

# Connecting Policy with Practice: People Powered Change

Insights from the Connecting Policy with  
Practice Programme in 2013



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# About the author

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# Acknowledgements

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# Executive summary

The Connecting Policy with Practice programme is an innovative partnership between the Institute for Government and the Big Lottery Fund. It brings together policy makers with people who deliver services in the voluntary sector. This comes at a time when government is trying to open out the way it makes policy and when the voluntary sector is playing its part in maximising support for its clients through the period of austerity.

The Big Lottery Fund has launched a pioneering series of investments with the uniting theme of People Powered Change: the belief that policy making and practice can be radically improved by taking a more collaborative approach, driven by the vantage point of the user. These investments are delivered by voluntary-sector-led partnerships of delivery organisations, and the philosophy is to build on people's strengths rather than to address their weaknesses.

This report is a summary of insights from the first year of the programme. It has brought together people from Whitehall and the voluntary sector in a new way, to take a more intensive look at policy making and its impact on practice through the lens of the Fund's programmes. In particular, a cohort of 30 people – made up of Whitehall policy makers, voluntary sector and local government practitioners – met for workshops and undertook visits and research projects in learning pairs. Most of the people involved were working on issues concerning young people who are out of both work and education or adults with multiple and complex needs, both issues the Big Lottery Fund has invested in. The programme also involved roundtable discussions with wider sets of experts.

Over the course of the programme the cohort and others who attended events generated cross-cutting insights about policy making, how to design services for complex groups, different funding models and economic arguments, and how to encourage greater partnership and collaboration.

Participants found that the speed of policy-making cycles can cause problems in practice, including uncertainty and unintended consequences. They found examples of where poor co-ordination of policy centrally and locally led to confusion and inefficiency on the ground, and of good policy intentions becoming muddled as they trickled down to the front line – despite good intentions on all sides. They discussed how complicated people's lives were in the real world and how policy makers and commissioners could build more service-user insight into their thinking. Most participants agreed that collaborative working is important for delivering an effective service to complex groups – like young people who are furthest from the labour market – and found positive examples of where this has worked. But they also emphasised the skill and time required to create strong partnerships and reflected on how this could be encouraged.

Their stories and insights have led participants to identify five fundamental 'disconnects' between policy and practice.

- The lives of people who are vulnerable and excluded are messy and complicated. Practice suggests that services work best when they work collaboratively, deal with the 'whole person', and start with their needs. But policy too often operates in silos at both national and local levels.
- Long-term policy problems require long-term thinking. Those working in practice find their efforts frustrated by policy chopping and changing, and a lack of stability in the policy and funding environments.
- Services that prevent complex problems from escalating can be valuable, but proving the benefits and finding the right funding models is a challenge for voluntary organisations.
- Good policy intentions can get lost as they trickle down to the front line through different levels and policy is re-interpreted. An important part of the policy maker's job is to understand these systems and create feedback loops with the front line.
- Customer insights and in-depth understanding of service users, including a direct role for them in design and delivery of services, can be used to great effect. Policy makers can build on this by incorporating the voices of users into policy design.

The Big Lottery Fund's strategic investments within the People Powered Change agenda have only just begun. They are already revealing interesting lessons about how long-term targeted programmes based on collaboration and putting users at the centre can drive systems change, help government rethink models of public service delivery, and in the process address these disconnects.

These insights and the experience of the first year of this programme have prompted a number of questions. The Big Lottery Fund investments and the Connecting Policy with Practice work could help answer these in future years and so continue closing the gap between policy and practice.

# Introduction

**The Connecting Policy with Practice programme – a partnership between the Big Lottery Fund and the Institute for Government – has brought together Whitehall policy makers with voluntary sector organisations who deliver services. This paper draws together themes and challenges from this unique perspective.**

The Civil Service is changing the way it makes policy, aiming to open out beyond Whitehall and better understand how policy plays out in the real world. The voluntary sector, rooted in local communities and often working with the most vulnerable people, can provide vital insights to policy makers who want to understand the systems they oversee. Understanding these systems as a whole is vital at a time when government needs innovative, implementable and low-cost solutions to policy problems, and effective public-service delivery.

The Big Lottery Fund has launched pioneering investments into stubborn policy problems, starting with:

- young people not in education, employment or training
- adults with multiple and complex needs.

This paper brings together cross-cutting insights from collaborations between voluntary sector representatives working on these issues and policy makers in government.

Working in learning pairs they have explored the gap between policy and practice and found new ways of learning from each other through a programme of events, meetings, research, workshops and exchanges. We hope that these insights will be valuable to policy makers, commissioners and voluntary sector leaders.

## Background to the programme

This partnership between the Big Lottery Fund and the Institute for Government was launched in January 2013.<sup>1</sup> It was prompted by a number of factors.

- The Big Lottery Fund had recently launched a series of major new investments designed to address complex and entrenched social policy issues, with the uniting theme of People Powered Change. These are a new step for the Fund as a lottery distributor, in that they are underpinned by a clear theory of change: that policy making and practice can be radically improved by taking a more collaborative approach, driven by the vantage point of the user at every stage. The investments are closely targeted, place-based, long-term funding streams delivered by partnerships led by voluntary sector organisations. They are 'asset-based', building on people's strengths rather than plugging weaknesses, with beneficiaries involved in concept, design, monitoring, and evaluation. The first two investments, which form the basis for this programme, are supporting young people who are furthest away from employment, education or training, and helping adults with multiple, complex needs (homelessness, re-offending, substance misuse, and mental ill-health) to better manage their lives.<sup>2</sup>

1 A fuller discussion of the programme and of the Big Lottery Fund investments is available at Hughes, N, *Connecting Policy with Practice: People Powered Change*, Institute for Government 2013

2 The Big Lottery Fund are making a number of strategic investments in England, to tackle some of society's most entrenched social problems in preventative and innovative ways. The investments include funding early intervention for the most vulnerable babies, supporting older people to live independent lives and boosting the resilience of young people at risk of mental health problems. The formal name for the Big Lottery Fund's Fulfilling Lives investment to support young people into work is Talent Match. For ease of reference in this paper we will refer to it simply as the 'young people' or 'NEETs' investment. The formal name of the investment to support adults with multiple problems is 'Fulfilling Lives: Supporting people with multiple and complex needs', which is generally shortened throughout this paper as 'the multiple needs investment'. Further details are available at [www.biglotteryfund.org.uk/england](http://www.biglotteryfund.org.uk/england)

Both policy issues are the sort of long-term, complicated social problems that successive governments have failed to make significant progress on. The Big Lottery Fund was interested in distilling and disseminating lessons from their work into the policy-making process.

- The programme began at a time of change for government. *The Civil Service Reform Plan*<sup>3</sup> committed to more open forms of policy making and more interchange between different sectors. Moves to more open public services mean that increasingly voluntary sector organisations are delivering aspects of government programmes and adapting to outcomes-based funding mechanisms such as 'Payment by Results'. The Institute for Government and the Big Lottery Fund wanted to understand and explore how practice on the ground could better inform the Government's thinking on both of these issues.

### How the programme works

There have been numerous discussions of how better to link policy makers to the front line. This programme takes a unique look at how policy could be made differently, by focusing work around the new approach adopted by the Fund.

At the heart of the programme is a 30-strong cohort of Whitehall policy makers and practitioners from the voluntary, community and social enterprise sector and local authorities.<sup>4</sup> This cohort was split into 'learning pairs', (each pair containing one person from each sector) who went on exchanges and visits to local services and back into Whitehall to explore one of three main themes determined at the start of the programme:

- service design
- funding
- partnership and collaboration.

The cohort met for three full-day workshops to discuss their findings in groups. Ideas were also developed through private roundtables with government officials, voluntary sector representatives, academics and other experts in relevant policy areas. Although the programme formally ends in November 2013, we hope that networks and pair projects will continue beyond this, and that all of the core cohort will share their learning within their own organisations and networks.

Many of the pairs developed projects that are now leading towards specific outcomes such as good practice guides, local pilot projects, detailed case studies and presentations. They are not all included in this report, but we will publish project outcomes on the Institute for Government website as they conclude.

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<sup>3</sup> The Civil Service Reform Plan, The Cabinet Office, 2012.

<sup>4</sup> Throughout this paper we refer to 'practitioners' or the 'voluntary sector' for simplicity of reference. However it should be noted that the sector is much more diverse than the labels imply and that the participants in this programme came from very different types of organisations.

## This report

This report is informed first and foremost by the experiences and views of people who have been involved with the programme, particularly the learning pairs who undertook different learning activities over the year. We also draw on views from participants at three full-day workshops and two smaller roundtable events,<sup>5</sup> and have used limited desk research to supplement findings.

The Connecting Policy with Practice programme has been an exercise in exploring more open policy making, through a deeper and more intensive engagement between sectors. It is not a full or quantitative research exercise and should not be read as such. We believe there is value in trying to understand policy by experiencing how it plays out on the ground. It is also worth examining policy through dialogue between different people in policy systems such as those who analyse data, advise ministers or draft legislation in Whitehall, and those who run projects supporting their local communities or deliver services commissioned by government to meet policy aims.

People participating in the programme, including the core cohort and people who attended or presented at events, came from a diverse set of roles and backgrounds. Each brought their own perspective and there was often debate and disagreement. The conclusions we present here are a top-level summary of these discussions. They reflect findings that the Institute for Government and the Big Lottery Fund felt offered insights that would be interesting to policy makers, commissioners and voluntary sector leaders.<sup>6</sup>

First though we give some of the high-level reflections on policy making and dialogue between the sectors. At the outset of the programme, we focused work around three research themes that were relevant to the Big Lottery Fund investments: service design, funding, and partnership and collaboration.

It quickly became clear that there was a huge amount of overlap and interdependency between these themes. (For example, service design might be more successful if different parties collaborate well. In turn this collaboration might be better facilitated when funding agreements give sufficient time and resources for partnerships to build). To give structure to this report the findings presented here are grouped under the three themes. In each section we present overall insights, illustrated by more specific case studies and examples.

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5 Further details are included in the Annex A.

6 The Big Lottery Fund's strategic investments into adults with multiple needs and young people who are not in education, employment or training (often called 'NEET') are relatively new. The partnerships who will be delivering these projects are in the process of finalising their business plans. Given this early stage in the lifecycle of the investments, which will run for the next five to eight years, many of the insights here are still emerging. Although the Connecting Policy with Practice programme (and this report) draws on lessons from the investments it is not intended as an evaluation of them. This is being carried out separately.

# Policy making

In this section we consider over-arching findings on the gap between policy and practice, and how government and the voluntary sector might strengthen their relationship.

At the outset of the programme, and taking previous work by the Institute for Government into account,<sup>7</sup> we assumed that there are too few opportunities for policy makers to learn from the front line. We thought that more engagement and dialogue between government and the voluntary sector would create useful lessons for both parties and help to develop mutual understanding. The experiences of the cohort bear this out, with participants concluding that:

- there is a continuous need for dialogue between the sectors to improve policy making, policy implementation and mutual understanding
- the speed of policy-making cycles can cause problems on the ground, including uncertainty and unintended consequences
- poor co-ordination of policy centrally and locally can lead to confusion and inefficiency on the ground, while good policy intentions can get lost as they trickle down into practice
- policy design doesn't always account for the behavioural impacts it has on frontline staff and service users.

## The value of dialogue between the sectors

The Government has actively promoted more open policy making<sup>8</sup> and interaction with the front line, particularly through consultation and when developing specific policy recommendations. The programme threw up some interesting questions about both the types of organisations and the quality of the relationships between government and the voluntary sector:

### *How can smaller delivery organisations engage in policy?*

Many participants in the programme felt that there was a huge gap between the voluntary sector and government policy makers outside of relationships with voluntary sector bodies and charities that are, to paraphrase one participant, "major, national, and near a tube station". Voluntary sector organisations that didn't have a national media presence or dedicated policy and campaigns teams, for example, found it harder to get their expertise across to central government. Many Whitehall participants felt they spoke to the same networks and types of voluntary sector stakeholders all the time.<sup>9</sup>

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7 Gash, T. et al, *Making Public Service Markets Work*, Institute for Government 2013, Hallsworth, M., *System Stewardship: the future of policy making?* Institute for Government, 2011

8 Rutter, J. *Opening Up Policy Making*, Institute for Government, 2012

9 They also noted that engagement with the voluntary sector and the front line was very mixed. Of course many civil servants do work with smaller delivery organisations regularly, volunteer or participate in other forms of civic society.

### *Has the growth of contracting altered the quality of relationships?*

Both voluntary sector and Whitehall participants emphasised the growth in 'contracting culture' and felt this was changing the relationship between their sectors. Not surprisingly, some government officials felt they spend more time engaging with organisations they directly fund than those they don't. This might narrow their engagement to organisations where the relationship is primarily 'funder-contractor'.

### *Does government overlook some effective practices that don't fit with its views?*

Some voluntary sector organisations felt that they were overlooked by government because they didn't 'fit' with its policy objectives, and effective practices and opportunities were therefore missed. Emmaus UK work to get homeless people into one of their supportive community environments where secure accommodation, food and small allowances are provided in return for work and participation in the community. This approach is a very different way of tackling exclusion to the Government's 'Welfare to Work' policy, which focuses strongly on getting people into work, off benefits and living independently.

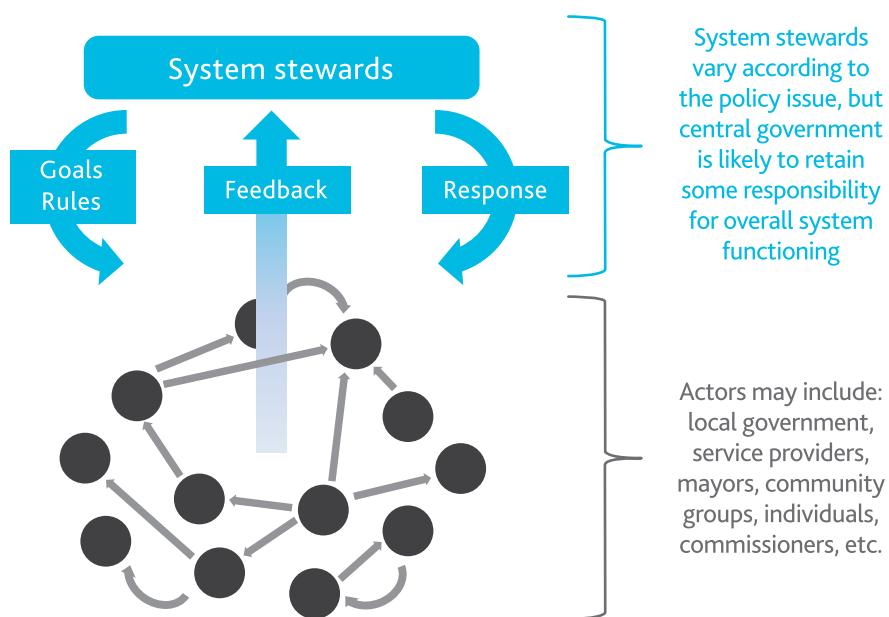
Our programme created a different type of relationship and network. It connected a range of charities – from small social enterprises to major players – with government officials who they might not usually come into contact with. Participants often started with very different viewpoints, but over time came to understand each other's worlds and find areas of commonality and compromise.

Some participants argued that broad-based, continuous dialogue with people outside their usual comfort zone was beneficial and hoped to carry on learning from each other through action learning sets. Others found working with people who were directly relevant to their policy areas helped create feedback loops on specific problems. All felt that more dialogue between the sectors was helpful and could lead to better ways of working. This could be encouraged and legitimised within the Civil Service by giving officials incentives and time to engage with the voluntary sector, whether through visits, buddying or programmes like this one. Some central government departments have also been offering advanced 'policy schools', where engagement with the front line is encouraged. One participant in the programme was involved in running a policy school at the Home Office, where participants were set a live policy question. They then applied their learning during visits to the police, organised crime units and immigration centres, before presenting their policy solutions back to senior officials. As a result of the policy school, delegates learned the importance of being open with practitioners from the outset and also being open to alternative ideas and ways of generating them. This sort of scheme is another way of instilling the value of co-production with practitioners in civil servants' minds.

Visiting local services or Whitehall departments was an integral part of the Connecting Policy with Practice programme. This often helped to provide a window into systems rather than generate a 'policy silver bullet'. It helped to spark ideas, to generate insights into how things work and prompt reflections on the policy-making process. One participant from the Department for Education spoke about how going on a visit helped to reinforce the view that 'legislation isn't always the answer' and the Civil Service needed to focus as much effort on implementation of existing policy as it does on crafting policy advice and creating new guidance, regulations or laws.

Other voluntary sector participants echoed the need to focus on delivery – new legislation or guidance might be soundly drafted, but could be ignored by busy people on the ground, particularly if it had not been communicated well. At one roundtable, policy professionals spoke enthusiastically about requirements for Child and Adolescent Mental Health Services being on hand to allow mental health needs to be spotted and addressed when a young person is admitted to Accident and Emergency. A practitioner pointed out that while this is a great idea, the reality on the ground in his area is that some of the more complex young people discharge themselves as soon as they can and don't always get specialist mental health intervention – another disconnect between the theory and the practice.

Continued dialogue with practitioners might help policy makers to spot and resolve this type of issue more quickly than conventional consultation or evaluation allow. It might help policy makers grow into their roles as 'system stewards'.<sup>10</sup> This understanding of the policy maker's role recognises that policy is made and re-made by many different agents working together in a system, rather than being a neat, top-down delivery chain, as the figure below illustrates. System stewards must take an oversight role and listen to feedback so that they can steer the policy back on course if necessary. The Institute for Government is conducting further research into how central government can ensure smooth implementation of policy, which will report in 2014.<sup>11</sup>



**Figure 1 – The future of policy making? Taken from Hallsworth, M., System Stewardship, Institute for Government, 2011**

10 Hallsworth, M., *System Stewardship, The future of policy making?* Institute for Government, 2011

11 See [www.instituteforgovernment.org.uk/our-work/better-policy-making](http://www.instituteforgovernment.org.uk/our-work/better-policy-making) for updates

## The effects of policy chopping and changing

Many of the participants on the programme expressed a desire for policy making with a focus on the longer term. In particular those in the voluntary sector felt that policy changes too often, perhaps because of the natural time lags between a policy announcement and its effect on the ground. They recognised that often this was the result of political expediency: government will want to alter a policy that it feels is 'not working' or that has received negative press, or to roll out new, fresh ideas before old ones have had an impact. This problem goes beyond Westminster. One learning pair noted that "changes of government or political leadership at a local level can often create complete changes in direction".

For delivery organisations on the ground, frequent changes to policy manifested themselves in bureaucracy and inefficiency. As a director of a social enterprise said, "We waste a lot of time on this stuff." This was often the case when policies filtered down through different levels, with those accountable locally adding layers of duplication and detail or reinterpreting policy with 'their own stamp'.

A separate but related issue some participants commented on was the speed of policy making. One learning pair in the programme examined this issue by discussing the Youth Contract with different Whitehall officials who had been involved in its creation. The Youth Contract was a major policy announcement – a £1 billion package of support to help get young people into work or training, including wage incentives and apprenticeship schemes.<sup>12</sup> It involved input from – and negotiation between – a number of departments including the Department for Work and Pensions, the Department for Business Innovation and Skills, the Cabinet Office, the Department for Education and HM Treasury. What surprised the voluntary sector participant was the speed at which this process had happened, with the main contract determined in a matter of weeks. This was in marked contrast to the views sometimes expressed by ministers that the culture of the Civil Service can be too slow.<sup>13</sup> Such speedy policy making might make it harder for officials to test options and engage with practitioners.

Complex social policy problems like multiple needs and entrenched youth unemployment require a longer-term policy settlement and more consensus building. Some participants reflected on how the former Social Exclusion Unit had helped to determine clear, shared goals that brought together different departments. Others suggested that more cross-party, long-term thinking was needed. This way of working remains relatively rare in the UK's political system, apart from on major projects such as the Olympics or with issues where there is some agreement on the severity of the problem and the need for change. In the case of pensions reform and social care, for example, both of which were examined through commissions,<sup>14</sup> there were attempts at cross-party talks and some agreement that serious, independent examination of the issue was needed.

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12 Department of Business, Innovation and Skills, £1 billion youth contract, Gov.UK website, retrieved 6 November 2013 from [www.gov.uk/government/news/1-billion-youth-contract](http://www.gov.uk/government/news/1-billion-youth-contract)

13 "There are many examples of the Civil Service responding quickly and efficiently to new challenges, and innovating with new approaches to old problems. But its culture can be cautious and slow-moving, focused on process not outcomes, bureaucratic, hierarchical and resistant to change." *The Civil Service Reform Plan, The Cabinet Office, 2012*.

14 Namely the 2002-2006 Pensions Commission led by Lord Turner and more recently the Dilnot Commission on social care.

## Challenges to 'joined-up' working

The interplay between central government, local government, the voluntary sector and service users is highly complex. Participants in the programme looked at how policy trickles down through commissioning to local structures and eventually to frontline service. What they found could often be characterised as a lack of 'joined-up' thinking, including duplicated or competing targets and mismatched priorities.

### Case study: Joined-up working

#### *A close look at integrated services in Stoke-on-Trent showed that incentives varied.*

One learning pair from the programme looked at how professionals in healthcare, criminal justice and social care could work more effectively together to support people with multiple needs. They found incentives didn't always match up.

For example, local policy to reduce reliance on hospitals and for more people to have their health needs met in the community, might not square with the local hospital's business case – their income is based on beds being occupied and activity undertaken. Government officials told them these activity payments underpinned the business cases for hospital private finance initiatives (PFI).

Factors could be cultural as well as economic. At a multi-agency conference the pair attended, they saw the very different attitudes and priorities of local police officers and community nurses who were discussing how much they could help a homeless man with medical problems. The nurse had tried hard to find ways to treat him, but police felt she had done enough.

Frontline staff from different organisational cultures often have different goals, expectations and perspectives, and that will affect the delivery of integrated services and the 'offer' to individuals. This is an implementation issue that will need to be considered as part of the Government's health and social care plan and when implementing policies that cut across different frontline professional groups.

## A more positive approach to services

Behavioural insight techniques have been used to great effect to influence decision making by the general public,<sup>15</sup> but government should also be aware of the behavioural effects that framing and regulations have on delivery organisations. Some of the voluntary sector organisations involved in the programme argued that policy is too often designed with problems and risks at the forefront. A more positive approach to services that builds on individuals' potential and contribution (often known as an asset-based approach) could lead to better results. This is something the Big Lottery Fund has tried to build into its new investments.

Use of language and framing illustrates the problem. "Words matter", as one participant put it. We saw several examples of how government language and targets can influence behaviour. When phrases like 'worst estates' or 'problem families' are used by services, they can alienate the very people they aim to help by starting things on a negative footing.

### Case study: Words matter

#### *Focusing on the potential of young people – rather than talking about 'risk' and 'danger' – could help them turn their lives around.*

One participant working mostly with young people talked about how the youth offending world was full of language about risk and danger. This affects how staff think about and work with young people, and how young people think about themselves.

The 26-page information form that professionals use to capture information about young offenders, for example, only asks about a young person's goals and interests on page 20. Front-loading questions about criminal activity, risk and drug use frame the whole experience negatively for the young person who is repeatedly reminded of what they can't do, not what their potential is.

The participant gave the example of a young woman with drug abuse problems, extreme behavioural issues and a history of violence. She owned knives and had been identified as very high risk by the police. She'd been let down by the system at every step, but by finding out what she liked and getting her into new hobbies (in her case debating clubs and crafts) she was gradually able to turn her life around.

Negative, risk-based approaches to service delivery can also demoralise the staff members that take young people through these processes. This example also shows how valid policy intentions – in this case community protection and capturing information – get translated into practice in a counter-productive way. This further alienates individuals who have already disengaged from society and neglects much of the useful insight that can be drawn from social psychology.

15 The Behavioural Insights Team work across government applying "insights from academic research in behavioural economics and psychology to public policy and services". Cabinet Office, *Behavioural Insights Team*, Gov. UK website, retrieved 6 November 2013 from [www.gov.uk/government/organisations/behavioural-insights-team](http://www.gov.uk/government/organisations/behavioural-insights-team)

## Unintended consequences

Participants noted some of the perverse consequences that policy could have on the ground. Certain statutory duties, for example, might have started from a sensible policy analysis – some vulnerable groups need protecting and statutory duties such as homelessness duty can ensure that happens. Within these duties, thresholds are intended to ensure that tight resources are used to help those in the greatest need, like drug treatment for those with the most serious addiction problems or homelessness advice for people threatened with losing their home. In practice, some people with multiple needs don't meet the thresholds. One of the organisations on the programme cited a client with mental health problems who was not eligible for Community Mental Health Team support. She used to self-medicate with drugs and alcohol, turning to theft and prostitution to pay for it. She had been arrested several times.<sup>16</sup> What helped her was a more co-ordinated package of care including stable housing, contact with medical professionals and drug rehabilitation.

Without treatment for one issue, problems in other areas of life like drinking or maintaining a stable tenancy can escalate. Then a costly crisis intervention is needed. Local authorities have little wriggle room to relinquish their statutory duties, so are reluctant to commission more tailored services that sit outside them. This shows how well-meant policy goals can lose their value in practice and perpetuate the 'silo' problem raised earlier – that is, services tend to set thresholds for specific issues rather than give a whole-life assessment of whatever helps.

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<sup>16</sup> Resolving Chaos, Case Studies: *From old ways to new beginnings*, Resolving Chaos website, retrieved 6 November 2013 from [www.resolving-chaos.org/what-we-do/case-studies/](http://www.resolving-chaos.org/what-we-do/case-studies/)

# Designing services for hard-to-reach groups

The programme was centred on two 'hard-to-reach' groups: young people out of work or training, and adults with multiple and complex needs. Here we explore insights about designing services for these groups.

The voluntary sector organisations involved in the programme were primarily working on Big Lottery Fund investments to support young people who are not in employment, education or training (NEET) into sustainable work or to help adults with multiple and complex needs. Some issues that are relevant to both these client groups prompted the Big Lottery Fund's decision to invest and influenced the way it structured those investments. The Big Lottery Fund asked voluntary-sector-led partnerships to identify local clients with the greatest levels of need who were not being helped by existing services and needed intensive, wrap-around support. Partnerships then aimed to co-design and co-produce services with service users. They set out to develop business plans that would evidence how they supported clients to achieve sustainable outcomes, building on their strengths and ambitions, over the long term.

In this section we explore some of the related challenges participants in the programme identified in:

- involving service users
- delivering holistic services
- preventing problems at an earlier stage.

## How to involve service users in a meaningful way

Involving service users in both design and delivery of services is an important feature of the Big Lottery Fund's strategic investments. Participants in our programme found this helped voluntary organisations to:

- tailor services to local need
- gather ideas
- reach into the community through peer networks
- encourage professionals to be more focused on the end users.

One participant noted that there is a huge benefit in having service users at the table when business decisions are being made and that this changed the behaviour of professionals. Being involved can help give service users greater choice and power and create a feedback loop for other local services.

## **Case study: Engaging service users**

### *Engaging service users requires everyone to learn new skills – including officials and managers.*

One example of collaborative service design is the the Talent Match programme, the Big Lottery Fund's investment into young people who are NEET. In the Humber region, Talent Match is led by the Humber Learning Consortium, which aims to help 1,455 long-term unemployed young people over a period of five years through this funding stream. It focuses particularly on young people with complex needs and high barriers to employment, such as those who have been homeless, are lone parents, have a mental or physical disability, or are young carers.

Young people have been involved in researching and designing how the service will work. They have participated in the bid group, made a film, designed and run surveys and focus groups, and presented to the local enterprise partnership. As a result, they have created their own vehicle for delivering services, with a dedicated budget of £30,000 per year.

Another good example of service-user engagement is the Scout Association, who have been through a period of change and wanted to put young people back at the heart of their decision making. One of the pairs on the programme met with them to see what lessons they could draw out about involving service users. Engaging young people has not been straightforward. Structural changes like putting young people on boards only work if softer elements are properly thought through – such as, thinking what young people have to offer, how to run boards in an engaging way that allows them to contribute, how to explain boundaries and expectations and where to provide training.

The Association has also supported the adult board members in how to engage with the young people, suggesting that it's not just service users who need upskilling but officials and managers too.<sup>17</sup>

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<sup>17</sup> Russell, P., *Making Service User Engagement a Reality: Lessons from the Scout Association*, Institute for Government website, retrieved 6 November 2013 from [www.instituteforgovernment.org.uk/connecting-policy-with-practice-blog/making-service-user-engagement-a-reality-lessons-from-the-scout-association/](http://www.instituteforgovernment.org.uk/connecting-policy-with-practice-blog/making-service-user-engagement-a-reality-lessons-from-the-scout-association/)

## Benefits of a 'whole-person' approach

Some participants found that where conditions, such as funding and good quality staff, allowed them to do so, voluntary organisations that are rooted in local communities can often work flexibly and offer 'whole-person' support to the people they help.

### Case study: 'Whole-person' approach

*Organisations that build strong, lasting relationships with their clients and co-ordinate with other local organisations can deliver 'whole-person' support*

The Real Ideas Organisation (RIO) is a social enterprise based in Devonport, Plymouth, which identifies needs in the communities where it works (in Cornwall, Plymouth and beyond) and responds sensitively and effectively to support people whose lives are complex. It developed the historic Devonport Guildhall building as a social enterprise hub to support the local community. Devonport has high rates of crime and unemployment, poor housing stock, poor health outcomes and low educational attainment compared to the rest of Plymouth from which it was, quite literally, separated.<sup>18</sup>

The 'whole-person' approach is an important part of how RIO work. For example, a 15-year-old girl – who had a history of being in care, using drugs and skipping school – started on one of RIO's programmes. She was close to gaining work when she discovered one of her colleagues on the programme had been involved in an earlier attack on her boyfriend. Her immediate reaction was to disengage – an action only prevented by the strong relationship with RIO staff and their ability to negotiate with a range of organisations locally. A single intervention – support from a victims' organisation about the crime or help from a Job Centre Plus adviser to find work opportunities – would have fallen short of what she needed. It would have failed to deal with the underlying issues that caused her problems.

But Whitehall tends to commission services through individual departments and around life events, such as unemployment or being released from prison. Accordingly it tends to judge success through single outcomes (such as reducing unemployment or re-offending rates) which help governments to define clear aims, and are an important way of holding delivery partners to account.

Practitioners working with the most complex groups however, felt single outcomes were often too simplistic and didn't account for the complexity and difficulty of reality on the ground – what some in the group termed 'fuzzy edges'.

18 A large wall separated Plymouth and Devonport. *BBC Devon, BBC launches Devonport community project*, BBC online, retrieved 6 November 2013 from [www.bbc.co.uk/devon/content/articles/2007/01/05/devonport\\_project\\_launch\\_feature.shtml](http://www.bbc.co.uk/devon/content/articles/2007/01/05/devonport_project_launch_feature.shtml)

There can be negative consequences when services try to categorise people into neat, discrete 'problems', something that both the voluntary and statutory services can be guilty of doing. One participant spoke about a woman with a young child who sought help at a children's centre after having trouble at home. She was instantly classed as a domestic violence case and was told to come back in a few hours when the specialist domestic violence adviser arrived. She didn't make the appointment.

Discussions at programme workshops turned to how it might be possible for central government to take a more 'whole-person' approach to address entrenched social problems. In recent funding programmes such as the Troubled Families<sup>19</sup> scheme the Government has, in principle, not been prescriptive about what methods delivery organisations use to achieve outcomes – part of the so-called 'black box' approach to commissioning – and encouraged tailored, one-to-one support. The success of these schemes remains to be seen, but some of the organisations involved in the programme felt the good intentions of schemes like Troubled Families got lost through multiple layers of contracting. Government has previously attempted to get round departmental silos with cross-cutting 'public service agreements' and cross-departmental teams like the Social Exclusion Unit.<sup>20</sup>

Participants debated whether a truly 'whole-person' approach can in practice only be achieved at a local level, where, some argued, there is often greater understanding of community needs. Funders, including central government, can enable this by funding places and giving them control over how to run services, as the Big Lottery Fund has done through its strategic investments. The Big Lottery Fund targeted areas where need for services to help unemployed young people or adults with complex needs was greatest. They identified organisations that would be able to form partnerships in those areas, and gave them start-up time to develop business plans that would suit local needs. Successive governments have facilitated a more cross-cutting, place-based approach to working, through schemes like the Total Place<sup>21</sup> pilots, and more recently City Deals and Community Budget<sup>22</sup> pilots, with important work on integrating health and social care ahead. But most government spending is still largely controlled through departments and negotiated between departments and the Treasury at spending rounds. At the practice end, people with multiple needs have to negotiate multiple contacts with the authorities. One participant referred with exasperation to a meeting of a dozen or more professionals about a family with multiple problems where at the end, someone had said "That was a really effective multi-agency meeting", without apparently observing that the young mum had sat there silent and ignored throughout, or thinking to ask why it had needed so many people in the first place.

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19 Department for Communities and Local Government, *Helping troubled families turn their lives around*, Gov. UK website, retrieved 6 November 2013 from [www.gov.uk/government/policies/helping-troubled-families-turn-their-lives-around](http://www.gov.uk/government/policies/helping-troubled-families-turn-their-lives-around)

20 'Public service agreements' were cross-cutting measures agreed across departments. They were scrapped in 2010. The Social Exclusion Unit, which became the Social Exclusion Taskforce, was an initiative under the Labour government set up to address severe disadvantage and work across departments. It closed in 2010.

21 Leadership Centre for Local Government, *Total Place: Better for Less*, Local Leadership website, retrieved 6 November 2013 from [www.localleadership.gov.uk/totalplace/](http://www.localleadership.gov.uk/totalplace/)

22 Deputy Prime Minister's Office, *Giving more power back to cities through City Deals*, Gov.UK website, retrieved November 2013 from [www.gov.uk/government/policies/giving-more-power-back-to-cities-through-city-deals](http://www.gov.uk/government/policies/giving-more-power-back-to-cities-through-city-deals); and DCLG, *Giving local authorities more control over how they spend public money in their area*, Gov.UK website, retrieved 6 November 2013, <https://www.gov.uk/government/policies/giving-local-authorities-more-control-over-how-they-spend-public-money-in-their-area-2/supporting-pages/community-budgets>

So the programme brought up some interesting questions about what kinds of issues are best tackled at different levels, and who should take accountability for what. That is, should it be central government? Or – perhaps in the case of the police, NHS, and local councils – local leaders? Or delivery organisations, including voluntary ones?<sup>23</sup>

### Balancing prevention and cure

It is important to get the right balance in policy and delivery between preventing problems from occurring in the first place and addressing immediate issues. One participant who works with young offenders remarked that many of their problems stem from childhood trauma, abuse or undiagnosed mental health problems. It is rare though, he noted, for statutory services to look back and try and understand the root causes that led to the young person becoming aggressive, or to question why they have been continually let down by the system. At a roundtable about young people who are NEET, attendees debated the trade-offs between prevention and crisis intervention. They discussed how to deal with 'stocks and flows' of young people at risk of becoming NEET in the future, and those who are already alienated from the labour market today. Few would disagree that prevention is a good policy aim, but when budgets are tight it can easily lose out to crisis intervention funding.

#### Case study: Prevention pays

##### *Mentoring work among school pupils could stop them becoming NEET further down the line.*

One of the pairs on our programme examined collaboration between schools and the voluntary sector. They found that some pupils – particularly those with behavioural problems or who needed help on non-academic goals and soft skills – were being left behind and didn't have the right support. This could cause problems later on. Helping a pupil at age 12 might stop them from becoming NEET at age 16, by which time their problems may be harder to address.

The pair have jointly developed a model 'through the school gate'<sup>24</sup> programme to promote preventative mentoring work that so that young people do not leave school without the skills and support they need to get into employment, training or further education. Collaboration between youth charities and schools could be a good way to test this model. They hope to run a prototype of the scheme in Cumbria and produce a practical toolkit for the schools sector off the back of it.

23 In relation to more localist approaches, forthcoming research by the Institute for Government will explore the different ways that governments can devolve power, examining past attempts over the last three decades in order to inform future strategies.

24 This takes inspiration from the 'Through the prison gates' mentoring schemes for people who are leaving prison.

# Funding services

The voluntary sector has become increasingly reliant on outcomes-based contracts instead of grants over the last decade. The Government continues to strive for good value for money from public services. Here we discuss findings on funding and commissioning.

A point of commonality between voluntary sector organisations and government officials in the programme was the tightened public spending environment. Everyone was coping with doing 'more with less'. Nearly all were engaged in some way with government commissioning and concerned with the best ways of delivering outcomes and showing value. Our learning pairs looked at this through different angles, and in this section we outline their broad findings on:

- commissioning and valuing the voluntary sector
- making cost-benefit arguments.

## The value of the voluntary sector

It is the Government's high-level policy intention that the voluntary sector should be a key player in public services, but the programme revealed a number of examples of where contracting processes can squeeze out or limit the attributes that make the sector attractive to start with – leaving the sector with too little space, or funding, to take risks and develop innovative services to help solve complex problems.

One voluntary organisation in Cumbria for example, had been commissioned to deliver youth engagement work to get more young people to participate in democracy. This got bundled into a bigger contract where the only measures used were numbers of face-to-face contacts with young people. This didn't allow for online engagement or adequately capture the depth of activities that could be undertaken. The value that the voluntary organisation felt they could bring – their knowledge of what works for young people and how to create meaningful engagement – was lost.

Some participants argued that government needs to be clearer and more precise about what it is buying from the voluntary sector and how to build its additional value into every stage of the commissioning process. Equally, they suggested, the sector could articulate its own value and market itself more effectively, particularly where it is competing with organisations that can provide services at a lower cost. One of the pairs looking at this issue hopes to produce a simple model for commissioners who want to engage with the voluntary sector, outlining how to identify and value the additional attributes that the voluntary sector can bring.

Commissioning should be about quality as well as quantity, and some felt that the voluntary sector is often well placed to deliver community-based, long-term, personal support. Helping a young person with a history of serious behavioural problems to feel more confident or simply to engage with support is the sort of 'soft' outcome that many voluntary sector organisations believe to be an important staging post on the way to full employment. It requires skill as well as intensive and long-term work. Such soft outcomes are, however, harder to measure and articulate precisely in an outcomes framework.

## The limits of business cases

It is a huge challenge to make effective, person-centred services for complex groups replace interventions from imperfect systems as the normal way of doing things. One potential benefit of long-term funding programmes like the Big Lottery Fund's is that they give organisations space to try to change systems and challenge how things are done over a period of years and across political cycles. Conscious of the pressure on public spending, the organisations leading Big Lottery Fund investments are using their programmes to help build an economic case for change and to test what savings can be made over the long term. Resolving Chaos, an organisation specialising in economic analyses, is leading a partnership to support people with multiple and complex needs in South London. Their work will test whether it is more cost effective in the long run to offer non-ring-fenced services to clients who don't currently meet thresholds for statutory support, but tend to use the most accessible – and expensive – services like Accident and Emergency.

Some pairs on the programme developed this idea, examining cost-benefit analyses for complex groups. One pair did this by trying to assess the costs and benefits of an open access charity that offers support to vulnerable and excluded local people. They found that gathering data on a transitory group was, understandably, difficult. No one person is responsible for the individuals that use the charity and tracking data across different services to show impacts is incredibly hard, partly due to patchy information sharing.

Dialogue through the programme showed that making a 'spend to save' argument does have other limitations. Costs, risks and benefits are usually spread around a number of central and local departments. A local authority might not be incentivised to support a programme that produces cashable savings to the Treasury but not directly to them. Long-term public health outcomes that help the Department of Health with its mission might require upfront investment by the Department of Communities and Local Government. Some participants felt this was a cultural problem as well as a technical one, and that the departmental system within Whitehall can further dis-incentivise the 'whole-person' approach discussed in the preceding chapter. In addition, savings can take a long time to be realised, so any forward analysis will be somewhat speculative. Demonstrating impact and cost saving is a continual challenge for organisations that work with complex groups, and one of the explicit aims of the Big Lottery Fund work is to gather better data to improve this.

# Partnership and collaboration

Young people who are NEET and adults with complex needs face multiple and overlapping problems. They come into contact with a huge range of services. In this section we discuss how organisations are trying to work more collaboratively to support these client groups.

Most participants agreed that collaborative working is important for delivering an effective service to complex groups like young people who are out of work, where good co-ordination and shared effort between employers, education providers and welfare advisers can make all the difference to the young person finding a route to employment, and not being passed from pillar to post. In this section we outline:

- positive examples of collaboration in action
- how commissioners can encourage good collaboration
- why information sharing matters to collaboration.

## Making collaboration happen

Lead partners on the Big Lottery Fund investments into young people and adults with multiple needs are often acting as service integrators. They aim to bring together the best of local statutory, private and voluntary services and foster a more collaborative way of working to support individuals (avoiding duplication with other schemes). Resolving Chaos, which leads one such partnership in Lewisham, Southwark and Lambeth, started the process by getting together local experts including police officers, A&E nurses, probation workers and drug and alcohol charities to help identify which individuals had high levels of complex and overlapping needs. They started with a simple request: 'Tell us which clients you feel guilty about.' And they quickly identified a target client group.

### **Case study: Collaboration is key**

*Good collaborative working means no matter how users come into contact with services, they do not get redirected or lost in the system.*

The Single Homelessness Project (SHP) is a charity leading another Big Lottery funded partnership in Camden and Islington to support the most complex, high-need individuals in that area. Their underlying principle is that there should be 'no wrong door' for a service user. No matter how they come into contact with services, they won't get pointed elsewhere or lost in the system.

Dedicated workers will work from statutory delivery sites such as treatment centres to get good access to clients. Each professional will work with six to eight peer-support workers who can help increase engagement and understanding with the client group.

But SHP want to do far more than help a small number of people navigate a poorly-functioning system. They want to create a 'ripple effect' of collaboration between local voluntary organisations and statutory services that will help improve local systems over the long term and encourage better information sharing and working towards joint outcomes. Through this work, SHP hope to build a case for challenging service thresholds and silo working.

### **Commissioning for collaboration**

Participants stressed that this sort of collaborative working is not straightforward. It requires an upfront investment of time to set up and then continual attention to maintain relationships. Much of the charity sector has become increasingly reliant on government contracts, a trend that is likely to increase in line with the Open Public Services agenda. The National Council for Voluntary Organisations (NCVO) estimate that charities' income from statutory contracts has more than doubled over the last decade, increasing from £4.5 billion in 2000/01 to £11.2 billion in 2010/11.<sup>25</sup>

Voluntary sector participants in the programme felt this had created a culture shift in the sector, and that collaboration is harder in a competitive environment. Charities might work together on a five-year contract, but at the end of that contract they will be competing for funding. This can undermine trust in their relationships. Policy makers visiting local services were struck by how much skill and time partnership-building takes. It requires immense energy and commitment from those involved. Many participants said that commissioners can't simply require partnership working and then expect it to happen, but that they need to allow sufficient time for partnerships to form.

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<sup>25</sup> NCVO, Civil Society Almanac, NCVO website, retrieved 6 November 2013 from <http://data.ncvo-vol.org.uk/a/almanac13/almanac/voluntary-sector/income/how-have-the-components-of-earned-income-changed/>

## **Case study: Commissioning for collaboration**

*Time is needed for partnership working to develop otherwise some organisations will be crowded out of the market.*

One participant compared the timeframe of pulling together a £5 million (m) partnership for the Big Lottery Fund 'Talent Match' investment to support young people who are NEET, to a £4m government contract for a skills project.

The Talent Match partnership involved the local enterprise partnership, Job Centre Plus, blue-chip employers, VCS organisations and young people. They started partnership development in late July 2012 and concluded it in early November that year – a difficult timeframe but an achievable and ultimately successful one, with time to identify the key partners and the different cultures, to meaningfully engage young people and to work out accountability frameworks.

In the government contract they were given just four working weeks to build a partnership – which the contract required – and to respond to the invitation to tender with a robust bid. The partnership was to include wider strategic partners like the local authority as well as delivery organisations. In this case, writing the bid and creating a partnership was manageable because the charity pulling together the bid has a good network of existing contacts they can partner with.

The participant noted however that such timescales were likely to crowd out new entrants to the market who are not already established and well networked, and felt that the quality of their bids and partnerships would be higher if more time was given. He felt that the agency commissioning the work used such timescales because that was simply the way they had always done it, and perhaps to make sure that funds were 'getting out the door' quickly enough to delivery organisations.

Such short timescales might also relate back to the speed of policy making discussed earlier in this report or to perceived political expediency. Ministers often feel the need to show results quickly.

## Sharing information

Participants also discussed the importance of data and information sharing to collaboration – where this doesn't work effectively it can hinder successful service delivery and make policy evaluation more difficult. In the case of multiple needs, one participant noted that it's "no one person's job" to collect data on complex individuals, so it doesn't get done and there is confusion and duplication around different agencies.<sup>26</sup> We also heard examples of patchy information exchange, where data existed but wasn't shared around well.

One pair on the programme looked at the use of Section 135/6 of the Mental Health Act – concerning aspects of how police deal with people that are mentally ill – as a case study.<sup>27</sup> By examining this on the ground and speaking to a variety of practitioners, the pair found huge variation in use of the sections, and a lack of shared understanding with some police officers as to why collecting this data is important. At one event, this led to a discussion of how ingrained cultures and ways of working can contribute to such disjointed thinking; people working with offenders, for example, told us that prison officers tend to see their role primarily as security not rehabilitation. Shifting such cultures to promote better information sharing takes a long time. Data protection rules can also be a barrier to sharing information, but participants noted that there were lots of myths about data protection<sup>28</sup> and that strong relationships on the ground were often the most important factor for effective information exchange.

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26 "Consequently, the best person to ask about global service use is actually the person using the services. Ironically, they are considered to be the 'chaotic' one, yet they are the only person, it seems, with an accurate overview of how they engage with the system" O'Shea, N., *Costing chaos comprehensively: easier said than done*, Institute for Government website, retrieved 6 November 2013 from [www.instituteforgovernment.org.uk/connecting-policy-with-practice-blog/costing-chaos-comprehensively-easier-said-than-done/](http://www.instituteforgovernment.org.uk/connecting-policy-with-practice-blog/costing-chaos-comprehensively-easier-said-than-done/)

27 These sections require that police remove 'to a place of safety' someone who is mentally ill, if it is in their and others' interest to do so. Government has shown concern about the cost of police time on what can be seen as a non-policing activity, but there is little robust data available on use of the sections.

28 Russell, P., *There's partnership working and then there's data sharing*, Institute for Government website, retrieved 6 November 2013 from <http://www.instituteforgovernment.org.uk/connecting-policy-with-practice-blog/theres-partnership-workingand-then-theres-data-sharing/>

# Conclusion

The work of this programme has revealed a number of disconnects between policy and practice.

- People's lives, particularly those who are vulnerable and excluded, are messy and complicated. Practice suggests that services work best when they deal with the 'whole person', start with their needs and collaborate across different agencies. But policy too often operates in silos at both national and local levels and doesn't allow enough time for collaborations to form.
- Long term policy problems require long-term thinking. But those working in practice find their efforts frustrated by the way policy chops and changes and a lack of stability in the policy and funding environments in which they operate.
- It is widely recognised that services which prevent complex problems from escalating are, in principle, valuable and cost effective. But finding the space to create such services and to prove the benefits is difficult in a constrained and often siloed funding environment.
- There are plenty of examples of good policy intentions, including making better use of the distinctive skills of the voluntary sector. But these intentions can get lost as they trickle down to the real world through different levels and as policy is re-interpreted.
- Customer insights and in-depth understanding of service users – including a direct role for them in design and delivery of services – can be used to great effect. But too often the policy discussion is about problems rather than assets.

Some of these insights are familiar in discourse about public services, and bring out some fundamental issues. But the programme has also identified a number of things which policy makers and practitioners can address now to build more effective connections.

- We have found that continued and meaningful connection between the front line and the policy-making profession – not just 'policy tourism' – helps both sides see the world differently and to better understand the complex systems in which policy plays out.  
One participant summed up engaging with practice by saying "Seeing really is believing. There's no substitute." We recommend that policy makers in Whitehall are given opportunities and incentives to experience practice for themselves. They should seek to grow their networks of frontline practitioners from right across the voluntary sector.
- An important part of the policy maker's job is to understand the complex systems which link high-level plans to delivery, and to create feedback loops with the front line. This applies particularly to the length of time required to form effective partnerships, and to the approach to contracting.
- The voluntary sector needs to play its part in building a more effective dialogue, partly by articulating its own value better, and partly by understanding the pressures on policy makers.

The Big Lottery Fund's strategic investments within the People Powered Change agenda have only just begun. They are already revealing interesting lessons about how long-term targeted programmes based on collaboration and putting users at the centre can drive systems change, help government rethink models of public service delivery, and in the process address the disconnects highlighted above.

As the investments unfold and start to show results over the next five to eight years, they will provide an ever richer evidence base for government, charities and funders.

The experience of this programme so far has prompted a number of questions that the Big Lottery Fund investments and the Connecting Policy with Practice work could shed light on in future years.

- To address long-term policy problems and overcome the problems caused by silo working, what mechanisms could government use to encourage policy that is more joined-up and responsive to the complex lives of individuals?
- How can policy makers and service providers deal with short-term policy making cycles and avoid the bureaucratic burdens and unintended consequences that follow from these?
- What practical measures can commissioners take to ensure they give service providers enough scope and time to collaborate, and to do the right thing for the people they help while minimising risks and ensuring value for money?
- If government sees value in preventative services, how could it create more sustainable funding mechanisms for them?
- How can feedback loops with the front line be embedded into the way policy makers work as 'system stewards'?
- If the government wanted to build more user insight into policy design, how could it go about it? Where and how is a more asset-based approach to policy working? And could it be expanded?
- Bringing a number of these issues together, how do policy makers and practitioners together assess what types of issues require what types of solution? When is a highly-devolved approach appropriate?

The Institute for Government and the Big Lottery Fund hope to carry on this work to develop these early findings and to continue closing the gap between policy and practice.

# Annex: programme participants and events

**There were 30 people on the core cohort for the programme, although not all were able to complete it. They were:**

Karen Ahmed	London Borough of Barnet
Adrian Ball	Positive Steps
Dean Blower	Department for Work and Pensions
Kieron Boyle	Cabinet Office
Gill Brown	Brighter Futures
Louisa Carrad	Ministry of Justice
Ben Connah	Ministry of Justice
Joseph Cox	Leicester YMCA
Andy Crossland	Humber Learning Consortium
Amanda Dickins	Department for Business, Innovation and Skills
Vanessa Dixon	Shelter
Cat Drew	Home Office
Jonathan Duff	Department for Education
Arvinda Gohil	Emmaus UK
Lindsey Hall	Real Ideas Organisation
Alan Hopley	Addaction
Kara Humphreys	HM Treasury
Jack Lee	Department for Communities and Local Government
Neil MacKenzie	The Cyrenians
Androulla Michael	Department of Health
Rachel Nicholls	Department for Work and Pensions
Nick O'Shea	Resolving Chaos
Godfrey Owen	Brathay Trust
Wendy Prichard-Smith	Department for Education
Tamsyn Roberts	Cabinet Office
Pat Russell	Department for Work and Pensions
James Stevens	Home Office
Tom Tallon	Cambridgeshire County Council
Adrian Thacker	The Prince's Trust
Toni Warner	SHP (Single Homelessness Project)

The cohort met for full-day workshops in April, June and September 2013. These involved inputs and presentations from charity and public sector representatives and facilitated discussions.

Roundtable events – which involved discussion between around 25 experts on young people and on multiple and complex needs – were held in May and July 2013.





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The Big Lottery Fund is responsible for distributing 40% of all funds raised for good causes by the National Lottery. This totals around £700m each year. Since June 2004 the Fund has awarded over £6bn to projects supporting health, education, environment and charitable purposes. Ninety per cent of our funding is awarded to voluntary and community sector organisations.

We deliver funding throughout the UK, mostly through programmes tailored specifically to the needs of communities in England, Scotland, Wales or Northern Ireland as well as some programmes that cover the whole UK.

We also distribute non-Lottery funding on behalf of public bodies such as the Department for Education and the Office for Civil Society. The Big Lottery Fund is a non-departmental public body sponsored by the Cabinet Office.