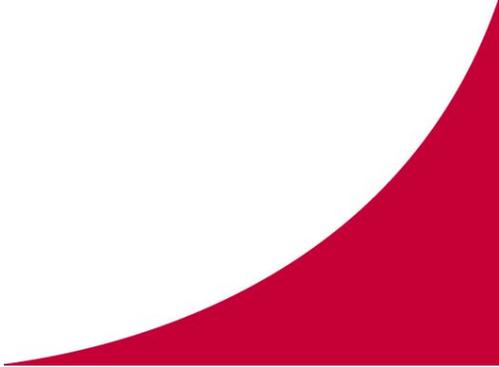# Try Another Way

What's Fit for Purpose in the way people with disabilities are supported on the Work Programme?

Paul Wilson, BASE

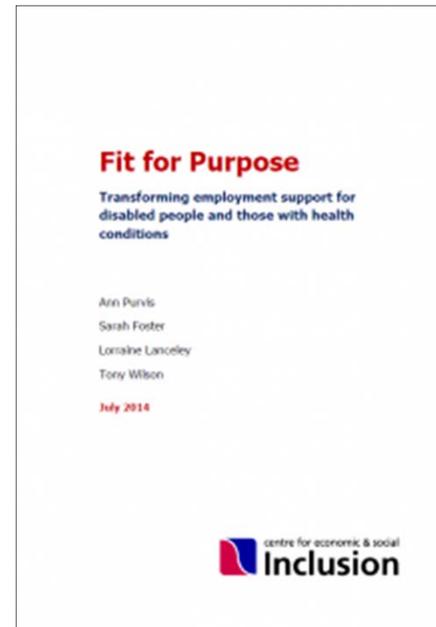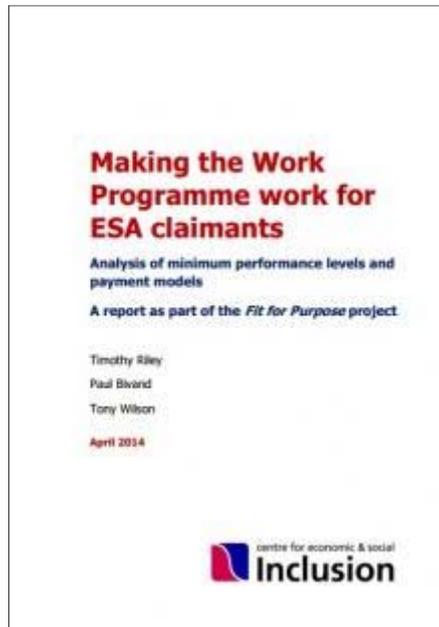*Sarah Foster, Inclusion*

Fit for Purpose report findings

Sarah Foster, Inclusion

The Fit for Purpose project

Making the Work Programme work for ESA claimants

Analysis of minimum performance levels and payment models

A report as part of the *Fit for Purpose* project

Timothy Riley
Paul Bivand
Tony Wilson

April 2014

Fit for Purpose

Transforming employment support for disabled people and those with health conditions

Ann Purvis
Sarah Foster
Lorraine Lanceley
Tony Wilson

July 2014

Supported by: A4e, Avanta, BASE, ESG, i2i, Ingeus, Interserve, intraining, Kennedy Scott, learndirect, Maximus, Prospects, PublicCo, Randstad, Reed, Remploy, RNIB, Seetec, Serco, Shaw Trust CDG, St Loye's Foundation, The Salvation Army, Wheatsheaf Trust, Work Solutions, Working Links

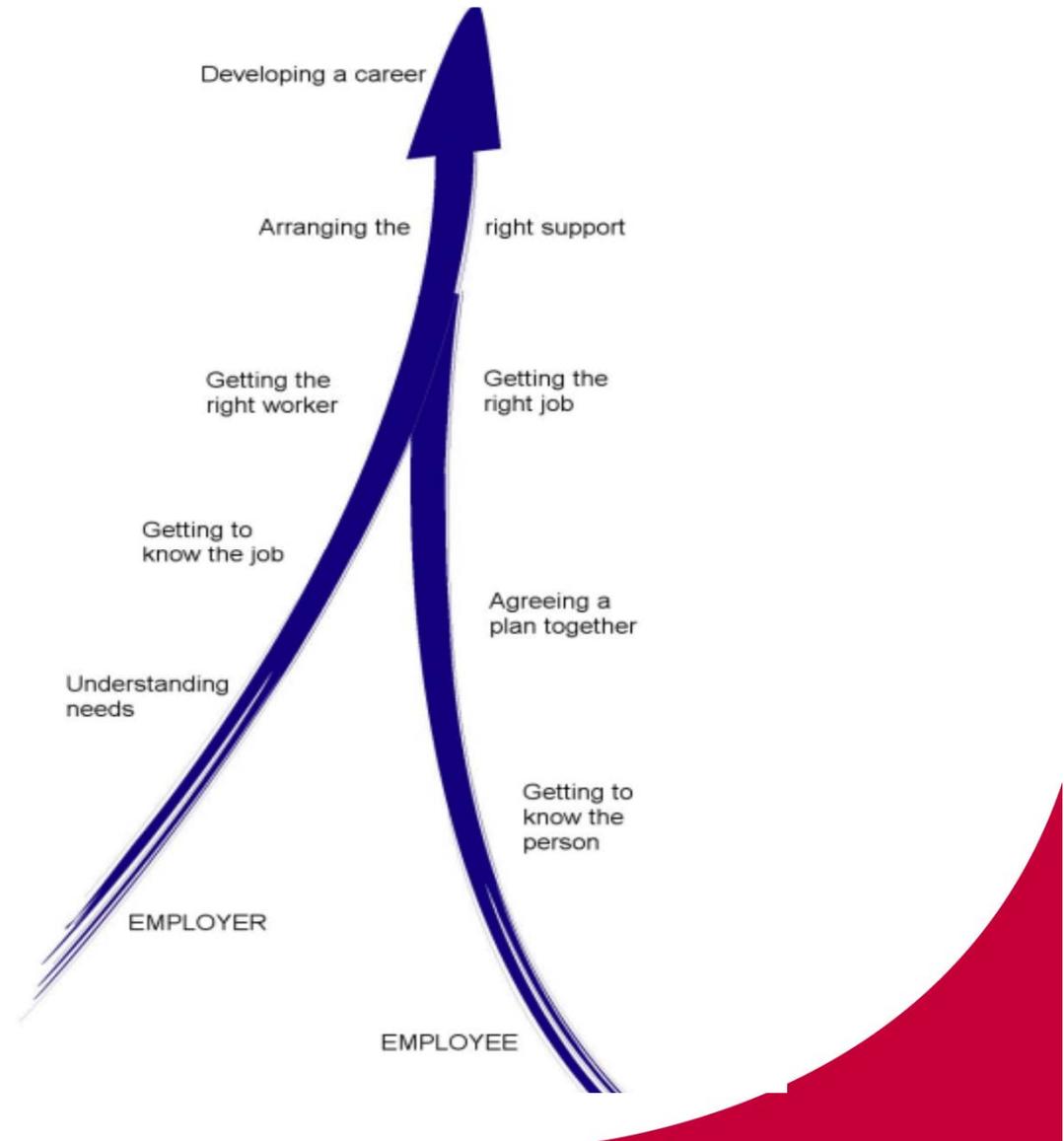**Reports available on the Inclusion website: www.cesi.org.uk**

What works (and for whom)?

The report looks at:

- Forms of support – Supported Employment; personalisation; employer engagement; ILMs.
- Specific groups – mental health; sensory impairment; musculoskeletal conditions; young people.
- Common themes – timing; assessment; partnerships; workforce development; quality management.

Supported Employment

- 'Place, train, sustain'

- Strong evidence – if it's done properly

- Individual Placement and Support model for those with mental health conditions

- Relatively expensive, should be targeted

Developing a career

Arranging the   right support

Getting the   Getting the
right worker   right job

Getting to
know the job
                       Agreeing a
                       plan together
Understanding
needs
                       Getting to
                       know the
                       person

EMPLOYER

EMPLOYEE

There are clear (common) themes

- Personalisation
  - Right level of support, tailored to needs, with enough time
  - Holistic approach – not (just) about health and employment
- Effective partnerships
- Strong focus on employer engagement
- Early intervention
- Highly skilled advisers...
- ... with small caseloads!

How we commission services is critical

- **'Payment by Results'** has brought benefits: outcomes focus, financial management.
- But also big potential problems: 'parking', disinvestment, high caseloads.
- **Joint commissioning** should underpin local partnerships: but limited evidence of this at present.
- Benefits of joint working can be achieved even where there is not joint commissioning.
- **Evidence based commissioning** also needs to improve.
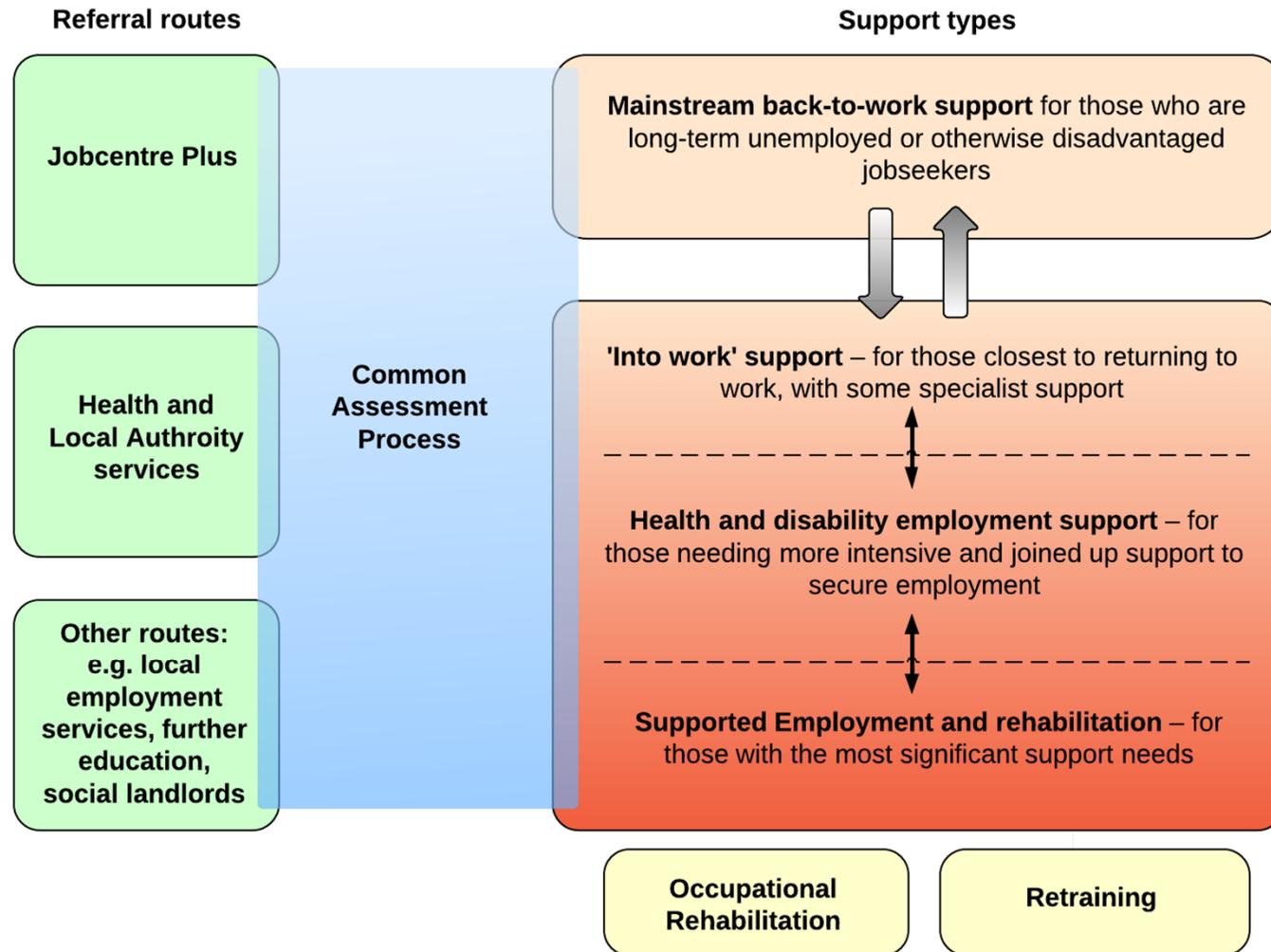
Recommendations

The framework of support:

1. Introduce an additional tier of employment support for disabled people, with the support for those with the most significant needs based on the Supported Employment model.

2. Ensure Access to Work fully aligns with other employment support.

3. Significantly increase access to, and funding for, employment support for disabled people and those with health conditions.

Recommendations

The framework of support (cont.):

4. Ensure access to all the tiers of support is based on an assessment of support needs, not benefit type or disability.

5. Allow individuals to voluntarily access the provision.

6. Ensure pre-work support is available for two years if required, in line with mainstream support.

7. Develop co-ordinated and sector led approaches to employer engagement.

The future framework of support

Referral routes

Support types

Jobcentre Plus

Health and Local Authroity services

Common Assessment Process

Other routes: e.g. local employment services, further education, social landlords

Mainstream back-to-work support for those who are long-term unemployed or otherwise disadvantaged jobseekers

'Into work' support – for those closest to returning to work, with some specialist support

Health and disability employment support – for those needing more intensive and joined up support to secure employment

Supported Employment and rehabilitation – for those with the most significant support needs

Occupational Rehabilitation

Retraining

Recommendations

The management of future programmes:

8. Have a national commissioning framework to support joint and local commissioning.

9. Jobcentre Plus and Health and Wellbeing Boards should work together to develop joint-working protocols, incl. information sharing.

10. Ensure an appropriate balance of up-front service fees and Payment by Results.

11. Introduce a common quality framework.

12. Establish a 'What Works Unit'.

Recommendations

Workforce development:

13. Ensure all mainstream employment advisers are trained to be able to identify health and disability related needs and signpost to the right services.

14. Develop industry-wide specialist disability employment adviser standards, building on the work by BASE (in relation to Supported Employment) and IEP (in relation to general employment support).

15. Ensure all advisers delivering specialist support are trained or being trained.

Intraining's PG7 pilot

Paul Wilson, BASE
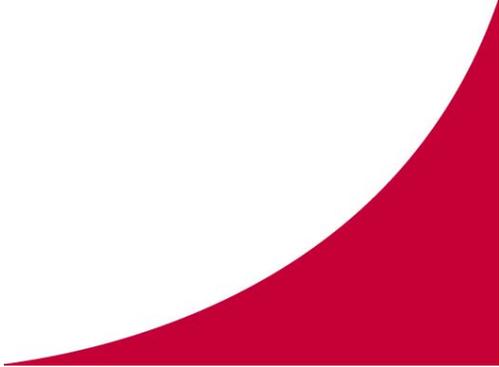
The ideas underpinning our approach

1. The PG7 customer group

2. The research which shaped our approach

3. Distance travelled

4. The Intermediate Labour Market (ILM)

5. The framework we developed

1. The PG7 customer group

A linear journey?

- Disempowerment

- The habit of making 'good' choices

- Learned helplessness

- Disengaged from/ dismayed by the prospect of work.

- As a result ……

1. The PG7 customer group (cont.)

1. The distance customers travel during the pilot won't be measurable along some single A to Z line but against a wider range of indicators.

2. The scope of the activity must go way beyond how much 'job search' is being done.

3. Co-production is pivotal in shaping that customer journey and measuring progress.

4. The idea of a customer journey drives this model.

2. Research and concepts

a) The social model v. the medical model

b) A balanced scorecard

c) Supported employment model

- Ready for work?

- Transferring learning

- The routes in to work

a) Domestic life and working life

3. Distance travelled

1. Rationale

    - Measuring success against a range of soft outcomes;

    - Building in co-production;

    - Braiding assessment, action planning and the review of distance travelled

2. Making judgements

3. Reviewing progress

4. The Intermediate Labour Market (ILM)

- A modified ILM approach

- Make it integral to the programme

- Tailor activity to support plans

- Job Analysis

- Embed support

- Measure progress objectively

5. The framework we developed

1. Shapes the up-front customer self-assessment,

2. Drives each customer's individualised support plan,

3. Standardises front-line staff working practices.

4. Offer mentors the flexibility to build positive relationships with very different kinds of customers

5. Enables the mentor and customer to measure distance travelled

6. Delivers a virtuous cycle of quick and regular wins

The guidance

1. Motivational Interviewing

2. Helping customers make changes

3. Promoting good decision-making
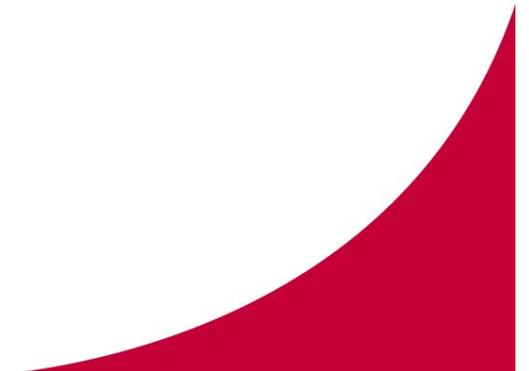
1. The principles of Motivational Interviewing

i. We're all ambivalent about change

ii. Constancy v. stuck in a rut

iii. Motivational interviewing…

1. The principles of Motivational Interviewing (cont.)

A couple of definitions:

- A conversation to strengthen a person's own motivation for and commitment to change.

- A person-centred method of mentoring or counselling for addressing the common problem of ambivalence about change.

(Miller and Rollnick 1991, Chou et al 2009, Wagner & McMahon 2004).

1. The principles of Motivational Interviewing (cont.)

1. Expressing empathy

2. Rolling with resistance

3. Developing discrepancy

4. Promoting efficacy

   (efficacious = successful in producing a result)

2. An approach to help customers make changes

1. The Stages of Change (SOC) model is a framework designed to help people understand the change process

2. Applied in a wide range of settings, not just in relation to Welfare to Work.

3. 5 stages when making a major lifestyle change: Pre-contemplation; Contemplation; Preparation; Action; Maintenance.

3. An approach to support good decision-making

Behavioural economics

- A way of thinking about the behavioural responses of customers

- People do not always make decisions rationally

- Other factors can affect choices and influence actions

- BE = a set of tools aimed at encouraging 'beneficial' behaviour

Behaviour Matters: Applying Behavioural Economics to Tackle Worklessness (2010) Lubomira Anastassova-Chirmiciu Stephen Evans Kris Krasnowski (London Development Agency); Employing BELIEF: Applying behavioural economics to welfare to work Amy Tarr & Tim Riley (CESI)

3. An approach to support good decision-making (cont.)

Some consequences for our work:

- Social norms are a strong influence

- The messenger is as important as the message

- Status quo preference

- Loss aversion

- The preference for short term benefits

- Personalised support

In summary

1. The challenge of transplanting supported employment concepts into a mandatory programme

2. The concept of a continuum in assessing the help people need to move into work

3. The consequences as we think about the DWP Gateway into future programmes