead MS13

In another site, the Jobs First cohort had initially been given priority in terms of using the Resource Allocation System and Self Assessment Questionnaire (SAQ), in order to get started quickly, although it proved impossible to generalise this for the whole cohort:

For a while, we fast tracked everyone through the Resource Allocation System and Self Assessment Questionnaire process. They took priority through the brokerage team.

Jobs First Lead JH04 R2

8.4. Resource Allocation Systems

Three out of the five Jobs First sites had or were going to include employment as a specific domain in their Resource Allocation Systems (RAS). This meant that assessed need for employment related support would be translated into part of the total value of the Personal Budget. The DH Lead felt that this was the best way to ensure that employment was seen as a 'legitimate' social care goal that would be more likely to be adopted by more professionals and people with learning disabilities. Jobs First was seen by some Jobs First Leads as having been influential in promoting the adoption of employment as a RAS domain and thereby increasing funds available to support employment. Having flexibility about the use of the Personal Budget was stressed as important by several Jobs First Leads. One feared that identifying a set amount within the RAS might lead to overly tight monitoring, to make sure that only the allocated amount was spent on employment. However, two Jobs First Leads described how, in their sites, the overall budget could be used in different ways to meet the outcomes that had been identified as priorities in assessments. In other words, a person would be free to spend a larger percentage of their Personal Budget on employment support than had originally been allocated, if it could be shown that employment contributed to meeting other outcomes:

The RAS only allocates a small amount of money out of a much bigger block of money to employment. However, you are not then measured on how you spend your money per pound. You are measured on your outcomes. And if you can demonstrate that the outcome that you are putting your money against is in relation to employment, but actually would help you to meet other outcomes: community, social, whatever they are, that's entirely up to you, because it's your indicative budget.

Jobs First Lead JH04 R2

This same Jobs First Lead also argued for the importance of skilled and sensitive workers undertaking the assessments that generated resource allocations, which was necessary in order to 'get a really good feel' for the person's needs so that resources were adequate to meet them. This would enable the worker to question the initial resource allocation generated after the assessment, if it was felt to be inaccurate or simply inadequate to meet the needs of the person:

... drilling down to really get a really good feel for this individual and then puts all of that into the assessment, the RAS will only generate against the points that get attributed to those different bits.

Jobs First Lead JH04 R1

8.5. Sustainability of changes made by Jobs First

In the main, where positive changes were identified they were thought to be sustainable, within the limits of uncertainty around funding. The new independent sector employment services that had emerged were fairly confident of their viability and the attitude change was felt to be embedded. Links with other projects, such as Right to Control and Getting A

Life (see Introduction page 4 for a brief description of these initiatives) were considered by many participants to be particularly valuable in this regard.

The Department of Health Lead, in the second interview, was positive about the impact of Jobs First. In addition to getting more of the cohort into work, they felt that Jobs First had changed attitudes and pointed the way to developing organisational arrangements that would better facilitate increasing employment of people with learning disabilities. These perceptions chimed with those of the Jobs First Leads and other professionals:

We saw people moving into work, but we also saw the system changing around it and we saw day service staff starting to work in a Job Coach capacity and we saw social work staff becoming more positive about employment as a realistic outcome for people, so it's attitudinal change.

Department of Health Lead MS08 R2

The Department of Health Lead was also keen to stress the positive activation elements of Jobs First in terms of developing skills and improving wellbeing, rather than the more coercive or cost-cutting goals, which were also seen to be evident in some of the rhetoric:

INT *It came in at the same time as other moves to be more coercive with unemployed people to get people... in employment?*

RES *That definitely it was all quite bad timing. I think the way that I always looked at it and this is the way I always felt, that everyone else felt about Jobs First was that it all came from the understanding that people with learning disabilities generally want to work and are being held back from working for various systemic reasons, rather than 'Let's get these people into work because they shouldn't be costing us so much money'. It was always very much about 'Let's give people the opportunity to work and more meaningful lives'. It genuinely always was about that. There were some doubters sometimes.*

Department of Health Lead MS08 R2

8.6. Discussion

Local authorities have been charged as the lead agencies in supporting people with learning disabilities, and so will need to take a lead role in developing supported employment for people with learning disabilities. Consequently, of central importance will be ensuring that employment has a high profile in local authority adult social care departments. The need for good evidence of the benefits of employment, particularly in terms of costs, was felt to be essential in order to secure senior management support, as indeed would be needed for any development in the current financial climate.

Changes were being made to practice pathways, mainly in terms of increased focus on employment, and the emphasis on the links with Jobcentre Plus and other agencies such as schools and colleges. The importance of clarity over responsibility for support planning was identified: delays and the resulting lack of enthusiasm had arisen where this had not been addressed. This again may well be a consequence of lack of commitment by the senior

management across a department. Given the hierarchical nature and high levels of demands on social care departments, unless practitioners are given permission or indeed allocated the task of support planning or of specifically focusing on employment within support planning, it is unlikely to become widespread. To do this within current staffing levels would mean that other areas of work would need to become lower in priority, or cease.

It is likely that the sustainability of any changes made by sites as a result of Jobs First will depend in large part on the emphasis given to employment among disabled people by central government. Similarly, the raising of awareness and greater focus on employment can only be sustained with senior management and indeed political support within local authorities for this aspect of support for people with learning disabilities. As we note in the introduction, employment continues to be a priority, as does personalisation, so it seems likely that sites will need to develop, or in some cases return to these issues, as will other local authorities.

One of the sustainable changes may well be new supported employment services, as described in the next chapter, which also covers the work undertaken with other public sector agencies and independent sector organisations.

Chapter 9 Working with other departments and agencies to support employment of people with learning disabilities

9.1. Introduction

While local authorities are key players, the nature of employment requires working across several different agencies and organisations. This chapter describes how this was implemented in the Jobs First sites. It shows the input of different local authority departments, particularly schools and colleges and housing and other organisations such as Connexions and transport companies. Jobcentre Plus was identified as a key partner, and its involvement with the project and relationship with local authorities is described. The roles of independent sector organisations, and especially local authorities' efforts to increase provision of supported employment services in the independent and public sectors, are described.

9.2. Implementing Jobs First in partnership with other local authority department and external agencies

At the outset all Jobs First sites invited representatives from other relevant local authority departments and external agencies to become members of Jobs First project boards, particularly aiming to involve children's services and housing departments. While it was important to involve professionals with different roles in developing Jobs First, this was seen to be only useful if all parties were able and willing to take an active part in developing the project. For example, this Jobs First Lead reflected in the second interview that not all the members of the initial large group who had been invited to join the project board were committed or able to support the project, and convening a smaller group involving those able to participate more actively worked better:

We did have some of those [large] meetings and then gradually we reduced the number of people because lots of people sat there and didn't say anything so it seemed a bit pointless.

Jobs First Lead MS05 R2

As problems emerged in the course of the project, helpful individuals who could cement new strategic partnerships were occasionally found. Forging these links generated the learning about how to implement the right kind of changes that were needed:

Quite often that comes from just coming up against brick walls and finding the right person to work with to unblock that, and then build the system around that contact. It's useful for us, as you work out... which are those brick walls that need to be overcome and who are those contacts that you need? Not, hopefully, just individuals but strategic partners.

Jobs First Lead JH01 R1

For example, this Jobs First lead described how two new managers in children's services had managed to develop a more holistic approach to transitions for young people with learning disabilities, which had only been 'very basic' for a long time (JF4 Jobs First Lead JH01):

I think it's about, some of the time, it's just about individuals. We've got a couple of individuals who have really engaged with us and really committed to improving transition. There is now a real joint approach to—we've done a self assessment questionnaire with children's [services]. Previously we had to do it on our own.

Jobs First Lead JH01 R1

However, a strong feeling was expressed in some sites that any inter-departmental cooperation may not be sustainable because of a dependence on enthusiastic individuals rather than embedded systems and procedures.

9.2.1. Jobcentre Plus and Disability Employment Advisers' support for people with learning disabilities getting employment

Jobcentre Plus was widely seen by professional participants as the main partner in supporting people with learning disabilities to get employment. In most sites, Jobs First had triggered a new emphasis on referring people with learning disabilities to Jobcentre Plus for consultations with Disability Employment Advisers. Right to Control sites reported that Jobcentre Plus staff had more direct involvement with Right to Control than with Jobs First, although the two projects had overlapping aims. Three sites reported that Jobs First had led to more direct involvement from Disability Employment Advisers at the local Jobcentre Plus who worked directly with people with learning disabilities. These positive developments appeared to have been sustained at the time of the second round interviews with Jobs First Leads:

There is now in Right to Control the expectation that everybody is referred to our disability employment advisor, Right to Control disability employment advisors. That is our link to the Job Centre. That is the route.

Jobs First Lead JH01 R2

Assessing eligibility for Work Choice was identified as one of the most important roles for Disability Employment Advisers by many professional participants. This was seen as especially important in Right to Control sites, where people could access a direct payment instead of the standard service. Encouraging flexibility in the application of the criteria, particularly in relation to the need to be able to work more than 16 hours a week within a period of nine months, was an important element. Without this flexibility, people with learning disabilities would be excluded from Work Choice. A small number of Job Coaches and social workers reported continued problems over this crucial aspect of the Disability Employment Advisers' role, involving more work for the support planner involved, in this example:

Now initially when they went, although there is acknowledgement that she might be 'work ready', the DEA [Disability Employment Adviser] was a little bit resistant to go, 'Yes, you can have the money'. There was some more work that

the support broker had to do in terms of looking at the skills that she's got and looking at providers that could possibly provide her support.

Job Coach JH16

However, Jobs First Leads in all sites believed that while Jobs Centre Plus senior managers had been positive about the principles of Jobs First, this had not translated well into frontline practice. Delays of up to three months to see a Disability Employment Adviser were reported and problems in terms of the approach of staff and the accessibility of Jobcentre Plus offices for people with learning disabilities were mentioned by social workers and Job Coaches from different sites. For example, one social worker described how difficult it had been for the people she worked with to access the Jobcentre Plus, in terms of their perceived level of friendliness and oppressive approach. Also, several Jobs First Leads in both rounds of interviews, social workers and Job Coaches felt that Jobcentre Plus staff lacked the necessary specialist knowledge to work with people with learning disabilities. They considered that Disability Employment Advisers, for example, had either presented information in too complex a way or had been patronising. This led to staff feeling that it was important to accompany people with learning disabilities when they went for meetings with Disability Employment Advisers:

The past eight, nine DEA [Disability Employment Adviser] visits I've been with at the job centres, they were very, I wouldn't say, patronising, but the way they spoke to somebody, the service users while I was even there it was just really patronising and very, like he was talking to a child, basically.

Job Coach JH15

A small number of positive stories was recounted by social workers and Job Coaches about Disability Employment Adviser involvement with people with less severe learning disabilities. For example, one social worker believed that the Jobs First cohort had seen the Disability Employment Adviser quicker than other service users. In another example, a Job Coach gave an account of getting some individualised funding to support a person into work:

I've got a guy who I'm not with now who has recently got a job in [department store]... I took him down to see his DEA [Disability Employment Adviser] and he got an extra £40 for the first year because he's just started going back to work. He got a one off payment of £100 for clothes to go back to work.

Job Coach JH11

9.2.1. The role of social care providers and health services in supporting people with learning disabilities to get paid jobs

Social care providers (organisations being funded by the local authority to provide services to adults with learning disabilities) were felt to vary in their support for employment of people with learning disabilities by several Jobs First Leads in both rounds of interviews and by several social workers. They identified a general need for attitudes to change in terms of belief in the desirability and feasibility of employment for people with learning disabilities. For example, one social worker reported that a care home manager made it very clear that

any employment support would need to replicate the level of service, in terms of hours, currently provided by day services. This echoes the views about family carers' fears about the number of hours a week that people with learning disabilities would spend outside the house or group home while they were looking for work and if they got a job:

'I heard you've seen so and so and so and so, what are you doing and why are you asking for their National Insurance numbers? Why do you need all this information?' and I explained it was for paid work. Her response was, 'If you are going to get either of them a job, you make sure it's between half past eight and five o'clock every day, because that's what they receive in day services at the minute'.

Adult Social Care MS03

Ensuring that supported employment was built into local authority contracts with care providers was identified by a small number as an important but currently under-used mechanism to increase the support for employment provided by all social care providers:

It isn't specified in the contract and that's something again we want to look at, how we can really pin down that expectation further with providers.

JF 4 Jobs First Lead JH01 R2

9.2.2. Schools' and colleges' roles in promoting employment for people with learning disabilities

Ensuring that schools and colleges create positive expectations around employment for children and young people with learning disabilities both prior to, and as they approach, school leaving age was reported to be necessary. The importance of person-centred reviews that focus on employment being undertaken with young people between 14 and 16 was stressed by many professional participants. The degree of involvement of schools appeared to vary across sites, with those linked to 'Getting A Life' reporting more support and engagement. For one Jobs First Lead this work was inseparable from other efforts to prepare young people with learning disabilities to live in the community:

...we are also working with two special schools to look at an employability type skill set that we could get into the curriculum and we could get into the school, so the young person could start to identify what skills they need in order to be able to go out and live and access life and the community and work: they are the same skill set.

Jobs First Lead JH04 R1

Many professional participants felt that some people with learning disabilities had been inappropriately returning year after year to colleges to undertake courses that were not linked to the possibility of employment. However, one Jobs First Lead reported that progress had been made with colleges about the 'circulating' of people through courses:

They will not be funded to keep circulating people around the college: [the focus] is very much on progression into employment and that's for people at all levels and all levels of need. It fits into local and national priorities.

9.2.3. Connexions involvement with Jobs First and support for employment of people with learning disabilities

Connexions originated in the Careers services and is an independent organisation, funded by the Department for Education through local councils. The service aims to support children and young people up to the age of 25, including people with learning disabilities, make transitions into work. While professional participants in one Jobs First site were positive about the relationship with Connexions, most professional participants across the other sites indicated that Connexions had had little direct involvement in Jobs First, although there was general acknowledgement that they had worked more closely on Getting A Life. Two Jobs First Leads noted that the large cuts in Connexions' budget would be likely to further limit that role in the future. There were some questions raised about the attitude of Connexions staff in relation to a belief about the employability of people with learning disabilities. In addition, several professional participants in different sites noted a tendency for Connexions staff to recommend that young people leaving school go to college rather than think about seeking employment directly:

I think the concern is that Connexions aren't really setting out their stall on the local offer very clearly. And also talking about what's possible with confidence and tending to resort to the residential college as a first position, rather than a considered position.

Jobs First Lead MS06 R1

9.2.4. Role of Housing Departments in supporting the employment of people with learning disabilities

Working with housing departments was identified as important in relation to the impact of housing decisions on the chances of employment. In most sites difficulties were encountered, partly due to the local separation of housing from social care departments. However, in two sites progress had been made with housing, in terms of where homes were located and which kinds of accommodation arrangements were arranged. For example, in a second round interview, one Jobs First Lead commented that housing staff were involved in reviews as people with learning disabilities came up to the age of about 18, in order that housing decisions did not obstruct employment:

If someone is going into supported living, what type of accommodation or what type of living model would they be going into and is it prohibitive to them going into work or is it actually going to facilitate them going into work? And at the same time where are they physically located and do they need to consider travel training?

Jobs First Lead JH04 R2

9.2.5. Liaising with transport providers

Jobs First Leads and senior managers in three sites mentioned specific adaptations and support that transport companies had provided for people with learning disabilities. However, there were two reports of a reducing service to people with learning disabilities,

whose free travel passes were limited to after 9:00 in the morning, meaning they could not travel for free to work before then.

Two sites further mentioned 'buddy schemes' where people with disabilities could be paired with someone without disabilities to help them on regular public transport journeys:

We have a very strong [Local transport company] who operate locally and they are a local partner with the council and very much drive supporting disability in terms of their transport provision and they actually are flexible. We've got buddy schemes going on that [Local transport company] drive, which is about travel training, but then identifying a long term buddy, if necessary.

Jobs First Lead MS02 R1

In two sites, the local authority had large contracts with transport companies to provide transport for people with learning disabilities, which were felt to be inflexible in terms of timing and therefore a barrier to employment. One of these sites was aiming to break the contracts and invest in travel training, in order to boost people's ability to travel independently and to save money:

So we commission this travel training programme which has been going for about a year and a half now. It's now been extended into schools, so children's services are paying for some now. We are looking to make that part of our integrated travel, transport strategy and invest a lot of money in travel training.

Jobs First Lead JH02 R1

9.2.6. The role of Learning Disabilities Partnership Boards in supporting Jobs First

Learning Disability Partnership Boards (LDPBs) were introduced in *Valuing People* (Department of Health, 2001) and involved 'public, voluntary and independent agencies and the wider community agencies' (Department of Health, 2001: 28) identifying joint employment strategies for people with learning disabilities (Baldwin, 2006). LDPBs were identified by Jobs First Leads across all sites as a valuable support for Jobs First. In general, Jobs First Leads and senior managers were positive about the involvement of LDPBs. Managers in four sites reported that the LDPBs had provided some funding to support Jobs First, and in one it had helped develop an employment strategy:

At the same time as this there was also the Learning Disabilities Partnership Board led initiative around the [Local Employment Policy] and they co-produced the employment plan.

Jobs First Lead MS05 R2

However, in two sites, the LDPB was being merged into a generic partnership body, and was losing its learning disability focus, which was felt to remove a source of support.

9.3. Relationships with supported employment providers

9.3.1. Local authorities' roles in increasing the capacity of supported employment provision

Having good supported employment capacity was seen as critical in increasing employment. However, many professional participants acknowledged that there was a general lack of suitable supported employment services, which was felt to be a significant barrier to employment. As we note in Chapter 7 (Funding supported employment for people with learning disabilities), one site had found it hard to spend the extra Remploy money made available because of a lack of supported employment providers locally. Jobs First had stimulated more supported employment provision in some sites, as Jobs First Leads reported in the second round of interviews. Several sites had engaged in commissioning new services, which included, as one Jobs First Lead described, demonstrating the demand for supported employment, providing training and liaising with providers to support development of the appropriate approaches. Other Jobs First Leads emphasised the need to consider working with organisations providing employment services for people with a range of other impairments or barriers to employment. Another approach, adopted in three sites, was to encourage independent sector social care or supported housing providers (both for-profit and not-for-profit) to re-train existing staff or to employ Job Coaches to work with people with learning disabilities. One independent sector employment service manager described how Jobs First had ensured the continuation of the service they managed and had provided an opportunity to develop an approach to working with Personal Budgets. They described the impact of Jobs First on their supported employment business positively:

...because we knew that 20 people were going to be identified to go through Jobs First and hopefully come to us it meant I could plan a bit for that time. That enabled us to get started with Individual Budgets and get a model in place that we have adapted as we've gone along.

Employment Service Manager MS33

Despite some signs of increased provision, in the second round interviews several Jobs First Leads still felt that there was insufficient capacity of suitable supported employment, in terms of numbers of providers and of Job Coaches in their locality. This was partly because developing new supported employment provision took longer than the project timescales. Something of a double bind was set up in that independent sector supported employment providers were reported to be reluctant to start providing supported employment services until there was a guaranteed demand. However, the lack of provision led to care managers being fearful that people with learning disabilities would have no service, thus limiting demand:

There isn't the flexibility there, again because they [independent sector providers] need to know that there is money in the pot, I guess, before they start employing people [as Job Coaches].

Jobs First Lead MS02 R2

And they [care managers] feel as though they wanted to be supportive, but they couldn't be because they didn't feel as though people were making the right choice by choosing employment goals because they didn't have the support, it wasn't there for them to buy.

Department of Health Lead R1

Another quandary identified by several Jobs First Leads in the first round interviews was how much to pay for supported employment. While costs were felt to be high, one Jobs First Lead felt that the work undertaken by the Jobs First Department of Health Lead and Ellen Atkinson (Allott and Atkinson, 2011) was valuable in identifying a typical cost per hour for Job Coaching, which a local provider had been able to 'build a business around':

But it gave us a figure, which then meant that everything else could then be moulded around it, which also then enabled me as a manager to go out to the market and say, 'If someone is using their Personal Budget to purchase Job Coaching, we would anticipate them paying £24 an hour'. And one organisation called [Independent Provider] grabbed that with both hands and said, 'Fine, we will build a business around it'.

Jobs First Lead JH04 R2

However, the Lead for the British Association for Supported Employment (BASE) argued that this figure was based on the assumption that Job Coaches would have 90 percent contact time with their clients/customers, which was seen as unrealistically optimistic. He quoted a potential figure of 60 percent of a Job Coach's work time being available to spend working directly with people with learning disabilities, with the rest needed for training, administration and developing contacts with employers, which would be likely to increase costs:

I've been talking to colleagues who run services who say that there is just no way that is realistic. Most would say around 60% is what you should expect in terms of client contact time.

BASE Chief Executive

9.3.2. Partnership relationships between local authorities and supported employment providers

Several Jobs First Leads and employment service managers felt that a partnership approach was needed with independent sector supported employment providers because offering employment support for people with learning disabilities was a new departure for most providers and there was an uncertain market. Approaches included working with a provider to develop the model of support it was taking and partnerships at a more strategic level. Local authority sites were working with some providers to engage employers and provided publicly funded training for independent sector staff. There was also a need to develop a new business model in order for independent sector providers to work with individualised funding (Personal Budgets) as opposed to block contracts for a certain number of hours, or other units of service. Other than the Jobs First cohort, demand was identified as being variable and unpredictable, making developing business models and day to day administration difficult, according to an independent sector employment service manager:

It's been quite difficult, because you never know for sure how much funding you are going to be getting, so to try and set a budget and recruit staff and plan, it's very difficult, because obviously with individual budgets they are coming throughout the year and we never know exactly how many there are going to be.

Employment Service Manager MS33

Two Jobs First sites were developing forms of agreements with providers that set out the kinds of services that were required and the quality expected, without indicating numbers of hours to be purchased, which had been included in block contracts. The agreements involved standards so that people with learning disabilities or their families would know what they were purchasing:

The framework agreement would then set standards locally about what you would expect from supported employment providers in terms of agreed standards and quality. Where there were issues raised on delivery we had opportunity to discuss this with the provider at review points.

Jobs First Lead MS06 R1

It is worth noting the difference here between the mode of commissioning these services for people with learning disabilities and the 'black box commissioning' approach taken by the Department for Work and Pensions for the Work Programme and Work Step. Providers for these latter programmes are only given a set of outcomes to achieve and no guidance on how they should be reached (Department for Work and Pensions, 2011). One Jobs First Lead described how the style of support offered by a local supported employment provider, rather than just the outcomes achieved, was reviewed as the contract was renewed:

The contract was reviewed... about two months ago. There were some issues that we really needed to pick up, so we have in terms of how it's working on the ground. That is useful when we talk to our colleagues about actually, that's great that they've got this style of support and this level of support during this phase.

Jobs First Lead MS06 R1

9.3.3. Role of in-house employment services

Four of the five participating sites had in-house employment services within the local authority. In all of these sites, there was some involvement with the project, although in two there was little or no direct work undertaken with the cohort. In some areas, the shortage of independent sector provision meant that people with learning disabilities could only be referred to in-house employment support services. The Jobs First Lead in one site described the role of the in-house service as filling gaps in independent provision:

It [in-house employment service] has been an option only because of the limited resources. We have said, we will always plug the gap. If somebody has an opportunity we will always plug the gap and we will step back once an external Job Coach has been found.

Jobs First Lead MS02 R2

Where there had been problems with the relationship with employment providers, this created a serious block in the views of Jobs First Leads to making progress in terms of promoting employment for people with learning disabilities. The level of negotiation appeared to vary:

Well, when I wrote it, I put down what [Local Supported Employment Agency]'s role was in this project and then they said they wouldn't sign it, because they didn't agree with what I said they would be doing and this is what they had agreed with their manager.

Jobs First Lead MS13 R1

In-house employment services tended to be generic across all working age people. This created problems in some sites, where the in-house service felt that it could not work with people with moderate to severe learning disabilities because the service lacked the relevant skills or because they needed to work with people who would be able to work at least 16 hours quite quickly. The in-house employment services in two of the sites were under review and, since the evaluation interviews, the service has been disbanded in one site. By the time of the second round interviews, two sites planned for their in-house employment service staff to focus more on offering training to increase the Job Coaching capacity of other in-house staff and independent sector workers, rather than providing direct employment support to people with learning disabilities:

What we are seeing is, proposing is, that the new service should have very much a training approach, so that its role will be to train the PAs [Personal Assistants] and Job Coaches.

Jobs First Lead JH01 R2

Acceptance of the need for more independent sector provision was not universal however. A small minority of social workers and other professionals felt it might be better to develop capacity in-house, especially where there was a good existing service:

I feel like it would have been a lot easier if we just had a bigger staff team in the [In-house employment support service]. Why bother going out to agencies to get Job Coaches? We already have the expertise and the knowledge?

Social Worker MS25

9.4. Discussion

This chapter has explored the ways in which local authority adult services, as lead agencies, have worked with other local authority departments, public sector agencies and independent organisations in order to develop their approach to supporting employment for people with learning disabilities. The importance of good champions in other organisations was stressed, but the danger of relying on such powerful individuals was also highlighted given the potential impact of personnel changes. Consequently, it was felt crucial that the idea of employment was embedded in organisational culture.

Jobcentre Plus was identified as a key public sector partner. Some progress had been made in working with Jobcentre Plus, which was represented in most sites on Jobs First working

groups and boards. Many social care practitioners in the sites started to make referrals to Jobcentre Plus, and there was some indication of Disability Employment Advisers being more engaged in supporting people with learning disabilities to get jobs. However there appeared to be blocks in translating senior management support into mainstream practice. The very different approach of the two organisations, one run by a central government department, the other through local authorities, each with a different approach, may have contributed to this. Also, Jobcentre Plus staff were new to the idea of employment for people with learning disabilities, for whom they had not had any incentive previously to support into work. It might be that time and the increasing national and local emphasis placed on this goal could make further changes to this approach.

Ensuring an adequate supply of good supported employment provision was a challenge for Jobs First sites. Where such a supply was slow to develop, it was thought to be a major barrier to increasing employment. No matter how much money there is in a budget, without good support services to buy it is not going to be possible for most people with learning disabilities to get paid work. Authorities were actively in negotiations and discussions with supported employment providers, which worked with different groups of people and with social care providers for people with learning disabilities in order to develop supported employment capacity. New business models were developed and several new services were started during the project. Good local authority in-house employment services were highly valued, and could fill gaps as the independent market developed, but were also at risk. It is quite possible that such public provision will remain necessary to support this service for some time, given the uncertainties of the market and the challenges of developing suitable business models for working with Personal Budgets. This was identified as challenging in this study and was also noted by Wilberforce et al. (2011), who commented that Individual Budgets 'could lead to substantial changes to the demand side of the market... requiring a response from the supply side' (p6).

Having explored the practice and now the various organisational changes and developments required for Jobs First, we turn now to funding issues. In addition to an exploration of accessing appropriate levels of funding, the following chapter outlines perspectives on the value of using Personal Budgets and Direct Payments to fund employment support. It also covers difficulties faced in braiding funding from multiple streams.

Chapter 10 Funding supported employment for people with learning disabilities

10.1. Introduction

Funding supported employment was very commonly highlighted as problematic by professional participants. This chapter describes the problems identified about accessing the required level of resources. Next issues relating to the different funding streams, adult social care (including a discussion of the value of using Personal Budgets), Remploy, Work Choice and Access to Work are explored. Levels of success and challenges faced in combining funding streams are also covered. The chapter finishes with a discussion of the debate over which central government department should take responsibility for funding supported employment, which was addressed by many professional participants.

10.2. Level of resources required for supported employment

The Department of Health report on funding and costing supported employment (Allott and Atkinson, 2011) predicted that supporting someone with learning disabilities to get a job would require £7,000 for the first year and subsequently £2,000 a year to pay for a lower level of ongoing support for people in work. Consequently, even at current levels of Personal Budgets, notwithstanding any future cuts in allocations, it is very difficult to access a sufficient budget to support someone in the process of getting a job, although the sum might be sufficient to support them to keep that job. The current reductions in Personal Budgets were thought to be particularly problematic in the light of the relatively high cost of independent sector supported employment providers:

...the costs of external providers are still quite high and that will take time to work through, but at the same time we're reducing [social care] budgets - we know people's allocations will be significantly reduced.

Jobs First Lead JH02 R2

Overall, the view from professional participants was that getting enough money at the right time, to fund enough support to get a person with learning disabilities into a paid job or self employment, was challenging, and funding sources were complex and insecure:

It's quite a shame that the funding is so hand to mouth – there aren't any large funding streams that can really be there this month, next month, next year or the year after or [it's] sometimes very piecemeal, really. I think they do obviously value it but then they need to, we need to fund the staff to actually do the work.

Job Coach MS34

10.2.1. Accessing social care funding

In several sites the levels of resources available for Personal Budgets were starting to be restricted, as a result of public spending cuts. As we described in Chapter 6 'The process and practicalities of arranging employment related support', funding for basic care needs will always take priority over employment support, according to several Jobs First Leads. In these circumstances, identifying social care funds for employment was becoming more

difficult. For example, one Job Coach noted a tendency for social care funding panels to feel original allocations were too high if there was money left over after meeting the essential needs, particularly if there was no explicit policy to address employment support within social care budget allocations:

The problem is, for us I think if people are meeting their social needs and have got £60 or £70 left over, we would argue that their needs have been met. That is the difficulty.

Job Coach MS16

The Jobs First cohort was thought by one employment service manager to be more unpredictable in relation to how prepared they were for the world of work, compared with existing Work Choice participants. It was believed that this created uncertainty about the amount of work involved in supporting people in the cohort, the likelihood of success and therefore the overall cost:

...with the people that have come through Jobs First, we are not quite sure what they are capable of, to start with. To get somebody to that point is quite expensive, I think, really.

Employment Service Manager MS33

10.2.2. Accessing non social care funding streams

Accessing other non social care funding streams, either through Right to Control or through using the resources allocated by Remploy to non Right to Control sites (see below for a discussion of this additional funding), was felt to ameliorate the impact of cuts in the social care budget. For this Jobs First Lead, the ability to access more employment-specific funding meant that there would always be a budget available for supported employment, despite imminent social care budget cuts:

It doesn't matter what you are getting for your Personal Budget because you have got Work Choice money available to you for [Site 3], because we are a Right to Control site. It actually creates more opportunity for someone to be able to spend money on employment related activity. The Personal Budget is going to get less, so the amount allocated within that budget for employment gets less, but then you counteract that with the opportunity to tap into Work Choice.

Jobs First Lead JH04 R2

10.2.3. Use of Remploy supplement to Personal Budgets in non Right to Control sites

Remploy offered the three Jobs First sites that were not participating in Right to Control a one-off sum of up to £4,000 to supplement the Personal Budgets of the Jobs First cohort, with relatively few restrictions on how it could be spent, as long as it could be shown to support a person to get a paid job. However, one site was unable to take advantage of this offer owing to difficulties in getting support plans agreed and a severe shortage of supported employment provision. Where it had been used, the Remploy funds were widely welcomed as a valuable supplement to the social care budget. However, in the case records, only seven people had accessed this funding (although this excludes people in one site

which did not provide data on this aspect and which made better use of the Remploy funding).

Sites treated the extra funds as a ring fenced part of the Personal Budget or care management pot, which did not affect the amount of social care money allocated. Given that the Remploy money was earmarked for support and services, it was also not counted as income for welfare benefit calculations. However, one Jobs First Lead noted that while useful for the cohort, it was not a sufficient sum to make a major difference to the long term chances of people with learning disabilities to get paid jobs. Furthermore, having the Remploy funding was only of use if there were services available to purchase, as was pointed out by another Jobs First Lead: 'it was just this continual battle with 'What can people buy?'' (JF6 Jobs First Lead MS04 R2). However, where it was possible to spend the money, it was typically used for buying extra Job Coaching time, particular different kinds of training and to purchase equipment, which were all valuable supplements for the individuals concerned:

...it [the Remploy money] did help, because obviously it was extra support, because the main part of our costs are the one-to-one support, and that's what eats into the funding.

Social Worker MS34

In some cases that's been equipment or training... in one situation a young man, he wasn't very interested in further education at college or a college course, but was interested in gaining practical skills around carpentry. We looked at sourcing an adult education option for him and using the money to support that to allow him to have those skills.

Jobs First Lead MS06 R2

However, one Job Coach voiced a fear about the potential for the Remploy money to become the sole incentive for participating in Jobs First, and for seeking supported employment, as was described in relation to one person with learning disabilities:

I think he's been sold on £4,000 and that's been bang, bang and not worried about anything else. That's my fear, that he's been sold on it by saying, 'If you do this, mate, you've got £4,000 in the bank'.

Jobs Coach MS24

10.3. Personal budgets and supported employment

10.3.1. Using social care Personal Budgets to fund supported employment

Having a cash budget was felt by most professional participants to increase the flexibility of support; for example, it could enable people with learning disabilities to pay higher wage rates to members of staff with particular skills, possibly for fewer hours support. It was also felt that, given the choice, people would almost always opt to have the cash budget rather than go through a standardised service:

No, I think people will say, 'Well, actually, I have this money to do this in my way' or 'I can go to that provider and do it their way' and they will choose to do it in the way that they want.

Right to Control Lead JH03

However, funding supported employment through Personal Budgets was not uncontroversial, both within Jobs First sites and beyond. The chair of the British Association for Supported Employment (BASE), interviewed as part of the background to this evaluation, suggested that there were difficulties in identifying what support or services people would be paying for. He promoted the direct funding and provision of services rather than using Personal Budgets to pay for supported employment:

The main one is 'What are you paying for? Are you paying for a process or an outcome? What happens if you don't get a job, do you get your money back? Where are the expectations around that? If you are paying for a process, are you paying for a full process?'... I'm not aware of any people that have had to get their cheque book out to help to find a job in mainstream experience, Joe Public doesn't get a cheque book out when he wants to go and get a job. I'm not clear why we are putting people through that rather than just funding accessible, quality services.

BASE chair

Furthermore, one national adviser (anonymised) commented that it would be unlikely for people with learning disabilities or their carer to use Personal Budgets to pay for social work or other professional support to initially explore the idea of paid employment. This kind of service was likely always to need to be freely available through central funding of some kind; either through social work and person-centred planning or contracts with independent agencies. Until this initial work has been successfully completed it is unlikely that people with learning disabilities or their family carers will commit their Personal Budgets to pursuing employment as a goal:

I haven't seen anyone use a Personal Budget for instance to pay someone to persuade them that work would be a good idea.

National MS36

10.3.2. Advantages and disadvantages of using Personal Budgets to fund employment support

We asked all professional participants (n=56) about the advantages and disadvantages of Personal Budgets to purchase supported employment services. Responses echoed the evaluation of the Individual Budgets Pilots (Glendinning et al., 2008). Overall, there were about equal numbers of comments about advantages and disadvantages. Box 10.1 shows the distribution of types of advantages and disadvantages, in descending order of frequency. Choice, control, flexibility and creativity were by far the most common perceived advantages of Personal Budgets, indicating the most important benefit was the ability to use money freely. A small number (5) directly linked these advantages with increasing numbers of people getting paid jobs. The most common disadvantage identified by professional participants (15) was the extra burden on people with learning disabilities and their family

carers of arranging support packages, employing staff and managing budgets. Second was the difficulty of getting enough money into the Personal Budget to purchase sufficient support to get a person with learning disabilities a job. Almost all of the disadvantages related to practical issues of implementation rather than the principle of using Personal Budgets, although a couple of respondents felt that individualising services potentially could lose the collective voice that a group of service users might attain to improve shared services.

| Box 10.1. | | | |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------|-----------------------------------------------------------------------------------------|-----------|
| Advantages of Personal Budgets | No. | Disadvantages of Personal Budgets | No |
| Giving choice and control over which service to use | 24 | Creates more burden on people with learning disabilities and their family carers | 15 |
| Flexibility – Enabling people to have tailored services that meet their needs | 18 | Inadequate money allocated to budgets | 12 |
| Creativity – Allowing for different kinds of solutions, including the purchase of equipment or training costs | 5 | People may buy unregulated or poor quality services | 10 |
| Increases number of people who can get jobs | 5 | Need for close monitoring – in case of financial abuse, for example | 8 |
| More cost effective | 4 | Not enough supported employment providers | 8 |
| No disadvantages in using Personal Budgets | 4 | Less flexible for providers – cannot cross-subsidise people with more or less need | 3 |
| More holistic – Enables all the different needs to be considered | 2 | Takes more time to arrange | 3 |
| Better for providers – Personal budgets mean having multiple customers, whereas blocks create an over-reliance by providers on the local authority as sole customer | 1 | Individualising purchasing weakens the strength of collective voice to improve services | 2 |
| | | More isolating for people with learning disabilities | 1 |

10.4. Funding supported employment from multiple funding streams

10.4.1. Eligibility of people with learning disabilities for Access to Work and Work Choice

At most, professional participants believed there could be only two funding streams involved for any one person: social care and either Work Choice or Access to Work, and sometimes only social care funding was accessible. Issues were raised about most of the

other funding streams that had, in principle, been identified as possible contributors to the Jobs First model of braiding multiple funding streams: the Independent Living Fund is not open to new claimants and is due to close completely in 2015 (Department for Work and Pensions, 2012); the Additional Learning Support tends to be paid to colleges rather than to individuals and sites were not able to disaggregate and access this; Supporting People was losing its ring-fenced status:

My understanding, and what I've seen we may only be talking about two funding streams waiting to be braided...[as] Access to Work and Work Choice bluff each other out.

Jobs First Lead JH04 R1

There was confusion over the eligibility for Access to Work and how it would be provided, for example whether it was time-limited for people with learning disabilities. This does appear to be confusing, but the Access to Work Government website¹³ does not refer to time limitation. Access to Work is available for people who are working for more than 16 hours a week on an indefinite basis. However, it can also be claimed during the period of building up to working for 16 hours or more, although for a limited period.

Access to Work was only claimed by a limited number (two) of the Jobs First cohort, who were approaching the threshold of 16 hours a week of paid work. As from November 2012, the eligibility criteria and conditions for use of Access to Work have been relaxed somewhat. This will allow greater flexibility over the purchase of equipment needed for self-employment as well as reducing the contribution made by small businesses (with fewer than 50 employees) towards the extra costs of employing disabled people. This is likely to make Access to Work more accessible than it was over the duration of Jobs First and therefore a more useful source of additional funding.

Some progress was made over the duration of Jobs First in the two Right to Control sites, both in making a case that people with learning disabilities were eligible in principle for Work Choice, and that the service offered by the provider was not appropriate for individuals thus making it possible for them to receive the budget as cash. This had involved much negotiation at a local, regional and national level, and it was reported to take a long time to establish whether an individual was eligible. Furthermore, allocating a budget rather than referring for a service was a new practice for Jobcentre Plus staff, as described by this social worker:

We have had problems with the Jobcentre because they are so used to working in a very rigid and very structured way that to suddenly say to the client, 'Here is the money and what do you want to do with it?' They are struggling a little bit with that.

Social Worker MS15

¹³ See <https://www.gov.uk/access-to-work/overview>

10.4.2. Impact of eligibility for non adult social care funding on decisions about social care resource allocation

Despite the signs of success in establishing eligibility for Work Choice, it was still the case that adult social care was funding the initial work with individuals to change their expectations about work and to identify their skills and interests. In a second round interview, a Jobs First Lead described how social care monies were used to fund the initial stages of the 'employment journey' (JF2 Jobs First Lead, MS06 R2). Another commented on social care's likely role in funding supported employment for people with higher levels of disability, who are likely to be working fewer hours, not eligible for Work Choice and who 'Nobody seems interested in' (JF6 Jobs First Lead MS05 R2).

Jobs First Leads and other professional participants noted that they needed actively to make a case for the continued need for social care funding if money was also being provided to support employment by other funding streams. This was achieved by making it very clear how the social care funding had a unique role. Without this clarity the local authority may well react to a support plan involving employment as a request for 'double funding', that is a call on the social care budget to support a need that was already being funded from another statutory source. For example, eligibility for Access to Work or Work Choice could lead to questioning of the need for social care funding for an individual, because of historic assumptions that individuals with moderate to severe learning disabilities lacked the capacity to work. This issue was illustrated well by one employment service manager, who described a situation where a person with learning disabilities was trying to set up a small business. While the person would be eligible for Access to Work funding, this would not start until the person was almost at the point of starting to trade. A great deal of effort had been needed to explain the need for social care to fund the initial work with the person to identify their interests and skills and the provision of opportunities to experience different aspects of work. Despite this effort, gaining agreement to fund this from the social care budget had proved difficult:

We went back to panel and I said, 'No. His Access to Work will only kick in when he's up and running, not now, we are still in the process. I actually wrote it down and it was a massive two page thing about three month blocks of 'this is where he is. In three months he wants to be here'. This is where the social care funding will have to support him until we get to this point where we can then apply for Access to Work'.... It was like that and we still haven't got it agreed. They are still arguing 'This isn't what social care money is for'.

Employment Service Manager JH10

10.4.3. 'Braiding' funding streams to purchase supported employment services

One of the key questions Jobs First was set up to address was whether and how funding streams could be 'braided' into a single budget to pay for supported employment. This also had been tried, with little success, in the Individual Budgets pilots (Moran et al., 2011) and was the main aim of Right to Control (Tu et al., 2012), in which two Jobs First sites were taking part. Right to Control sites have legal permissions to permit people to access funding streams from the Department for Work and Pensions. However, it was generally

acknowledged by Jobs First Leads, in both rounds of interviews, that combining different funding streams into a single budget was not currently possible. The Department of Health Lead accepted that bringing the different funding sources together into a single pot for an individual was an aspiration, but this was unlikely to be achieved within the timeframe of Jobs First. Consequently, it continued to be necessary to approach the different agencies involved and establish the eligibility of the person with learning disabilities for each funding stream separately. While the Remploy supplement to Personal Budgets in non Right to Control sites was provided as a direct payment, these were limited to the Jobs First cohort and therefore time and extent limited. Thus, as one Jobs First Lead noted, social care was the only long-term funding stream that could be routinely accessed as a direct payment, in non Right to Control sites:

What we haven't got is, what tends to happen is, when you are trying to broker up a support plan, you have to approach each separate body, still. It might be that you can pull it in bits of money, but what tends to be the case is, like Work Choice is tied up with the programme. You can't really pull money out of that. It's not like real money you can take across. Social care is real money, because it pays the Direct Payment that you could move around more easily.

Jobs First Lead MS06 R1

However, the Right to Control managers emphasised that the aim of Right to Control was that people would have access to a 'virtual pot', embracing much more clearly the notion of co-funding. They said that people eligible for multiple funding streams would be encouraged to develop integrated support plans to work out how to spend monies from multiple budgets. There was no intention to develop a Resource Allocation System beyond social care that might incorporate all of the separate funding streams, which worked in different ways:

.. effectively, they will have one pot of money, a virtual pot rather than an actual pot, where there is similar support plan written, where the money is used as a whole to meet all the outcomes that are agreed.

Right to Control Lead JH03

10.4.4. Which government department should fund supported employment?

The Department of Health Lead for Jobs First was keen to stress that there should be cross-government responsibility for supporting people with learning disabilities into paid work, encouraging 'co-funding' from different budgets. They felt that only by ensuring an inter-departmental approach could sufficient funding be found and expertise be developed to ensure that this became a central and ongoing strand of supporting people with learning disabilities:

What we were trying to say with Jobs First is that employment for people with learning disabilities is everybody's responsibility. It's wrong to pinpoint one government department over another. You need to bring together that funding and also, if you've got a learning disability whoever you go to, whether it's a DEA [Disability Employment Adviser] or a social worker or a Connexions advisor,

whoever it is should be able to say, 'This is how we are going to help you towards employment'.

Department of Health Lead MS08 R2

Within Jobs First there was evidence that the different professionals with responsibility for managing budgets – whether social care or job seeking – were thinking within their organisational or departmental remits, which acted as a barrier to collaboration. One Jobs First Lead, echoing the Department of Health Lead, summed up the approach needed to address this problem. This person felt that thinking of the different streams as a general government budget would enable better use of the money:

I think there is not as much 'double funding', but making use of [available funding]. If we try and think about it not as social care budget or Jobcentre Plus budget, but as the government's budget, then actually it's better to make use of the government initiative and the budget overall.

Jobs First Lead MS06 R1

Despite their role in leading the implementation of Jobs First, there was a general view amongst Jobs First Leads in the second round interviews and a small number of other professional participants that supported employment services for people with learning disabilities should be provided by Department for Work and Pensions through the Work Programme and Work Choice. It was felt by many of these professionals that these Department for Work and Pensions programmes were not meeting the needs of people with moderate to severe learning disabilities. The time restrictions were seen as a central feature of these interventions that prevented this. If people using the Work Choice service do not get a paid job for at least 16 hours during the first nine month period they are referred back to Jobcentre Plus. Many participants felt that this requirement meant that the programme was not suitable for most people with learning disabilities, who needed extra help:

We got the individual on a Work Choice programme. But when it's explained enough from the Jobcentre Plus end we found that they don't seem to have the intensive support that is needed like [Local supported employment provider] would.

Social Worker MS31

However, a small number of professionals felt that Department for Work and Pensions was not the most appropriate agency to support people with learning disabilities to get paid jobs and that the budget should be controlled by local partnerships or by adult social care:

It's strategic partnerships. Local strategic planning. That's where my favour would be for the future. I would bring Department for Work and Pensions money into that equation. I would take it off them.

National MS11

10.5. Discussion of Funding

The Department of Health report (Allott and Atkinson, 2011) produced an estimate of the funding required and the possible sources of funding that should be used to support this aim. However, getting the right amount of funding appeared difficult and the funding sources were not secure. Where good services exist, most professionals believed there was value in the idea of using Personal Budgets or to purchase employment support. This was felt to increase the flexibility of approach and also believed likely to act as a pressure to increase quality. The Remploy contribution was felt to add weight to this view, enabling people to have a sum that could provide the higher initial level of funding that was needed, and could be used in imaginative ways. The lack of take-up, particularly in one site, was an indication of the degree of difficulty that this site had had in developing an approach to supporting employment for people with learning disabilities through Personal Budgets.

Jobs First aimed to enable the drawing together or 'braiding' of different funding streams, to pay for employment related support, similar to the Individual Budgets pilots (Moran et al., 2011) and Right to Control, which started after Jobs First. In general, this proved difficult, although there was some limited success in the Right to Control sites in terms of accessing different funding streams.

Having explored issues of funding and different aspects of practice in previous chapters, the report now turns to wider organisational issues, first, in the next chapter looking at the changes needed within local authorities, while the following chapter examines the interactions between local authorities and other departments and organisations.

Chapter 11 Employment outcomes and views of employment

11.1. Introduction

Jobs First had a primary aim of increasing employment for people with learning disabilities selected for the cohorts in each site. This chapter combines analyses of case record and interview data to show employment outcomes for the Jobs First cohort and Comparison Group. It is to be remembered that this analysis is based on partial records received from sites, which makes the statistical analysis underpowered. Consequently, lack of statistical relationship may not indicate a lack of relationship. A set of factors are explored: Personal Budget use; employment support, demographic characteristics and nature of disabilities. Also, the views of people with learning disabilities in terms of motivations and hopes for future employment are presented.

11.2. Employment status

11.2.1. Employment by evaluation group and over time

At baseline, five people in the Jobs First cohort (out of 52 for whom we had this data) were in paid jobs or self-employment. At follow-up, 25 percent people in the Jobs First cohort (15 out of 60 for whom we have this data) were working or self-employed, as shown in Table 11.1. No one in the Comparison Group was working or self-employed at baseline (out of 35 for whom we had this data) or at follow-up (of 33 for whom we had this data).

While 25 percent of the sample for whom we have data at follow-up were in some kind of paid employment this represents 18 percent of the total number of people we had data for at some point ($n=83$). Of course, this represents only 7.5 percent of the original planned cohort. This compares with a national estimate of about 7 percent in the Towards Excellence in Adult Social Care (TEASC) report of 'survey data gathered by ADASS, and provisional performance and survey data supplied by councils to the Health and Social Care Information Centre (HSCIC)' (TEASC, 2013: 11). Certainly, within those included in our study, even accounting for those for whom we did not have data at baseline, there was a higher rate of employment. However given the lack of data at both time points, it is hard to interpret whether this actually represents a higher overall employment rate in these areas. Furthermore, there was no follow-up data on three of the five people who had jobs at baseline and no baseline data for eight of the 12 people who had jobs at the time of the follow-up data. Consequently, it is not possible to know how far this represents an increase or indeed decrease in the employment rate within this cohort.

In Chapter 2 we presented data about the Jobs First Group and the Comparison Group. The two groups were similar in demographic characteristics (age, gender and ethnicity) and level of learning disabilities. However, at baseline, being in the Jobs First cohort was moderately associated (Pearson Chi-Square (χ^2) = 13.654, $p=0.001$; Cramer's $V = 0.396$ $p=0.001$) with being more likely to be in work or to be looking for work. Column proportion (z-tests) tests suggest that at baseline people in the Jobs First cohort were significantly more likely to be looking for work and people in the Comparison Group were more likely not to be looking for

work, which is not surprising, given the fact that the Jobs First cohort were selected in order to encourage people with learning disabilities to look for paid work.

There was a slight increase in the percentage of the Comparison Group looking for work at follow-up compared with baseline (45%, n= 33 compared with 40% n=35). However, a markedly smaller percentage of the Jobs First cohort were looking for work at follow-up (17%, n=60 compared with 67%, n=52). Follow-up employment status was also moderately associated with evaluation group ($\chi^2 = 14.867$, $p=0.001$, Cramer's V = 0.40, $p=0.001$). It is to be noted that we do not have any follow-up data for one site. One sixth (10 or 17%) of the Jobs First cohort were looking for work at follow-up compared with just under half (15 or 45%) of the Comparison Group. Z-tests indicated that this difference in proportion was statistically significant at the five percent level. However, no z-test of proportional difference was possible for the proportions working, given the absence of any people in the Comparison Group being in employment or self employment.

Table 11.1 Baseline and Follow-up employment status by evaluation group

| | | Evaluation group | | | | Total | |
|-----------------------------|----------------------|-------------------|------|------------------|------|-------|------|
| | | Jobs First Cohort | | Comparison Group | | | |
| Baseline Employment status | In paid work | 5 | 10% | 0 | 0% | 5 | 6% |
| | Looking for Work | 35 | 67% | 14 | 40% | 49 | 56% |
| | Not Looking for Work | 12 | 23% | 21 | 60% | 33 | 38% |
| | Total | 52 | 100% | 35 | 100% | 87 | 100% |
| Follow-up Employment status | In paid work | 15 | 25% | 0 | 0% | 15 | 16% |
| | Looking for Work | 10 | 17% | 15 | 45% | 25 | 27% |
| | Not Looking for Work | 35 | 58% | 18 | 55% | 53 | 57% |
| | Total | 60 | 100% | 33 | 100% | 93 | 100% |

Looking only at the cases for which we have longitudinal data, we find a similar relationship between employment status and evaluation group at baseline and follow-up ($\chi^2 = 18.970$, $p<0.001$, Cramer's V = 0.540 and $\chi^2 = 7.325$, $p = 0.026$, Cramer's V = 0.321 respectively). The main change seems to have been in the Jobs First cohort. More people in the Jobs First cohort got jobs (10%, n=52 compared with 25%, n=60). However, of those who did not get jobs, a lower percentage were still looking at follow-up. At baseline, 67% (n=52) of the Jobs First cohort were looking for work, compared with only 17% (n=60) at follow-up. While some of this reduction is due to those who got a job, much of it is due to people who were looking at baseline and were not looking (and not working) at follow-up. However, there was a slight increase in the percentage of the Comparison Group who were looking for work: 45% (n=33) were looking for work at follow-up compared with 40% (n=35) at baseline. While this difference is not significant, it suggests that the level of interest of those in the Comparison Group was at least at the same level at follow-up.

Table 11.2 Baseline and follow-up employment status by evaluation group (Longitudinal data)

| | | Evaluation group | | | | | |
|-----------------------------|----------------------|-------------------|------|------------------|------|-------|------|
| | | Jobs First Cohort | | Comparison Group | | Total | |
| Baseline Employment status | In paid work | 3 | 8% | 0 | 0% | 3 | 5% |
| | Looking for Work | 30 | 81% | 11 | 39% | 41 | 63% |
| | Not Looking for Work | 4 | 11% | 17 | 61% | 21 | 32% |
| | Total | 37 | 100% | 28 | 100% | 65 | 100% |
| Follow-up Employment status | In paid work | 6 | 15% | 0 | 0% | 6 | 8% |
| | Looking for Work | 9 | 23% | 14 | 44% | 23 | 32% |
| | Not Looking for Work | 24 | 62% | 18 | 56% | 42 | 59% |
| | Total | 39 | 100% | 32 | 100% | 71 | 100% |

We have information on the number of hours worked for 13 of the people working. Most (10/13) were working less than 16 hours a week, although two of these were working 14 hours a week: one was working three hours a week, which was the least and one was working 18 hours a week, the highest number of hours. Two people had two jobs; one worked three hours in one and then four hours in the other and the second worked three hours in one job and 7.4 hours in the second.

Of the 25 people with learning disabilities interviewed across the five sites, five people with learning disabilities had a job at round one, nine had a job at round two, and a further three people had been working at some time. Two people who had jobs at the second round had previously had a job.

Combining the Jobs First Group and Comparison Group together, there was a reduction in the numbers of people looking for work, as shown in Table 11.3 below. There was a reduction in the proportions of people with learning disabilities seeking work between the baseline (53%, n=87) and follow-up (27%, n=93) data collection. While 15 people had paid jobs or were self-employed at the time of the follow-up compared with six people at baseline, this does suggest a slight overall reduction in terms of participation in employment.

Table 11.3 Combined employment status over time

| Employment status | Baseline | | Follow-up | |
|-----------------------------|----------|------|-----------|------|
| Not looking for work | 33 | 41% | 53 | 57% |
| Looking for work | 49 | 53% | 25 | 27% |
| In a paid job/self employed | 5 | 6% | 15 | 16% |
| Total | 87 | 100% | 93 | 100% |
| Missing | 29 | | | |

Of the three people who had jobs about whom we have data at both times, one was not looking for work and not working, one was looking for work and the other was still in a paid job at follow-up. Table 11.4 compares employment status at baseline and follow-up (N = 65). Two people who were looking for work at baseline were working at follow-up. Of the 41 people who were looking for work at baseline about whom we have data at both times, 15

were still looking for work (or were in work experience/voluntary work), four were working or self-employed and 22 were not looking for work at follow-up. However, there was no statistically significant association between employment status at baseline and follow-up ($\chi^2 = 7.889$ $p=0.096$). Given the low power of the sample, the absence of a significant relationship does not imply the absence of a relationship. However, the effect size was also quite small (Cramer's $V = 0.246$).

Table 11.4 Combined baseline by follow-up employment status

| Baseline employment status | Follow-up employment status | | | | | | Total | |
|----------------------------|-----------------------------|------|-------------------|------|-----------------------------|------|-------|------|
| | Not Looking for Work | | Looking for work* | | In a paid job/Self employed | | | |
| Not looking for work | 17 | 43% | 4 | 20% | 0 | 0% | 21 | 32% |
| Looking for work | 22 | 55% | 15 | 75% | 4 | 80% | 41 | 63% |
| In a paid job | 1 | 3% | 1 | 5% | 1 | 20% | 3 | 5% |
| Total | 40 | 100% | 20 | 100% | 5 | 100% | 65 | 100% |

*Looking for work included people who were currently on work experience or doing voluntary work.

Using the longitudinal data (N=65, from three sites only) there is very little movement towards employment (see Table 11.5). Very few people got jobs or started looking for work. Supporting the analysis of the follow-up data (Table 11.1), there was a slight suggestion of greater movement towards employment for the Comparison Group compared with the Jobs First Group. In the Jobs First cohort 19, (63%, $n=30$) of those who were looking for work in the baseline were not looking for work at the time of the follow-up and four (13%) were in a paid job or self-employed. This left seven (23%, $n=30$) still looking for work, compared with eight (72%, $n=11$) people in the Comparison Group, although none were working or self-employed. Furthermore, a further four people in the Comparison Group were looking for work at follow-up, who were not looking for work at the time of the baseline, whereas none of the four people in the Jobs First cohort who were not looking for work at baseline were looking for work at the follow-up. Partial Chi-Squared tests revealed a moderate association between baseline employment and follow-up employment status for the Comparison Group ($\chi^2 = 6.601$, $p=0.010$, Cramer's $V = 0.486$, $p=0.010$), but no association overall or for the Jobs First cohort. It is to be noted that the absence of baseline data from one site, which had the highest proportion of people in the Jobs First cohort in paid jobs or self-employed, may well have contributed to this overall finding. This supports the other analyses, which indicates that the main change was the reduction in the percentage of people in the Jobs First cohort who were looking for work at follow-up compared to baseline.

Table 11.5 Baseline by follow-up employment status by evaluation group

| Evaluation group | Baseline employment status | Follow-up employment status | | | | | | | |
|-------------------|----------------------------|-----------------------------|------|------------------|-----|-----------------------------|-----|-------|------|
| | | Not Looking for Work | | Looking for work | | In a paid job/self-employed | | Total | |
| Jobs First cohort | Not looking for work | 4 | 100% | 0 | 0% | 0 | 0% | 4 | 100% |
| | Looking for work | 19 | 63% | 7 | 23% | 4 | 13% | 30 | 100% |
| | In a paid job | 1 | 33% | 1 | 33% | 1 | 33% | 3 | 100% |
| | Total | 24 | 65% | 8 | 22% | 5 | 14% | 37 | 100% |
| Comparison Group | Not looking for work | 13 | 76% | 4 | 24% | 0 | 0% | 17 | 100% |
| | Looking for work | 3 | 27% | 8 | 73% | 0 | 0% | 11 | 100% |
| | Total | 16 | 57% | 12 | 43% | 0 | 0% | 28 | 100% |
| Total | Not looking for work | 17 | 81% | 4 | 19% | 0 | 0% | 21 | 100% |
| | Looking for work | 22 | 54% | 15 | 37% | 4 | 10% | 41 | 100% |
| | In a paid job | 1 | 33% | 1 | 33% | 1 | 33% | 3 | 100% |
| | Total | 40 | 62% | 20 | 31% | 5 | 8% | 65 | 100% |

11.2.2. Employment status by evaluation site

Employment outcomes at both baseline and follow-up appeared to vary across sites (see Table 11.6). At baseline, two of the four sites that provided data had two and three people in work respectively. One site reported that 23 (85%) of the people for whom they reported data were looking for work, whereas others reported 17 (55%) and 9 (47%). Baseline employment status was significantly associated with evaluation site, with a moderate level of association ($\chi^2 = 29.33$, $p < 0.001$, Cramer's $V = 0.387$, $p < 0.001$).

Table 11.6 Combined baseline employment status by evaluation site

| Evaluation site | Baseline employment status | | | | | | | |
|-----------------|----------------------------|-----|-------------------|-----|-----------------------------|-----|-------|------|
| | Not Looking for Work | | Looking for work* | | In a paid job/self-employed | | Total | |
| Site 2 | 8 | 80% | 0 | 0% | 2 | 20% | 10 | 100% |
| Site 3 | 11 | 35% | 17 | 55% | 3 | 10% | 31 | 100% |
| Site 4 | 10 | 53% | 9 | 47% | 0 | 0% | 19 | 100% |
| Site 5 | 4 | 15% | 23 | 85% | 0 | 0% | 27 | 100% |
| Total | 33 | 38% | 49 | 56% | 5 | 6% | 87 | 100% |

*Looking for work included people who were currently on work experience or doing voluntary work.

Four sites gave some data at the follow-up (one of whom provided no data at baseline) (see Table 11.7). Again, engagement with employment varied. At the highest level, one site reported that nine out the 20 people (who were in the Jobs First cohort) were in paid work (4) or self-employment (5), whereas another site reported that no one had a job or self-employment. Employment status at follow-up was also moderately associated with evaluation site ($\chi^2 = 31.998$, $p < 0.001$, Cramer's $V = 0.415$, $p < 0.001$).

Table 11.7 Follow-up employment status by evaluation site

| Evaluation site | Follow-up employment status | | | | | | | |
|-----------------|-----------------------------|-----|-------------------|-----|-----------------------------|-----|-------|------|
| | Not Looking for Work | | Looking for work* | | In a paid job/self-employed | | Total | |
| Site 1 | 11 | 55% | 0 | 0% | 9 | 45% | 20 | 100% |
| Site 3 | 16 | 47% | 16 | 47% | 2 | 6% | 34 | 100% |
| Site 4 | 9 | 64% | 1 | 7% | 4 | 29% | 14 | 100% |
| Site 5 | 17 | 68% | 8 | 32% | 0 | 0% | 25 | 100% |
| Total | 53 | 57% | 25 | 27% | 15 | 16% | 93 | 100% |

*Looking for work included people who were currently on work experience or doing voluntary work.

Table 11.8 shows interviewees' reasons for looking or not looking for work. The most common reason to look for a job was money, followed by a belief that a job would make someone happy and then for social reasons. Being happy with their current leisure activities was only given by one person as a reason for not looking for a job, and another had health problems that had made it difficult to think about getting a job.

Table 11.8 Interviewees' reasons for looking or not looking for a job

| Reason to look for a job | Total | Reason not to look for work | Total |
|--------------------------|-----------|-----------------------------|-----------|
| Money | 5 | Happy with leisure | 1 |
| Makes you happy | 4 | Health | 1 |
| Social | 3 | No Answer | 27 |
| Occupation | 2 | | |
| Don't know | 1 | | |
| No answer | 15 | | |
| Total | 29 | | 29 |

11.2.3. Future employment plans

In terms of future employment aspirations or plans, most wanted to get a job (8), stay in the same job (3), get a different job (2), get an additional job on top of their current one (1), or work more hours (1) (see Box 11.1). One person was very keen to acquire qualifications and had concrete plans for this. The remainder either did not know (3) or were not interested in getting paid work (5), and five gave no answer. This distribution supports the enthusiasm to work reported by professional participants.

Box 11.1. Future employment plans

| Employment related goals identified | People with learning disabilities | Non-employment goals identified | People with learning disabilities |
|-------------------------------------|-----------------------------------|---------------------------------|-----------------------------------|
| Get a job | 8 | Not planning on getting a job | 3 |
| Continue in the same job | 3 | Go out more | 1 |
| Get a different job | 2 | Stay in day services | 1 |
| Get additional job | 1 | | |
| Get more hours | 1 | | |

| | | | |
|-------------------------------|-----------|-----------------------------------|----------|
| Get qualified | 1 | | |
| Total employment goals | 16 | Total non-employment goals | 5 |
| Don't know | 3 | | |
| No Answer | 5 | | |

Box 11.2 lists the kinds of jobs people with learning disabilities said they would like to do and those they were employed in. Types of job included catering and cleaning, office work and working with people (older people or children). Almost all (19/26) gave some kind of realistic employment goal, as can be seen in Box 11.2. There was a reasonable match with the kinds of jobs in which people were working. Some said that they had a ‘dream’ job, whereas some made much less enthusiastic choices. For example, one person with learning disabilities talked about a Job Coach who had persuaded her to look at cleaning jobs:

[Job Coach] made me think about cleaning.

Person with Learning Disabilities AH24 R1

Box 11.2. Types of job wanted and actual jobs of interviewees

| Type of job: | No. people with LD ^{>} | | Type of job: | No. people with LD | |
|----------------------|------------------------------------|-------------|---------------------------|--------------------|----------------|
| | Wanted | Employed in | | Wanted | Employed in |
| Catering | 6 | 6 | Self employed | 2 | |
| Cleaning | 4 | 2 | Library | 1 | |
| Gardening | 4 | 2 | Factory work | 1 | 1 [~] |
| Office work | 4 | | Painting and decorating | 1 | |
| Working with animals | 4 | 1* | Mechanic | 1 | |
| Working with people | 3 | | Transport | 1 | |
| Selling/Washing cars | 2 | | Picking litter | | 2 |
| Horticulture | 2 | | Making cards [#] | | |
| Drama | 2 | | Bingo caller [@] | | 1 |
| Shop work | 2 | 1 | Total | 19 | |

[>]Some participants mentioned more than one type of work they wanted to do

*Works in stables [#]Self employed [~] Sheltered employment [@]Work experience

While, for many of the participants with learning disabilities, thinking of a dream job was difficult, some did have dreams in relation to work, for example, this person with learning disabilities aspired to work as a gardener:

...my real dream job would be to work on the gardens in the stately home near [Local town].

Person with learning disabilities AH23 R1

Further, some could distinguish between dream jobs and jobs they were actually interested in and able to do. For example, this person with learning disabilities had wanted to be a train driver, but felt that this was probably beyond his grasp. He indicated he would have been interested working on a station:

RES Train station and a guard. I used to want to be a train driver but they wouldn't let me...

INT You would like to work on the train station and you would like to be a guard. Anything else?

RES I still want to be a driver but can't.

Person with Learning Disabilities AH20 R2

11.2.4. Employment related support

It is to be noted that the follow-up analysis relates to data from three of the four sites that provided any follow-up data, as one site did not provide data on employment related support. As might be expected, almost none of the Comparison Group had any employment related support at baseline or follow-up. Having employment related support was significantly associated with employment status at baseline and follow-up. ($\chi^2 = 7.244$ $p=0.037$, Cramer's V = 0.289, $p=0.031$ at baseline; $\chi^2 = 14.048$, $p=0.001$, Cramer's V = 0.442, $p=0.001$ at follow-up). This relationship appeared stronger at follow-up, than at baseline, with a higher value for Cramer's V (0.442 compared with 0.266): z-tests indicate that significantly higher percentages of those not looking for work had no employment support (n=39 or 93%) than of those who were looking for work (n=17 or 71%) or in work (n=2 or 33%). Similarly, z-tests indicated that a significantly higher proportion of those who had employment support either were looking for work (n=7 or 29%) or had a job (n=4 or 67%), compared to three, or 7 percent, of those who were not looking for work who had employment related support (see tables 11.9 and 11.10).

Table 11.9 Employment status by employment support – baseline

| Employment support at baseline ** | Baseline employment status | | | | In a paid job/self-employed | | Total | |
|-----------------------------------|----------------------------|------|-------------------|------|-----------------------------|------|-------|------|
| | Not Looking for Work | | Looking for work* | | | | | |
| No | 32 | 97% | 44 | 90% | 3 | 60% | 79 | 91% |
| Yes | 1 | 3% | 5 | 10% | 2 | 40% | 8 | 9% |
| Total | 33 | 100% | 49 | 100% | 5 | 100% | 87 | 100% |

Table 11.10 Employment status by employment support – follow-up

| Employment support at follow-up** | Follow-up employment status | | | | In a paid job/self-employed | | Total | |
|-----------------------------------|-----------------------------|------|-------------------|------|-----------------------------|------|-------|------|
| | Not Looking for Work | | Looking for work* | | | | | |
| No | 39 | 93% | 17 | 71% | 2 | 33% | 58 | 81% |
| Yes | 3 | 7% | 7 | 29% | 4 | 67% | 14 | 19% |
| Total | 42 | 100% | 24 | 100% | 6 | 100% | 72 | 100% |

*Looking for work included people who were currently on work experience or doing voluntary work.

**Any employment support includes those with Jobs Coaches and other kinds of employment support, including support recorded from family members.

Unsurprisingly, employment support was also associated with evaluation group, at baseline ($\chi^2 = 4.571$, $p=0.033$, $\phi = -0.221$, $p=0.033$) and follow-up ($\chi^2 = 4.621$, $p=0.032$, $\phi = -0.209$), although value of Phi (ϕ) was quite low, suggesting this is not a large effect. At both times, a significantly (z-test $P<0.050$) higher percentage of the Jobs First group had employment support compared with the Comparison Group (n=9 or 15% compared with n=1 or 2 % at baseline and 19% compared with 5% at follow up) (see Table 11.11).

Table 11.11 Employment support by evaluation group

| | | Evaluation group | | | | Total | |
|---------------------------------|-------|-------------------|------|------------------|------|-------|------|
| | | Jobs First cohort | | Comparison Group | | | |
| Employment support at baseline | No | 46 | 84% | 38 | 97% | 84 | 89% |
| | Yes | 9 | 16% | 1 | 3% | 10 | 11% |
| | Total | 55 | 100% | 39 | 100% | 94 | 100% |
| Employment support at follow-up | No | 51 | 81% | 41 | 95% | 92 | 87% |
| | Yes | 12 | 19% | 2 | 5% | 14 | 13% |
| | Total | 63 | 100% | 43 | 100% | 106 | 100% |

11.2.5. Demographic characteristics

A series of statistical tests was undertaken in order to examine any possible differences in employment outcome at follow-up related to age, gender and ethnicity. There were no statistically significant differences in mean ages of those with the three possible outcomes (not seeking work, looking for work and being in a paid job or self-employed). A One-Way Analysis of Variance (ANOVA) produced a non-significant result ($F = 1.41$, $p = 0.25$).

However, professional participants in all groups expressed strong beliefs that older people with learning disabilities, who had been using adult learning disability services for some time, were less likely to see employment as a priority. This echoed views reported in the Interim Report (Stevens and Harris, 2011). One Jobs First lead felt that younger people with learning disabilities were more 'aspirational'. Another social worker participant had experience of clearly different attitudes among younger adults than older cohorts:

Young people in their early 20's appear to be more ambitious around employment and have an expectation that they would have opportunity to work in adulthood. They have either come through further education or they have taken their first steps out of post education, and that group seemed to be more aspirational.

JF2 Jobs First Lead MS06R2

One of the national advisers suggested the importance of day services in people’s lives could explain the process that took place as people with learning disabilities got older. The longer people had been attending such a service the more there was a sense that any work had to fit around day services:

People within long term services have a different reality of what that employment means and have supported groups to set up social enterprises that provide them with part time work that fits around everything else, their social [activities] and whatever, because life revolves around day services.

JF Nat MS36

There was also no statistically significant association between gender and employment outcome ($\chi^2 = 0.761$, $p=0.684$, $n = 91$, Cramer’s $CV = 0.091$). However, there was a statistically significant association between ethnicity (recoded into three groups to ensure large enough values in each cell to make the statistical test valid) and employment outcome ($\chi^2 = 15.170$, $p=0.004$; Cramer’s $V = 0.408$, $p=0.004$), as shown in Table 11.12. Higher proportions ($n=7$ or 70%) of people with Black African or Black Caribbean ethnicities were engaged in work-seeking activities compared with ($n=13$ or 18 %) of people with White ethnicities (z -test $p<0.05$). While a higher percentage ($n=3$ or 33 %) of people with Asian ethnicity were looking for work, this was not found to be statistically different to the proportions of White or Black people looking for work. Again, because no one with Asian or Black ethnicity was working or in self-employment, it was not possible to check the significance of the sub-proportions within the table. While the overall relationship was a statistically significant finding, given the small numbers in the sample these findings are sensitive to changes in a small number of individuals.

Table 11.12 Employment status by ethnicity

| Follow-up employment status | Ethnicity | | | | | | Total | |
|------------------------------------|-------------------------|------|------------------------|------|------------------------|------|-------|------|
| | White British and other | | Asian or Asian British | | Black or Black British | | | |
| Not seeking work | 44 | 61% | 6 | 67% | 3 | 30% | 53 | 58% |
| Engaged in work seeking activities | 13 | 18% | 3 | 33% | 7 | 70% | 23 | 25% |
| In a paid job / self-employed | 15 | 21% | 0 | 0% | 0 | 0% | 15 | 16% |
| Total | 72 | 100% | 9 | 100% | 10 | 100% | 91 | 100% |

*Looking for work included people who were currently on work experience or doing voluntary work.

11.2.6. Other factors potentially affecting employment outcomes

In addition to demographic factors, several other factors were thought to have possibly affected employment outcomes. We examined level of learning disability on a simple three point scale, as explained in Chapter 2, and the overall cost of services, for which we have some record. Combining all data on the amount of social care funds, the average amount of social care budget per week overall was £422 per week (Minimum, £29.32, Maximum £2085; SE of the Mean = 38.59). There was no statistically significant difference in employment outcome at follow-up in relation to overall amount: One-Way ANOVA

produced a non-significant result ($F=0.099$ $p=0.906$). However, we only had cost data for two of the people who had paid jobs or were self-employed. This means that we cannot conclude anything about whether there were different costs involved for people in paid jobs. There does not appear to be a significant difference in the amount of social care budget being spent between those who were looking for work (mean cost to Adult Social Care = £450) and those who were not (mean cost = £432).

Chi-Square tests revealed no significant associations between follow-up employment outcomes and:

- Level of learning disability ($\chi^2 = 3.076$, $p=0.545$, Cramer's $V = 0.152$)
- Risk from others ($\chi^2 = 4.101$, $p=0.392$, Cramer's $V = 0.171$)
- Risk to others ($\chi^2 = 4.117$, $p=0.390$, Cramer's $V = 0.170$)
- Whether people had additional needs (e.g. physical disabilities) ($\chi^2 = 5.109$, $p=0.078$, Cramer's $V = 2.87$)
- Other conditions/syndromes (e.g. Down's Syndrome) ($\chi^2 = 4.456$, $p=0.108$, Cramer's $V= 0.193$)

The association between employment outcomes and having additional needs approached significance ($p=0.078$), with a moderate effect. The direction of this relationship was, as expected, lower percentages of those with additional needs were in work and a higher percentage were not looking for work.

In contrast to the finding that level of learning disabilities would affect employment chances, many professional participants from all groups expressed the view that different kinds of need or impairment/disability affected the requirements for support to get and keep paid jobs. One Jobs First Lead also identified characteristics that would make it easier for someone with learning disabilities to get a job. They emphasised the importance of the person with learning disabilities having good communication skills, and abilities to follow instructions and to concentrate as making it easier to support someone to get and keep a job and therefore reducing the amount of support needed:

I think communication is a theme that runs through people's ability to understand verbal instructions and communicate with others. Concentration seems to be, people with poor concentration seem to be able to do the job but not maintain it without support. That has come through a few times.

Jobs First Lead JH01 R2

There was a small association ($\chi^2 = 4.949$, $p=0.026$, $\phi = 0.287$ $p=0.026$) between whether people were on Personal Budgets at baseline and employment status at baseline (combining into one group all those who were looking for work and were working, because of the low numbers working at baseline), as shown in Table 11.13 below. Significantly (z-test $p<0.05$) higher proportions 63%, $n=24$ compared with 33%, $n=36$) of those who had a Personal Budget were looking or working at baseline compared with those without a Personal Budget. However, Personal Budget use was not associated with employment outcome at follow-up ($\chi^2 = 0.628$, $p=0.731$, $\phi = 0.117$ $p=0.731$).

Table 11.13 Baseline – whether working or looking by Personal Budget use

| Has a Personal Budget? | Baseline employment status | | | | Total | |
|------------------------|----------------------------|------|-----------------------------|------|-------|------|
| | Not looking cohort | | Looking for work or working | | | |
| No | 15 | 62% | 12 | 33% | 27 | 45% |
| Yes | 9 | 38% | 24 | 67% | 33 | 55% |
| Total | 24 | 100% | 36 | 100% | 60 | 100% |

Bivariate analyses therefore have suggested the following potential factors that may affect employment outcome:

- Evaluation Group (Being in the Jobs First or Comparison Group)
- Ethnicity, grouped into three
- Employment related support
- Having a Personal Budget

11.3. Social, practical and physical factors affecting chances of employment

11.3.1. Getting to and from work

A small number (5) of people with learning disabilities and family carers (8) identified that the person was able to use public transport with minimum support. Two people appeared to have less difficulty with transport by the time of the second round interview. For example, this person required staff to help him travel everywhere, at the time of the first interview (R1). By round two (R2), he seemed to be able to travel independently:

INT (time 1) *Certain journeys ... someone helps you?*

RES *Yes*

INT *Who helps you?*

RES *Staff would pick me up from home and take me and then take me home again.*

Person with Learning Disabilities AH03 R1

INT (time 2) *Do you get on the bus and things yourself nowadays?*

RES *Yes.*

INT *You can do that?*

RES *I can do that.*

Person with Learning Disabilities AH03 R2

A large number (15) of people with learning disabilities, compared with three family carers, described problems using public transport or otherwise getting to work without support. In most of these situations people used taxis or had lifts. Consequently, this did not stop someone getting a job, although some family carers indicated that only jobs based close to home would be possible for their relative:

INT *If I said right [Person with learning disabilities] you can have a job what would you say to me?*

RES *As she is at the moment so long as the job was close, alright.*

Carer AH17

11.3.2. How health problems affect the ability of people with learning disabilities to get paid jobs

Most people with learning disabilities did not mention health problems, but seven of the 25 interviewed reported having health problems that would make it difficult for them to get jobs. None were felt to be insuperable, although they all would restrict the kinds of jobs people would have been able to do. Five people mentioned physical weakness or being unable to stand or lift things. Two mentioned epilepsy, one mentioned incontinence, and one a heart problem. Two others had mobility restrictions more than health problems; one used a wheelchair and one a rollator.

11.4. Discussion

It is difficult to interpret the overall messages from this analysis. Overall employment levels amongst the data we had for the Jobs First Group were 25 percent, which is higher than national estimates, of which there have been many, most recently from the Towards Excellence in Adult Social Care team, which reported an employment rate for people with learning disabilities of 7% , based on national community care statistics and the ADASS survey.

While all the people in work or self-employment were in the Jobs First cohort, the percentage looking for work fell markedly between baseline and follow-up. However, there was a slightly a higher proportion of the Comparison Group looking for work at follow-up, compared with baseline. There appears to have been a dropping away of enthusiasm of the Jobs First cohort who did not get jobs or access funding or employment support quickly. This suggests that it is possible to increase numbers of people who get jobs, with a concentrated effort and good employment support. However, it also suggests that for those who are not successful immediately, or those who are not able to access support, an initial interest will wane. While the level of those looking for work in the Comparison Group was at least the same, if not higher at follow-up, there is not enough evidence to suggest that mainstreaming may have taken place, especially as only two people in the Comparison Group had employment support. Further research within the sites would be useful to check out how far employment support has been mainstreamed.

There were two interesting contrasts between the views expressed by professionals, people with learning disabilities and family carers when compared to the results of the case record

analysis about the factors affecting employment outcomes. First was the presumed link between level of learning disability and employment, which was not supported in the case record data. It may well be that despite the apparent difference in level of learning disability in the case record data (moderate, moderate to severe, severe), there was enough similarity between people across the categories for it not to have made any difference. This is something for further research, particularly considering the crude nature of this scale. Second, it was very widely held that age would make it less likely that people would be interested in employment, which was not supported by the case record analysis. The data on ages was more complete, and perhaps more weight should be given to this finding from the case records analyses.

Jobs First was being implemented at a time of great change within local authority adult social care, which included many changes in management, and a focus on responding to the public spending cuts that were being implemented over the lifetime of the project. Furthermore, the Department of Health Valuing Employment Now Team, which commissioned the project and the evaluation, was disbanded in April 2011. After this date there was no central driver for the project and a reduction in local focus on Jobs First. All of these factors made it very difficult for sites to provide the necessary statistical data for the evaluation. Consequently, the statistical findings about the impact of using Personal Budgets have to be thought indicative at best. In particular, further research is needed in order to investigate fully the impact of using Personal Budgets. Having a Personal Budget, if anything, appeared to reduce engagement in employment. The value of good employment support is perhaps the strongest finding from the evaluation, being emphasised by many interviewees and also evident in the case record analysis.

Chapter 12 Discussion and Conclusion

12.1. Introduction

Jobs First aimed to test out the use of Personal Budgets to purchase services to provide 'supported employment': the advice, support and training needed for people with learning disabilities to get and keep paid jobs on the open employment market. In addition to investigating the impact of Jobs First on employment outcomes, the evaluation aimed to explore the organisational changes and practice development needed in order to achieve this goal. This discussion follows the structure of the report, discussing the findings in terms of the contextual features, attitudes to employment, features of self-directed care practice, funding, Job Coaching, organisational changes within local authorities, relationships with other departments and agencies, along with employment outcomes.

12.2. Limitations of the evaluation

When considering the value of the evaluation, a number of factors are important. First, because this was a demonstration site project, as opposed to a pilot, the sites were selected on the basis of their progress with Personal Budgets and level of interest in employment for people with learning disabilities. This means that these were not five typical sites and they might have been more able to implement the necessary changes than other local authorities. Second, sites selected a cohort of people with learning disabilities and a matched Comparison Group (the case record sample). For the Jobs First cohort, social care and other services were to be refocused on employment, so they could consider 'Jobs First'. The Comparison Group had the usual services on offer in the sites throughout the project.

Overall, the Jobs First cohort and Comparison Group were similar in demographic characteristics, levels of learning disabilities and risks posed to and from others. However, interviews with professionals in the sites revealed that people who were most enthusiastic about getting jobs were selected for the Jobs First cohort, so those showing less interest were more likely to be allocated to the Comparison Group, which suggests there was a selection bias. Finally, we were made aware of a number of people who dropped out of the Jobs First cohort, which is another source of bias. All three of these factors might have increased any apparent impact of Jobs First. Furthermore, the limited data returned by some sites further weakened the reliability of the comparative element of the study, although there were enough data to give some indication of overall outcomes.

The interview sample covered a wide range of professional perspectives, mainly from within social care departments. While most of these staff had been selected for interview by managers many appeared to be very frank about the limitations of the approach taken within their organisations. The sample of people with learning disabilities and family carers we interviewed was from the group of people selected for the Jobs First cohort, thus sharing some of the weaknesses of the case record sample in terms of selection bias. Consequently, the interviews with people with learning disabilities and the family carers represent the experiences of this group, who were more positively disposed towards employment.

12.3. Contextual factors

Having a good local supply of supported employment provision before Jobs First started, progress with personalisation, public spending cuts and the general employment situation were all identified by professional participants as important contextual factors affecting success in implementing Jobs First. In sites where Resource Allocation Systems were not in operation it was not possible to implement jobs-focused reviews leading to a new allocation of resources to meet employment needs. Instead, resources were allocated via care management routes. Thus, an essential element of the intervention was missing in these sites, where any changes for the Jobs First cohort were likely to be related to the increased focus on employment in reviews and support planning, and in the forms of support and activity within day services provision, rather than the use of Personal Budgets.

Public spending cuts affecting local authorities made accessing resources from a variety of funding streams more important. Financial constraints may also have created a perceived link between the focus on employment for people with learning disabilities and the approaches used with unemployed non-disabled people to encourage them to seek and gain work. The right to welfare benefits for non-disabled people is increasingly dependent on their participation in employment schemes such as the Work Programme. However, Jobs First was conceived as a very different kind of intervention. While the same stress on the positive aspects of work underpinned the initiative, the only indirect coercion emerged when considering the potential for employment as a means of saving public money, which is another central goal of central government policy: 'Specifically, getting more people into employment has well-documented benefits including generating savings for the taxpayer' (HM Government, 2010: 23).

In a climate of reducing expenditure on social care, the services and social care funding allocations available for people with learning disabilities had started to fall, which makes engaging with employment more attractive. Indeed, many Jobs First evaluation participants pointed to the importance of the current reductions in public expenditure on services and on welfare benefits as being incentives for people with learning disabilities to get paid jobs, making alternatives less attractive.

These elements represent indirect pressure on people with learning disabilities in contrast to the immediate cutting of welfare benefits threatened for many unemployed people, including people with mild learning disabilities who do not meet adult social care eligibility criteria, if they do not cooperate with the welfare polices (also known as labour force activation policies – Patrick, 2012). Jobs First shares some characteristics with labour force activation policies. Newman (2007) describes a set of features which characterise these policies internationally. Typically, activation involves a balance of coercive and supportive elements; they require cooperation from unemployed people and the aim is that people internalise the goals of government. Furthermore, there is a strong focus on privatising services and developing markets of providers, and therefore promoting an individualised, consumerist approach. Finally, activation policies tend to require collaboration between public and independent sector organisations (Newman, 2007).

Jobs First shares all these characteristics, except we found no evidence of direct coercion. Employment was presented as a positive aspect of someone's life rather than a responsibility to be fulfilled, which contrasts with the approach to most unemployed people. It involved cooperation and collaboration, as we note above: one of the key elements was changing attitudes and encouraging people with learning disabilities and their families to adopt employment as a goal. Furthermore, there was a great deal of stress on the value of consumer choice of supported employment as a means to improve quality of such services. All sites were attempting to foster an increasing number of providers of this kind of service (although as yet unsuccessfully in some sites).

12.4. Professional and public attitudes

Overwhelmingly, social care professionals were positive about the value of work for people with learning disabilities, suggesting that the policy goal had support from the professionals in the Jobs First sites. This may have been the result of the DH input to the sites, or because only sites that had been positive about employment put themselves forward for Jobs First. A positive view by care managers and social workers in their approach to people with learning disabilities was felt to be crucial to the success of the policy.

Views varied, often in relation to perceived chance of success because of the lack of availability of good employment support services and sufficient and sustainable funding. Pressure of other work was also identified as a barrier for professionals to implement a new approach. Time and support from senior management, as well as a growing number of positive stories which evidence the possibility and value of employment for people with learning disabilities, appear to be needed in order for the attitude changes required.

Whilst, in principle, these professionals are supportive, the next step appears to be helping them to have greater confidence that paid employment is actually possible for more people. The contribution of 'champions' appeared helpful in promoting different approaches to their peers. Further research could also explore if there are ways in which other professionals with whom people with learning disabilities and their families are in contact, and who often they trust (e.g. community nurses or third sector groups), may have supportive roles when considering employment options.

Slightly contrary views were expressed about public attitudes, which were felt to be changing and becoming more supportive by some participants. There was a strong theme about the persistence of discrimination faced by people with learning disabilities. However, such views were expressed by professionals, who may have been engaging in a degree of impression management and therefore slightly exaggerated these views. Further research about public attitudes towards people with learning disabilities working would be necessary to provide more concrete evidence about the importance of public attitudes.

Similarly, some employers were felt to be interested, although reluctant to make the necessary adaptations. Again, further research involving direct input from employers would be needed to provide good evidence about their views. What seems clear from this study is that many social care professionals believe that the attitudes of the public and employers need to change in order to increase employment. If this is the case, changing these attitudes may take a long time, and the approaches taken by sites, using training and the

dissemination of positive stories, may need to be sustained or promoted more widely, both locally and nationally. Social marketing approaches, using commercial marketing techniques for social ends, could be explored.

12.5. Attitudes of people with learning disabilities and their family carers

One of the strongest themes from all interview data was the enthusiasm of most people with learning disabilities for the idea of work, supporting the findings of Emerson et al. (2005) and suggesting the potential for increasing employment, particularly when combined with the evidence about its impact (Beyer et al., 2009; Jahoda et al., 2008). Benefits identified by people with learning disabilities included improvements in their confidence socially and with practical tasks, increased sense of autonomy and better overall quality of life. However, while many people with learning disabilities talked about increased social contacts and friendships, these tended to be limited to interaction within the workplace. The limited impact on social networks and social integration found by Jahoda et al. (2008), and supported by this study, suggests the need for ongoing social care support in terms of maintaining social relationships outside the workplace. However, it may also be that the increased social confidence gained from working leads to better management of relationships outside and therefore reduces the amount of support required. This would be a useful avenue for further research.

Good support from family carers and relatives was identified by professionals as crucial to getting people with learning disabilities into work. For those who did not live with family carers, or whose families were not very involved in their lives, the attitudes of staff working in group homes or supporting independent living arrangements were critical. Most family carers we interviewed expressed positive general views about employment. Professionals' views about carer attitudes were different to the responses of family carers we interviewed. This was most noticeable in terms of reported attitudes about the potential impact on welfare benefits, and the overall income of the family if someone with learning disabilities did gain employment. Professionals identified this as a major block, although few family carers mentioned it when specifically asked about barriers. Only a very small number of people with learning disabilities were working long enough hours to affect welfare benefits, and some family carers may have been reluctant to admit to their dependence on their relative's welfare benefits, but it may also have been a result of a misunderstanding by professionals.

Another area of contrast in views about attitudes was around the impact of employment on participation in leisure activities or attendance at day services, which some professionals felt would discourage people with learning disabilities and their families. While some people with learning disabilities did mention activities or routines they had had to change, this was not seen as a major impediment. Further research would be needed to explore these potential differences of perception. If they are found to be substantial, this has implications for practice and may illustrate again a tendency for professionals to locate barriers in other groups.

As with all areas of practice, a sensitive approach is required in working with families, particularly around risk and cultural factors that professional participants identified might make it more difficult for families to support their relative with learning disabilities to get work. More generally, these findings support the emphasis on good working relationships with people with learning disabilities and their families that professional participants illustrated. These were seen as vital in order to develop understanding about what underpins motivations and any resistance to employment.

12.6. The process and practicalities of arranging employment related support

Ideally, the Jobs First process should have paralleled the approach taken for self-directed support. After eligibility was established, the approach for Jobs First refocused attention on employment at each stage of self-directed support (assessment, resource allocation, support planning and brokerage, monitoring and review). However, implementing these aspects proved difficult for some sites (see below for a discussion of the factors required to make these changes to processes within local authorities).

One important change was an acceptance of employment support as a legitimate use of social care funding. As was evident in the Individual Budgets evaluation, establishing the legitimacy of particular outcomes and means of achieving them is a key aspect of wider self-directed support practice (Glendinning et al., 2008). Three out of the five Jobs First sites had made employment a domain in their Resource Allocation Systems, which was a clear statement that this was a legitimate goal. In another site, employment was seen as a means of achieving social inclusion, which had already been established as a legitimate outcome for social care spending.

The barriers encountered included a lack of understanding and commitment from care management staff, in one site because of their (largely correct) belief about the absence of local supported employment provision. Where good supported employment provision existed most professionals believed there was value in the idea of using Personal Budgets to purchase employment support. Practitioners believed that Personal Budgets would increase the flexibility of approach and the ability to use the Personal Budget to choose providers would act as a pressure to increase quality of provision. However, this had yet to be tested thoroughly, given the variable progress in relation to Personal Budgets at the time and more importantly the limited availability of providers, particularly at the start of the project. Consequently, there is stronger evidence supporting the importance of good quality provision rather than the use of Personal Budgets.

12.7. Funding supported employment

Getting the right amount of funding was problematic: it was difficult to access enough to provide the initial intensive support required to get someone a job and to train them both to do the job and in the social aspects of being at work. Social care Personal Budget allocations were usually not flexible enough to provide this higher initial funding. The Remploy contribution (of £4,000 for each member of the Jobs First Cohort in sites that were not participating in Right to Control) enabled people with learning disabilities to access this higher initial level of funding, and also could be used in imaginative ways. This was received

positively and added weight to the perceived value of allocating money to people with learning disabilities and their families to use to purchase employment related support. The lack of take-up of the Remploy funds, particularly in one site, was an indication of the degree of difficulty that this site experienced in developing an approach to implementing Jobs First and also the lack of good quality supported employment services available. Other sites, which had pre-existing supported employment services or where new providers had started up, found it easier to allocate the Remploy money. However, it is to be remembered that the Remploy offer was time-limited and restricted to the non Right to Control sites.

Jobs First aimed to enable the drawing together or 'braiding' of funding streams (both social care and beyond), to pay for employment related support, in a similar way to the Individual Budgets pilots (Moran et al., 2011) and to Right to Control, which started in December 2011, after Jobs First. In general, this proved difficult, although there was some limited success in the Jobs First sites that were working on Right to Control in terms of accessing different funding streams, particularly Work Choice and Access to Work. However, given the timescales of Right to Control, these successes came later in the Jobs First project, and meant that for some early members of the Jobs First cohort, there was a loss of momentum, when sufficient funding was not available to take forward support plans.

A small number of Jobs First Leads and senior managers questioned whether supported employment should be funded at all from adult social care. Two main arguments were used. First, at a time when spending cuts are making it hard to meet basic physical support (with dressing, hygiene, etc.), for which local authority adult social care departments have lead responsibility for funding (Department of Health, 2009) it was becoming hard to justify social care expenditure on employment. Perhaps more importantly, there was a view that the Department for Work and Pensions should take responsibility for employment support for all members of society, including people with learning disabilities. Consequently, some sites had started to question support plans that included employment as an outcome.

These responses suggest the need to rethink the use of funds from both agencies, in order to provide adequate resources for people with learning disabilities to get employment. It provides support for the Right to Control (Tu et al., 2012) approach, which allowed people with learning disabilities in the two participating Jobs First sites to access funds from Jobcentre Plus rather than use the Work Choice service. In effect, this allowed for a braided budget, which could be used to purchase more supported employment services than had been possible with just the social care funding. The evaluation also points to the need for alignment of eligibility criteria for the different funding schemes and also the need for awareness raising across the different agencies, particularly about Access to Work.

12.8. Job Coaching and employment related support

The value of good employment support was emphasised within the evaluation and has been stressed in the literature (Beyer and Robinson, 2009). We have described the approaches seen as being important by professionals we interviewed, mainly Job Coaches and social workers. It proved difficult for people with learning disabilities to talk a great deal about their experience of Job Coaching, so we have not been able to reflect their perspectives, although a small number of their family carers commented on this. After establishing good relationships, which are the core of all supportive services, the work appeared to involve a

mix of teaching and social support, as well as managing potential conflicts around attitudes. Being able to work with people with learning disabilities and their families, and to understand the needs and potential hurdles faced by employers were all identified as important aspects of Job Coaching. While support for those pursuing self-employment was different in many respects, because of the differences between self-employment and being employed, there were similarities in the importance placed on good relationships with people with learning disabilities and the need to work with all 'actors', including other organisations that may be involved (such as Her Majesty's Revenue and Customs, for example).

There was a great deal of support for Training in Systematic Instruction (TSI), an approach that has been identified as effective in other research (Beyer and Robinson, 2009). This was commonly perceived as essential for Job Coaches. There was some debate about who should receive such training, mainly centring on whether existing day services or other social care staff can be retrained to offer Job Coaching. Two concerns were raised about this shift in roles. First, it was feared that many social care staff might not have the skills and experience needed to liaise successfully with employers. Second, there were some doubts about the ability of social care staff to develop the different kind of relationship with, and aspirations for, people with learning disabilities (e.g. fostering an individual's aspiration to get a job or motivating them to keep going to work). However, there were certainly some who had received Training in Systematic Instruction and had been able to offer Job Coaching support.

The National Occupational Standards for Supported Employment (Learning and Skills Improvement Service, 2012) sets out the tasks involved in supported employment and gives performance criteria, the knowledge and understanding needed for a practitioner to work in supported employment. Further research is needed to explore the extent to which social care staff are willing and able to take on the kinds of roles outlined in the National Occupational Standards and to identify whether and what kind of additional training (other than Training in Systematic Instruction) is needed. How this debate is resolved depends on whether the best quality employment support depends on professionalism and experience of employment or of working with people with learning disabilities. Both sets of skills are required, and it seems likely that some staff from both backgrounds will be able to develop the requisite balance.

Ensuring an adequate supply of good supported employment services was a challenge for Jobs First sites. Where such a supply was not developed, it was thought to be a major barrier to increasing employment. No matter how much money is in a Personal Budget, without good services to buy it is not going to be possible for most people with learning disabilities to get paid work. Some local authorities were in negotiations with supported employment providers working with different groups of unemployed people (often people with mental health problems) and with social care providers for people with learning disabilities in order to develop their supported employment capacity. Some sites had also offered free or subsidised training to independent sector providers in an effort to encourage them to start providing Job Coaching.

New business models were developed in two sites and several new services were started during the project, which have lasted beyond the pilot period. Good local authority in-house employment services were also highly valued where they existed, and had the potential to fill gaps as the market developed, although not all in-house services were accessible to the Jobs First cohort. It is possible that such public provision will remain necessary to support this service for some time, given the uncertainties of the market and the challenges of developing suitable business models for working with Personal Budgets. This was identified as challenging in this study and noted by Wilberforce et al. (2011) in relation to Individual Budgets. Consequently, local authorities, as lead agencies for learning disability services (Department of Health, 2009) will need to take an active approach to working with independent sector providers as well as supporting in-house provision (at least in the short term).

The study suggests that there are widespread concerns about the possibility of allocating sufficient social care budget to sustain supported employment. Furthermore, braiding funding from different sources was very difficult, although there were some signs of closer working with Jobcentre Plus and Access to Work. Consequently, there seems currently to be no sufficient funding route for supported employment for this group of people with learning disabilities, which presents a considerable strategic barrier to improving employment outcomes. However, if responsibility for supported employment for people with learning disabilities is to be shared there is also a role for Jobcentre Plus in developing this provision.

12.9. Impact of Jobs First on local authorities

The evaluation identified a varied degree of success in implementing Jobs First within local authorities. Ensuring that care managers, social workers and the relevant team and senior managers in commissioning, are fully engaged with the increased focus on employment, appeared to be essential. These professionals and managers have the crucial role in ensuring support plans are accepted and funded by adult social care departments. Without such support, the enthusiasm of frontline social care practitioners (of which we found a great deal) can be wasted. Furthermore, unless care management practitioners are involved in piloting this new approach, the relevant changes to core processes outlined above will not be made. Ensuring that frontline staff who are implementing new approaches are included in boards or working groups was also important. Failing direct involvement, it appeared to be vital that messages from, and the experiences of, frontline practitioners are fed into decision-making forums so blocks can be quickly identified and overcome and successful approaches disseminated.

Changes were being made to practice pathways, mainly in terms of increased focus on employment, and the emphasis on the links with Jobcentre Plus and other agencies. The importance of clarity over responsibility for support planning was identified: delays in implementation and the resulting lack of enthusiasm had been caused where these had not been addressed. This may well be a consequence of lack of commitment or attention by senior management across the whole of a department. Given the hierarchical nature of adult services/social care departments, unless practitioners are expected and supported to focus on employment in support planning it is unlikely to become embedded in mainstream practice.

12.10. Working with other departments and agencies

Increasing employment of people with learning disabilities requires working across organisational and departmental boundaries. The importance of strong champions in these other agencies and organisations was stressed by professional participants, but the danger of relying only on influential individuals was also highlighted given the inevitable impact of personnel changes. Consequently, in order to embed the emphasis on employment, the evaluation points to the importance of common messages about the value of employment being given to staff at all levels of the different agencies.

Jobcentre Plus was identified as a key public sector partner. Some progress had been made in working with Jobcentre Plus, which was represented on most Jobs First sites' working groups and boards. Many social care practitioners in the sites started routinely to make referrals to Jobcentre Plus, and there was some indication of Disability Employment Advisers being more engaged in supporting people with learning disabilities to get jobs. However, there appeared to be blocks in translating senior management support into mainstream frontline practice. The very different approach of the two organisations, one run by a central government department, the other through local authorities, each with a different way of operating, may have contributed to this.

Jobcentre Plus practitioners were generally new to the idea of employment for people with learning disabilities, for whom they had not previously had any incentive to support into work. Furthermore, it is unlikely that these staff have all had specialist training needed to work with people with learning disabilities. An increased emphasis from the Department for Work and Pensions on this goal, with requirements for frontline practitioners, could facilitate improvements. Change might be prompted by the employment of people with learning disabilities in Department for Work and Pensions or Jobcentre Plus offices. Regular joint training and networking opportunities for Jobcentre Plus and adult social care staff might be a way both of sharing and increasing skills and of developing relationships.

12.11. Employment outcomes and experiences of employment

As we note in the Introduction, the Labour Force Survey, which is based on self-reported definitions of learning disability and employment status, estimates the employment rate for people with learning disabilities at 10 percent (Department for Work and Pensions, 2013) whereas analyses of returns from local authorities have led to estimates of 6.6 percent (Emerson et al., 2011). Estimates of between six and seven percent have also been made (TEASC, 2013). Overall, the follow-up employment rate amongst the Jobs First cohort for whom we had data was 25 percent, although this represented 18 percent of all data and seven percent of the original cohort of 200, which makes it hard to interpret whether there had been any increase in employment in this group. It is interesting to note that levels of employment reported by studies of other initiatives seeking to improve coordination of existing elements of the system are similar to the more optimistic interpretation of these results. For example, *Getting a Life* was found to lead to an employment rate of 19 percent (Beyer and Kaehne, 2011) and the "What Works" Lottery-funded project investigating transition to employment had an employment rate of 17 percent (Beyer et al., 2008).

While the case is unproven as to the impact of Jobs First, the programme did result in a number of people getting jobs. An interesting and complex pattern was noted in terms of the difference between the Jobs First cohort and the Comparison Group. While all the people in work or self-employment were in the Jobs First cohort, the percentage of those looking for work dropped from baseline to follow-up. This suggests that it is possible to get people into work with a focused effort and the existence of good employment support.

This also represents a dropping away of enthusiasm of the Jobs First cohort who did not get jobs or access support quickly and could have reflected a reduction in focus on the Jobs First cohort within the sites over time. However, there was a general increase in emphasis on employment within sites, which suggests a process of mainstreaming may have taken place. While there was a slight increase in the percentages of the Comparison Group who were interested in working, only two people in the Comparison Group were receiving employment support. This suggests that any mainstreaming was limited, at least in relation to access to supported employment. Further research within the sites would be useful to investigate how far the goal of employment has been mainstreamed.

As with other research (Beyer and Robinson, 2009) the people with learning disabilities we interviewed were all very keen to work in paid jobs. Most people with learning disabilities had realistic expectations about the types of job they could do and also an understanding that their first job may not be their dream job. This may place extra emphasis on ongoing support, in order to maintain momentum to keep going to a job that may not be an ideal job and also to think about looking for other jobs in order to find the most appropriate kinds of work.

Transport appeared to be a difficulty for many of the participants with learning disabilities we interviewed. Problems were experienced in relation to being bullied on buses, or behavioural issues that limited their use of public transport unsupported. Professionals also mentioned these types of problems with transport and stressed that lack of public transport provision in rural settings restricted the ability of some people with learning disabilities to get jobs. This is in line with other research evidence that transport is a barrier to employment and generally problematic for people with learning disabilities (Rose et al., 2005; Caton et al., 2012).

While transport had not prevented any of the participants from getting jobs, this remains an area where people with learning disabilities will need help. There was some indication that these problems were being addressed. Many professionals reported that travel training was a standard part of the support offered to people with learning disabilities and some referred to local transport companies running 'buddy schemes', indicating that there is support available. However, given that the 'place and train' model of supported employment involves giving training and support whilst job seeking and after starting work, this suggests that employment focused support plans will need to incorporate transport support needs.

There were two interesting contrasts between the views expressed by professionals, people with learning disabilities and their family carers, and the results of the case record analysis about the factors affecting employment outcomes. First was the presumed link between level of learning disability and employment, which was not supported in the case record

data. It may well be that despite the apparent difference in reported level of learning disability in the case record data, the distinction between our three categories (moderate; moderate to severe; severe) was not strong enough to have made any difference. This finding is counter to some other research on employment for people with learning disabilities, which indicates that people with more severe learning disabilities are less likely to be in employment (Beyer and Robinson, 2009; Emerson et al., 2005). Second, it was very widely held by professional participants that people with learning disabilities aged in their late 30s and 40s and above (termed 'older') would be less likely to be interested in employment. Again, this was not supported by the case record analysis. We had stronger data on age than we did on level of learning disability, and perhaps more weight should be given to this finding in the case records.

As we explain in Chapter 2, the problems that sites had in providing all the case record data required for the evaluation have meant that, sadly, there was little statistical evidence from the evaluation about the effectiveness of the overall approach of using Personal Budgets to purchase employment support (i.e. in the comparison element). Having a Personal Budget appeared to be associated with engagement in employment, but not at baseline, although this may have been due to selection effects, given that having a Personal Budget was one of the criteria for selection into the Jobs First cohort. Consequently, the jury is still out on the impact of using Personal Budgets on employment outcomes. The case record data did support the value of good employment support: this is perhaps the strongest finding from the evaluation, being also emphasised by many participants (as noted above) and supported by other research evidence (Beyer and Robinson, 2009).

The sustainability of any changes made by sites as a result of Jobs First will depend in large part on the emphasis given to employment by central and local government and senior management in adult social care and Jobcentre Plus. As we note in the Introduction, employment continues to be a priority in central government policy, as does personalisation, so it seems likely that sites will need to develop, or in some cases return to these outcomes, as will other local authorities. However, despite an interest in 'invest to save' approaches, the continuing reductions in public expenditure make it difficult to identify the required initial high level of funding required to support people with learning disabilities to get and keep paid jobs.

12.12. Conclusion

The interview data with professionals, people with learning disabilities and their family carers have provided a good picture of the complex changes that need to occur within local authorities and other agencies in order to increase employment for people with learning disabilities.

We have found evidence to support other findings in relation to the enthusiasm of people with learning disabilities for employment and identify the main barriers that need to be addressed. However, Jobs First was being implemented at a time of great change within local authority adult social care, which included many changes in management, and a focus on responding to the public spending cuts that were implemented over the lifetime of the project. Furthermore, the Department of Health's Valuing Employment Now Team, which commissioned the project and the evaluation, was disbanded in April 2011. After this date

there was no central driver for the project and a reduction in local focus on Jobs First. All these factors made it very difficult for sites to provide the necessary statistical data for the evaluation. Consequently, the statistical findings about the impact of using Personal Budgets have to be thought of as indicative at best. In particular, further research is needed in order to investigate the impact of using Personal Budgets fully.

The evaluation stresses the importance of social workers' and other professionals' attitudes and roles. These professionals need to enthuse people with learning disabilities, their family carers, other agencies and employers, in order to generate a climate where seeking paid employment becomes the norm for people with learning disabilities. As with all supportive services, good relationships with people with learning disabilities and their families are central in order to understand and address fears and also to help people make good decisions about particular kinds of employment to pursue. Good quality accessible information about the possible impact on welfare benefits and ongoing social care support, and the processes of re-claiming benefits should jobs be lost are also essential to this end. Ensuring that welfare benefit rules and the way they are applied facilitate smooth transfers between work and benefit receipt is another key factor.

Furthermore, many participants in this evaluation and the *Getting A Life* evaluation (Beyer and Kaehne, 2011) emphasised the importance of early intervention with children and young people with learning disabilities, and with their family carers and their educators, in order to embed the idea that employment is a realistic, positive goal and integral to the expectation that people with learning disabilities are active participants within society. In this way, as people with learning disabilities become adults, the idea of seeking paid work will be a natural development. Many professionals perceived some potential in the use of Personal Budgets to purchase employment support. There was stronger support for refocusing social care and other interventions on employment, although there appears to be a need for sustained employment support for many people with learning disabilities in order to help them retain their jobs.

Other kinds of social and physical needs may be reduced for people with learning disabilities who are in jobs, as they develop social skills, for example, particularly where they are working for more than 16 hours a week. However, it is likely that people with learning disabilities will continue to need some level of traditional social care services to meet these other needs. The possible impact on levels of social care support creates a potential contradiction and disincentive to work for people with learning disabilities. For most people getting a job, particularly over 16 hours, means more money and therefore more opportunities for leisure activities. If social care support to engage in activities is reduced for those working 16 hours or more, or if social care resources are spent on employment support, this means that opportunities to engage in activities other than work are reduced.

Key to the organisational changes is the commitment of relevant (particularly commissioning) senior managers and practitioners within local authority adult social care departments and Jobcentre Plus. Senior management need to ensure employment is accepted as a legitimate and important goal or outcome. This needs to be manifested in the approach to allocating resources and approving plans, in the implicit messages given to practitioners and in the explicit requirements on them and on independent service

providers and on local authorities more broadly, for example through performance management and outcome measurement regimes. Consequently, one of the wider findings of the research is that such overall commitment to employment as an outcome for people with learning disabilities is essential. Where this was pre-existing, a project like Jobs First enabled further development of systems and relationships with employment support providers. However, without this pre-existing commitment, and development of local support, Jobs First alone was not sufficient to make a great deal of difference to employment outcomes.

Furthermore, the evaluation supported the need for local authority adult services departments and Jobcentre Plus to work together to support people with learning disabilities, including in the provision of joint funding. Establishing a secure and sufficient funding stream or clear path to accessing funds from multiple sources will be essential. These two agencies also need to work together to ensure an adequate supply of good quality supported employment services in the independent and public sectors. It seems likely that only with sufficient good quality employment support can any benefit of using Personal Budgets for this purpose be felt and identified. Once a more diverse range of supported employment providers is in place, further research would be needed to provide more evidence of the impact of using Personal Budgets.

Some social care managers and practitioners questioned whether adult social care should have *any* role in funding supported employment. However, given the degree of expertise in local authorities and the continued need for social care support for many people with learning disabilities who get jobs it seems likely that joint responsibility will continue for the foreseeable future and would provide the most appropriate combination of skills and approaches.

The evaluation has illustrated the complex web of factors that must come together in order to increase employment outcomes for this group of people with learning disabilities. In addition to a focus on employment, seven other factors need to come together: professional awareness and commitment; family work; personalisation processes; support planning across funding streams; developing supported employment infrastructure; and maintaining user friendship networks. However, this research does support other evidence about the positive impact of employment for people with learning disabilities and, most clearly, about the value of good supported employment services as being the key to getting a job.

12.13. Recommendations

12.13.1. National policy recommendations

- Ensuring welfare benefit rules facilitate smooth transfers between work and benefits.
- Further campaigning to change public attitudes, including information to employers.
- Clarifying central government responsibility for providing and funding quality supported employment services for people with moderate to severe learning disabilities.

12.13.2. Key organisational changes required

- Provision of joint funding (social care and DWP) for supported employment services.
- Employment becomes a legitimate, important goal, seen in resource allocation decisions.
- Explicit requirements in respect of promoting and supporting employment on social care practitioners, on independent service providers and on local authorities more broadly.
- Developing an adequate supply of good quality supported employment provision.

12.13.3. Practice recommendations

- Early intervention with children and young people with learning disabilities and families to raise the subject of employment.
- Provision of sustained employment support to help people retain and improve their jobs.
- Expectation that some care needs (e.g. for social integration) will need ongoing support.
- Care management/social work staff coordinating job-focused self-directed support.

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Appendix B: Site profiles

The information in the site profiles was obtained from the Census population figures 2011 from the office for National Statistics (<http://www.ons.gov.uk/ons/rel/census/2011-census/population-and-household-estimates-for-england-and-wales/index.html>) and the Referrals, Assessments and Packages of Care data 2010/11, available from the National Adult Social Care Information Service (<https://nascis.ic.nhs.uk/Index.aspx>).

Herefordshire

Region:

West Midlands

Type of authority

Shire County

Size of local population

| Total | Males | Females |
|---------|--------|---------|
| 183,477 | 90,302 | 93,175 |

Population of people with learning disabilities known to local social services 495 (aged 18-64)

Progress with personalisation

- Long history of Direct Payments, but little take up by people with learning disabilities
- In Control Site
- 210 (42%) of people with learning disabilities on Personal Budgets, using a mixture of Direct Payments, usually managed by relatives and family carers and individual service funds

History of services for people with learning disabilities

- In transition from traditional day services

History of supported employment

- Increasing development of employment and volunteering, people spending less time in day services
- Identified a gap in terms of supported employment services
- Several social enterprises are working the authority, offering paid work and training
- Self Employment organisation set up

Other VEN/ODI projects

- Getting a Life

Site motivations for being in Jobs First

- Fit with Getting a Life to develop a pathway
- Need to change the adult market to create better opportunities for work

Jobs First Lead

The Jobs First lead is also the Getting a Life lead, official title is 'Service Redesign Lead for Integrated Commissioning'. She is social work qualified and has a long history of work in learning disabilities and mental health services. She is three levels down from the director of adult social services in the structure.

Leicester City

Region

East Midlands

Type of authority

Unitary

Size of local population

| Total | Males | Females |
|---------|---------|---------|
| 329,839 | 162,884 | 166,955 |

Population of people with learning disabilities known to local social services 905 (aged 18-64)

Progress with personalisation

Former Individual Budgets pilot site, now 510 (56%) of people with learning disabilities using Personal Budgets

History of services

Renewal of Day service in 2006, involved closing large day services and a move to using community, with some continuation of traditional day services.

History of supported employment

Awareness of the importance of employment was raised after a big consultation in 2006 with people with learning disabilities. Links with local community events also helped develop employment as a goal. Small in-house employment service, staffed with retrained say service workers was started after this point. Also the site has very good relationships with REMPLOY. Good universal services to support entry to employment because of relatively high levels of unemployment locally

Other VEN/ODI projects

Right to Control; Project Search

Jobs First Lead

Joint Jobs First Leads: Two leads appointed. One manages the Partnership Board and has a long history of work with children with special needs. She is two levels beneath the Director in the structure. The other had been a regional lead on PSA 16 and former employment lead in the site, working on the Project Search programme: he has a long history of working with people with learning disabilities. He is four levels beneath the Director in the structure

London Borough of Newham

Region

London

Type of authority

London Borough

Size of local population

| Total | Males | Females |
|---------|---------|---------|
| 307,984 | 160,336 | 147,648 |

Population of people with learning disabilities known to local social services 600 (aged 18-64)

Progress with personalisation

Was a former In Control Site, on the second wave, 285 (48%) had a Personal Budget

History of services

The site has been moving away from traditional day services since the late 1990s, with an initial focus on closing down the large bases.

History of supported employment

Within the last couple of years, employment has become more of a priority for services, but progress has been slow in terms of getting many people into 'real jobs. There is an in-house employment service

Other VEN/ODI projects

Right to Control

Jobs First Lead

Group manager for people with learning disabilities. Manages the social work team, the health team, Community Involvement team, the transition team as well as the employment service and the employment project. Three levels beneath Director of Adult Social Services

North Tyneside

Region

North East

Type of authority

Metropolitan Borough

Size of local population

| Total | Males | Females |
|---------|--------|---------|
| 200,801 | 96,883 | 103,918 |

Population of people with learning disabilities known to local social services 560 (aged 18-64)

Progress with personalisation

Some progress towards increasing the use of Direct Payments, but is currently developing a Resource Allocation System (RAS, which should be operational in April 2011.). However, 430 (77%) people with learning disabilities with a costed service have a Personal Budget

History of services

Moved away from traditional adult training centres in 2004 towards a community based model. This was aimed at people with higher support needs at that point. People with more skills and more ability were encouraged to take on Direct Payments or personal support in a different way.

History of supported employment

Some supported or sheltered employment services developing from day services, which offered work-like experiences (eg an organic farm and a café). In house employment service has been set up, but has had a period of change which has limited its ability to offer supported employment.

Other VEN/ODI projects

Getting a Life

Jobs First Leads

Two leads were initially identified at different levels in the authority. One is three levels below the director and manages the day service provision in the authority. The second was closer to frontline management. She managed the café which offers work like experience for people with learning disabilities – she is four levels below the Director and has a history in retail work. However, she left the authority at the end of March 2011 and has not been replaced.

Northamptonshire

Region: East Midlands

Type of authority

County

Size of local population

| Total | Males | Females |
|---------|---------|---------|
| 691,952 | 341,342 | 350,610 |

Population of people with learning disabilities known to local social services 1650 (aged 18-64)

Progress with personalisation

While the site was not an IB pilot, a local pilot was undertaken, and a RAS developed. Personal Budgets have been 'mainstreamed' since April 2010 – offered to all people as they are assessed and reviewed. April 2011 – 860 (52%) people with learning disabilities of working age had a Personal Budget.

History of services

Still has traditional day services, although started modernisation which has involved consultation with people with learning disabilities and their families. This resulted in the closure of several services, including some that offered work like experiences.

History of supported employment

Several of the day services incorporated work like environments for people with learning disabilities (eg a horticultural/conservation project). Has recently developed 'framework agreements' for two supported employment services. Has no specialist in-house employment service, although has an 'Employment and Disability Service'. Has also a local strategy for employment, which developed from a consultation with people with learning disabilities, which identified a desire to work. This came about just before Jobs First, but overlaps.

Other VEN/ODI projects

None – though is an associate site for Getting a Life

Jobs First Leads:

Two leads have been identified. One is on secondment to the Commissioning team from day services and has a long history working in day services for people with learning disabilities. She is four levels below the Director. The other line manages the first lead. She is a Commissioning manager and has worked in many social work fields, although not specifically in learning disability services.

Appendix C: Detailed evaluation questions

The evaluation addressed a number of specific issues that were set out in the original brief. We group them here under the respective primary research questions, although some may be relevant to more than one. The tables below indicate whether and to what extent the evaluation has been able to address each question:

Evaluation question 1. Does the Jobs First approach make a difference to the employment outcomes of people with learning disabilities, compared with standard services?

| Evaluation question | Type of data | Chapter in the report |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------|-----------------------|
| a. How many people in each demonstration site have found paid work? | Case record data | 11 |
| b. What patterns of employment contract are emerging? | Case record data | 11 |
| c. What number of hours is worked by each person in paid employment? | Case record data | 11 |
| d. What type of tasks and jobs are people doing? | Case record data, interview data – professionals, people with learning disabilities and family carers | 11 |
| e. What forms of brokerage are most effective in supporting people through the support planning process and achieving employment outcomes? Who best performed the brokerage role? Does it present value for money? | Interview data – professionals | 6 and 7 |
| f. Monitoring of ethnicity, gender, age and level of disability of people taking part in the project, and of sexual orientation where this is raised as a subject within the qualitative interviews. To include specific information on different impairment groups within the cohort, for example, any instances of people with autism, mental ill health, etc. gaining work. What measures were taken to reach out to the most excluded groups, and with what success? | Case record data and Interview data – professionals | 2 |
| g. Where did people live? (rural area or not; proximity to work) | Interview data – professionals | No data recorded |

Evaluation question 2. What are the costs and benefits of the Jobs First approach to supported employment in comparison with standard services?

| Evaluation sub question | Type of data | Chapter |
|--------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------|---------------------------------|
| a. What funding streams were drawn down, how were they used to support employment outcomes, what barriers were encountered and how they were overcome? | Case record data and Interview data – professionals | 10 |
| b. What financial benefits were claimed in each case? | Case record data and Interview data – professionals | No data reported |
| c. What were the costs of service use for both groups before and after the Jobs First intervention? | Limited – sufficient data not supplied | 11 (very limited data reported) |
| d. How long and what processes did it take to move each person into work – what was the range in terms of the degree of support needed? | Limited – sufficient data not supplied | 6 |

Evaluation question 3. What issues are raised in the implementation of the Jobs First approach?

| Evaluation sub question | Type of data | Chapter |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------|---------|
| a. What practice developments in terms of reviewing, person centred support planning and supported employment were used and appear successful? When (if at all) is it possible to taper support in the workplace? | Interview data – professionals | 6 |
| b. What measures were taken to reach out to the most excluded groups, and with what success? | Interview data – professionals | 6 |
| c. What measures were taken to encourage agencies to work across organisational boundaries and to smooth interactions with tax and benefit agencies and with what degree of success? | Interview data – professionals | 9 |
| d. What barriers were encountered in coming off benefits? What measures were successful in encouraging people to come off benefits? | Interview data – professionals, people with learning disabilities and family carers | 5 and 6 |
| e. What measures were taken in the course of the project to enable housing choices to be made that are not a barrier to paid employment? | Interview data – professionals | 6 |
| f. What measures were taken in the course of the project to allow local authorities to commission supported employment for people using an individual budget to pay for their support? How did | Interview data – professionals | 9 |

Evaluation question 3. What issues are raised in the implementation of the Jobs First approach?

| Evaluation sub question | Type of data | Chapter |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------|---------|
| supported employment providers adapt to the market? | | |
| g. Does co location with other VEN/ODI projects lead to more people taking up jobs? Does it help to give service users a more streamlined experience of buying a service or building up support? | Interview data – professionals | 3 |
| h. What were the most effective means of engaging employers? What adjustments did employers make to their working practices? How successful were these measures? | Interview data – professionals | 7 and 9 |
| i. What training and development is effective in motivating professionals to promote employment to people with learning disabilities? What further training and development needs do professionals have? To include social care professionals, Jobcentre Plus teams, Connexions, schools, etc. | Interview data – professionals | 4 and 7 |

Evaluation question 4. How do people with learning disabilities experience the Jobs First intervention as impacting on their lives?

| Evaluation sub question | Type of data | Chapter |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------|---------|
| j. What was the degree of choice over how employment support was provided? | Interview data – professionals, people with learning disabilities and family carers | 6 and 7 |
| k. Were any individuals at risk of financial abuse as a consequence of their participation in the project and how were they empowered or safeguarded? | Interview data – professionals | 6 |
| l. Were there any examples of the ‘benefit trap?’ (people being or perceiving themselves as financially worse off when working?) | Interview data – professionals, people with learning disabilities and family carers | 4 and 5 |
| m. How did people and their family experience having an Individual Budget? (Personal Budget) Did it improve the quality of their interaction with services? Did it lead to the outcomes they wanted? | Interview data – professionals, people with learning disabilities and family carers | 5 |
| n. How did people get to work – any transport problems and how were they resolved? | Interview data – professionals, people with learning disabilities and family carers | 7 |
| o. How were health needs and requirements for disability adjustments responded to in the workplace? What was the role, if any, of occupational health? | Not covered as not enough people were working to get a picture | |

Appendix D: Comparison Group matching tool

| JOBS FIRST GROUP | | | | | COMPARISON GROUP | | | | |
|------------------|-------------------------|------------------------------------------------------------------------------------|--------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------|------------------|-------------------------|------------------------------------------------------------------------|---------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------|
| Name/I D No. | Gender | Age | level of LD | Work status | Name/I D No. | Gender | Age | level of LD | Work status |
| 1 | | | | | 1 | | | | |
| 2 | | | | | 2 | | | | |
| . | | | | | . | | | | |
| . | | | | | . | | | | |
| 19 | | | | | 19 | | | | |
| 20 | | | | | 20 | | | | |
| | | | | | | | | | |
| | Male: 1 Female: 0 | 16 to 24:1 25 to 34: 2 35 to 44: 3 45 to 54: 4 55 to 64: 5 | Moderate: 1 Mod-Severe: 2 Severe: 3 | Never worked: 0 Voluntary experience: 1 Sheltered experience: 2 Paid experience < 16 hrs: 3 Paid experience > 16 hrs: 4 | | Male: 1 Female: 0 | 16 to 24:1 25 to 34: 2 35 to 44: 3 45 to 54: 4 55 to 64: 5 | Moderate: 1 Mod-Severe: 2 Severe: 3 | Never worked: 0 Voluntary experience: 1 Sheltered experience: 2 Paid experience < 16 hrs: 3 Paid experience > 16 hrs: 4 |

Appendix E Easy-Read materials

This Appendix contains the easy-read information sheets and consent forms used in the study

- 1. Information sheet - for sharing data**
- 2. Consent form - for sharing data**
- 3. Information sheet – round one Jobs First cohort**
- 4. Consent form – round one Jobs First cohort**
- 5. Information sheet - round two Jobs First cohort**
- 6. Consent form – round two Jobs First cohort**
- 7. Information sheet – comparison group**
- 8. Consent form – comparison group**

1. Information Sheet (sharing data)

Would you like to take part in some research? By research we mean finding answers to questions that are important to you.

You do not have to take part.

Before deciding whether to take part, please read this or ask someone to help you read it for you.

This will tell you what the research is about and what we would like you to do.

The research wants to find out about the support you receive and how that is helping you. For example, has it helped you to find a job?

The researchers would like to know some information about you. Things like how old you are, where you live, and what help you need. No one else will see this information.

You can change your mind about taking part for up to 2 weeks.

If you are happy to take part now please sign the **Consent Form**.

Please contact Martin Stevens at King's College London by phoning 020 7848 3981 or email martin.stevens@kcl.ac.uk if you would like to know more about the research.

If you feel the research has harmed you in any way, please tell someone, like your family or your care manager. You can phone Ken Young at King's College London on 020 7848 2708 if you want to complain about the research.



2. Consent form (sharing data)

| | | |
|-------------------------------------------------------------------------------------------------------------|--------------------------|---------------------------------------------------------------------------------------|
| I would like to take part in the research. | <input type="checkbox"/> | |
| I am happy for the researchers to have my name and address and telephone number and to know a bit about me. | <input type="checkbox"/> | |
| I know they might want to talk about the support I receive and if that is helping me to get a job. | <input type="checkbox"/> |  |
| I know I can change my mind about taking part for two weeks. | <input type="checkbox"/> |  |
| I know that the researchers are going to use this information to write a report. | <input type="checkbox"/> |  |

Participant Signed:

Name [please print clearly]:

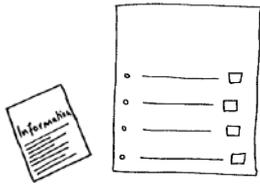
Date:

Care Manager Signed:

Name [please print clearly]:

Date:

3. Information sheet – round one Jobs First cohort



Would you like to take part in some research? By research we mean finding answers to questions that are important to you

You do not have to take part in the research.



Before deciding whether to take part, please read this or ask someone to help you read it for you.

This will tell you what the research is about and what we would like you to do.



The research wants to find out about the support you get and how it is helping you. For example, has it helped you to find a job?



The researchers would like to know some information about you. Things like how old you are, where you live and what help you need. No one else will see this information. You can change your mind about taking part for up to 2 weeks.



The researchers might also like to talk to you and ask you some questions about what you think.



This won't happen for a few months. The researchers will ask you if you still want to take part closer to the time.



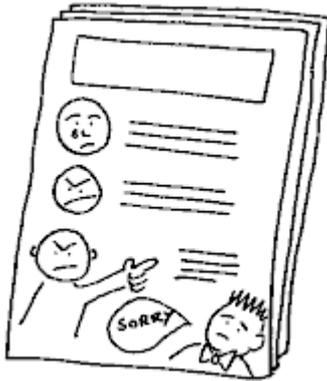
If you are happy to take part now please sign the **Consent Form**.



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Email: martin.stevens@kcl.ac.uk

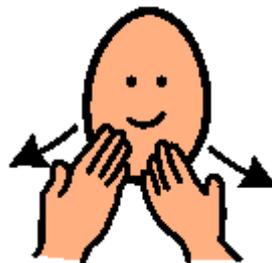


If you think the research has harmed you in any way, please tell someone, like your family or your care manager.

If you want to complain about the research please call Ken Young at King's College London

Tel: 020 7848 2708

thank you



4. Consent form - round one Jobs First cohort

| | | |
|-------------------------------------------------------------------------------------------------------------|--------------------------|---------------------------------------------------------------------------------------|
| I would like to take part in the research. | <input type="checkbox"/> | |
| I am happy for the researchers to have my name and address and telephone number and to know a bit about me. | <input type="checkbox"/> | |
| I know they might want to talk about the support I receive and if that is helping me to get a job. | <input type="checkbox"/> |  |
| I know I can change my mind about taking part for two weeks. | <input type="checkbox"/> |  |
| I know that the researchers are going to use this information to write a report. | <input type="checkbox"/> |  |

Participant Signed:

Name [please print clearly]:

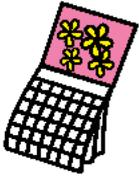
Date:

Care Manager Signed:

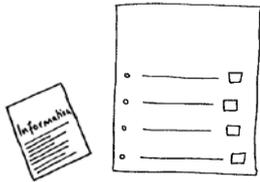
Name [please print clearly]:

Date:

5. Information Sheet – round two Jobs First cohort



You may remember agreeing to take part in this research a few months ago.



Just to remind you.

By research we mean finding answers to questions that are important to you

You do not have to take part in the research.



Before deciding whether to take part, please read this or ask someone to help you read it for you.

This will tell you what the research is about and what we would like you to do.



The research wants to find out about the support you get and how it is helping you. For example, has it helped you to find a job?



You can change your mind about taking part for up to 2 weeks. We want to talk to you and ask you some questions about what you think.



We would like to record what you say



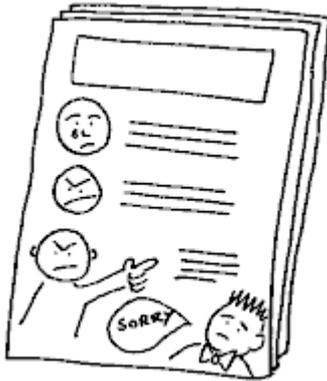
If you are happy to take part now please sign the **Consent Form**.



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Tel: 020 7848 3981

Email: martin.stevens@kcl.ac.uk

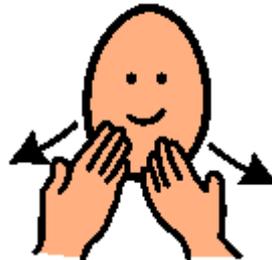


If you think the research has harmed you in any way, please tell someone, like your family or your care manager.

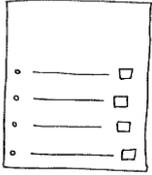
If you want to complain about the research please call Ken Young at King's College London

Tel: 020 7848 2708

thank you



6. Consent form - round two Jobs First cohort



I would still like to take part in the research.



I know you want to talk to me about the support I receive and if that is helping me to get a job.



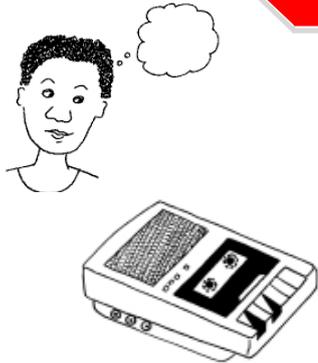
I am happy for you to use some things I say to write a report.

I know I can have a copy of the report if I want one.

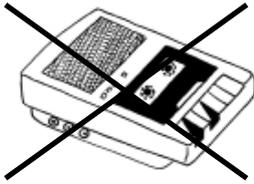


I know that I do not have to answer all the questions, and I can stop at any time.

I know you will not use anything I say, if I ask you up to 2 weeks after we talk to you.



I agree you can record or write down what we talk about.



I know that you will destroy the recording after the project has been completed



I know that you will not tell anyone exactly what I have said, unless you think that I or somebody else is in danger.

Participant Signed:

Name [please print clearly]:

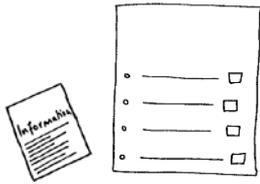
Date:

Researcher Signed:

Name [please print clearly]:

Date:

7. Information Sheet – comparison group



Would you like to take part in some research? By research we mean finding answers to questions that are important to you

You do not have to take part in the research.



Before deciding whether to take part, please read this or ask someone to help you read it for you.

This will tell you what the research is about and what we would like you to do.



The research wants to find out about the support you get and how it is helping you. For example, has it helped you to find a job?



The researchers would like to know some information about you. Things like how old you are, where you live and what help you need. No one else will see this information. You can change your mind about taking part for up to 2 weeks.



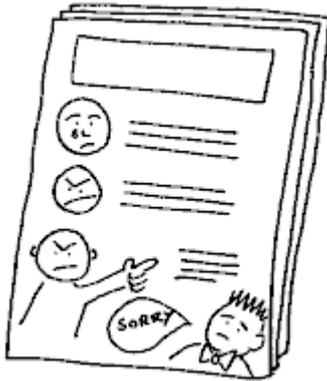
If you are happy to take part now please sign the **Consent Form**.



Please contact Martin Stevens at King's College London if you would like to know more about the research.

Tel: 020 7848 3981

Email: martin.stevens@kcl.ac.uk

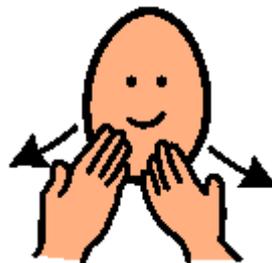


If you think the research has harmed you in any way, please tell someone, like your family or your care manager.

If you want to complain about the research please call Ken Young at King's College London

Tel: 020 7848 2708

thank you



8. Consent form – comparison group

| | | |
|-------------------------------------------------------------------------------------------------------------|--------------------------|--------------------------------------------------------------------------------------|
| I would like to take part in the research. | <input type="checkbox"/> | |
| I am happy for the researchers to have my name and address and telephone number and to know a bit about me. | <input type="checkbox"/> | |
| I know I can change my mind about taking part for two weeks. | <input type="checkbox"/> |  |
| I know that the researchers are going to use this information to write a report. | <input type="checkbox"/> |  |

Participant Signed:

Name [please print clearly]:

Date:

Care Manager Signed:

Name [please print clearly]:

Date:

This Final Report of the Jobs First Evaluation plus the Summary Report and an Easy Read version of the Summary Report are available to download for free from the SCWRU website.

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The **Social Care Workforce Research Unit** is in the **King's Policy Institute** in the **School of Social Science & Public Policy** at **King's College London**