

# Evaluation of Enhanced Housing Options Programme

**Scoping Report**

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This report has been written as part of the evaluation of the Enhanced Housing Options Trailblazers Programme, which is being undertaken for the Department of Communities and Local Government (CLG) by a team from the Universities of Cambridge and Birmingham, and Shared Intelligence. The views and proposals presented in this report are those of the authors and do not necessarily represent those of CLG.

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# I EXECUTIVE SUMMARY

## Introduction

1. In response to the Hills review<sup>1</sup> on the future role of social housing in England, CLG produced a document '*Expanding Choice, Addressing Need*' in March 2008, which sets out the department's vision for Enhanced Housing Options Services.<sup>2</sup>
2. The Enhanced Housing Options Trailblazers (EHO) programmes (run by CLG with support from DWP) aims to develop innovative approaches to delivering housing options/advice services. They offer housing advice to people with low and medium housing need as well as those with acute need, and link housing and wider advice about a range of issues such as training and employment, financial management, and access to benefits.
3. The four key objectives for enhanced housing options services are:
  - Meeting housing need with a wider range of solutions;
  - Using stock more effectively;
  - Tackling worklessness;
  - Improving customer service.
4. There are three programmes (First Phase/Extra, Second Phase/Standard and the most recent, Kickstart), funded for approximately two years, during which time they are being evaluated to examine the implementation, operation and development of the proposed service enhancements. The evaluation will also assess the success of the programme in achieving a range of outcomes, test the efficacy of the various approaches being adopted and produce a good practice toolkit.
5. The current economic recession makes it more likely that people's housing problems will be associated with unemployment and other problems. Since the EHO initiative is being implemented in much less favourable conditions, this evaluation will be able to contribute important information in this respect.
6. This Scoping Report, based on field work carried out in May and June 2009 covers the first phase of the evaluation including:
  - Analysis of existing policy and wider literature
  - Interviews with key national stakeholders
  - Scoping interviews with ten Trailblazers to establish focus and priorities, outcomes, indicators and progress to date
  - Data overview and development of evaluation framework

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<sup>1</sup> <http://sticerd.lse.ac.uk/dps/case/cr/CASereport34.pdf>

<sup>2</sup> <http://www.communities.gov.uk/publications/housing/expandingchoice>

## Stakeholders' views and expectations

7. Discussion with key stakeholders show some low awareness but that the programme is of interest to Government Departments, strategic housing and local government organisations, and national charities. There were different emphases because of different interests but the four most important aspects of the programme were seen to be:
  - Sustaining housing options through improving income and employment opportunities;
  - Tackling worklessness through using housing services as a trusted point of access for advice on employment and skills;
  - Providing intensive, holistic and personalised services for vulnerable and socially excluded people; and
  - Demonstrating the enabling, co-ordinating role of local authorities.
8. Potential risks and barriers identified by stakeholders included: insufficient resources and staff capacity for the likely level of demand for the enhanced services, particularly during a recession and given the complex needs of vulnerable clients; links with the Job Centre Plus 'brand' putting some individuals off; and difficulties in getting real 'buy in' from all relevant partner agencies to deliver services and ensure mainstream funding after two years.
9. Stakeholders suggested a range of ways of mitigating risks and overcoming these barriers. The evaluation will use these findings to develop research questions about meeting objectives and overcoming potential barriers in order to capture and understand good practice and key success factors.

## Scoping study of the Trailblazers

10. The scoping study – carried out in May/June 2009 - demonstrated the huge variety between Trailblazers, in terms of local context and services provided.
11. At the time of the research, some Trailblazers were further advanced than others. Those who were already quite well advanced in delivering a holistic housing options service appeared to be able to get started with their 'Extra' funding quite quickly, although there was variation in all three types of trailblazers and several had not yet started providing services<sup>3</sup>.
12. In most cases local authorities were already trying to provide a range of housing options and advice to people with low and medium housing need as well as those with acute need. In some cases, this makes it difficult to identify exactly what the enhancement entails, although others are very clear about the additional services made possible by the Trailblazer funding and are focusing on a specific element such as a client group (e.g. young people, Gypsies and Travellers) or an issue (e.g. homelessness, worklessness) or both.

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<sup>3</sup> This was at the time of the scoping research in May/June 09 and so gives an overview of progress at that time .

13. Trailblazer services are accessed in many different ways, affecting who are counted as 'clients'. In some areas, clients use a single gateway. Others use a combination of signposting and outreach work which rely on referrals.
14. Trailblazers are also using the funding for the programme in very different ways. For example, one is using the trailblazer funding to pay for just 15 percent of its three EHO strands while another is covering all its EHO costs.
15. This variety, which can be expected across all 42 trailblazers, has implications for the evaluation. Specifically, it highlights the limitations of comparison between Trailblazers. Progress can be better assessed against their own targets, national/regional comparators and value for money with a focus on learning and sharing good practice.
16. Establishing a baseline and a set of common indicators will also be important to address the wide variation of outcomes, indicators and targets. At the time of the scoping study, some of the sample still had vague outcomes (e.g. increase numbers in employment) indicators or targets. Some Trailblazers are collecting client referral and tracking data on an ongoing basis; others are concentrating on using spreadsheets to record outputs and outcomes at regular intervals; others are still discussing their approach to monitoring, including at forthcoming quarterly review meetings.
17. The next phase of the evaluation will use the scoping study's findings to:
  - design a web-based survey of all the Trailblazers collecting information on the local context, priorities and target client groups, services provided, and models of delivery and governance;
  - propose a common set of indicators to establish a baseline and measure progress against the four key objectives of the Trailblazer programmes;
  - agree criteria for the selection of 15 case studies; and
  - design research tools for case study research and customer tracking
18. Formative evaluation and the dissemination of good practice is therefore a priority as well as ensuring that there is a clear baseline on which to base the overall evaluation of success and value for money.

# 1. INTRODUCTION

- 1.1. The Enhanced Housing Options Trailblazers (EHO) programmes are being run by CLG with support from the Department of Work and Pensions (DWP). The programmes aim to develop innovative approaches to delivering Housing Options/advice services. By offering housing advice to people with low and medium housing need as well as those with acute need, and also by linking housing advice to wider advice about a range of issues such as training and employment, financial management, and access to benefits, a number of objectives may be achieved:
- Meeting housing need with a wider range of solutions;
  - Using stock more effectively;
  - Tackling worklessness;
  - Improving customer service.
- 1.2. There are three types of Trailblazers as detailed below: the Extra Programme (12 local authorities, five with a Job Centre Plus package), the Standard Programme (20 Trailblazers including local authorities and partnerships) and ten 'Kick start' projects. All 42 Trailblazers are listed in Appendix A.
- 1.3. The programmes are being funded for approximately two years, during which time they are being evaluated to examine the implementation, operation and development of the proposed service enhancements. The evaluation will also assess the success of the programme in achieving a range of outcomes and test the efficacy of the various approaches being adopted. The evaluation findings will be used to produce a toolkit of good practice guidance for the wider dissemination of the enhanced Housing Options model.

## **Policy context**

- 1.4. A full literature and policy review has been undertaken and is published separately. This section sets out the policy context within which the Trailblazers are operating.

### ***The EHO Trailblazer programmes***

- 1.5. In March 2008 Communities and Local Government published 'Expanding Choice, Addressing Need: Addressing Housing Need through the Enhanced Housing Options Approach'<sup>4</sup>. This set out the government's vision for the future of Housing Options services. It announced plans to launch a pilot programme of local authorities to enhance the Housing Options services they provided, to "take their services to the next level".
- 1.6. The key objective of these programmes is to help transform housing services to be more holistic, outward facing, client-centred and capable of helping a

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<sup>4</sup> <http://www.communities.gov.uk/publications/housing/expandingchoice>

broader range of clients to avoid acute need and access sustainable housing suitable for their specific needs and circumstances. At the centre of this approach is the principle of early intervention and provision of advice and services that address the root causes of housing need by working in partnership with supporting services - such as providers of employment and benefits advice (CLG 2008a). By encouraging local authority housing services to form partnerships and collaborative networks with other local service providers, the 'Enhanced Housing Options' (EHO) approach also aims to help local authorities to reach their Local Area Agreement targets.

- 1.7. The EHO programmes are being run by CLG with support from the DWP. All Trailblazers will be involved in the development of a tool-kit of useful information and ideas, which is to be distributed to local authorities to help them develop and expand their Enhanced Housing Options in the future.
- 1.8. There are three different types of Trailblazer, with differing start dates and levels of additional funding. Full lists of Trailblazers in each group are shown in Appendix A:

## **1. The Enhanced Housing Options EXTRA programme**

- 1.9. The Extra Programme was aimed at local authorities wishing to enhance their existing Housing Options service and consists of 12 Trailblazers, five of which also receive a Job Centre Plus package from DWP. These Extra Trailblazers:
  - are recognised to already have a strong track record on homelessness prevention, and be on track to have Choice Based Lettings (CBL) in place by 2010.
  - become part of the "integrated employment and housing advice pilot"
  - are expected to develop services to specific groups of socially excluded adults
  - become a mentor to other local authorities within the Standard Trailblazer programme, and more broadly to share ideas and information with others.
  - receive a grant of up to £350,000 over three years

## **2. The Standard Enhanced Housing Options Programme**

- 1.10. This Trailblazer programme was intended for local authorities interested in developing Enhanced Housing Options services. The 20 Standard Trailblazers:
  - benefit from mentoring and support from Trailblazers on the Extra programme
  - share ideas and information with other Trailblazers.
  - receive a grant of up to £260,000 over two years.



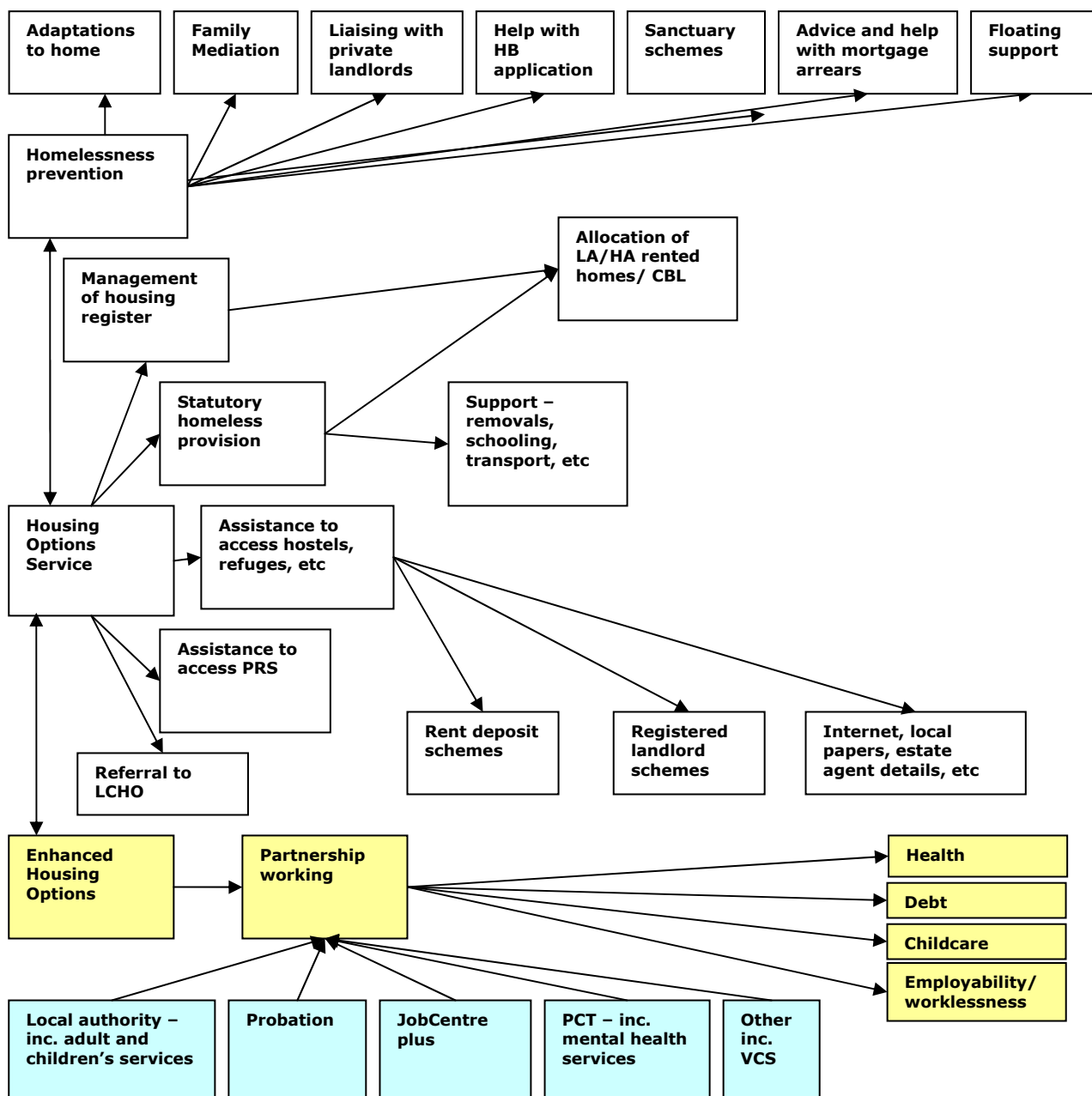
### 3. Kickstart Trailblazers

- 1.11. These ten Trailblazers will receive a small amount of funding to 'kick start' enhanced services in their area, equivalent to the salary and on-costs of a project manager (although they do not have to use the funding in this way).

#### Objectives

- 1.12. The objectives and intentions of the Trailblazer programmes – and how they are to be achieved - can be conceived of, schematically, as in Figure 1 below.

**FIGURE 1: TRAILBLAZER OBJECTIVES AND INTENTIONS**



- 1.13. Local authorities have long had a duty to provide “advice and assistance” to the great majority who approach them with housing difficulties, with a more extensive duty to secure accommodation only for those certain groups considered to be in priority need.<sup>5</sup> There has also been increasing recognition of the need to do more for those unlikely to be able to access social rented housing, including looking at private rented options and low cost home ownership (CLG, 2008a; CIH, 2008; Hills, 2007).
- 1.14. As Figure 1 shows, the Trailblazer programmes support innovative and holistic approaches to customer service in housing advice and support, and test new approaches. Most of the Trailblazer programmes are integrating and enhancing existing services, rather than only providing distinct additions, and in particular are building upon the existing work around Housing Options and homelessness prevention that has been on-going in the last few years.

### *Developing housing advice*

- 1.15. The Housing Options approach developed in recent years has sought to ensure that the advice and assistance provides comprehensive housing advice and support to everyone in any level of housing need. This focuses first, where possible, on homelessness prevention, establishing whether the client’s current accommodation can be secured, improved or adapted in some way. If this is not appropriate, the emphasis is then on enabling the client to consider the full range of housing options, including the private rented sector. This is intended to improve choice and empower clients, whilst at the same time allowing better use to be made of the social rented stock, which in many areas is insufficient to provide a lasting housing solution to all households in need.
- 1.16. Housing Options has also encompassed an increasing focus on complementary or ‘joined up’ service delivery.

### *Developing homelessness prevention services*

- 1.17. Alongside developing housing advice services, there has also been a substantial focus on homelessness prevention over the past few years. New developments include sanctuary schemes for those at risk of domestic violence, mediation services, and a greater focus on helping those with rent or (increasingly) mortgage arrears.

### *PSA 16 target client groups*

- 1.18. One of the principles of the Trailblazers is to develop services that are inclusive to those who are most vulnerable or socially excluded (CLG 2008a)
- 1.19. The vulnerable groups commonly referred to in this context include the PSA 16 groups (socially excluded adults), DWP client groups (people receiving out

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<sup>5</sup> Households containing children a pregnant person or other vulnerable adult are considered to be in priority need.

of work benefits or income related benefits, lone parents, BME groups), young people, older people, and homeless people.

- 1.20. PSA 16 focuses on four at-risk client groups, which are:
  1. care leavers
  2. adult offenders under probation supervision
  3. adults in contact with secondary mental health services
  4. adults with moderate to severe learning disabilities
- 1.21. A total of eight indicators underpinning the PSA are used to measure progress for each at-risk group towards increasing the proportions in settled accommodation and in employment, education or training.

## **Policy Responses to Changing Economic Circumstances**

### ***Changing Economic Circumstances***

- 1.22. During the period in which the Trailblazers were being developed, the national economy has moved further into recession. Over the past 18 months the UK has experienced considerable turbulence in the housing and financial markets. This has had a number of related consequences on falls in house prices, private rents (although rental returns continue to rise because of more rapid house price falls), the numbers of transactions and the number of mortgages issued (Burgess et al, 2009)
- 1.23. First time buyers, especially those purchasing shared ownership property, find it hard to obtain mortgages without large deposits and mortgage arrears have increased considerably, with particular concentrations among Buy to Let investors. The construction of new dwellings has fallen dramatically while waiting lists for social rented housing have risen while the numbers of available new lets continue to fall.
- 1.24. There are now slight signs that the credit market conditions have eased since the height of the crisis in the autumn and winter of 2008/9, although both employment levels and the housing market are historically slow to recover even if the recession has reached bottom (Gillespie and Owen, 1981; Blackburn K, 1991; Green et al, 1994).
- 1.25. The big difference from earlier downturns however is that for many existing mortgagors mortgage payments have fallen dramatically, making it easier for households to maintain payments in the face of falling incomes (Monk and Whitehead, 2009).

## ***Possible Implications for Trailblazers***

- 1.26. A recent Expert Panel report was recently commissioned by CLG (Monk and Whitehead, 2009) to look at the impact of the economic downturn on renters. This report has raised a number of issues of concern to Trailblazers including:
- Growth in the numbers of people seeking rented housing and lengthening housing registers and a result of repossessions, evictions, restrictions on lending and unemployment.
  - Growth in the numbers facing homelessness, reversing the downwards trend of statutory homeless figures in recent years<sup>6</sup>.
  - Rising unemployment and declining earning of those in both social and private rented housing. This, coupled with lending restrictions could reduce relets from social housing and increase pressure on the sector.
  - Differences between areas, with urban areas with car manufacturing, house building or financial sectors particularly affected.
  - Younger people most affected by the rising unemployment.
  - Increasing potential to extend the social housing stock by purchasing homes built originally for private sale or shared ownership, if difficulties with design standards can be overcome.
- 1.27. Overall the recession is likely to place additional challenges on Trailblazers, particularly in relation to objectives related to worklessness. Some targets may now become impossible to achieve; others will require new thinking.

## ***Policy responses: Additional Support for homeowners***

- 1.28. Within homelessness prevention, there has been an increasing focus over the past year on helping homeowners facing repossession. The Government has introduced a framework of protections and help for households at risk of repossession. It has also introduced or enhanced targeted schemes to support households in different circumstances:
- 1.29. In addition to these measures, the government has also committed to working with lenders to improve best practice and change the law as soon as possible to give better protections and a decent notice period to tenants whose landlords are repossessed.

## **Outline of the evaluation**

### ***Aims of the evaluation***

- 1.30. There are five overarching aims of this evaluation:
- a. To assemble robust evidence on the process issues associated with setting up enhancements to existing services, as proposed by the Trailblazers;

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<sup>6</sup> CLG live tables 621-638

- b. To measure the success of the programmes in achieving core objectives (meeting housing need with a wider range of solutions; using stock more effectively; tackling worklessness; and improving customer service);
- c. To track the immediate and longer term outcomes for the different client groups who approach the service;
- d. To explore the costs of running the service and the additional net cost savings and other benefits that the service can generate;
- e. To identify lessons learnt, leading to the development of a good practice toolkit as part of a series of measures to enable the Housing Options approach and to encourage the development of enhanced Housing Options services by other local authorities.

1.31. The evaluation is being undertaken by a team from Cambridge University, Birmingham University and Shared Intelligence and is being carried out in six phases as follows:

***Phase One: Scoping and development***  
*(April – June 09)*

1.32. This first phase is designed to contextualise the EHO programme and to understand the Trailblazers' plans and priorities, find out about the current and potential engagement of key stakeholders and explore their perspectives, and develop the evaluation framework and research tools. The methods used to do this include:

- Analysis of existing policy and wider literature
- Analysis of bids and action plans
- Interviews with key national stakeholders
- Scoping interviews with ten Trailblazers to establish focus and priorities, targets/outcomes, indicators and progress to date
- Data overview and development of evaluation framework

1.33. This Scoping Report represents the output at the end of this phase.

***Phase Two: Implementation and emerging issues***  
*(June - Nov 2009)*

1.34. This phase will focus on collecting and developing data including:

- collection of existing national level data
- a web-based survey of all the Trailblazers, collecting information on the local context, priorities and target client groups, services provided, and models of delivery and governance.
- initial data audit involving analysis of policy documents and administrative, monitoring and outcome data they are collecting.
- selection of 15 in depth case study local authorities to include:

- five Extra Trailblazers with JCP (Bournemouth, Blackpool, Calderdale, Camden and Nottingham)
- two Extra Trailblazers without JCP
- five Standard Trailblazers, to include one partnership
- two Kickstart Trailblazers, to include one partnership.

1.35. Targets and outcomes in the case study trailblazers will then be mapped out. Eight case studies will be selected for qualitative tracking of customers as described below.

### ***Phase Three: Case studies and clients*** *(Nov 2009 – March 2010)*

1.36. This part of the work will explore the views and experiences of the client groups for whom the Trailblazers were designed. We plan to interview 640 people across the eight Trailblazers over a 12 month period and use the findings to construct 'client journeys'. These will record contact with the Trailblazer and the services used as well as outcomes and other relevant 'life events' (e.g. finding a job, moving house etc).

1.37. Following the initial interview, follow-up interviews are planned at two, six and 12 months to identify and measure each client's:

- current and changing housing and employment situation
- indicators on other issues that may impact on ability to gain or sustain a tenancy or employment (e.g. childcare, debt management, health and any other major life changes)
- contact with the Housing options service, and other agencies, what services were offered and accessed, and the impact of this contact
- overall views of the benefits derived from using the Housing Options service.

1.38. Alongside the customer tracking, baseline data on core outcomes will be collected for all Trailblazers, with further work to map out the additional specific targets and outcomes set by the 15 case study local authorities.

1.39. A report will be produced at the end of this phase

### ***Phases Four & Five: Research and analysis*** *(Mar 2010 –Mar 2011)*

1.40. The tracking of clients which commenced in phase three will continue. We will also run focus groups with other residents (including non/potential customers) in the case study areas to find out about experiences of and views about the Housing Options services.

1.41. These data, together with administrative data held by the Trailblazers and nationally available data on outcomes will be analysed to address the aims of

- 1.42. This phase will include an Interim Report and a Final Report.

***Phase Six: Development of Good Practice Toolkit***  
*(March – July 2011)*

- 1.43. Following the final report, the evaluation findings will be used to produce a Good Practice Toolkit to enable other authorities to learn from the Trailblazer approach.
- 1.44. This will build on the commitment to ongoing dissemination and learning throughout the evaluation through a variety of media including an interactive website, learning events and policy seminars.

## 2. STAKEHOLDERS' VIEWS AND EXPECTATIONS

- 2.1. The four key aims of the EHO Trailblazer programme have been clearly articulated by CLG and DWP as the programme's sponsors. However, given that the programme is pursuing an holistic, partnership approach to offer advice around a range of issues (including employment, health, money advice etc) to a wider audience (and specifically including vulnerable and socially excluded groups), we were keen to understand a range of key national stakeholders' perspectives on the programme and the way it contributes to different policy objectives and organisational priorities.
- 2.2. The evaluation will use these stakeholders' views about the aims, risks and solutions to these to inform key research questions on, for example, Trailblazer service design, partner involvement, attitudes of potential customers etc. These will be used to design the web-based survey, case study work and customer tracking interviews.

### **Stakeholder interviews**

- 2.3. As part of the evaluation's scoping phase, we carried out 12 face to face and telephone interviews, and focus groups with 18 stakeholders from ten different organisations including Government Departments, strategic public bodies (such as the LGA and HCA) and national charities. A list of stakeholder organisations who were interviewed is shown in Appendix B.
- 2.4. We asked stakeholders about four areas of the EHO programme:
- their knowledge of and contact with the programme and how they understood its aims
  - how the programme could assist their organisation's priorities
  - the likely risks and barriers to the programme, and how these could be mitigated
  - how they might use the findings from the evaluation and how they would like to be kept informed of these.

### ***Knowledge of, contact with and aims of the programme***

- 2.5. Those stakeholders from CLG, Government Offices (GOs) and DWP who had been involved in establishing EHO programme and selecting the Trailblazers had, not surprisingly, a good knowledge of the programme. Most of the other stakeholders, including others from DWP, from other Government Departments and strategic organisations, and from national charities had had little contact with the programme and were often unsure of its aims and scope.
- 2.6. Some of these stakeholders (e.g. from the Cabinet Office, LGA, London Councils) would have liked to have been more involved with the development of the programme through being consulted on its aims and design, as well as how the Trailblazers were expected to work with partners.



2.7. By the time of the interviews, and sometimes through the interviews, the stakeholders had enough information about the programme to comment on its aims.

2.8. When asked about their understanding of the programme's aims, stakeholders focused on the enhancement of Housing Options through the provision of advice and/or services around tackling worklessness. To a lesser extent this was seen as coupled with the aim of providing access to debt counselling and money advice, and linking with health services:

*"It is a recognition of the fact that people who present with housing issues are likely to have other issues such as debt problems, health problems, face poverty etc so that housing is one issue but not all"*  
(Housing organisation)

*"Practically linking worklessness and housing, especially for people who 'are not touched by the mainstream' and testing out different ways of doing this"*  
(Local government organisation)

2.9. Some stakeholders explicitly mentioned the PSA 16 groups, or vulnerable groups more generally, as being a key focus of the initiative.

*"[EHO] should definitely add value to services for people with complex needs who get passed between different services...it links to policy of designing services around need"*  
(Government official)

### ***Links to stakeholders' priorities***

2.10. Despite not necessarily knowing much about the EHO Trailblazer programme, most stakeholders were very interested in it and felt that it could take forward some of their organisation's priorities.

2.11. The stakeholders that supported local authorities (e.g. LGA, London Councils, GOs) saw the Trailblazers as recognising councils' roles in tackling worklessness and their ability to 'join-up services' locally to improve services to customers and communities. Some of these also saw Trailblazers as testing out and pushing forward the Housing Reform agenda:

*"Improving people's perceptions of local authorities through positive signposting role"*  
(Local government organisation)

*"It's about using 'home' as a foundation to broader living"*  
(Government official)

2.12. DWP and Job Centre Plus (JCP) officials saw the main aim as providing another route into accessing employability and skills support at a time when unemployment is growing and JCP staff are stretched.

2.13. In contrast, stakeholders with responsibilities for housing policy and/or services emphasised the likelihood of housing solutions being more

- 2.14. The aim of focusing on vulnerable groups (and the higher likelihood of these groups having a number of different interrelated problems) was highlighted by those stakeholders who had some responsibility for services and outcomes for vulnerable people or disadvantaged groups (e.g. Social Exclusion Task Force, Shelter). These saw a key aim of the programme as providing both a more holistic service and a more personalised service with one-to-one intensive support mentioned several times.

*"Trailblazers will work with people over a longer period of time and working their journey though with them rather than doing it in one hit"*  
(Housing organisation)

*"Providing holistic support, including through intensive hand holding"*  
(Local government organisation)

- 2.15. Generally it was felt that the EHO programme could add value to previous Housing Options work (e.g. the Nottingham Gateway) and/or initiatives that were already in operation (e.g. DWP City Strategies Pathfinder). A number of interviewees felt it was important that CLG and the Trailblazers were aware of these and those being planned (e.g. the Department of Business Innovation and Skills (BIS) 'Advancement Prototypes) to avoid duplication and confusion.

### ***Potential risks and barriers***

- 2.16. While stakeholders were supportive of the idea of the EHO Trailblazers, they were also aware of the risks to effective delivery.
- 2.17. Potential risks and barriers that were mentioned included insufficient resources and staff capacity for the likely level of demand for the enhanced services, particularly during a recession and given the complex needs of vulnerable clients.

*"It is a very top down Government approach and in some areas the local authorities, landlords and JCP will not be 'geared up enough to doing this [in practice]"*  
(Local government organisation)

*"Risks? - the likely caseload – potential challenges for time, capacity and resourcing if demand increases as the service offer expands, particularly in the current recession and the increasing number of repossessions"*  
(Government official)

- 2.18. There were also concerns about Trailblazers' staff having the diagnostic skills to identify the needs of an individual and enough knowledge about a range of services and agencies to provide more than a basic signposting service, which was thought unlikely to be sufficient to deliver a personalised, integrated service. This was seen as a particular risk in relation to some of the PSA16 and other vulnerable groups

*"There could be difficulties if staff found some customers' behaviour challenging, which might make it difficult for people leading chaotic lives and with complex problems to access the [EHO] services"*  
(Government official)

2.19. A second group of potential risks that were identified were in relation to whether the EHO services would engage potential users. These included perceived risks about JCP 'branding' through a *Job Link* point or other JCP materials on show. This was connected to the dual role of the agency; JCP not only helps people back into work but is also responsible for checking benefit entitlement. Some individuals associate JCP with bureaucracy and might have found them unhelpful previously.

2.20. Several stakeholders thought that potential customers might also feel the enhanced service was intrusive and be concerned about whether it was voluntary or whether, as a result of accessing the service, some form of sanctions would be applied such as entitlement to social housing being dependent on job seeking or getting a job.

2.21. A third type of risk that was raised by a number of stakeholders was around difficulties in securing enough 'buy in' from partner agencies and difficulties in getting real 'buy in' from all relevant partner agencies, both to provide the necessary level of integration between services and also so the programme has the potential of mainstream funding after two years.

*"[A risk could be] lack of genuine sign up and capacity by partners such as Job Centre Plus who are under pressure dealing with an increase in redundancies"*  
(Government official)

2.22. It was generally felt that all relevant agencies and services should be included in local provision. While it was assumed that links would be made with JCP, stakeholders stressed the importance of also linking with local employability and skills projects, including those run by the Third Sector. Several stakeholders also highlighted the need to link to other organisations such as Children's Trusts, as childcare is often a major barrier for (lone) parents seeking employment, and agencies concerned with safety and security to address issues of fuel poverty, home safety and fire safety, which often need to be 'sorted out' before engaging, often vulnerable, people in housing and employment decisions.

2.23. Some stakeholders felt that the enhanced services would be offered at the expense of the quality of the 'core' housing service.

*"It is important to make sure that housing needs are not overtaken by the work side of things – it should not drive employment at the expense of housing needs, housing needs need to be dealt with first"*  
(Housing organisation)

*"Social housing landlords shouldn't be detracted from core priorities through having to deal with insufficient quality of Government worklessness provision"*  
(Local government organisation)

- 2.24. Stakeholders also warned against only treating this as a 'special initiative' and stressed the need to ensure that the Trailblazers linked to mainstream services and their Local Area Agreements.

### ***Overcoming barriers***

- 2.25. While stakeholders were aware of the potential risks and barriers to delivering Trailblazers' aims and objectives, they were also able to make constructive suggestions for mitigating these to maximise the likelihood of success. Suggested ways of mitigating risks and overcoming these barriers included: staff training and awareness raising so they could provide more than a basic signposting services; pursuing co-location as 'the ideal' (although subject to resources and the 'branding issues' raised above); providing attractive, accessible publicity to encourage a range of users; ensuring senior management support from the different agencies involved and linking the service to LSP partnership working and LAA outcomes
- 2.26. Appropriate, ongoing training and support for Trailblazer staff was seen as essential to enable them to provide the 'one stop shop', holistic and personalised approach that they thought was required.
- 2.27. Stakeholders also felt that thought should be given to Trailblazer service design and location issues in each locality. Generally co-location or having staff from other agencies at set times at the Trailblazer's office, rather than 'just signposting', was seen as preferable to avoid customers 'getting lost' between agencies.
- 2.28. However, some stakeholders thought that signposting would be more realistic, given the limited resources available, than trying to develop staff with generic skills. This could avoid raising expectation that could not be fulfilled.
- 2.29. If the service does rely on signposting, stakeholders tended to agree that this should be in the form of referrals to named individuals and should be followed up.
- 2.30. Whatever the local service design, stakeholders felt it would be important to publicise the Trailblazer service in an attractive way to encourage users and make the offer very clear.

*"Making clear to individuals/users that additional services are optional and stress benefits of these through attractive leaflets that show EHO as helping people 'find their way round the system'"*  
(Government official)

- 2.31. Turning to ways of ensuring real partner involvement, the importance of local authorities involving key partners as early as possible was raised several times.

*"Housing Associations need to be consulted as part of the process rather than expecting them to deliver after developing the programme"*  
(Housing organisation)

*"Making joint working happen in practice ...especially with Mental Health Trusts and Offender Management Services"*

(Government official)

- 2.32. Stakeholders stressed how important it was to get management support from the various agencies that need to be involved.

*"...working through senior management and existing partnership arrangements such as CAB and the PCT, and cooperation with the LAA"*

(Government official)

- 2.33. It was also suggested that raising the level of local partnership support would also help draw in more resources and help with the potential capacity risks, and Government should actively encourage this.

*"Allow more flexibility – including drawing in mainstream provision and resources – [Trailblazers] should be part of the LAA/local framework"*

(Local government organisation)

*"Developing information sharing protocols – agreeing what can and can't be shared on a case load basis – could also help partnership working around Trailblazers"*

(Government official)

- 2.34. Lastly, several Government officials highlighted the importance of robust and regular performance management to ensure the Trailblazers were 'on track' with their plans together with the provision of support for review and development.

*"Regular review and robust risk management plans by partnership and support from central departments/GO as required"*

(Government official)

### ***Learning from the evaluation***

- 2.35. All stakeholders thought it was important to evaluate the EHO Trailblazers as pilots and learn from these to encourage and inform similar approaches to addressing housing needs and tackling worklessness.

*"We want to keep in touch with and learn from the evaluation – we're very keen to learn about how much support is necessary [for vulnerable people with multiple problems]"*

(Local government organisation)

*"I would like to know if the Trailblazers have changed their focus in the context of the economic climate – have they amended their bid?"*

(Housing organisation)

- 2.36. Some stakeholders were also keen to learn from the evaluation for their own support and advocacy roles and to inform discussions with Government on effective approaches to housing needs, worklessness and vulnerable people.

- 2.37. At the time of the interviews in May to June 2009 most stakeholders had not seen anything on the CLG web site about the EHO Trailblazer programme.

*" I'd like to see newsletter on the EHO programme for GO staff and others covering 'good practice, problems and solutions' – it should have pieces on and include links to the evaluation"*  
(Government official)

- 2.38. Stakeholders also thought it was very important that the Trailblazers had an opportunity to share learning and exchange good practice, and liked the idea of the CAMTOOLS<sup>7</sup> interactive site.
- 2.39. Most were happy to help support Trailblazers, as part of their organisation's role in housing and/or local governance and service delivery. For Government officials, these offers of support included arranging and/or attending regional network events. Other organisations, such as London Councils, were keen on including presentations on emerging findings from the evaluation at their management meetings, conferences and other events.
- 2.40. It was also suggested that the learning from the programme should be brought together with other evaluations to help address important questions such as 'what best helps people get into work?' and 'what is the role of a lead professional in holistic services<sup>8</sup>?'
- 2.41. There was also some interest in participating in a 'stakeholder seminar' to explore the learning about these issues from both the Trailblazer evaluation and other relevant Government research.

## **Implications for the evaluation**

- 2.42. The evaluation will use these stakeholder views about the aims, risks and solution these to inform key research questions on, for example, Trailblazer service design, partner involvement, attitudes of potential customers etc. These will be used to design the web-based survey, case study work and customer tracking interviews.
- 2.43. The responses about knowledge of the EHO programme and interest in the evaluation will be used to inform the evaluation's dissemination work and the design of the good practice guide.

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<sup>7</sup> This is an interactive part of the Cambridge website that is only for Trailblazers.

<sup>8</sup> This is the subject of current research by the Social Exclusion Task Force, due to be published in autumn 2009.

### 3. SCOPING STUDY OF THE TRAILBLAZERS

#### Scoping interviews – key messages

- 3.1. Ten interviews were undertaken with staff a range of Trailblazer authorities in May and June 2009, five of which were face-to-face and five by telephone. Key messages, and their implications for the evaluation, relate to that period and are presented below. A list of the ten Trailblazers is in Appendix C.

#### *Progress and current state of play*

- 3.2. Some Trailblazers are further advanced than others. This is to be expected, given the way they were selected for the different schemes. The May to June 2009 fieldwork period was soon after standard TBs were given funding so we would not expect them to be very advanced.
- 3.3. It would appear (from only 10 examples) that those who were already quite well advanced in terms of delivering a holistic Housing Options service have been able to get started with their additional funding quite quickly. For example, *Norwich Extra*, which is targeting single homeless people, has already received 50 referrals from hostels and from the Housing Options service; has assessed 26 of these, put six through training, four into private sector housing and work placements, and a further two en route to housing and work placements – all in two months.
- 3.4. Others that are well under way include *Nottingham Extra JCP*, which has already started because EHO is already in place and their Trailblazer is seen as enhancing existing services to add employment and training options across the board rather than targeting particular groups as such. (However, DWP had problems setting up a terminal in the Gateway offices to enable access to their jobs database<sup>9</sup>).
- 3.5. *Bournemouth Extra JCP* has appointed two dedicated officers who started in April and have already seen 70 people. The focus is on joblessness (targeting existing council tenants and hard to reach groups). They are also still waiting for the JCP job links terminal in the Housing Options offices.
- 3.6. *Blackpool Extra JCP* is quite advanced because Housing Options were already in place and this Trailblazer has focused on raising awareness of local authority and Third Sector staff, coordinating existing provision, and initiating cross referral procedures. Thirty unemployed people, referred by staff elsewhere in the Housing Options service, have been enrolled on a skills/training programme. (The JCP computer is in place although they are awaiting technical help in making it work).
- 3.7. Other Trailblazers from the scoping sample have started but are not as far advanced. These include *Calderdale Extra JCP* where staff have moved to new premises in Halifax offering a one-stop shop called 'Doorways' and a

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<sup>9</sup> Apparently, at the time of writing, there was a similar situation in all five Extra JCP Trailblazers



project manager is in post. The Foyer Initiative for 16-25 year olds has been introduced (with funding also from Supporting People and the Temporary Accommodation Team) and the social enterprise scheme has been implemented. Other services have been somewhat delayed but are being planned.

- 3.8. *Solihull (Standard)* has appointed three new full time staff but as they only came into post during May and June the timetable has had to be slightly revised. The three officers are seen as enhancing and extending existing services and are responsible, respectively, for money advice; for expanding the CBL which is called Solihull Home Options (CBL) and employment skills and training.
- 3.9. *Camden Extra JCP* is planning to enhance additional services and have staff in place providing housing and employment advice to existing council tenants mainly to enable the existing stock to be better used (e.g. overcrowding, under-occupying, workless adult children living at home).
- 3.10. *Sevenoaks (Kickstart)* is due to start in the next month and is recruiting an additional officer who will be trained in employment services as well as Housing Options, and will spend a day a week at each of four locations plus time at the Gypsy and Traveller site.
- 3.11. The two partnership Trailblazers in the scoping sample, *South West London* and *Greater Haven Gateway*, have staff in place but the actual service will not be ready for launching until the autumn. The nature of these Trailblazers mean that setting them up will take time. South West London has put the project out to tender and appointed Golden Lane Housing to run the scheme, while Greater Haven have appointed a project manager and have commissioned Abritas to provide the CBL IT system which they are currently developing and hope to pilot in July.

### ***Services to be provided and how they will be delivered***

- 3.12. The interviews confirmed that in most cases local authorities were already trying to provide a range of housing options and advice to people with low and medium housing need as well as those with acute need. Several were operating a 'one stop shop' prior to making their bid, and some were already linking housing advice to wider advice about benefits, financial management and training and employment.
- 3.13. In some cases, this makes it difficult to identify exactly what the enhancement entails and hence how to measure the outcome. For example, Blackpool is using the funding to train all front line staff including third sector providers so that they will all know exactly what is available across the district, in terms of housing options and also about benefits advice, financial management and employment and training. So although the final outcome should be better services for their 'end clients', this may not be evident for some time.
- 3.14. Others are very clear about the enhancement made by the Trailblazer funding and are focusing on a specific element such as a client group or an



- 3.15. The priorities of the Trailblazers are very varied. Some, such as Nottingham, Calderdale Bournemouth and Sevenoaks, have a very strong focus on employment. Either within that or across both housing and employment, Trailblazers are targeting specific groups (e.g. young people in Bournemouth, long term unemployed and those on incapacity benefit in Nottingham).
- 3.16. There is also a wide range of ways in which the Trailblazer services are accessed which has implications for who are counted as 'clients'. In some areas, such as Nottingham, clients use a single gateway, through Housing Aid. Others such as Bournemouth, Solihull and Sevenoaks use a combination of signposting options and undertaking outreach work e.g. with existing council tenants, Gypsies and Travellers and other hard-to-reach groups.
- 3.17. Some Trailblazers such as Norwich and the London Learning Disabilities Partnership can only be accessed through referrals, whereas Camden uses a combination of referrals and intensive outreach work. At Greater Haven Gateway, clients will be able to access the scheme via the web. Blackpool's approach is to work through training local authority and third sector front line staff so that they are aware of all provision available across the city and how to access it, so in time this will lead to improved customer services and service delivery across the city.

### ***Funding***

- 3.18. Trailblazers are using the funding for the programme in very different ways. For example, Camden is using the Trailblazer funding to pay for just 15 percent of one of its three streams of EHO services. At the other extreme, Solihull are devoting all the resources they received through the EHO to the Trailblazer initiative.

### ***Variation across the Trailblazer authorities***

- 3.19. The scoping study has demonstrated the huge variety between the ten Trailblazers. The extent to which this aspect applies to all 42 Trailblazers will be covered in more detail in the next phase of work. The urban/rural divide is one aspect, with a need for outreach to address access problems in rural areas compared with the ability to harness much greater resources and deliver them efficiently in large urban areas. Population and employment characteristics of the area, socio-economic characteristics etc. also differ markedly. The presence of a prison can also make an impact in terms of ex-offenders in housing (and employment) need.

- 3.20. In terms of scale and focus, as well as integration with existing housing options schemes, there are extremes across the scoping authorities. For example, Camden has 160 staff members dealing with just one aspect of Housing Options (which is only 15% funded through the Trailblazers scheme), while Calderdale has a target of getting 20 private landlords into their CBL scheme each year from July 2010.
- 3.21. This variety, which can be expected across all 42 Trailblazers, highlights the fact that the evaluation cannot realistically compare Trailblazers with each other in terms of performance<sup>10</sup> on the full range of indicators, but only assess their progress against their own targets and in terms of value for money. Thus, the need to establish a baseline for each Trailblazer is vital and urgent.
- 3.22. It also means that Trailblazers should not be concerned about the evaluation making comparisons, as the focus should be much more about sharing good practice. Indeed Trailblazers can benefit from the data collection and perhaps interest in learning from this can be harnessed to provide additional motivation to participate in the evaluation.

## **Review of Trailblazer action plans**

- 3.23. We carried out a review of all Trailblazers' action plans as part of the Scoping Phase of the evaluation. This commentary provides a brief overview of issues emerging from the review and mapping of Trailblazers' targets and outcomes measurement. A summary table of the mapping is shown in Appendix D.

### ***Focus of the action plans***

- 3.24. Several of the action plans focus on the processes rather than outcomes (not surprisingly given the name, i.e. being *action* plans), and list their targets in a broader way, such as 'to improve IAG services available for PSA16 groups, or reduce youth homelessness). We therefore created a list of broader aims/targets to map the trailblazers' objectives against to get an idea of which trailblazers have which objectives, as summarised in Appendix D.
- 3.25. This list could eventually be expanded to specify which type of outcomes monitoring (if any) each trailblazer has in place for each detailed objective (whenever this information is available in the action plan). The obvious problem, however, is that many action plans give little detail about their outcomes monitoring and this information would not be consistent across the trailblazers, except for NIs.
- 3.26. We also looked at which trailblazers have certain specific target groups, for e.g. disabled or older people, to whom they are paying *special* attention (note that in most instances this does not mean exclusive focus on these groups). Most of the trailblazers, with the notable exceptions of Newham and

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<sup>10</sup> Although we will be collecting some common indicators across Trailblazers where they are relevant and can compare Trailblazers' experience in terms of approaches. More details are given in the Evaluation Framework on the Trailblazer Evaluation's Cambridge University website.

London Learning Disability Partnership, have overall objectives, but mention a few specific client groups in more detail. Some trailblazers did not mention any specific target groups, but had more general aims and objectives.

### ***National Indicators (NIs)***

- 3.27. Many of the action plans do not list many, or any, NIs, even when it is clear that the actions to be undertaken would contribute towards some NIs. We have a list of NIs for all local authorities that have an EHO Trailblazers programme, but would need to match these with the action plans ourselves if reference to them is not made. We may be including a question about NIs in the electronic survey to gather further information.

### ***Trailblazer specific Performance Indicators (PIs)***

- 3.28. Many of the trailblazers have their own PIs in place to monitor their progress. These can be either numerical (25 people from PSA 16 group assisted to access sustainable employment) or percentages (the number of people on incapacity benefit reduced by 20%). We have discussed how to deal with these differences with CLG and the Regional Resource Advisors and are developing some standard (output and/or outcome indicators). We are also discussing how, regardless of the way in which the target outcome is presented, all trailblazers can be supported in collecting and analysing the relevant numerical data.
- 3.29. Most of the trailblazers' own PIs do not necessarily match with each other (for e.g. people into jobs in Hull may mean one thing, and in Newham something completely different). For any level of comparison to be possible, it may be possible to create a simple excel file where all trailblazers need to monitor their progress on some standard indicators in addition to their own monitoring systems.
- 3.30. Many trailblazers have both broader aims (e.g. customer satisfaction), and more detailed ones (e.g. reducing void rates), that they do not seem to have any indicators/measures in place for monitoring. This might be because these targets are supposed to be implicit or they have not included much detail about their outcomes monitoring in their action plans or measures have not been agreed.

### ***Defining the Enhanced Housing Options (EHOs) Services***

- 3.31. Some action plans may detail services that are already in existence and have been for some time, whereas other may focus only on the enhanced services. It is therefore important to determine whether performance monitoring includes the existing services (pre EHO trailblazers ones), and if so, what is considered as the baseline, as we will also have to address this in the evaluation.
- 3.32. Many trailblazers seem to be receiving funding from other sources in addition to the EHO trailblazers programme, and in many instances seem to pool this together to improve their housing options services. We will be determining

### ***Monitoring 'soft' outcomes***

- 3.33. Several trailblazers are, or are hoping to, work with people who are presently very/fairly far from being able to access the paid labour market. It is important that 'hard targets' do not provide a perverse incentive to focus on the most job ready people. We have had a discussion with CLG and the Regional Resource Advisors about how to help trailblazers in learning more about monitoring 'soft' outcomes/measuring progress through 'distance travelled' to be able to demonstrate the benefits of working with the most disadvantaged people. 'Soft' outcomes will be measured in our evaluation (especially the client journey maps). One possibility may be a workshop about measuring 'soft' outcomes for the trailblazers.

## **Implications for evaluation approach and methods**

### ***Baseline***

- 3.34. Establishing a baseline for each Trailblazer is important for the evaluation because many Trailblazers seem to have very little idea about what measures to use in order to show where they are *now* as opposed to information that is collected annually etc. This could be achieved using the email survey, which will go to all local authorities with Trailblazer funding, including the partner authorities in partnerships.
- 3.35. To produce an evaluation-wide statistical base line we will also need to monitor national statistical variables at the relevant local levels and appropriate comparators.

### ***Outcomes, targets and data collection***

- 3.36. The need to establish clear baselines reflects the wide variation in how outcomes, indicators and targets are defined and measured by the scoping Trailblazers. A number of the scoping sample had vague outcomes (e.g. increase numbers in employment) without any more precise indicators or targets. Some Trailblazers are collecting client referral and tracking data while others are concentrating on using spreadsheets to record outputs and outcomes at regular intervals.
- 3.37. The differences in the analytical capacity of some Trailblazers, the range of outcomes and indicators and how they are specified, and different methods of data collection has also been picked up from the review and mapping of all Trailblazers' action plans, as discussed above and will need to inform the choice of indicators and how they are collected for the evaluation framework.

### ***Tracking clients***

- 3.38. It may be difficult to track Trailblazer customers as opposed to general Housing Options clients in some areas. This is because the funding is going towards enhancing all their Housing Options services, not adding an extra set of services. This may not matter as the initial tracking interview will still be establishing the individual's needs, the actions proposed etc. and find out what happened through follow up interviews. However this should be taken into consideration when choosing the case study areas for customer tracking.

### ***Attribution***

- 3.39. In many, if not all, cases Trailblazer funding is being pooled with that from other sources. This has implications for tracking client outcomes, as well as attributing other achievements or positive outcomes to that funding, as when it is pooled with much greater resources the benefits cannot be attributed solely to the Trailblazer funding, although the Trailblazer funding may have acted as a lever.

### ***The impact of recession***

- 3.40. Depending on the characteristics of the local population and the area, and the aims and objectives of the programme, the recession will have very different impacts on Trailblazers. The data we collect on outcomes and from project monitoring will be affected by the absence of jobs locally. We also need to capture the impact of Trailblazers on different types of clients, particularly in terms of length of unemployment and employability (job readiness). Thus, it will be important to have good data on the characteristics of those accessing the service and the outcomes for different groups.

### ***Qualitative outcomes***

- 3.41. Some Trailblazers are focusing specifically on people who are a long way away from the labour market. So employment per se would be inappropriate as an outcome target. Instead there needs to be some more qualitative measure of outcomes that move people closer to becoming engaged with the labour market (e.g. improved confidence, sustained engagement with training and skills provision, volunteering etc). The client tracking process should enable useful information to be collected in this respect.

### ***The Kickstart Trailblazers***

- 3.42. The scoping study shows that we can expect Kickstart Trailblazers to achieve much less than 'Standards' and 'Extras', giving they receive less funding. They have a concern that the evaluation will take up a lot of their time and would be seen as an imposition which they do not have the resources to accommodate. This means that, as we want to include at least one Kickstart Trailblazer in study sample, we may need to provide additional analytical support to enable them to participate in this way.

## 4. NEXT STEPS

- 4.1. The scoping phase has produced a wealth of information and insights about Trailblazers – the range of both organisational structures and services to be delivered; the opportunities and challenges to be faced, particularly in the context of the recession; the variation in focus in terms of services and client groups; and the differences in data collection and analytical capacity that currently exist.
- 4.2. All these findings will be used to inform the next stage of the evaluation and help us to:
  - design a web-based survey of all the Trailblazers collecting information on the local context, priorities and target client groups, services provided, and models of delivery and governance;
  - propose a common set of indicators to establish a baseline and measure progress against the four key objectives of the Trailblazer programmes;
  - agree criteria for the selection of 15 case studies to include;
    - five Extra Trailblazers with JCP (Bournemouth, Blackpool, Calderdale, Camden and Nottingham)
    - two Extra Trailblazers without JCP
    - five Standard Trailblazers, to include one partnership
    - two Kickstart Trailblazers, to include one partnership.
  - design research tools for case study research and customer tracking
- 4.3. This next phase will include the mapping of case study targets and outcomes through qualitative and quantitative research. Eight case studies will be selected to carry out qualitative tracking of customers, which will begin by developing a client database through work with the Trailblazers to develop systems for monitoring client outcomes.
- 4.4. The scoping study has shown that development of a baseline and common indicators for the evaluation during this phase is particularly important. This will be derived from published national data sets for local areas and their comparators and from administrative and monitoring data collected by the Trailblazers and collected through the web-based survey.
- 4.5. In view of the variation in outcomes, indicators and capacity, we will also be considering how to guide and support Trailblazers in collecting a standard set of indicators on a regular (probably quarterly basis) and how to develop client databases.
- 4.6. This next phase will be followed by the third phase of the evaluation, which will continue the customer tracking work and will include the production of an Interim Report in March 2010.

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# APPENDICES

## Appendix A. List of Trailblazers

### *Extra Programme*

Ashford  
Bournemouth\*  
Blackpool\*  
Calderdale\*  
Camden\*  
Croydon  
Greenwich

Hammersmith and Fulham  
Kettering  
Norwich  
Nottingham\*  
Southwark  
\* Authorities that will receive the JCP package.

### *Standard Programme*

Blackburn with Darwen  
Cheshire West  
Manchester  
Salford  
Bradford  
Islington  
Wakefield  
Easington (County Durham)  
Broxtowe  
Redditch  
Solihull  
Stoke on Trent  
West Dorset  
Chiltern and South  
Buckinghamshire  
Tunbridge Wells and Rother

**Exeter partnership:** Exeter, East Devon, North Devon, West Devon, South Hams, Torridge, Torbay, Plymouth, Mid Devon, Teignbridge.

**Greater Haven Gateway:** Babergh, Colchester, Braintree, Maldon, Ipswich, Maldon, Mid-Suffolk, Suffolk Coastal, Tendring

**East Surrey authorities:** Reigate and Banstead, Elmbridge, Mole Valley, Tandridge, Epsom and Ewell

**London Learning Disabilities Partnership:** Kingston, Croydon, Merton, Sutton, Richmond, Lambeth, Wandsworth

**Home Options sub-region:** High Peak, Amber Valley, Derbyshire Dales, Erewash

### *'Kickstart' Areas*

Harborough  
Mansfield  
Sevenoaks  
Eastbourne  
Oxford  
Rotherham  
Newham  
Hull

**Home Link sub-region:** Cambridge, Fenland, Forest Heath, St Edmundsbury, East Cambridgeshire, South Cambridgeshire, Huntingdonshire

**West London Housing Partnership:** Brent; Ealing, Hammersmith & Fulham, Harrow, Hillingdon, Hounslow, Kensington and Chelsea



## **Appendix B: Stakeholder interviews**

### ***Government stakeholders***

#### **CLG**

Deputy Directors from Housing Directorate x 2

Joint Project Managers for Adults Facing Chronic Exclusion/PSA 16

#### **Social Exclusion Task Force, Cabinet Office**

Senior Policy Advisor: PSA 16 client groups

#### **DWP**

Focus group comprising five DWP officials from the Social Housing and Worklessness Forum

#### **Government Offices**

Housing Leads GOEE and GOWM

### ***Housing stakeholders***

Shelter

National Housing Federation (NHF)

Homes and Communities Agency (HCA)

### ***Local Government stakeholders***

Local Government Association (LGA)

London Councils

## **Appendix C: List of Scoping Study Trailblazers**

- Bournemouth JCP
- Blackpool JCP
- Calderdale JCP
- Camden JCP
- Nottingham JCP
- Norwich Extra
- Solihull Standard
- Sevenoaks Kickstart
- Greater Haven Gateway partnership
- London Learning Disabilities partnership

## Appendix D: Summary of Trailblazer targets

| AIMS  | TRAILBLAZER  | SUMMARY                                 |                                    |
|---|--|---|------------------------------------|
|   | Detail   | How many trailblazers have this target? | % of trailblazers have this target |
| <b>Meeting housing need with a wider range of solutions</b> | Reduce/prevent homelessness  | 34                                      | 81%                                |
|   | Increase the use of private sector (for e.g. via PRS landlords accreditation or other measures)  | 31                                      | 74%                                |
|   | Improve sheltered/supported housing options for special client groups under the age of 60 (e.g. disabled, young people, people w/ substance abuse prob.) | 6                                       | 14%                                |
|   | Reduce the use of temporary accommodation (and the average length spent in TA)   | 13                                      | 31%                                |
|   | Improve the use of temporary accommodation (for any specific client groups) (e.g. disabled, young people, people w/ substance abuse prob.)               | 10                                      | 24%                                |
|   | Improve access to low cost home ownership (LCHO) advice and referrals  | 13                                      | 31%                                |
|   | Increase knowledge and take-up of rent deposits (e.g. Rent Deposits Scheme)  | 13                                      | 31%                                |
|   | Help older people to maintain independent living / make a planned move to manageable homes or other suitable accommodation                               | 6                                       | 14%                                |
|   | Help vulnerable people to access / maintain independent living   | 24                                      | 57%                                |
|   | Help young people to access / maintain independent living  | 15                                      | 36%                                |
|   | Improving / offering housing solutions for teenage parents   | 2                                       | 5%                                 |
|   | Help socially excluded adults (PSA 16) to access settled accommodation   | 11                                      | 26%                                |
|   | PSA 16: care leavers   | 4                                       | 10%                                |
|   | PSA 16: adult offenders under probation supervision  | 11                                      | 26%                                |
|   | PSA 16: adults in contact with secondary mental health services  | 3                                       | 7%                                 |
|   | PSA 16: adults with moderate to severe learning disabilities   | 3                                       | 7%                                 |
|   | Improve services for victims of domestic violence  | 4                                       | 10%                                |

|                                     |   |    |     |
|-------------------------------------|---|----|-----|
|                                     | Broaden customer base   | 13 | 31% |
|                                     | Improve money advice / debt counselling / debt management services and their availability | 28 | 67% |
|                                     | Improve outreach/accessibility  | 34 | 81% |
| <b>Using stock more effectively</b> | Reduce overcrowding   | 16 | 38% |
|                                     | Reduce under-occupation/ encourage downsizing   | 22 | 52% |
|                                     | Increase the number of homes meeting decent homes standards                               | 2  | 5%  |
|                                     | Enable / support moves across local authority boundaries                                  | 6  | 14% |
|                                     | Reduce unsuccessful or unrealistic CBL bids   | 3  | 7%  |
|                                     | Incorporate PRS lets to CBL   | 11 | 26% |
|                                     | Develop (or promote existing) mutual exchange schemes                                     | 7  | 17% |
|                                     | Reduce void rates (increase turnover of voids)  | 5  | 12% |
| <b>Tackling worklessness</b>        | Increase provision and take up of better-off calculations                                 | 22 | 52% |
|                                     | Reduce the take-up of out of work benefits (NI 152)                                       | 20 | 48% |
|                                     | Provide information about in-work benefits (to maximise income in low-income households)  | 14 | 33% |
|                                     | Increase take up of Job Seeker Direct services  | 3  | 7%  |
|                                     | Increase employment levels (overall)  | 34 | 81% |
|                                     | Increase employment levels amongst people aged 50+  | 2  | 5%  |
|                                     | Increase the number of long term unemployed in EET  | 5  | 12% |
|                                     | Improve access to / increase the number of people in EET (overall)                        | 33 | 79% |
|                                     | Increase the number of young people in EET  | 14 | 33% |
|                                     | Increase the number of people receiving incapacity benefit in EET                         | 7  | 17% |
|                                     | Increase the number of vulnerable people in EET   | 10 | 24% |
|                                     | Increase the number of lone parents in EET  | 7  | 17% |
|                                     | Increase the number of PSA 16 groups in   | 13 | 31% |

|  |   |    |     |
|--|---|----|-----|
|  | EET   |    |     |
|  | PSA 16: care leavers  | 2  | 5%  |
|  | PSA 16: adult offenders under probation supervision   | 7  | 17% |
|  | PSA 16: adults in contact with secondary mental health services                                     | 2  | 5%  |
|  | PSA 16: adults with moderate to severe learning disabilities  | 5  | 12% |
|  | Increase the number of homeless people (or people in temporary accommodation) in EET                | 10 | 24% |
|  | Improve skill levels and educational achievement (inc. basic numeracy and literacy skills and ESOL) | 13 | 31% |
|  | Reduce the number of children living in households receiving out of work benefits                   | 3  | 7%  |
|  | Reduce the number of people falling out of work and on to incapacity benefit                        | 3  | 7%  |
|  | Increase knowledge (and take-up) of childcare provision by low income families                      | 5  | 12% |
|  | Improved customer satisfaction  | 11 | 26% |
| <b>Improving customer service</b>          | Increase in the number of people acting on advice given by the service                              | 5  | 12% |
|  | Evidence of fair treatment by local authorities   | 1  | 2%  |
|  | Increased training for frontline staff  | 24 | 57% |
|  | Young people  | 25 | 60% |
| <b>Specific target groups if have some</b> | BME groups  | 2  | 5%  |
|  | PSA16 groups  | 17 | 40% |
|  | PSA 16: care leavers  | 6  | 14% |
|  | PSA 16: adult offenders under probation supervision   | 10 | 24% |
|  | PSA 16: adults in contact with secondary mental health services                                     | 3  | 7%  |
|  | PSA 16: adults with moderate to severe learning disabilities  | 5  | 12% |
|  | Disabled people   | 9  | 21% |
|  | Older people  | 7  | 17% |
|  | Vulnerable households / people  | 24 | 57% |
|  | Children / households with children   | 9  | 21% |