

Developing a Jobs-Plus model for the UK

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Tony Wilson

Alexander McCallum

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merged to form the Learning and Work Institute*

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SUMMARY

This paper presents proposals for an innovative, evidence-based and community-led approach to transform low-income communities. For too long, traditional top-down employment and regeneration programmes have failed to make a lasting difference for our most disadvantaged neighbourhoods.

So this paper sets out proposals for a radical new approach to increasing employment and financial independence for residents of these communities, and in particular those living in social housing. With social housing residents four times more likely to be out of work than other tenures (and eight times more likely to be out of work with health conditions), there is a clear case for action.

Over the last two years, we have worked with nineteen social landlords across Britain – brought together by Give us a Chance (GUAC) – to develop these proposals. They build on the highly successful **Jobs-Plus model** implemented in the United States since the late 1990s. Jobs-Plus is built on three key elements, which together create a genuinely community-led service rather than a traditional employment programme:

- **Intensive, co-ordinated and neighbourhood-based support to prepare for and find work** – delivered through an integrated local hub that brings together housing, employment and other local partners, and which is open to all in the targeted community – a saturation approach – rather than specific groups of residents (so removing barriers and stigma in taking part)
- **Community support for work** – with residents providing peer support, outreach, and championing the service – as well as engaging in local design and oversight
- **Rent incentives to make work pay** – so ensuring that it always pays to work, and that transitional costs including transport, childcare or suits and boots can be covered

This paper sets out proposals for the detailed design of a Jobs-Plus prototype. This scoping work has been underpinned by in-depth interviews, workshops and site visits with the landlords supporting this work and wider partners; as well as independent assessment of the feasibility of robustly evaluating Jobs-Plus, and detailed modelling of the costs of taking this forward.

We are seeking to now develop this further, in two stages:

- **An initial prototyping stage**, involving more detailed and local design work and operational testing of in up to five Jobs-Plus sites across Great Britain, running for two years in each site; followed by

- **A formal trialling stage** if the above prototyping shows promise, which would involve rolling out Jobs-Plus in at least twenty neighbourhoods, with a similar number of 'control' neighbourhoods, and running for four years in each site.

We estimate that the full costs of the prototyping stage in five sites, including co-design, delivery, technical assistance and evaluation would be approximately **£1.45 million**; with the formal trialling stage costing approximately **£11.71 million** for delivery across twenty further sites.

We have identified 77 communities where this could now be taken forward. Many of the social landlords who have supported the development work so far are willing in principle to meet a proportion of the costs of running a Jobs-Plus prototype in their communities. We are now seeking organisations who would be interested in becoming partners to help take this forward – as potential funding partners for the overall project, or as partners in specific areas or for specific aspects of implementation.

We believe that Jobs-Plus presents an unparalleled opportunity to test and develop a genuinely innovative, community-led and evidence-based approach to addressing disadvantage, poverty and exclusion in our most deprived neighbourhoods. This is a model that has been shown to work and for which there is great appetite among social landlords and local partners to test. If you are interested in being involved, please email Rob Denny, Head of Research at Learning and Work Institute:
Rob.Denny@learningandwork.org.uk

1. INTRODUCTION

EMPLOYMENT, HOUSING AND LOCAL DEPRIVATION

Good work can transform lives, families and communities. In recent years the employment rate in the UK has hit record levels, with more people in work than ever before. However, behind these headlines many groups continue to face significant disadvantages in accessing good quality work. And while public policy has been increasingly focused on addressing employment gaps for specific *groups* of people – in particular disabled people and those with health conditions¹ and people from minority ethnic communities² – far less attention has been paid to how we can transform outcomes in our most disadvantaged communities.

Over many decades, traditional ‘top down’ employment and regeneration programmes have often failed to make a sustained impact on outcomes in deprived communities. These neighbourhoods have been overlooked for many reasons – including because of their social isolation, poor infrastructure or poorer quality services. In many cases, residents in these communities live in social housing. This paper makes the case for taking a new, community-based approach to addressing these issues with social landlords in the lead. As Figure 1.1 below shows, there is a clear case for action. Residents of social housing are far less likely to be in work, and when they are out of work are far more likely to be ‘economically inactive’ (so not available for work) than those in other tenures.

Overall, residents in the social sector are **nearly four times more likely to be out of work** than those living in other tenures and eight times more likely to be out of work due to ill health or disability³. **One-third of households in social housing claim benefits due to being out of work**⁴, compared with fewer than one in ten not in social housing. But despite these disadvantages, most residents of social housing do not receive back-to-work or in-work support through government programmes.

¹ See for example *Improving Lives: the future of work, health and disability*:

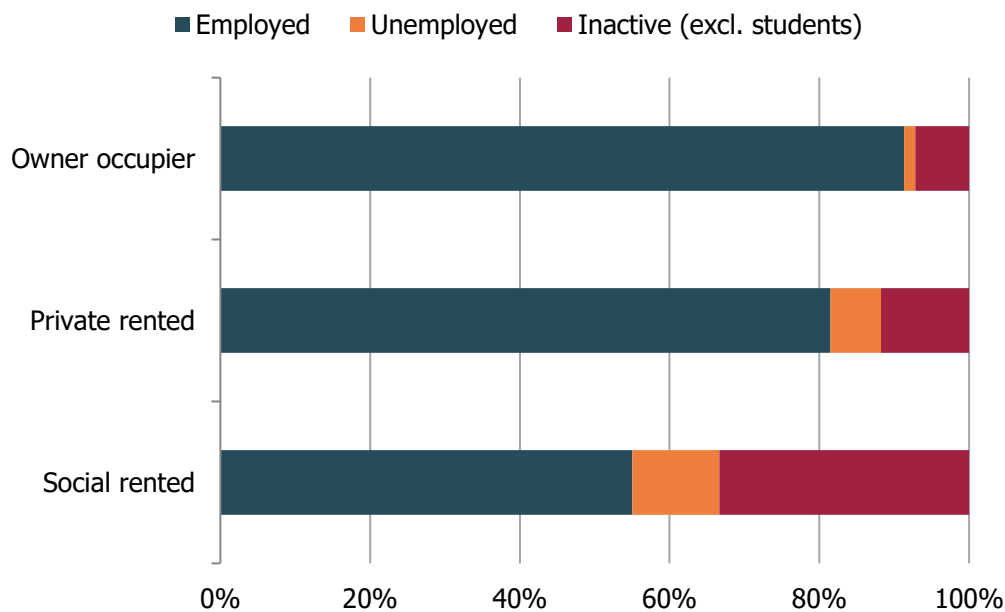
<https://www.gov.uk/government/publications/improving-lives-the-future-of-work-health-and-disability>

² Following the government’s Race Disparity Audit: <https://www.gov.uk/government/publications/race-disparity-audit>

³ Source: Learning and Work Institute analysis of the Labour Force Survey

⁴ ONS Census 2011 and Learning and Work Institute analysis

Figure 1.1 – Labour market status of working age by tenure



Source: Census 2011 and Learning and Work Institute analysis

Recent research by the Institute for Public Policy Research has also highlighted the significant disparities in pay where social tenants do work – with working housing association residents earning on average £250 per week, compared with £348 for private renters and £454 for owner-occupiers. These lower earnings translate into far lower household incomes for those in social housing – fully £200 per week lower than private renters, and nearly £400 per week lower than owner occupiers.⁵

At a time when more people live in poverty in working households than in households where no-one works, addressing employment alone is not enough. We need approaches that can increase employment, improve earnings and raise household incomes out of poverty.

The government is committed to rebalancing the economy and supporting local growth, as well as to improving social mobility for the most disadvantaged. These efforts have tended to focus on regional and sub-regional initiatives – including through Local Enterprise Partnerships and Combined Authorities. However in our view, there is a clear case for also testing interventions at a much more local, community level – using locally-led and ‘bottom-up’ models of engagement and support.

Increasingly, social landlords have played a key role in supporting residents in many of these neighbourhoods. As the Prime Minister recognised in her speech to the National Housing Federation in September 2018, housing associations can make “a

⁵ Dromey, J., Snelling, C. and Baxter, D. (2018) *Building communities that work: The role of housing associations in supporting employment*; Institute for Public Policy Research

real and lasting difference to the lives of your tenants... above and beyond simply building and managing properties"⁶. Employment and skills support is a key element of this: research by the National Housing Federation finding that four in ten housing associations are investing in employment and skills support;⁷ while more recent research by IPPR found that the ten largest members of GUAC have between them invested £18.3 million in employment services in the last year alone.⁸

Landlords are also increasingly engaging with residents in order to help them to address the impacts of rising costs of living and of welfare changes – including the effects of the social sector size criteria (or ‘bedroom tax’); the lower Benefit Cap and the ongoing rollout of Universal Credit. Under Universal Credit in particular, most social tenants will no longer have their rent paid directly to their landlord, and instead will be paid directly once a month and then required to meet their rent costs from this single payment.

TESTING A NEW APPROACH

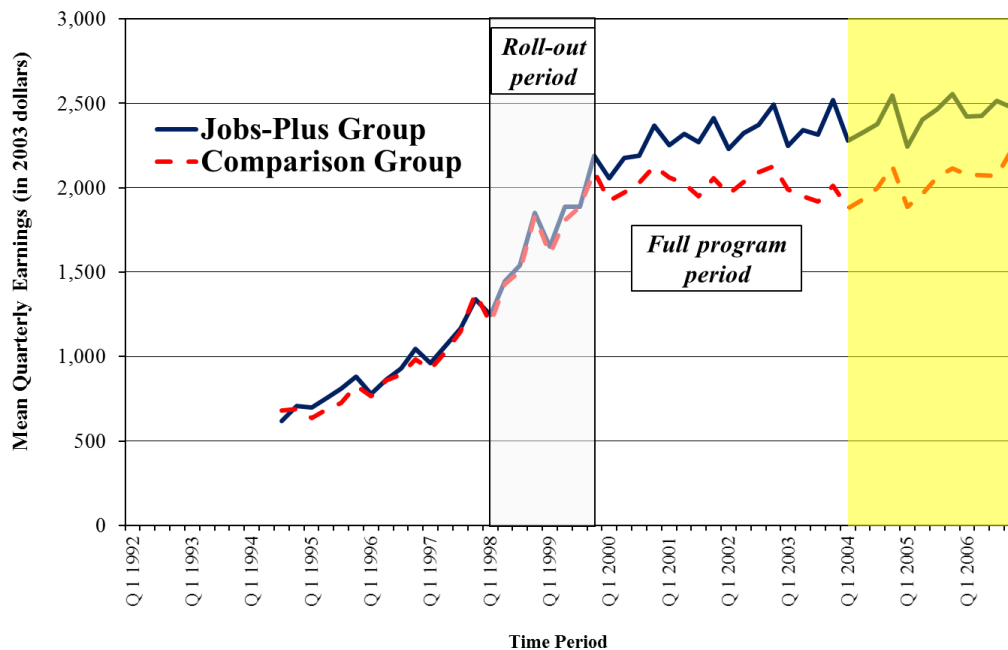
This paper sets out proposals for a radical new approach to increasing employment and financial independence for disadvantaged communities living in social housing. This is an evidence-based model which has been proven to work. It builds on the successful **Jobs-Plus** model which was developed in the United States in the 1990s. Evaluation evidence from these trials found that where fully implemented, Jobs-Plus increased average earnings among residents by 16 per cent relative to a control group, gains which persisted over a 7-year follow-up period (Figure 1.2 below).

⁶ See: <https://www.gov.uk/government/speeches/pm-speech-to-the-national-housing-federation-summit-19-september-2018>

⁷ NHF (2014) *A home, a job, a future*

⁸ Dromey, J., Snelling, C. and Baxter, D. (2018) *Building communities that work: The role of housing associations in supporting employment*; Institute for Public Policy Research

Figure 1.2 – Pooled quarterly earnings for Jobs-Plus full implementation sites



Source: Bloom, H; Riccio, J; Verma, N. (2005) *Promoting Work In Public Housing: The effects of Jobs Plus*; MDRC

We have developed this proposal in partnership with Give us a Chance, working with nineteen of their members from across Great Britain. All of our partner housing providers own significant housing stock in communities where high rates of worklessness are not being addressed by the employment, skills and welfare provision that is currently in place. In the scoping work for this project, working with the nineteen members of GUAC who have supported this initiative, we identified 77 communities that could be suitable for piloting.

We have co-designed a Jobs-Plus model for the UK – building on the strengths of the US approach while recognising the differences here. This work has included a series of workshops with landlords, engagement and interviews with a range of partners, and three in-depth co-design sessions in local communities – Partington in Greater Manchester; Waterleas in Cambridgeshire; and Wybourn in Sheffield.

Work is already underway in many of these communities to create new partnerships to improve the effectiveness of the current service on offer. However, Jobs-Plus provides a unique, evidence-based alternative to go further and faster. And with increased appetite for developing more localised, joined-up and targeted approaches – through Devolution Deals, the new Shared Prosperity Fund and local industrial strategies – there is now, more than ever, an opportunity to act.

We and GUAC members are keen to work with partners to now identify and secure funding for further development and then testing of a UK model. Our ambition is to robustly test and evaluate the effectiveness of Jobs-Plus in two stages:

1. **An initial prototyping stage**, which will involve more detailed and local design work and operational testing of a UK Jobs-Plus model in up to five sites across Great Britain, running for two years in each site;
2. **A formal trialling stage** if the above prototyping shows promise, which would involve rolling out Jobs-Plus in at least twenty neighbourhoods, with a similar number of 'control' neighbourhoods identified in order to robustly measure its impact, and running for four years in each site.

THE JOBS-PLUS MODEL

Jobs-Plus was conceived and developed in the United States in response to challenges around worklessness in US 'public' housing and a failure of local provision to meet residents' needs. The Jobs-Plus model relies on three key elements – which together deliver a community-led service rather than a traditional employment programme.

1. **Intensive, co-ordinated and neighbourhood-based support to prepare for and find work.** Many of those living in public housing were highly disadvantaged, with up to half of residents out of work, a third having significant health conditions and over half with low levels of education⁹. Jobs-Plus brought together the range of local partners and services needed to help residents in each community to prepare for work, look for work, move into work and stay there. This included health services to address physical and mental health issues, intensive employment coaching, support for acquiring skills and qualifications and transport solutions.

This place-based support was characterised by a '**saturation approach**': offering support to all residents in the neighbourhood, so bypassing complicated eligibility checks. Jobs-Plus was targeted at disadvantaged communities, but open to all residents in those places. This saturation model also enabled the creation of accessible, co-located and inclusive services, often working through integrated teams and aligned with wider neighbourhood services and support. Critically, because the service was open to *all residents* in an estate or neighbourhood there was no stigma attached to taking part or receiving support.

2. **Community support for work.** Jobs-Plus recruited local residents to act as champions for the service – knocking on doors, promoting the initiative and offering a recognisable and friendly face. This built trust and community engagement in the service, and again addressed challenges around stigma and access. Community support also included peer support to help each other to overcome barriers to work – including coaching support, networking, and informal

⁹ The full Jobs Plus evaluation report can be found at https://www.doleta.gov/research/pdf/jobs_plus_3.pdf

childcare. Community members were also recruited to form part of local steering groups in each Jobs-Plus site, and so contribute to its oversight and delivery.

- 3. Rent incentives to make work pay.** Thirdly, residents were given additional financial support when they achieved employment¹⁰. This helped to address issues around withdrawal of rent support as earnings increased – with rent rules leading to an effective tax of up to 30% on earnings, and nearly half of residents stating that rent rules were a barrier to work. Rent incentives also helped with ‘selling’ the service (particularly for those who may have had negative experiences of other programmes) and with managing transitional and budgeting issues in moving from benefits to work.

DESIGNING JOBS-PLUS FOR THE UK

This paper sets out proposals for how a Jobs-Plus prototype could be designed and implemented in the UK. The following sections set out how Jobs-Plus could be adapted to meet the specific needs and circumstances that are faced by disadvantaged communities and social residents in the UK. This proposal is informed by interviews with social landlords and a range of stakeholders (in government, employment services, trusts and foundations); and from co-design workshops conducted at three potential locations.

At a headline level, we think that the Jobs-Plus model can be implemented in a way that is broadly consistent with the approach taken in the US. However there are critical points of detail – in the delivery environment, housing markets and labour market challenges – where a UK model will need to be nuanced and structured differently. These are explored in Chapters 2-6, which describe in turn how the place-based approach, the saturation model, community support for work, rent incentives, and project governance and partnerships would operate. B 7 then sets out the potential costs of implementing and supporting a set of Jobs-Plus prototypes and the next steps in taking this forward.

As set out above, our proposed approach is to initially prototype Jobs-Plus in five sites before moving to a full trialling stage if the prototypes prove successful. We have proposed at least 20 Jobs-Plus sites and the same number of ‘control’ sites following an impact feasibility study conducted by Professor Richard Dorsett, University of Westminster. This work suggested that 20+20 sites should be sufficient to give us the power to detect earnings impacts from Jobs-Plus of above 10%.

The objectives for a UK Jobs-Plus service

¹⁰ See: https://www.hudexchange.info/resources/documents/EID_Training.pdf Earned Income Disregard covers 100% of income for social housing tenants moving into work and 50% of earning increases for the first 12 month

In developing these proposals, we have sought to develop a set of key objectives and then outcomes that any Jobs-Plus service should be measured against. We consider that the key objectives of Jobs-Plus should be **to increase the incomes of those living in targeted disadvantaged communities, while sustainably improving residents' resilience and capability to meet future challenges**. To do this, Jobs-Plus will achieve three primary outcomes:

1. **Improved earnings for residents** – driven both by more residents entering work, and those residents in work improving their pay.
2. **Improved household incomes** – which follows on from improved earnings, but focuses at a household level and includes income from benefits and other sources, and is the key measure in assessing whether people are in poverty.
3. **Improved wellbeing** – for which there are a range of potential measures that can include mental wellbeing, social capital and self-efficacy.¹¹

In addition to these primary outcomes, our work suggests four key intermediate outcome measures:

1. **Financial inclusion and capability** – with the rollout of Universal Credit, as well as growing issues around personal indebtedness and financial exclusion, the UK Jobs-Plus will need to focus in particular on addressing and improving residents' financial capability. This has been a feature of a number of recent social housing initiatives and Money Advice Service pilots, and has also been designed into later iterations of the US Jobs-Plus model.
2. **Improvements in health** – as noted above, those in social housing are disproportionately likely to have health conditions or impairments. So supporting residents to access the support needed to address their health needs is likely to be a key feature in also supporting residents to access employment and improve their incomes and wellbeing. Improving mental health and musculoskeletal health are likely to be particularly important, and there would also be value in measuring improvements in general health and in health management. L&W, working with the government's Work and Health Unit, has identified a range of suitable and well-established measures for these.¹²
3. **Improvements in essential skills**. Nine million adults lack basic literacy and numeracy skills, while 13 million lack digital skills. Again, those living in social housing are disproportionately likely to have low or no skills – with between 22 and 31% of residents in the three areas where we conducted in-depth study

¹¹ Including for example the Short Warwick-Edinburgh Mental Wellbeing Scale; ONS-4 wellbeing questions; the General Self-Efficacy scale.

¹² For example PHQ-9 and GAD-7 as measures of depression and anxiety respectively; MSK-HQ as a measure of musculoskeletal health; EQ-5D and SF-12 as measures of general health; and the Patient Activation Measure on health service usage

recorded as having no qualifications at all¹³. Improving essential skills for those without basic literacy and numeracy is strongly associated with a range of wider outcomes including employment and wellbeing, and is likely to be a key determinant of residents' ability to improve their incomes and resilience.

4. **Quality of employment.** Finally given the growth in insecure employment and persistent low pay, and the evidence that good quality work is protective of health, there is a strong case for measuring the quality and sustainability of employment as well as the level of earnings. Again there are a range of potential measures that can be used for this (including assessments of the type of contract, or of the workers' experience of employment).

¹³ Source: NOMIS Ward Profile data – 2011 Census

2. THE PLACE-BASED APPROACH

This section sets out a proposed approach to identifying sites for a Jobs-Plus prototype; how the nature and characteristics of support and needs may vary between different areas; and then what a 'place based' approach could look like in practice.

IDENTIFYING AND SELECTING SITES

A common challenge with delivering employment support is to ensure that this support is leading to genuinely additional impacts, by supporting people to achieve outcomes which for the most part they would not have achieved without support. Traditionally, programmes have achieved this by having specific eligibility requirements at an individual level – for example length of time out of work, age, health and/ or ethnicity. However the use of these criteria can both inhibit take-up (as there can be practical difficulties and stigma attached to applying them) and reduce the scope to build effective and local partnerships across services (as different organisations have different eligibility rules and thresholds).

A key strength of Jobs-Plus is that it bypasses all of these challenges by targeting specific neighbourhoods within which all residents are eligible (and encouraged) to take part. However, this means that it is critically important that the intervention is well-targeted at those areas with the most significant disadvantages, so as to capture the benefits of the place-based approach while also reducing the likelihood of supporting residents that would have improved their lives without Jobs-Plus.

We propose then the following criteria for site selection:

- Having between 300 and 1,000 households – based on the US experience and our consultations with landlords and partners, this scale would be enough to support an on-site, saturation model without losing its place-based focus
- At least half of households are likely to be social housing – to reflect the particular disadvantages that residents of social housing face
- At least half of households are likely to have no-one in work – so as to ensure that participation is likely to be targeted at those most in need of support

This has led to consortium partners identifying **77 potential sites** across the UK. More details on these locations are included in Annex A.

Provider	No. of estates
Clarion Housing Group	10
Coast and Country Housing	7
First Choice Homes Oldham	14
Great Places Housing Group	1
Hyde Group	17
Magenta Living	5
Notting Hill Genesis	3
Onward	2
Optivo	7
Tai Calon Community Housing	2
Vestia	1
West Kent	4
Your Housing Group	4
Total	77

There may also be scope to review and refine the selection criteria set out above. Our discussions identified three potential refinements:

- Reducing the employment threshold. It may be preferable to focus on a measure of local incomes or earnings rather than employment, given that headline worklessness has reduced but working poverty is at record levels. However, it is significantly harder to capture reliable data on earnings and incomes than on headline employment (either in survey and administrative datasets or in landlord-held records).
- Reducing the social housing threshold. In particular, the incidence of poverty in the private-rented sector has grown significantly in recent decades and so including other tenures could bring in communities that are equally disadvantaged but where for example ‘Right to Buy’ has led to a lower incidence of social housing.
- Increasing the size threshold. Several housing partners had larger estates, and felt that there would be scope and appetite to deliver Jobs-Plus at a larger scale.

THE NATURE AND CHARACTERISTICS OF SUPPORT NEEDS

At a community level, there are likely to be a range of support needs and existing support structures in place. Our analysis suggests that community needs vary on six parameters:

- **Geography.** The 77 sites identified from partners ranged from highly urbanised and geographically tight communities, to isolated rural areas. This has implications both for access to employment and the co-ordination of support.

Importantly, the neighbourhood-level focus of Jobs-Plus can draw out where rural challenges can exist within ostensibly urban areas – so our site of Partington for example is located within the Greater Manchester Combined Authority but is a rural community with a journey time of up to two hours to reach Jobcentre Plus.

- **Demographics.** Despite sharing many common characteristics, sites varied significantly in a range of demographics including family types and sizes, the level and nature of health conditions, ethnicity and skills levels. Partners also identified particular needs in some areas that were less pronounced in others – for example around childcare provision and English language skills.
- **Labour markets.** In many of the areas studied, the availability and quality of local employment opportunities were significant challenges. In other cases however, disadvantaged neighbourhoods were within more affluent or prosperous towns and cities, but communities were not well connected to these.
- **Housing type.** Partners identified relatively few traditional ‘housing estates’ with many neighbourhoods low-rise and/ or dispersed. This was actually the case in a number of US Jobs-Plus sites too, and meant that the ‘saturation’ model was delivered differently and with different demands on volunteers.
- **Boundaries.** Relatively few communities were readily separate from their surrounding areas. This could mean that there may be challenges in marketing services without attracting individuals from outside of the community catchment area, which again was an issue in some US projects. However, in some cases estates were identifiably separate from surrounding neighbourhoods.
- **Tenure mix.** There was significant variation between areas based on their tenure patterns and historic usage. All areas were by design predominantly social housing, but within this some areas had been affected by Right to Buy and now had extensively mixed rented tenures; others were mixed tenure by design (including shared ownership); and in some cases communities had historically been private housing but had become social over time. These mixes in turn affected the nature and level of engagement between landlords and tenants that were not in the social housing sector.

In our three in-depth study areas, we also found a range of different partners involved in delivering support, and often very different experiences of linking up with wider services – including health, Council services, Jobcentre Plus and local voluntary and community organisations.

In advance of any prototyping stage, more detailed co-design work will be required to identify specific needs and explore how services can work best together to meet these. Building on the experience in the US, this will need to include:

- Analysis of the tenant population in pilot locations – using national, local and housing provider data. This will provide a complete picture of what populations Jobs-Plus are attempting to engage and what barriers they are likely to face.
- Engaging those services that already exist in pilot locations – which will require further consultation and co-design with local landlords and partners.
- Securing buy-in from other key local partners and residents – including recruiting local services and beginning to engage the local community so that they can directly contribute to the development process.

A PLACE-BASED MODEL IN PRACTICE

Feedback from social landlords has been clear that place matters. It shapes the way that residents see themselves and the people around them, and also impacts on how they see others who may appear in their communities with the offer of support.

Interventions and services that succeed are those that become part of the community – with good examples given by partners of community centres that had been ‘adopted’ by local residents. However we also heard examples where ‘regeneration’ had been seen as something done ‘to’ communities and often without their participation or ownership. Other research has also found that in close-knit communities, these suspicions can make it harder to engage with residents¹⁴.

So local identity will be both a resource and a potential barrier for Jobs-Plus. While partners were confident that residents would come to and engage with a Jobs-Plus hub, in all cases concerns were raised that if the service was not seen to be tailored to and reflective of local needs then residents could quickly decide that Jobs-Plus was ‘not for them’. Our research has therefore identified four key principles for developing a place-based model:

1. **A permanent, accessible, well-staffed and useful community hub** – there needs to be a physical Jobs-Plus site; that is clearly part of the community; where there are permanently both staff and volunteers to provide support; and where that support is tailored to the needs of residents
2. **Truly local needs assessment** – so working at a community and neighbourhood level to understand differences in characteristics, support needs and available services
3. **Active outreach and engagement** – with the place-based Jobs-Plus team continually engaging with residents through events, services and community activities

¹⁴ Young Foundation (2012) *Adapting to change: the role of community resilience*; commissioned by Barrow Cadbury Trust

4. **Co-design with local residents** – recognising that residents need to see Jobs-Plus as part of their communities, and be active participants in its design, delivery, oversight and success

These principles were identified by social landlords and wider partners through the fieldwork for this project, and we found strong support for applying these four principles in practice. And in almost all cases, there were strong foundations to build on for co-design, engagement and on-site delivery.

3. THE SATURATION MODEL

The 'saturation model' is a core element of Jobs-Plus, and means that all services are available to all residents as long as they live in the targeted neighbourhood or estate. By making Jobs-Plus open to all residents, it simplifies the offer for residents and removes barriers to participation, particularly the stigma of being singled out as being 'in need'.

However in practice, delivering a saturation approach may look different in different places – and as was set out in Chapter 2, the communities identified for the pilot all vary in important respects. The US saturation model was based in particular on an on-site integrated centre; neighbourhood-based job coaching and support; and integrated housing, welfare and employment support. All of these will also be key elements of a UK model. This section sets out in more detail how this may work in practice in the UK, as well as exploring issues around resident engagement.

DELIVERING JOINED-UP SUPPORT

The Jobs-Plus saturation model is built on the integration of employment support with housing and benefits within a single centre. This service integration can include joint case management and information sharing, common training, and alignment of organisational rules and requirements. In the US, this meant for example that participation in Jobs-Plus counted towards meeting welfare conditionality requirements.

In addition to this integration, the saturation model also includes the alignment and co-ordination of other non-housing services that may not be fully integrated. This can include skills, childcare, health, substance misuse, domestic violence, immigration and other support – delivered on-site (co-located) or via referral to partners.

In the UK context, our engagement and research suggests that the Jobs-Plus model would need to include as a minimum:

- **A physical, onsite Jobs-Plus centre.** As noted in Chapter 2, this should be permanent, accessible, well-staffed and useful. Almost all our housing partners were able to identify a site that would be available to house such a centre and during our three in-depth study visits each landlord stated that they would have been willing to commit to providing staff.
- **Dedicated, specialist job coaching and employment support.** The Jobs-Plus model is built on intensive, 1:1 support with job preparation, job matching and job brokerage; and onward support to other services where needed. This will require additional investment to complement the core employment and welfare support available through JCP.

- **Integration of Jobcentre Plus and landlord support.** There are a number of precedents for co-location of Jobcentre Plus staff (i.e. staff working out of partners' premises) but fewer examples of genuine integration. The best current example is arguably the Troubled Families programme, where JCP advisers have been seconded into local authority teams – however these do not provide integrated JCP services. An alternative model could be that which was used in the MyGo project in Ipswich, where JCP staff deliver JCP services to benefit claimants as part of a joint team. This is likely to be challenging during Universal Credit rollout, but genuine integration should be the aspiration. A key follow-on decision would then be how conditionality requirements should fit with Jobs-Plus participation. As a minimum, time spent on Jobs-Plus should be eligible to be included in the UC journal.
- **Staff able to develop, train and support local volunteers and community supports.** This is likely to require new and specialist skills, but our research suggests that it will build on existing roles within a number of housing organisations. More detail on community support for work is in Chapter 4.
- **Identification and alignment of wider partners who could co-locate and deliver services onsite.** Key services identified in this project will likely include skills support, budgeting and financial literacy, health provision and Council social services. Many social landlords were already working to coordinate efforts with other local services so as to maximise local budgets and resources. Particular challenges were identified around engagement with health services however, which would require specific focus in developing future prototypes. There should be scope to build on work led by the Work and Health Unit in doing this.

Finally, more detailed co-design will also need to consider the scope for wider services to be engaged or new services commissioned to support delivery. In particular, as noted in Chapter 1, the increasing pace of devolution has opened up opportunities for Combined Authorities and other areas with Devolution Deals to use and flex their funding to target local needs. In particular this could include the use of devolved Adult Education Budget to commission targeted skills support. Looking further ahead, the new Shared Prosperity Fund could provide a significant opportunity to commission complementary support.

THE FIT WITH OTHER LOCAL PROVISION

A key part of our mapping work has been to try to identify other provision that can be aligned with Jobs-Plus, and any provision where there may be risks of duplication or complication. At a **national level**, fiscal pressures mean that there is now relatively limited provision that could be aligned with Jobs-Plus. Broadly, this comprises:

- **Work and Health Programme.** This is relatively small in scale – supporting around one quarter the numbers reached through the Work Programme – and

is targeted mainly at those with a long-term health condition and claiming Employment and Support Allowance in the Work Related Activity Group. Jobcentre Plus is responsible for referrals and there will be virtually no scope to refer in from other provision. The Work and Health Programme should be complementary to the offer available through Jobs-Plus, and reiterates the importance of co-locating Jobcentre Plus work coach support within Jobs-Plus sites.

- **Apprenticeships.** This is the government's flagship adult skills programme, with larger employers paying a levy which they can then draw down for the purchase of apprenticeships via an online account, and smaller employers able to access funded apprenticeships via registered providers. Many social landlords currently recruit apprentices and have built partnerships with employers within their supply chains. Jobs-Plus will be able to build on and align with this. However, there may also be limited scope to engage other apprenticeship providers, and levy-paying employers, within wider delivery networks.
- **Adult Education Budget.** This is the main source of funding for adult learning provision, and includes full funding of literacy, numeracy and digital support for those out of work and claiming certain benefits. Colleges and training providers receive funding allocations, and there will be opportunities to engage these organisations as referral and delivery partners for Jobs-Plus. As noted elsewhere, within the new Combined Authorities (and Greater London Authority), AEB funding and rules will be devolved from 2019 – this could provide still greater opportunities to develop more targeted, place-based and complementary support.
- **Troubled Families.** Funding and delivery of this is devolved to Councils, with provision typically delivered out of adult social services but incorporating family support and employment advice (usually via a seconded Jobcentre Plus adviser). The approach varies from Council to Council, but eligibility tends to be tightly defined – which may reduce the potential for integration. It will be necessary therefore to scope out the feasibility of co-locating support within specific sites identified for prototyping Jobs-Plus.

At a local level, our work identified a plethora of locally commissioned provision, often through the European Social Fund and often involving social landlords. This includes housing providers taking a leading role in delivering the £16 million 'Love London Working' programme, as well as various Big Lottery projects. While ESF funding will cease in 2020, the government has confirmed that existing contracts will be honoured until that point and that a new 'Shared Prosperity Fund' will be established to replace the ESF. At a local level then, a UK Jobs-Plus model could build on existing delivery networks and help to bring together provision and providers.

ENGAGING RESIDENTS

The approach taken to engaging residents in the US Jobs-Plus service comprised four broad elements. These are set out below with some discussion of how this could work in the UK.

1. Using housing data and staff insights to identify and then target residents who were likely to benefit from support. Our research suggested that this should be relatively straightforward in locations where all residents have the same landlord, but may be more challenging in areas where this is not the case.
2. Working through community outreach workers to market the service door-to-door, handing out leaflets, and engaging via existing or specifically organised events. This approach was well supported by all housing partners in our research, and almost all had previous experience of engaging residents in this sort of activity.
3. Targeted messaging at specific groups of residents, including taking a building-by-building approach and encouraging word-of-mouth referrals. Again, this was familiar to landlords engaged for this research, and in fact would be in keeping with how employment and skills interventions tend to be targeted currently.
4. Using the on-site centre to provide drop-in access for residents. All housing partners engaged in this research were able to identify potential locations for centres, and had previous experience of offering a drop-in service for housing and other support services.

We would anticipate therefore that all of the above elements would be part of a UK saturation model. In addition, our research identified three further issues:

- **Data and information sharing.** Landlords collect and have access to a range of personal data on their residents, although the nature and extent of this data varies. In addition a range of other partners (including DWP, Councils and the NHS) hold extensive personal data that could in theory be used for the targeting and tailoring of services, although data protection and privacy legislation (as well as the technical difficulties in sharing data) mean that in practice it is unlikely that it will be feasible to access this data for Jobs-Plus. It may therefore be necessary to place more emphasis on community insight and local partners – which in most instances social landlords had experience of doing.
- **Tailored communications.** Feedback from landlords and partners (as well as previous L&W research) has identified a range of motivators and potential barriers to engaging individuals in employment support. This could range from subjective barriers like negative experiences of work, demotivation or helplessness; to more objective barriers like language, childcare, skills or poor health. These differences can also reflect cultural or community differences.

Addressing this diversity will require careful design of communications and messaging, and closely involving local communities in co-designing and testing these.

- **Maintaining momentum.** A common criticism raised in our three in-depth study areas was that previous initiatives had often started with great fanfare, but that interest and focus had tailed off – often after initially low demand or take-up. It was felt that Jobs-Plus would work best if it built slowly, bringing residents with it, and over time increasing engagement with specific disadvantaged groups and sets of partners. It would also be important to ensure that governance and oversight was in place to maintain focus and energy throughout implementation (covered in Chapter 6).

MAINTAINING ENGAGEMENT

Building on the above points, evidence from the US suggested that there were challenges in maintaining engagement with residents, particularly those who were already in some form of work, and those with more complex needs (which often relied on working through specialist partners). It was also necessary to overcome issues around trust in housing and welfare authorities. We would anticipate similar challenges in the UK.

The US evidence, and discussions with landlords, point to two key design features that will need to be built in to mitigate these risks:

- **Local presence** – including ensuring that there is the potential for out-of-hours engagement, and that there is local knowledge of residents' and communities' needs. A local presence also allows for more informal opportunities for communities and Jobs-Plus partners to interact and build trusted relationships, including outside of the direct delivery of support.
- **User-centred approach** – including, for example, accompanying service users to appointments or meetings and advocating on their behalf. Much of this 'extra' work in the US model related to the ongoing barriers that individuals were likely to face in accessing work.

4. COMMUNITY SUPPORT FOR WORK

Community support for work has been a key feature of Jobs-Plus in the US, and all of those engaged in the development work in the UK have identified it as a critical element of any prototype here.

DEFINING COMMUNITY SUPPORT FOR WORK

In practice, community support comprises three linked elements:

1. **Improving internal networks for residents** – so ‘spreading the word’ on the support available and opportunities, which is integrally linked to the saturation approach described above
2. **Mutual aid to support work** – for example peer support with job preparation, sharing learning with peers, or helping each other to address barriers like childcare or transport
3. **Connections to external networks** – including charitable support, churches or businesses

The US model involved residents in knocking doors and drumming up interest in Jobs-Plus. Being a local face helped to improve trust and to ensure that residents saw the service in a different way. Local participation also brings local knowledge and access to resources, skills and capabilities that already exist in local areas.

The most successful approach in the US has been to use a small group of residents as a network of “community coaches” who worked to promote Jobs-Plus. Some sites also paid coaches for their work. Their work included promoting job openings and the opportunity to get employment help from Jobs-Plus, as well as talking about specific vacancies, incentives, education and training opportunities, and wider support and services that were available. These coaches were trained and supervised, and a key challenge was in getting the balance right between stimulating community-led support while also providing more specialist and professional support to volunteer networks.

IMPLEMENTING COMMUNITY SUPPORT IN A UK MODEL

In the UK model, we would propose that each integrated team would include a **community support co-ordinator**, who would develop, train and provide ongoing support to volunteers. Ideally, they would themselves be a resident – or at the very least have similar backgrounds and experiences to local residents.

Most partners engaged for this research had existing experience of using residents to champion and promote services. For example in Waterlees, a major Community Led Local Development programme (covering the whole of Wisbech) has included a number of community advisory panels run by and for local residents, so that they

could directly input into and influence local development decisions. Almost all landlords consulted felt that this would be a good way of improving engagement and felt confident that they could deliver this for Jobs-Plus.

We would expect therefore that community support would comprise the three areas listed above, be tailored in its design to the local needs within pilot sites (including the needs of different communities) and be led by the residents themselves.

Building on good practices

This approach would also need to build on a range of examples – particularly in employment and health services – that have sought to develop and support volunteers to deliver services to disadvantaged groups.

Most notably, there has been significant growth in the use of **social prescribing** within health services. While there is some variation in how social prescribing works in practice, it is usually volunteer-led and seeks to provide outreach support and onward referral for those in contact with health services but with wider barriers and needs (for example around social isolation, unemployment or low skills). So for example the ‘community navigator’ model developed by Toynbee Hall has involved the training and supervision of over 200 volunteer navigators who provide community support to residents in Tower Hamlets. And in East Sussex, the ESF-funded ‘Let’s Get Working’ programme has used social prescribing to align employment support with GP and secondary health services.

Volunteering and peer support has also been piloted recently by the Work and Health Unit and Jobcentre Plus through their ‘Jobs-II’ trials. These have sought to test the effectiveness of a US model of employment support that uses facilitated peer group networks to support those out of work and with mental health conditions. The results of this in the US have been impressive, and evaluation evidence from the UK is forthcoming.

It will be important to learn from and build on these approaches, and where possible to tailor the local implementation of community support to reflect the opportunities to align with existing social prescribing activities and opportunities.

5. RENT INCENTIVES

As noted in Chapter 1, rent subsidies were paid in the US model to those who secured employment through the service. These were an integral feature of the Jobs-Plus model and were intended to address penalties in the US system where rent levels rise as income increases (with around 30 cents in every dollar of earnings being lost through higher rents). The evaluations of Jobs-Plus suggested that rent incentives played an important part in the effectiveness of the service. Notably, in those areas that did not implement rent incentives there was no overall impact on residents' employment and earnings.

In the UK, there is a long history of using subsidies and incentives to encourage work and/ or to smooth the transition into employment. For example the **Return to Work Credit** and **In Work Credit** paid £50 per week for up to 26 weeks for Income Support and Incapacity Benefit claimants that entered employment; while the **New Deal Employment Option** and the **Job Grant** paid up to £1,200 and £500 respectively to long-term Jobseeker's Allowance claimants entering work. However, all of these schemes were ended in 2011 and none were fully evaluated – so there is no clear evidence on their effectiveness.

The above incentives were ended in 2011 as the expectation was that Universal Credit would begin to roll out shortly thereafter and would help to smooth the financial transition to work as well as improving incentives generally. UC was initially conceived to do this through a substantial 'work allowance' below which any earnings would not affect the value of a claim, and then a smooth taper on subsequent earnings.

However, significant cuts to work allowances have eroded the financial returns from work – with many claimants likely to face weaker work incentives than under the current system, and those with housing costs continuing to face very significant withdrawal rates as their earnings increase (of at least 63 pence in the pound, and often higher for those also paying National Insurance and/ or Income Tax). In our view then, there remains a strong case for at least testing whether well-designed financial incentives could lead to improved employment and earnings outcomes for Jobs-Plus residents.

HOW COULD INCENTIVES WORK IN THE UK?

It is important to note that the UK system for subsidising rents is substantively different to that in the US. In the US, the level of rent charged to low-income residents in public housing is subsidised, and this subsidy is gradually removed as incomes increase – so rent levels rise. In the UK, the incomes of low-income residents of social housing are subsidised through the benefits system, and this subsidy is generally removed as incomes increase – so benefit income reduces but rent levels stay the same. This subsidy is income-based and relative to the social

rent of the property, with adjustments for savings levels and family type. It is paid either through:

- Housing Benefit (HB) administered by Councils – paid direct to the landlord, and where the subsidy is reduced by 85p for every £1 of earnings; or through
- The housing element (HE) of Universal Credit administered by DWP – usually paid direct to the tenant and at least five weeks in arrears, where the subsidy is reduced by 63p for every £1 of earnings above the work allowance.

Universal Credit will have completed its rollout to all new claimants (and existing claimants whose circumstances materially change) by 2019. However, Housing Benefit will continue to be paid to existing claimants whose circumstances have not materially changed for up to a further five years.

There are three feasible options for piloting a rent incentive in Jobs-Plus:

1. Reducing rent as earnings increase

A time-limited reduction in rents for those entering/ sustaining employment would have some administrative challenges, and would have varied impacts for residents due to the interaction between benefit income and earnings.

So, where a move into work would lead to **HB/ HE being exhausted**, the effect of this would be to directly reduce their outgoings pound-for-pound – so a strong incentive to earn or to earn more. However, where the move into work **does not exhaust HB/ housing element** then the effect of a rent reduction would be to reduce the amount being assessed for benefit withdrawal, so the reduction would effectively be shared between the household and central government. This is likely to be particularly the case for those working shorter hours, with larger families, and/ or in higher rent areas.

Reducing rents would mean that the costs of the subsidy would fall on social landlords, and this would therefore need to be reimbursed through project funding. It would also need timely and accurate data on earnings and incomes to be made available to landlords, and processes for adjusting rents to reflect this. Those consulted had mixed views on the viability of doing this.

2. A direct financial 'credit' or 'grant' to residents entering employment

This would be administratively simple, but would require changes to how benefit rules are applied in order for it to have the intended impact.

Under the current benefit rules, any such grant payment would likely be treated as 'unearned income' and be withdrawn from any remaining benefit entitlement pound-for-pound – so entirely cancelling out the increased income for the individual. There are precedents where such grant payments have been ignored for benefit calculation – including the examples of previous financial incentives listed above – however

these have required DWP to make specific allowances for this to happen. It is perfectly feasible to make the same allowances in this case, but would require further engagement with DWP in the design phase to explore the practicalities and appetite.

If this barrier could be overcome, then this option would be strongly preferable to other options – as the impact would be felt entirely by the individual as it would be disregarded for calculating entitlement to benefits. As with option 1, the costs of this subsidy would need to be funded as part of Jobs-Plus.

3. Explore other options for increasing income or reducing outgoings

The final option would be to explore whether other incentives – including non-financial incentives – could be used more innovatively to replicate the impact of a financial subsidy without incurring the complexity or direct cost of options 1 and 2. Four leading options have been raised by those engaged for this research:

- **Contributing to household savings** – savings of up to £16,000 are disregarded in Universal Credit, and the very large majority of those benefiting from Jobs-Plus are likely to have savings below this level. Payment into a savings account would have the added benefit of supporting financial inclusion of residents, by encouraging and supporting them to set up and use appropriate financial products. The savings themselves could then also support future expenses in the same way that benefits or earned income would, or to meet specific costs like outstanding debt.
- **Offering relief on rent arrears** – these are an increasing challenge among workless residents, and feedback suggests that arrears may themselves act as a barrier to work (due to fears that they will be pursued if income increases). While offering debt relief would have cost for landlords, this would be less than offering a straight rent reduction – and the offer of debt relief could be a powerful behavioural incentive.
- **Offering flexible rents** – with residents able to take rent holidays or spread rent payments over different time periods. The Centre for Responsible Credit has successfully piloted a ‘flexible rents’ scheme with social housing providers, working with the Money Advice Service, and is exploring options to scale these further. In these pilots, tenants could agree parameters with their landlords so that they can plan for known future costs without having to resort to short term high cost credit options.
- **Offering access to goods and services** – with examples given in this research of free computer equipment, vouchers and other incentives. This option in particular resonated with a lot of providers and practitioners. Providers felt there was a need for incentives to reflect local or personal needs – for example for some areas it was clear that incentives around

transport would be welcomed; while in another area practitioners felt that work could be done to improve childcare provision. One housing provider was particularly keen to support incentives focusing on digital access – feeling that this type of incentive could benefit the tenants and in the long run help them to move to a more digital offering for their customers, thus saving costs in the long run.

Each of these options will need to be explored further in any future prototyping and detailed co-design work.

6. GOVERNANCE AND PARTNERSHIPS

The Jobs-Plus model in the US had clearly defined governance arrangements, comprising:

- A small group of key local stakeholders forming a core governance board – including housing providers, employment and welfare authorities, and residents themselves
- A ‘first among equals’ approach, but with housing providers taking the leading role to make sure decisions can be made in the event of disagreement
- A wider range of relevant local partners supporting decision-making through a ‘reference group’ that fed into the main board
- Community representation at all levels of governance

Extensive detailed guidance has been produced for housing providers on how to implement Jobs-Plus, including on governance arrangements.¹⁵ Recent evaluation of the ‘Universal Support delivered locally’ trials¹⁶ also points to the critical importance of effective governance in delivering local partnership approaches in the UK. Many of the landlords and partners engaged for this project considered that there would be inevitable challenges in ensuring that joint working and partnership working was effective, particularly when it included smaller organisations with limited resources, and there was widespread support for building on the governance arrangements developed for the US model.

We would therefore propose **a core governance group of around six partners** including the lead landlord, DWP/ Jobcentre Plus, the local Council, community representation and up to two further stakeholders determined by local need (for example this could include skills, employer, health or wider VCS representation).

There are a number of precedents that can be built on for this work, in particular:

- As noted, **Universal Support** – which trialled integrated (Council/ JCP) delivery of welfare support in eleven trial areas, with social landlords playing a leading role in many of these.
- **City Deals and Devolution Deals** – with notable good practices on joint governance, service integration and partnership working in Greater Manchester (the Working Well programme), Suffolk (the MyGo programme) Central London (Working Capital), and a number of Combined Authorities including the West Midlands, Liverpool City Region and Tees Valley.

¹⁵ See: http://www.mdrc.org/sites/default/files/helping_public_housing_residents_fr.pdf

¹⁶ Bennett, L., Cameron, C., Colechin, J., McCallum, A., Murphy, H., Patel, A. and Wilson, T. (2016) *Evaluation of the Universal Support delivered locally trials*, Department for Work and Pensions

- **Community Budgets** – although fewer in number, there are again good examples of locally integrated and place-based approaches – most notably in West London, where Brent Council have piloted an integrated (and estate based) Council, housing and JCP team.

These examples suggest that as well as getting the governance right, effective partnerships also depend on strong political leadership and will, the right culture (geared towards finding solutions and working together) and effective processes for joint working at an operational level – including how objectives are set, information is shared and teams are managed.

Social landlords have also pointed to the importance of getting the ground rules right at the start. Early work to align objectives and establish ways of working can help to avoid problems of competing priorities further down the line. Partners gave examples of initiatives that had brought together partners well in advance of delivery, to work through organisational differences and align objectives, targets and then ways of working. This preparatory work needs to ensure that individual organisational priorities and funding can be aligned with the common effort around Jobs-Plus.

7. COSTS, FUNDING AND NEXT STEPS

This chapter sets out indicative costs for implementing Jobs-Plus in the UK, followed by a discussion of funding options. The costs have been estimated using a programme costings model developed by L&W. Inputs for the model have been developed through consultation with social landlords as part of this project, a review of the US model, and analysis of the costs of UK programmes.

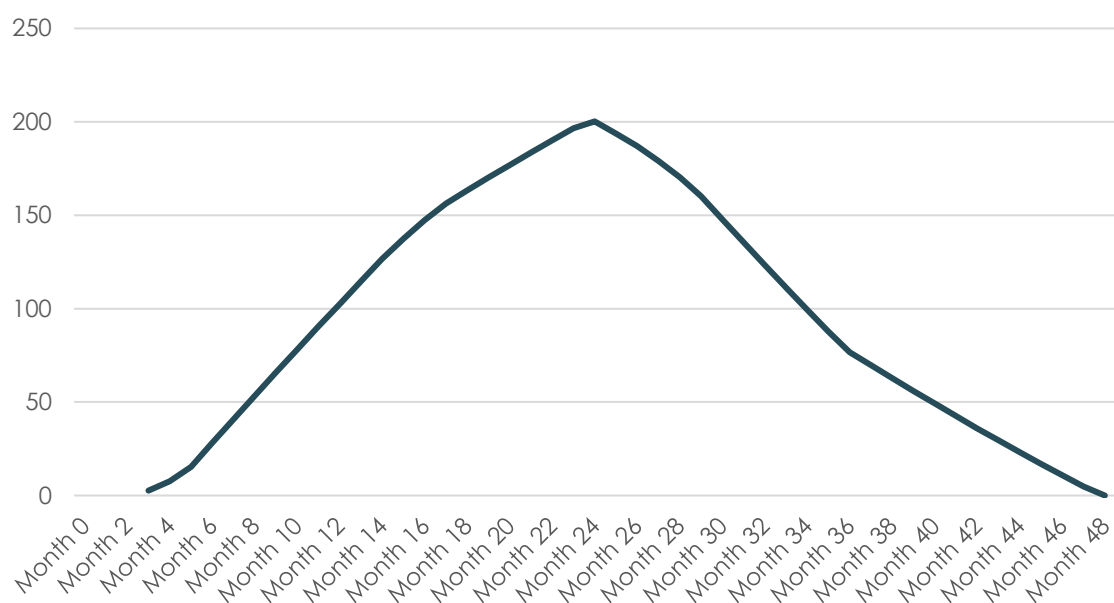
MODELLING THE COST OF A JOBS-PLUS SITE

The Jobs-Plus funding model that we have developed enables us to estimate direct and indirect staff costs, accommodation costs and additional discretionary support. The key assumptions used in the model are summarised at Annex C. Based on these plausible assumptions, we estimate that the cost of delivering Jobs-Plus for four years in a single site would cost approximately £530,000. These results are set out below.

	Yr1	Yr2	Yr3	Yr4	Total
Total	£65,188	£219,988	£164,748	£83,292	£533,216
Of which:					
Staffing	£41,489	£170,042	£143,959	£35,554	£391,044
Support costs	£6,534	£35,691	£6,534	£35,691	£84,451
Premises	£17,165	£14,255	£14,255	£12,047	£57,721
<i>Proportion of costs</i>	<i>12%</i>	<i>41%</i>	<i>31%</i>	<i>16%</i>	<i>100%</i>

In this model, we estimate that around 255 residents in each site would receive intensive support to secure work and/ or progress (equivalent to a 'unit cost' of £2,084 per resident receiving this support) and at least 75 residents would secure employment through Jobs-Plus support. Figure 7.1 below sets out the modelled profile of those receiving support, which would peak in the second year.

Figure 7.1 – profile of Jobs-Plus residents receiving caseloaded support



Over the four years, this leads to a staffing profile as follows – so a maximum of 5.6 employed staff per site at the end of Year 2.

Staffing profile	Yr1	Yr2	Yr3	Yr4
Job coach/ adviser	0.6	2.5	2.2	0.5
Partnership/ employer adviser	0.3	1.3	1.1	0.3
Supervisor	0.2	1.0	0.8	0.2
Administrator	0.2	0.8	0.7	0.2
Total	1.4	5.6	4.7	1.1

This four-year model reflects our best estimate of the per-site costs of implementing Jobs-Plus in the full ‘trailing’ phase following prototyping (see Chapter 1). For the initial ‘prototyping’ phase, we have suggested a shorter implementation period of two years. Modelling the per-site costs for this leads to estimates of **£217,526**. These costs are broadly half the amount for four-year implementation.

COSTING THE ‘PROTOTYPE’ AND ‘TRIALLING’ PHASES

As set out in Chapter 1, we propose:

- **An initial prototyping stage**, involving more detailed and local design work and operational testing of a UK Jobs-Plus model in up to five sites across Great Britain, running for two years in each site; and
- **A formal trialling stage** if the above prototyping shows promise, which would involve rolling out Jobs-Plus in at least twenty neighbourhoods, with a similar number of ‘control’ neighbourhoods, and running for four years in each site.

Estimated costings for these are taken in turn below.

The prototyping stage

Overall we estimate total costs of approximately **£1.45 million** for the prototyping stage, broken down as follows:

- £75,000 for detailed co-design work in each prototype site, to develop and finalise the model, its oversight and delivery partnerships
- £1.09 million to deliver the Jobs-Plus prototypes in five sites, at a cost of £217,500 per site
- £100,000 for technical assistance to prototyping sites
- £150,000 for formative and summative evaluation of the implementation of the prototypes
- £40,000 for subsequent scoping of a full trialling phase

The trialling stage

We estimate total costs of approximately **£11.71 million** for the full trialling stage, broken down as follows:

- £300,000 for detailed co-design work in each trial site, to develop and finalise the model, its oversight and delivery partnerships
- £10.66 million to deliver the Jobs-Plus formal trial in twenty sites, at a cost of £533,200 per site
- £300,000 for technical assistance to trial sites
- £450,000 for formative and summative evaluation of the implementation of the trials, including impact assessment

FUNDING THE JOBS-PLUS PROTOTYPES

Many of the social landlords who have supported the development work so far are willing in principle to meet a proportion of the costs of running a Jobs-Plus prototype in their communities. For example:

- Where landlords are able to meet the costs of premises for the Jobs-Plus hub, this would reduce per-site costs by just over £30,000 in the prototype phase – or £152,000 if the costs are met in all five prototype sites;
- Meeting the costs of just one work coach/ adviser over the two years would reduce costs per site by £56,000, or £280,000 if costs are met in all five sites.

We anticipate that there will be a remaining requirement of around £1 million to fund the prototyping stage, once cash and in-kind contributions from partner landlords are taken account of. We are therefore seeking organisations who would be interested in becoming partners to help take this forward. This could involve:

- Being a funding partner for the overall project;
- Funding the development and implementation of the prototype in a specific area – for example a devolved nation, city region or local council;
- Funding a specific element of the implementation – i.e. the co-design work, prototype delivery, technical assistance or evaluation; or
- Partnering to deliver one or more of the above elements, through a contribution in kind.

NEXT STEPS

We believe that Jobs-Plus presents an unparalleled opportunity to test and develop a genuinely innovative, community-led and evidence-based approach to addressing disadvantage, poverty and exclusion in our most deprived neighbourhoods. This is a model that has been shown to work in the United States, and this initial scoping and research in the UK has shown that there is great appetite among social landlords and local partners to test this here.

Give us a Chance and Learning and Work Institute are keen now to work with other interested and like-minded partners to take this work forward and to prototype Jobs-Plus. If you are interested in being involved, please email Rob Denny, Head of Research at Learning and Work Institute: Rob.Denny@learningandwork.org.uk

ANNEX A – SITE LIST

The following table lists those sites identified by landlord partners as being most viable for a Jobs-Plus pilot. The data on households was provided by housing providers in 2017. Some figures have been estimated. A number of locations have been detailed as one site but would likely need to be split out because of size or physical geography. These have been highlighted in *italics*.

H/ASL	Community name	Local Authority	Working age households	No. socially rented
Clarion Housing Group	Sutton Hall, NE34 7QD	South Tyneside	718	492
Clarion Housing Group	South Shields Community Hub, NE33 5HP	South Tyneside	762	278
Clarion Housing Group	Kyffin View, NE34 7QG	South Tyneside	718	492
Clarion Housing Group	The Cabin -The Old Post Office, NE33 5LL	South Tyneside	762	278
Clarion Housing Group	Sutton Park Community Centre, LS15 0ES	Leeds	680	390
Clarion Housing Group	The Pavillion, LS14 6AH	Leeds	637	231
Clarion Housing Group	Marfleet Community Centre, HU9 4PX	Kingston upon Hull, City of	609	455
Clarion Housing Group	William Sutton Sports Centre, HU9 4RN	Kingston upon Hull, City of	655	515
Clarion Housing Group	Sutton Community Centre, BD4 8NB	Bradford	702	509
Clarion Housing Group	Waterlees, Wisbeach	Fenland	1200	900
Coast and Country Housing	Redcar and Cleveland	Dormanstown	481	716
Coast and Country Housing	Redcar and Cleveland	Grangetown	937	1136
Coast and Country Housing	Redcar and Cleveland	Guisborough	459	725
Coast and Country Housing	Redcar and Cleveland	Kirkleatham	765	1170
Coast and Country Housing	Redcar and Cleveland	Loftus	400	607
Coast and Country Housing	Redcar and Cleveland	Skelton	347	539
Coast and Country Housing	Redcar and Cleveland	South bank	606	842
First Choice Homes Oldham	Nh Alt And Roundthorn Plan Area	Oldham	430	430
First Choice Homes Oldham	Nh Coldhurst Plan Area	Oldham	815	815
First Choice Homes Oldham	Nh Derker Plan Area	Oldham	1287	1287

HA/SL	Community name	Local Authority	Working age households	No. socially rented
First Choice Homes Oldham	Nh Failsworth Plan Area	Oldham	537	537
First Choice Homes Oldham	Nh Hathershaw And Bardsley Plan Area	Oldham	463	463
First Choice Homes Oldham	Nh Holts Village Plan Area	Oldham	587	587
First Choice Homes Oldham	Nh North Chadderton Plan Area	Oldham	372	372
First Choice Homes Oldham	Nh Oldham Edge Plan Area	Oldham	630	630
First Choice Homes Oldham	Nh Royton Plan Area	Oldham	548	548
First Choice Homes Oldham	Nh Saddleworth Village Plan	Oldham	311	311
First Choice Homes Oldham	Nh Shaw And Crompton Plan Area	Oldham	605	605
First Choice Homes Oldham	Nh Sholver Plan Area	Oldham	458	458
First Choice Homes Oldham	Nh South Chadderton Plan Area	Oldham	494	494
First Choice Homes Oldham	Nh Werneth Plan Area	Oldham	577	577
Great Places Housing Group	Wybourne Estate	Sheffield	1246	1246
Hyde Group	London	Bromley	994	994
Hyde Group	London	Brent	1364	1364
Hyde Group	London	Croydon	1257	1257
Hyde Group	London	Lambeth	2295	2295
Hyde Group	London	Lewisham	2274	2274
Hyde Group	London	Southwark	1344	1344
Hyde Group	Kent	Maidstone	481	481
Hyde Group	Sussex	Arun	873	424
Hyde Group	Sussex	Crawley	1212	305
Hyde Group	Sussex	Mid Sussex	1278	442
Hyde Group	Hampshire	Fareham	582	308
Hyde Group	Hampshire	Gosport	407	367
Hyde Group	Hampshire	Southampton	1021	997
Hyde Group	Minster	Peterborough	710	674
Hyde Group	Minster	Northampton	158	156
Hyde Group	Sussex	Brighton and Hove	789	740
Hyde Group	Kent	Medway Towns	518	315
<i>Magenta Living</i>	<i>Upton bypass Area (3 potential pilot areas)</i>	<i>Wirral</i>	<i>4446</i>	<i>1349</i>
<i>Magenta Living</i>	<i>Gilbrook Basin area (2 potential pilot areas)</i>	<i>Wirral</i>	<i>3571</i>	<i>1000</i>
Notting Hill Genesis	Grahame Park	Barnet	1700	810

HA/SL	Community name	Local Authority	Working age households	No. socially rented
Notting Hill Genesis	Woodberry Down	Hackney	2500	1200
Notting Hill Genesis	Harrow Road	Westminster North	1000	400
Onward	Hattersley	Tameside	1517	1216
Onward	Fern Gore	Hyndburn	529	293
Optivo	Hollington	Hastings	1066	1048
Optivo	Ore Valley	Hastings	952	942
Optivo	Kemsley	Swale	241	229
Optivo	Milton Regis	Swale	375	370
Optivo	Murston	Swale	321	314
Optivo	West Sheerness	Swale	792	766
Optivo	Lansdowne Green	Lambeth	494	439
Tai Calon Community Housing	Llanhilleth	Blaenau Gwent	200	200
Tai Calon Community Housing	Rassau	Blaenau Gwent	391	391
Vestia	Hurcott Road & Sion Hill	Wyre Forest District Council	397	365
West Kent	East Central Swanley	Sevenoaks District Council	519	380
West Kent	West Central Swanley	Sevenoaks District Council	447	265
West Kent	Library House and nearest streets, Ramsgate	Thanet District Council	503	389
West Kent	Evolution Estate and nearest streets, Ashford	Ashford Borough Council	558	363
<i>Your Housing Group</i>	<i>South Workington (2 potential pilot areas)</i>	<i>Allerdale Borough Council</i>	<i>2600</i>	<i>1204</i>
<i>Your Housing Group</i>	<i>Partington (2 potential pilot areas)</i>	<i>Trafford Council</i>	<i>3500</i>	<i>1391</i>

ANNEX B – ASSUMPTIONS USED IN MODELLING JOBS-PLUS COSTS

The key assumptions used in the L&W Jobs-Plus costs model are as follows:

- An average estate size of 870 households. This is the mean average of the 77 sites identified through project partners.
- An average of 1,430 adults per estate – this is a ratio of 1.64 adults per household, which is the average number of adults per household based on analysis of Census data for these target groups.
- 64% of adults will be in work and 36% out of work – again based on analysis of Census data for areas with high worklessness; note that these are conservative assumptions that may need to be refined further.
- That receipt of DWP out of work benefits will be in line with trends for social housing – with 62% claiming ESA; 24% claiming JSA and 15% claiming IS.
- A four year implementation period, which would be consistent with the full trialling phase described in Chapter 1.
- Overall, 32% of those out of work and 10% of those in-work will receive intensive support from an employment adviser over the four years.
- The profile of engagement by those engaging intensively will build over time, with a distribution in line with L&W analysis of similar previous provision.
- Employment coaches will have a caseload of 64, which is consistent with spending 70% of time on 1:1 support and providing on average 90 minutes of direct support per participant per month (with the balance of time would be spent on outreach and administration).
- For each employment coach, there will be 0.5 members of staff providing partnership and employer engagement, and for every four coaches there would be one supervisor.
- Total estate costs over four years will be £55,630 per contract, which is based on reasonable assumptions on square meterage, fit-out, dilapidations, rates, equipment and so on.
- There would be discretionary funding available of £300 per out-of-work participant to pay for additional training and support (such as childcare), and this will be taken up by one in four participants.

- 30% of those receiving intensive support will enter employment, with 20% sustaining employment (26 weeks of employment). This is based on L&W analysis of outcomes of similar ESF-funded programmes.
- Of those in work, 30% will progress their earnings by more than 10%. This is based on L&W analysis of progression for low income workers in the longitudinal Labour Force Survey.
- An incentive of up to £1,500 will be paid to those participants that find and sustain employment.