

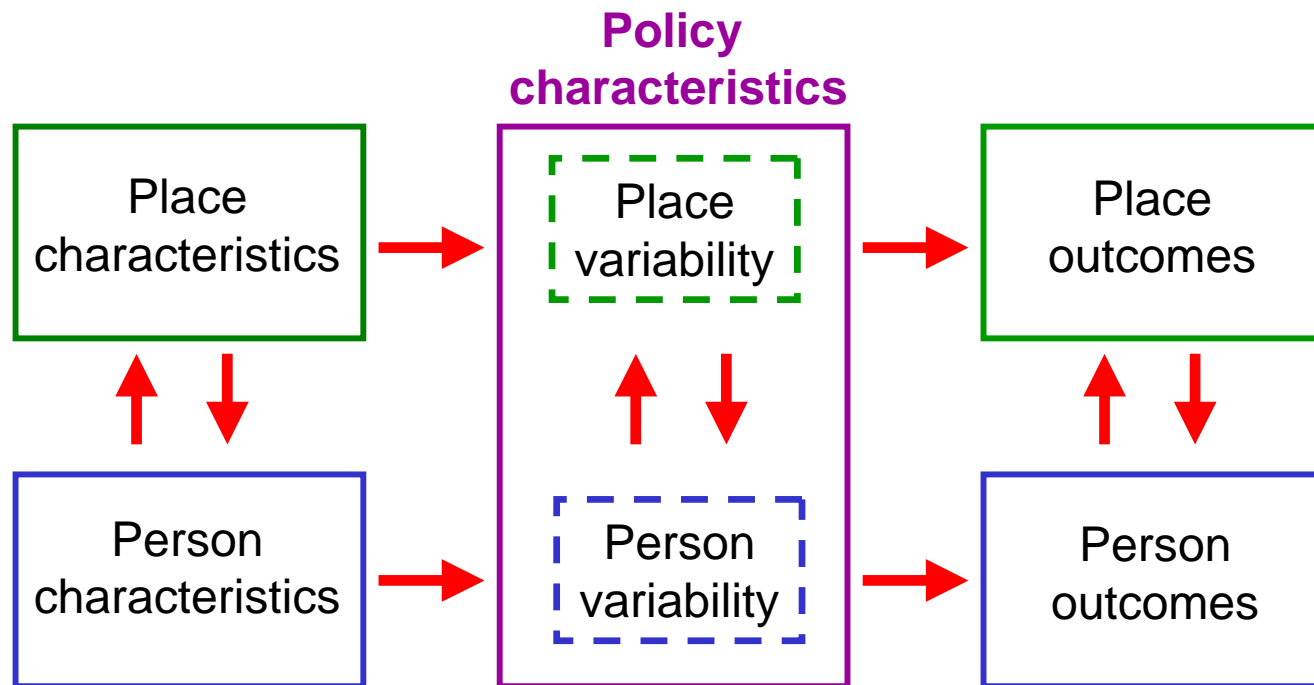
Person or place based policies?

Robert Walker
University of Oxford

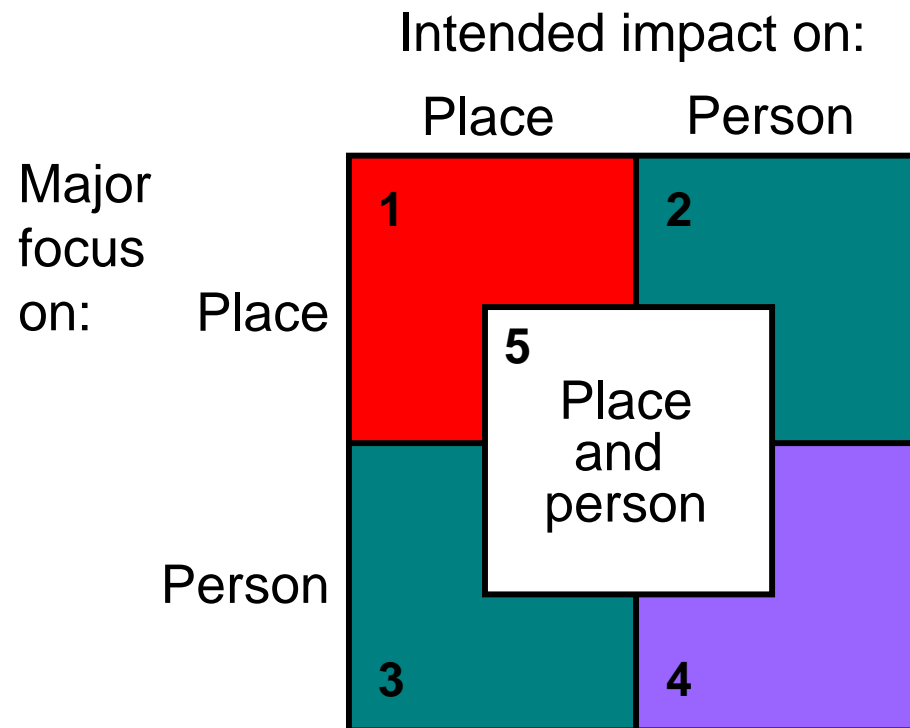
Joseph Rowntree Foundation: Research Brief

- Review and assess the impact and effectiveness of:
 1. Place-based interventions that seek to tackle disadvantage
 2. People-based interventions that seek to tackle disadvantage
- Julia Griggs, Adam Whitworth, David McLennan, and Michael Noble

Person and place



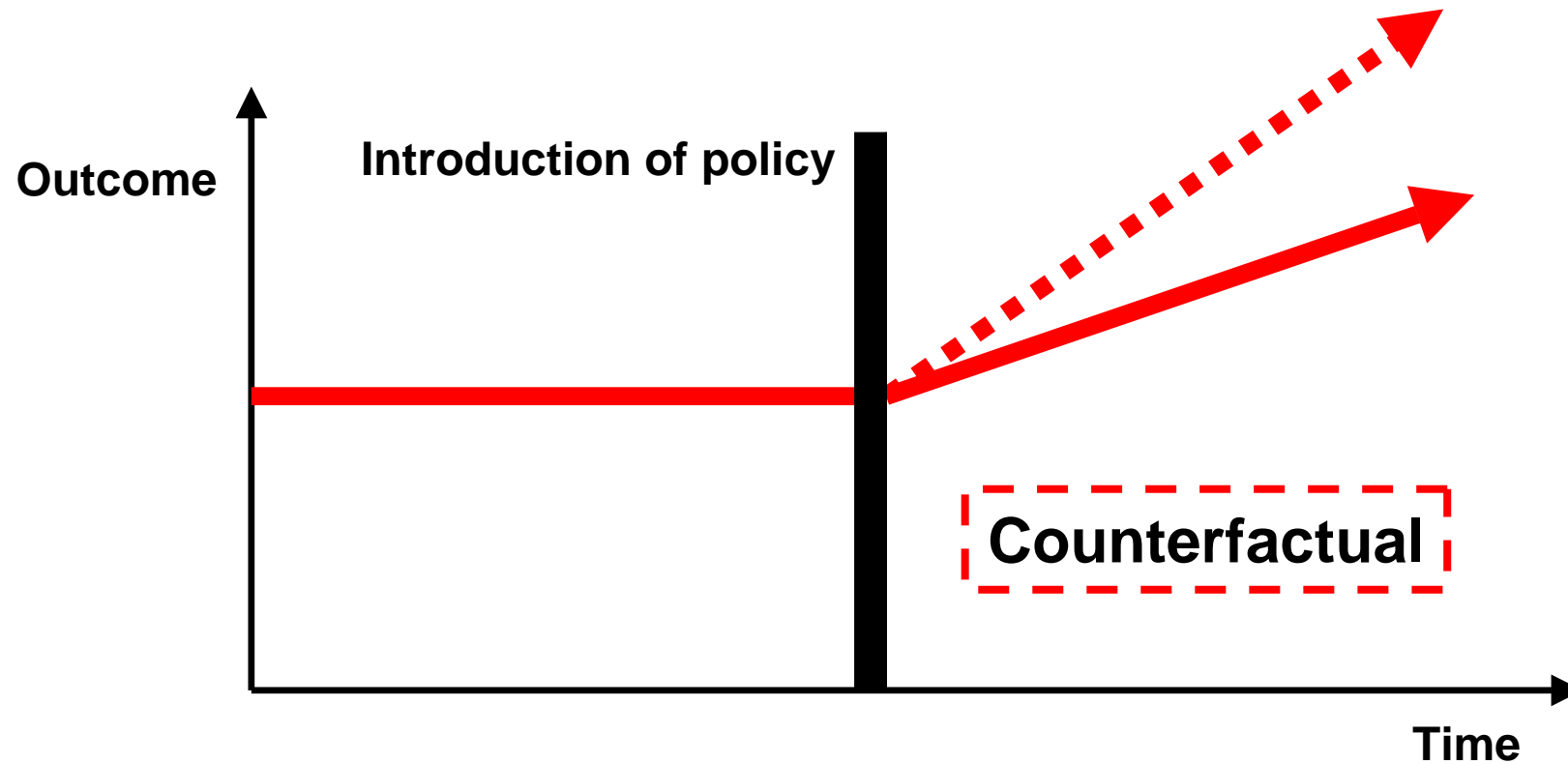
Categorising policies



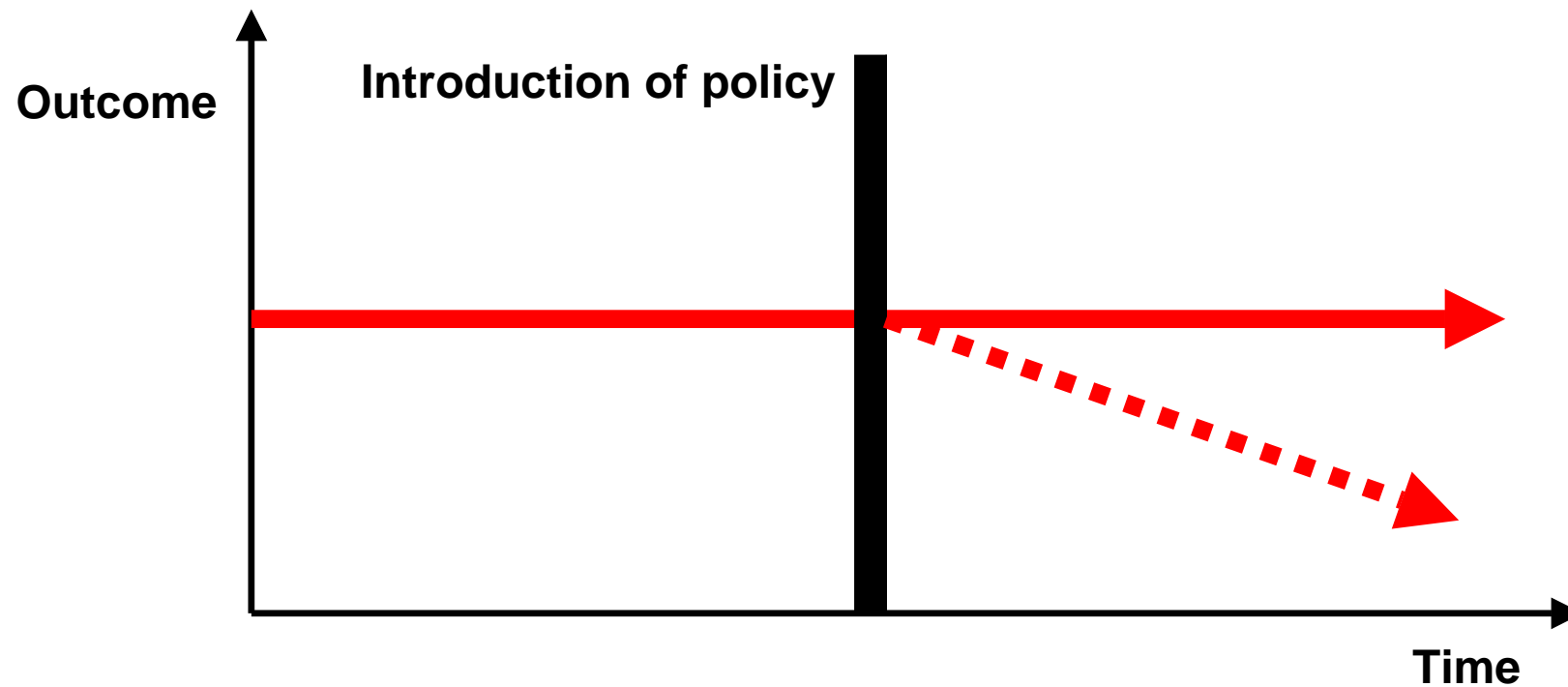
Selection criteria

1. Focusing on impacts
2. Objectives focused on goals of reducing disadvantage
3. Evaluation had to have a counterfactual
 - A measure of the outcome that would have occurred had the new intervention not been in place

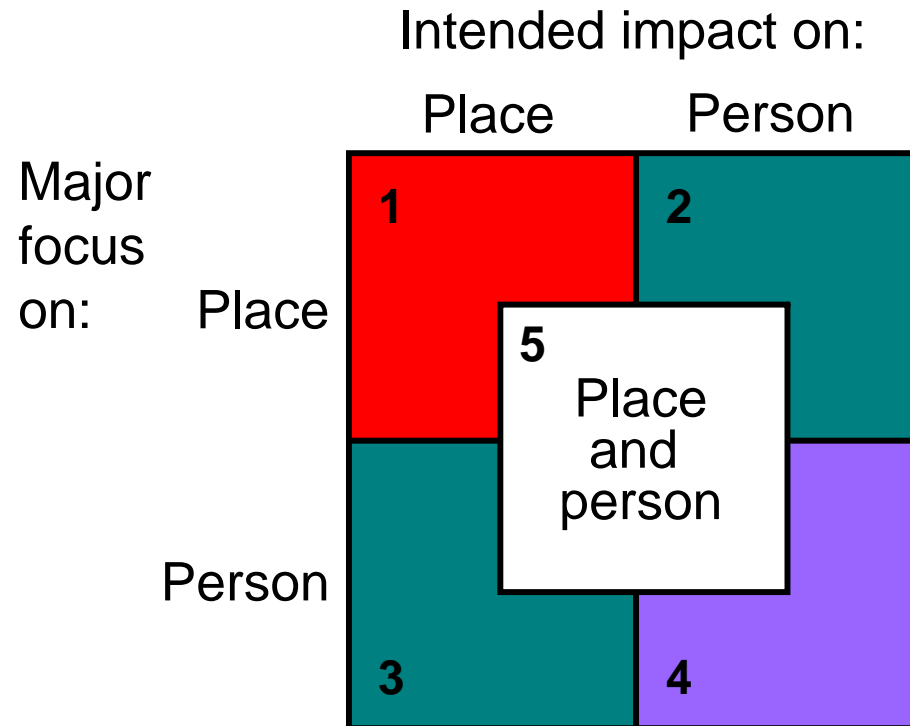
Identifying impact



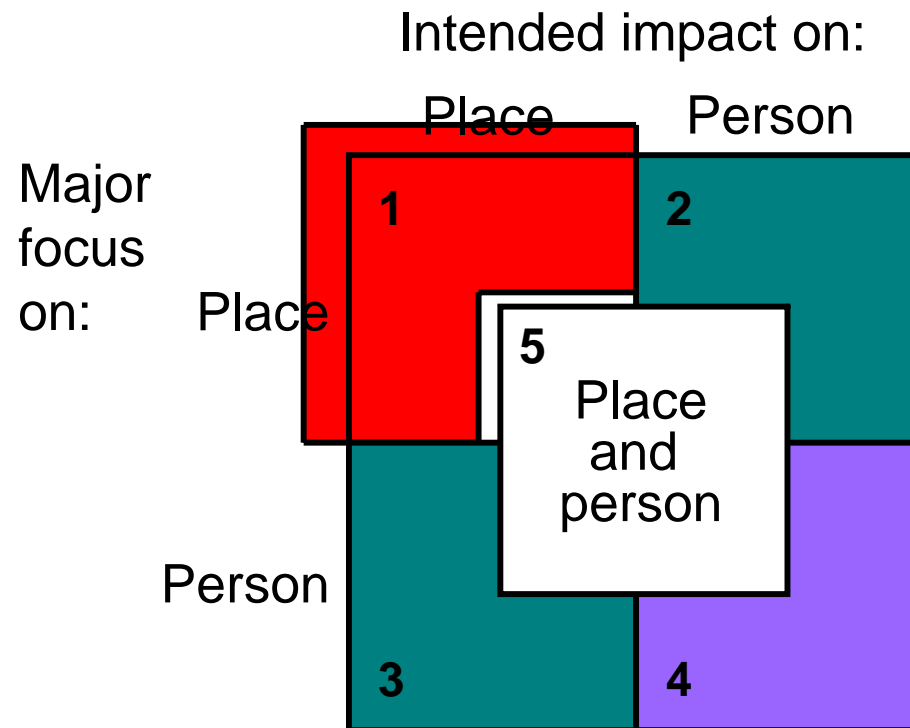
Identifying impact



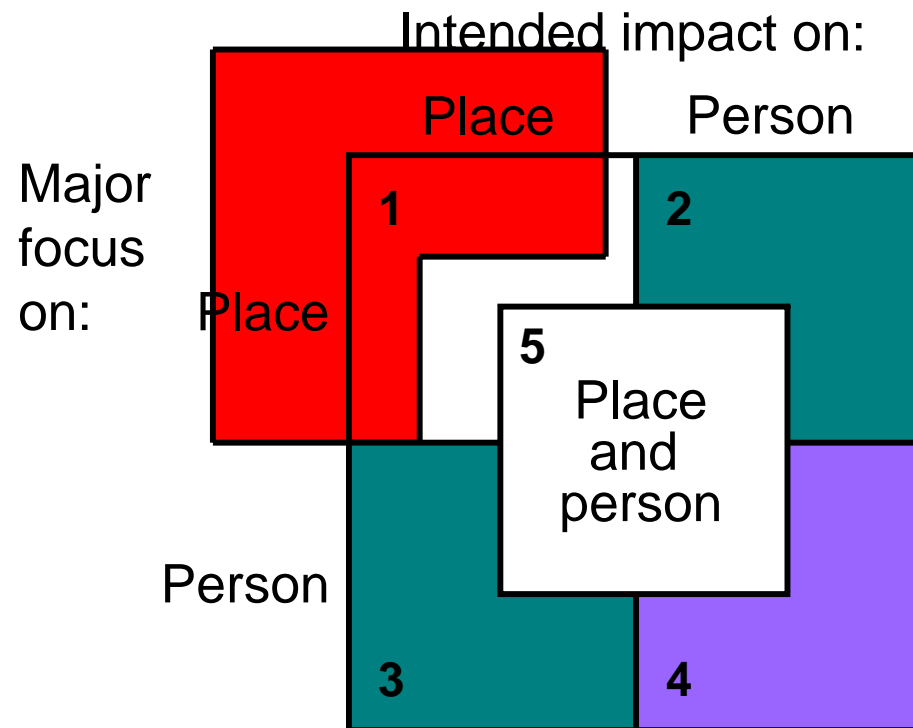
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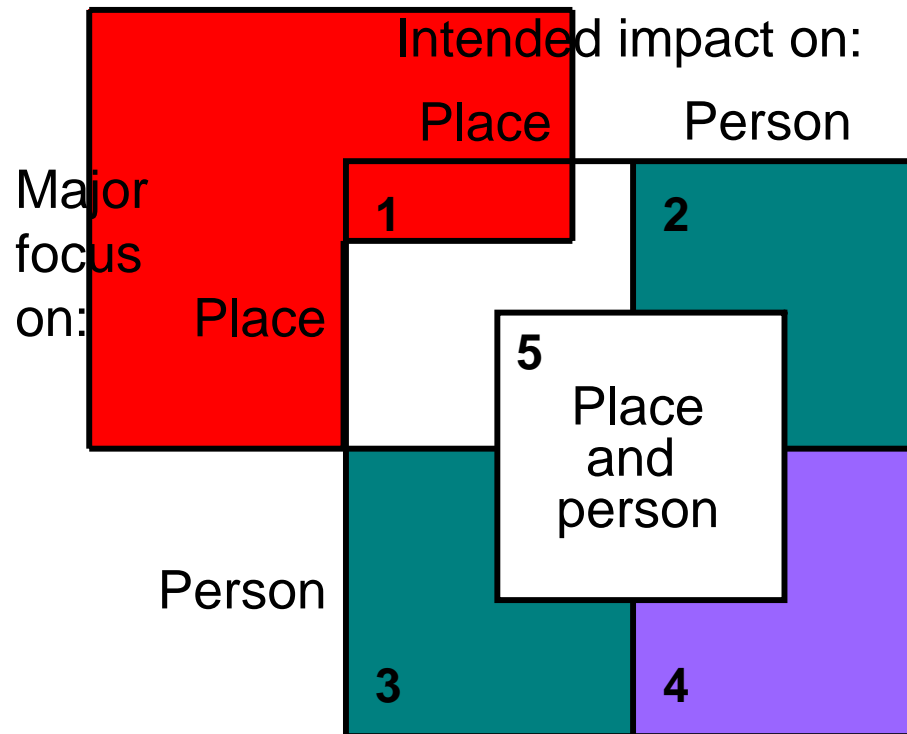
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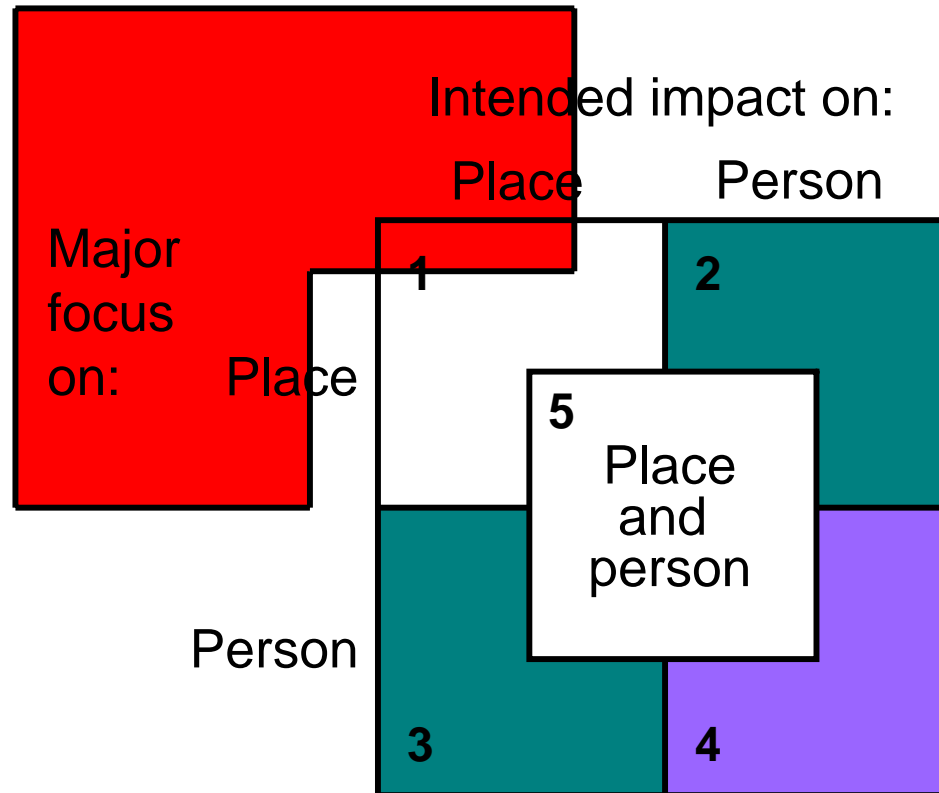
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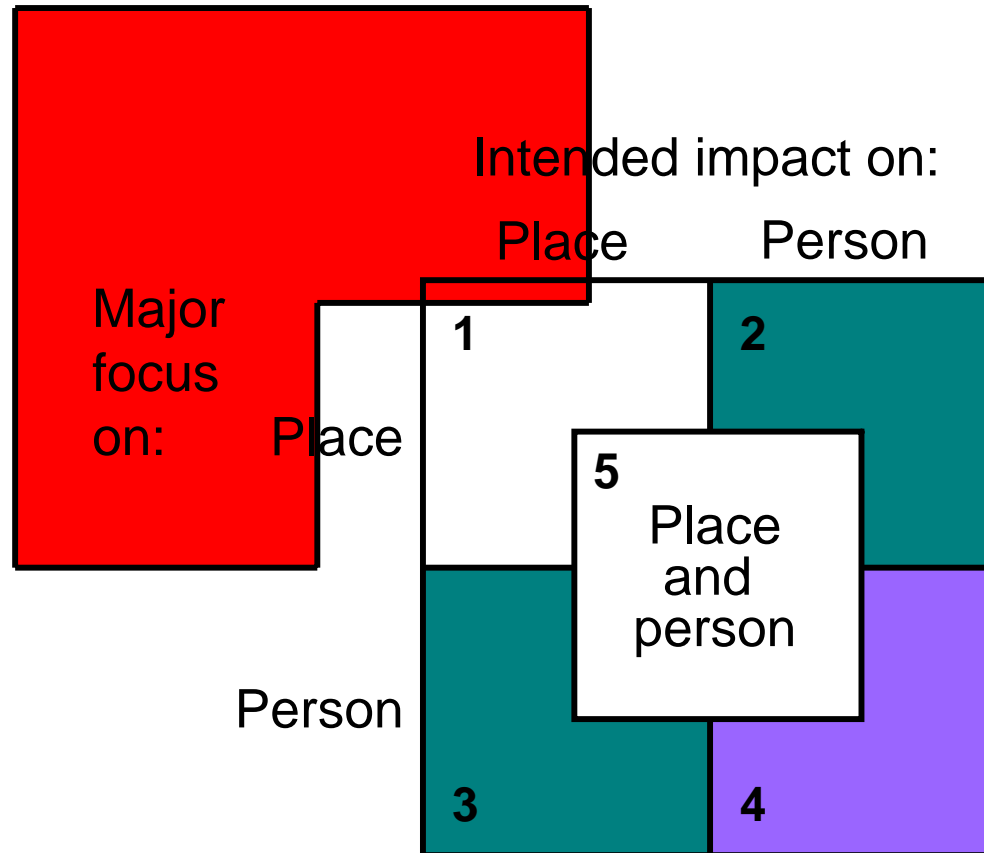
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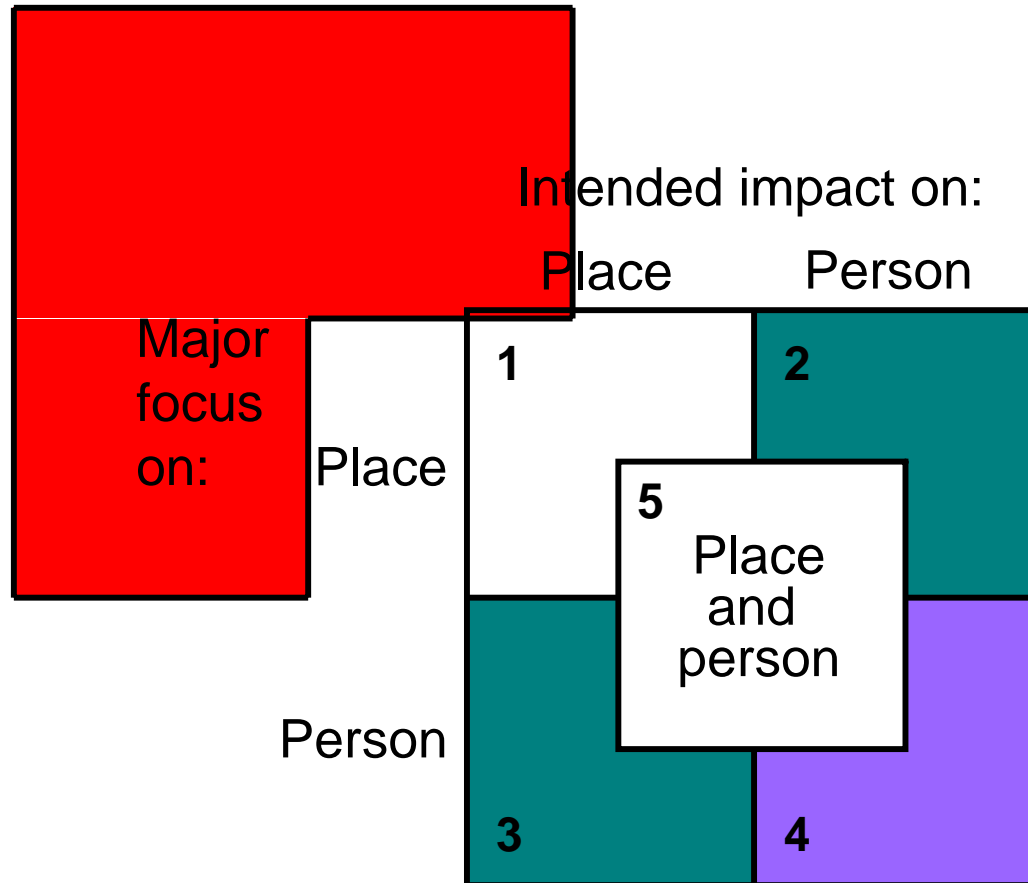
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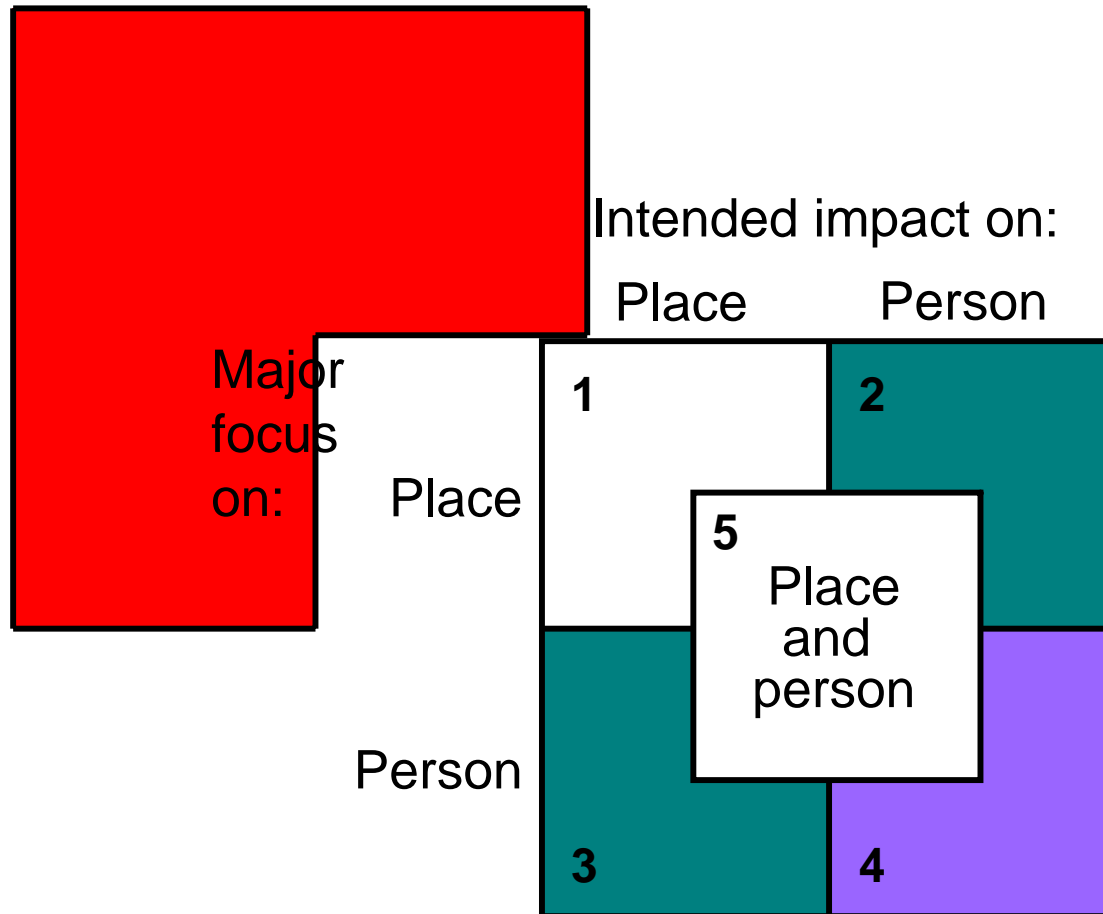
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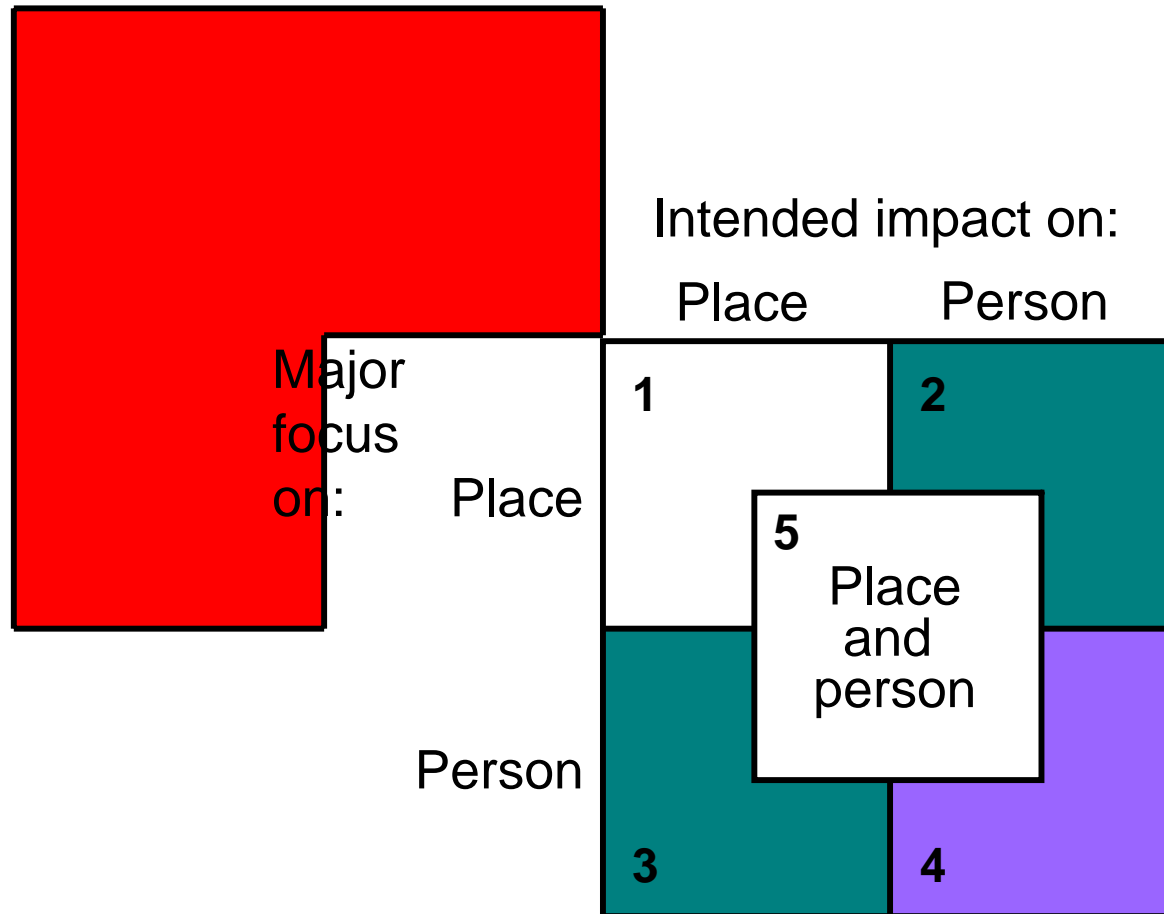
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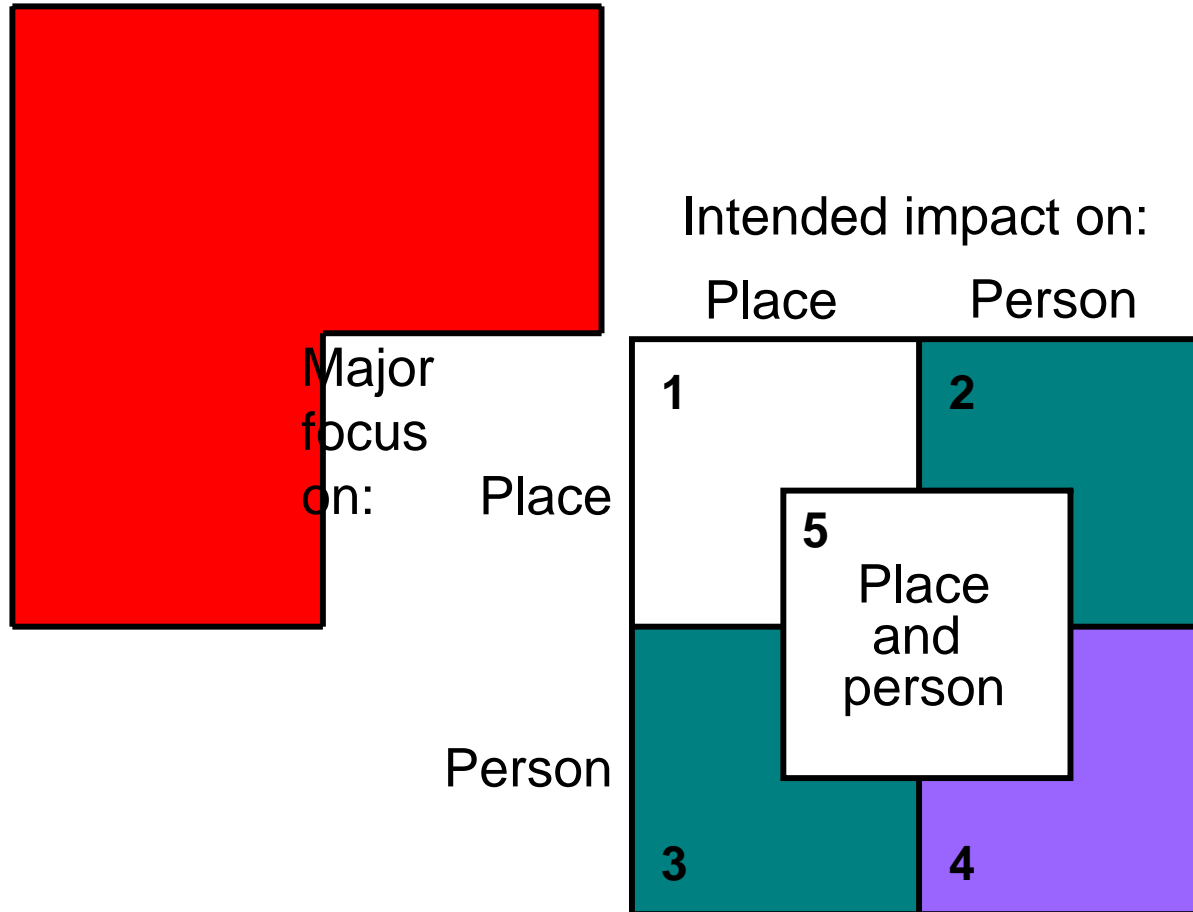
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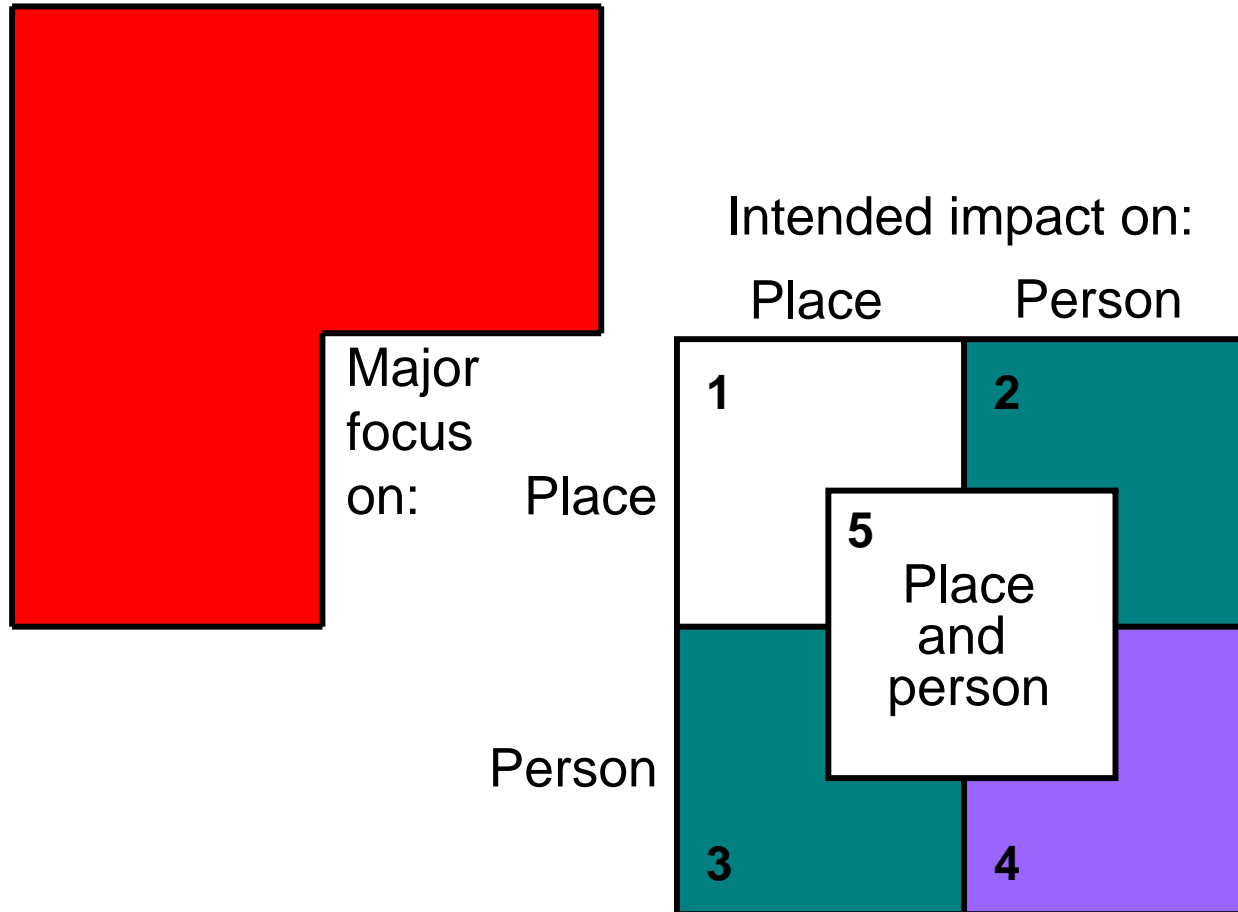
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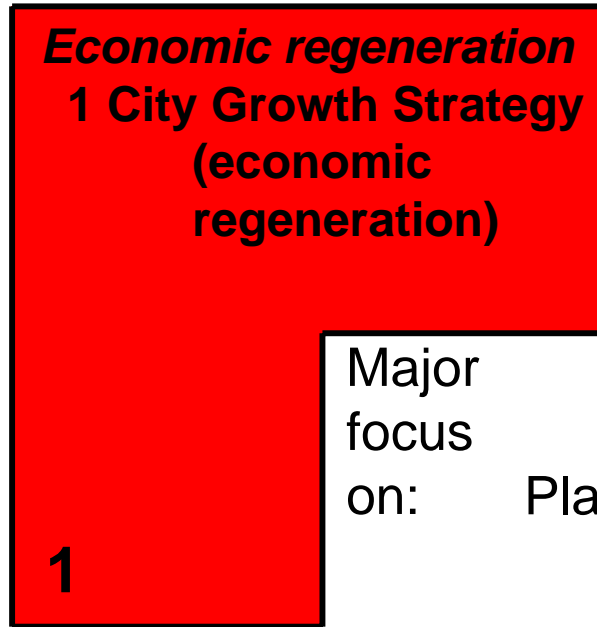
Policies evaluated



Policies evaluated



Policies evaluated

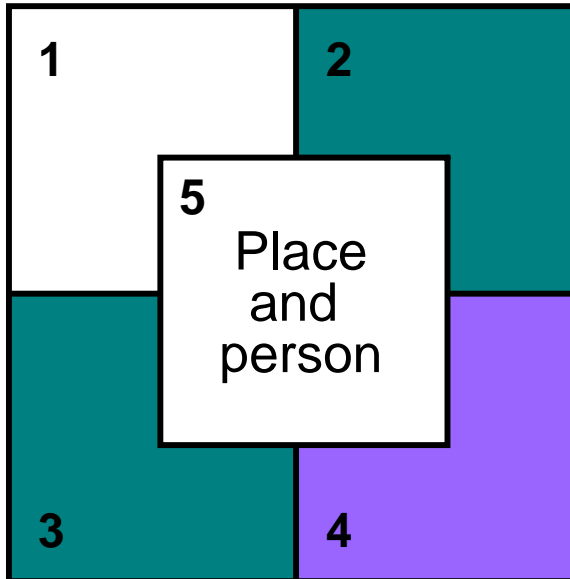


Major focus on: Place

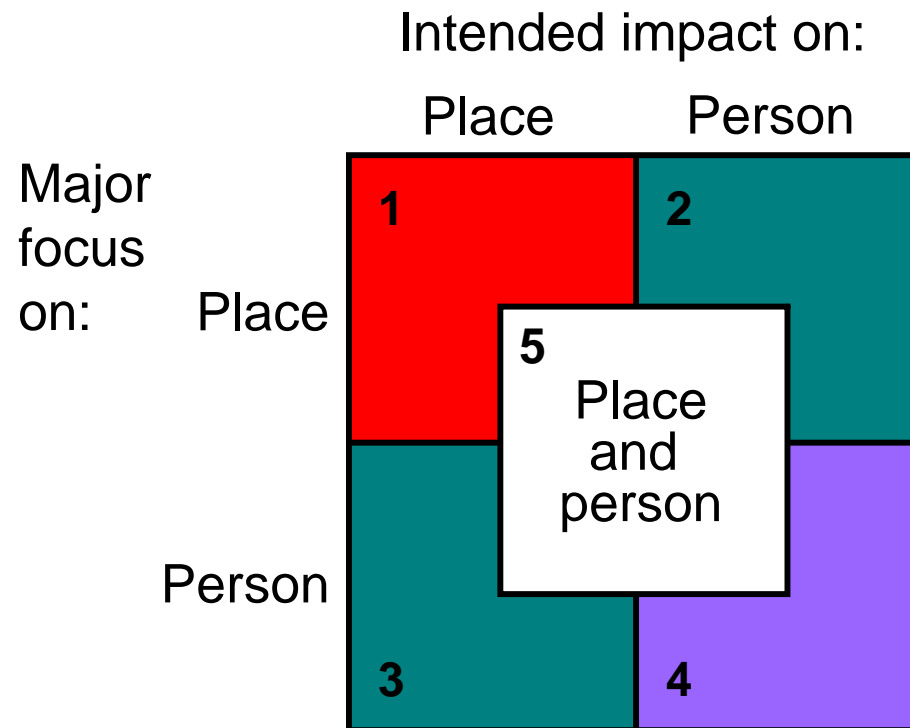
Intended impact on:

Place

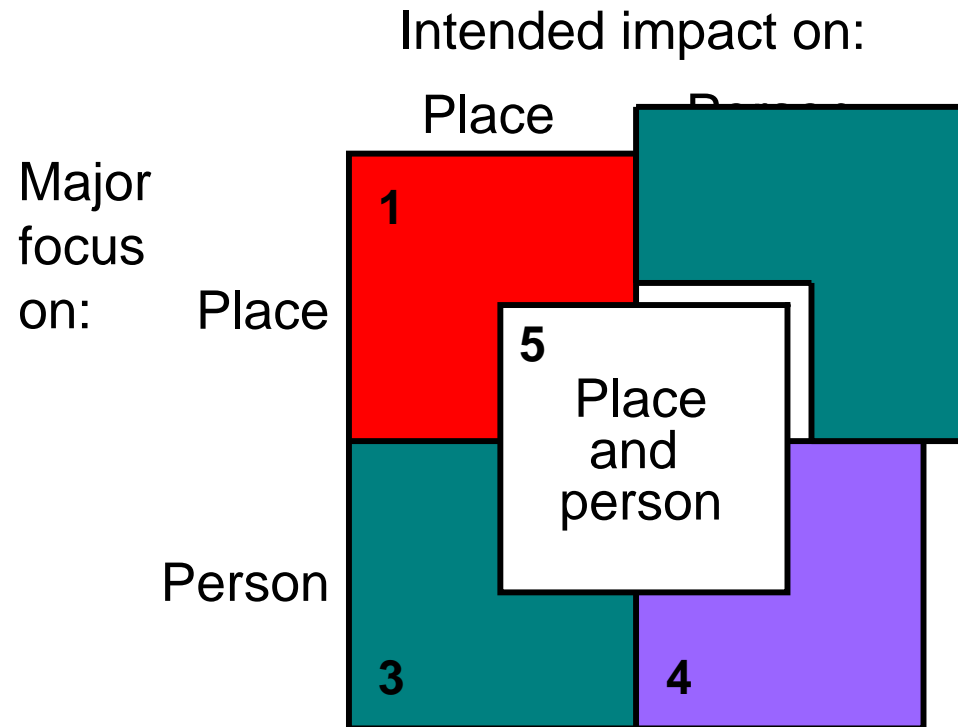
Person



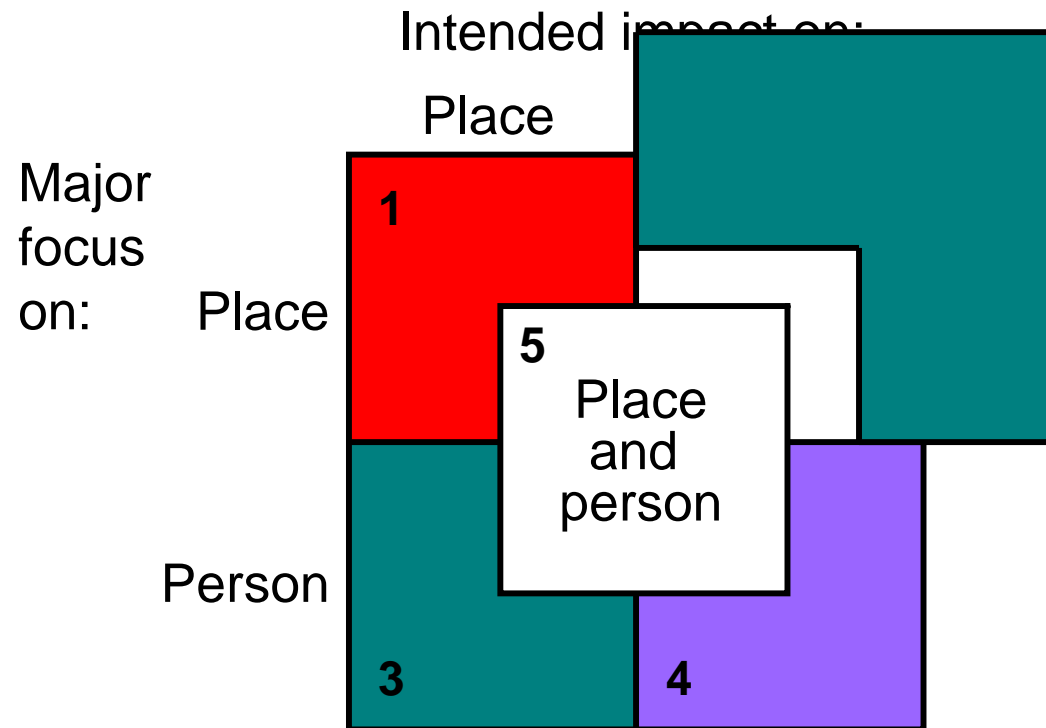
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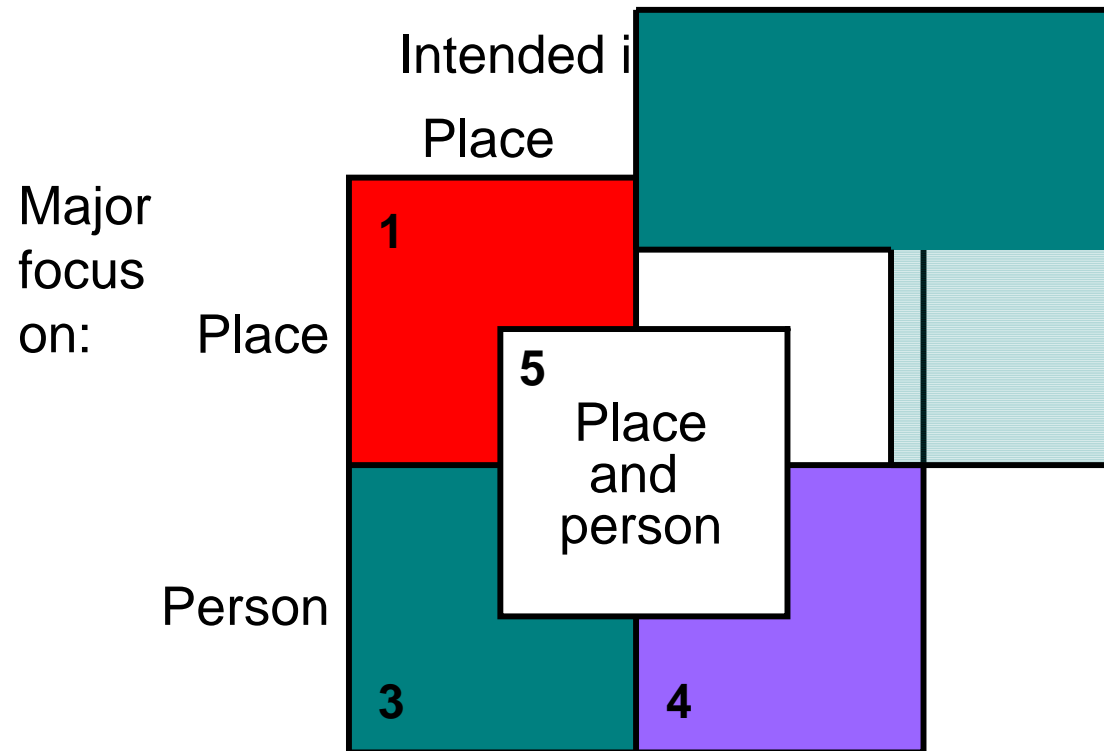
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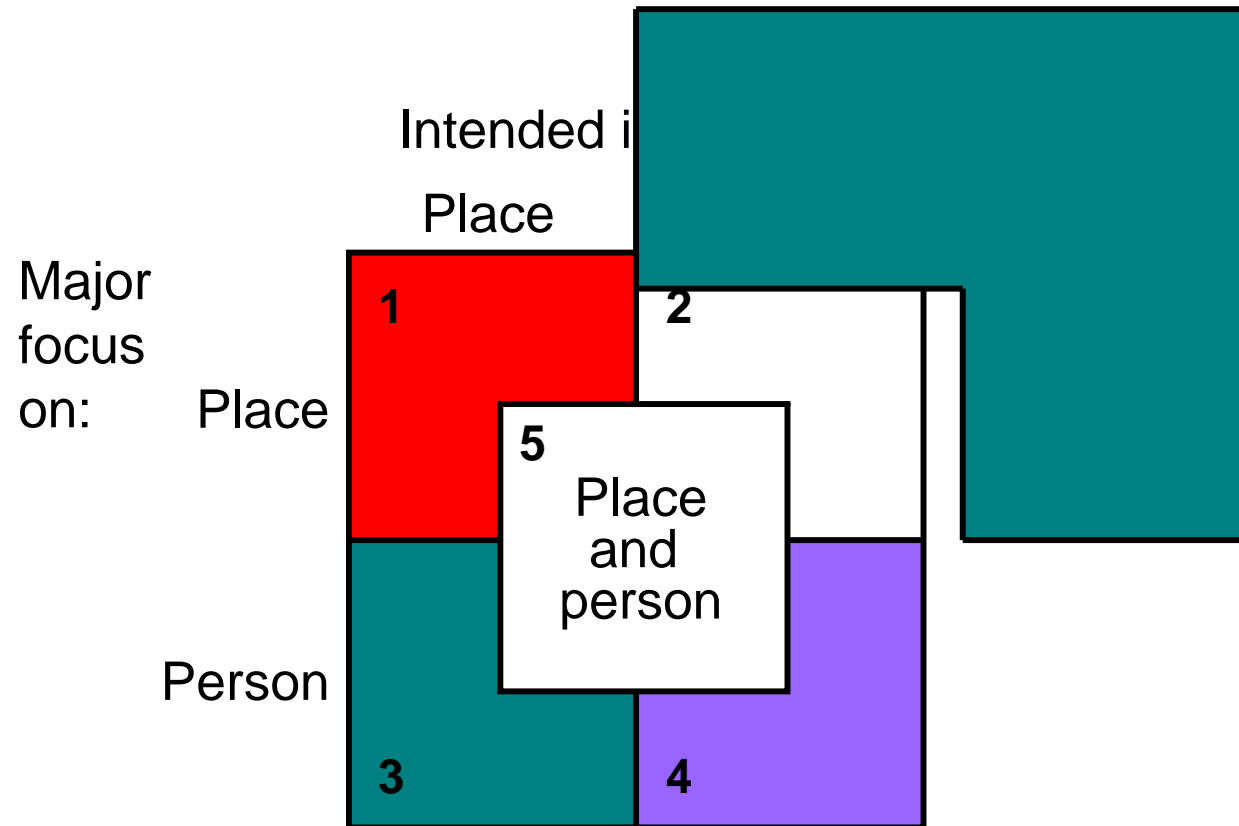
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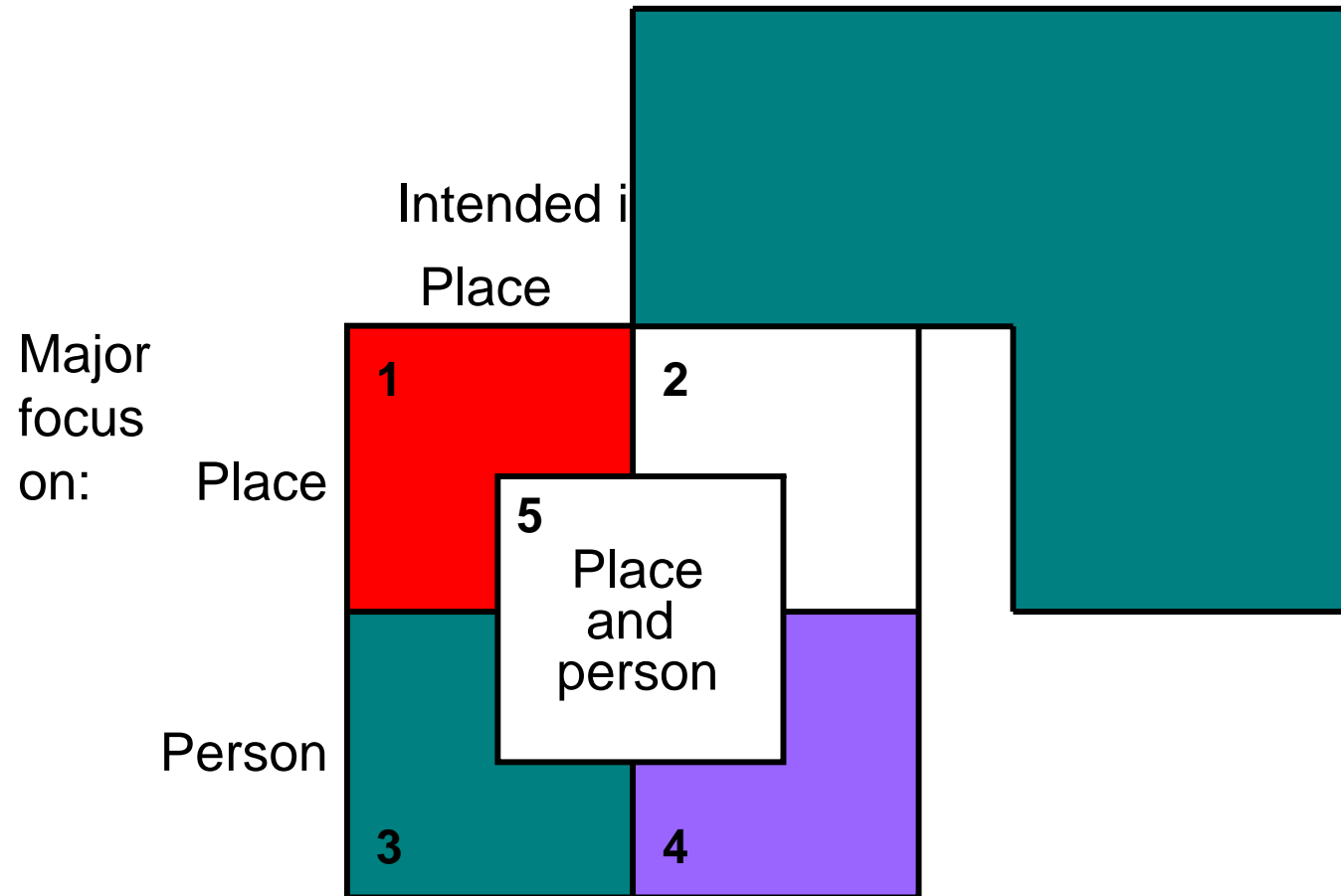
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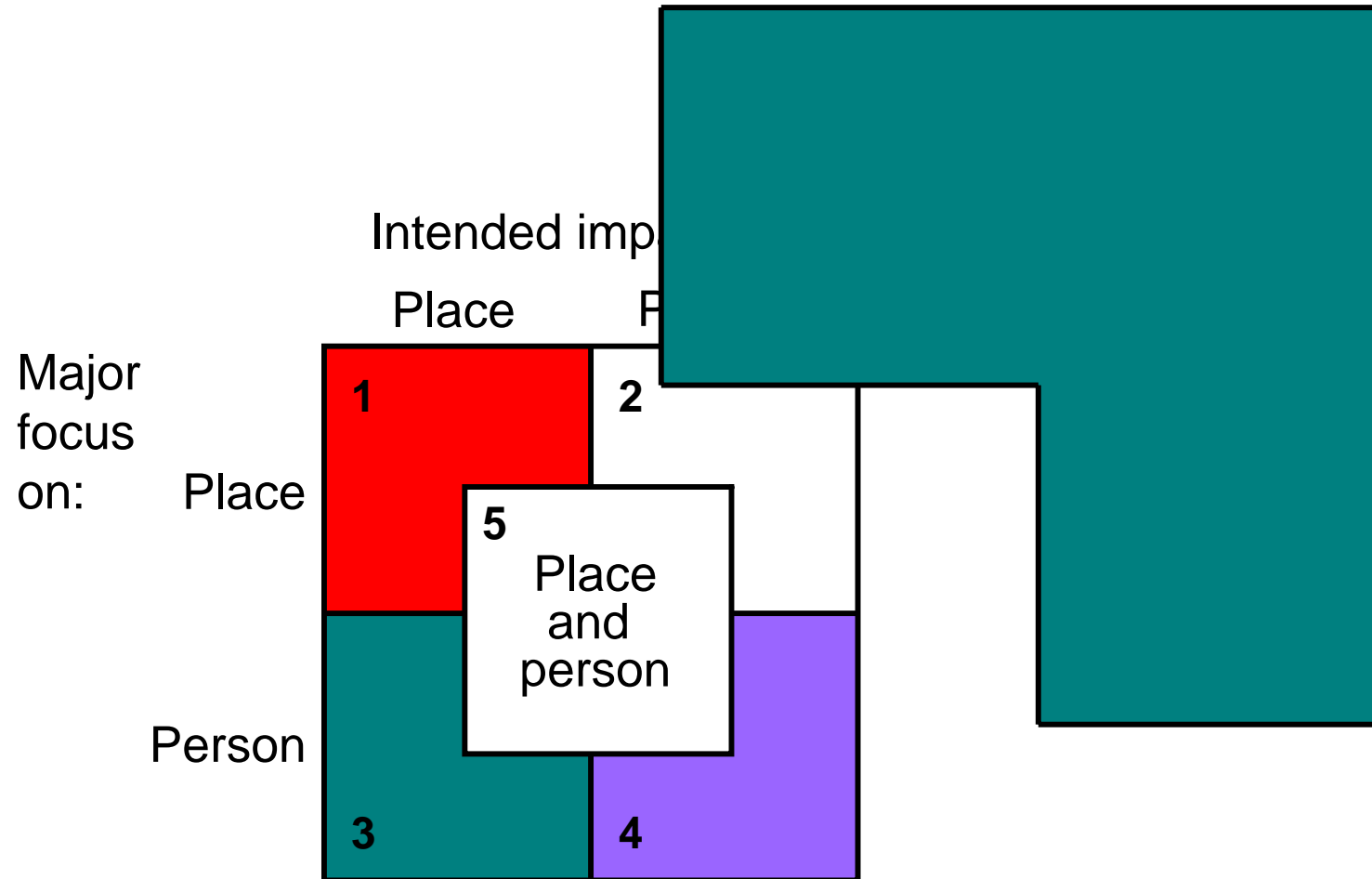
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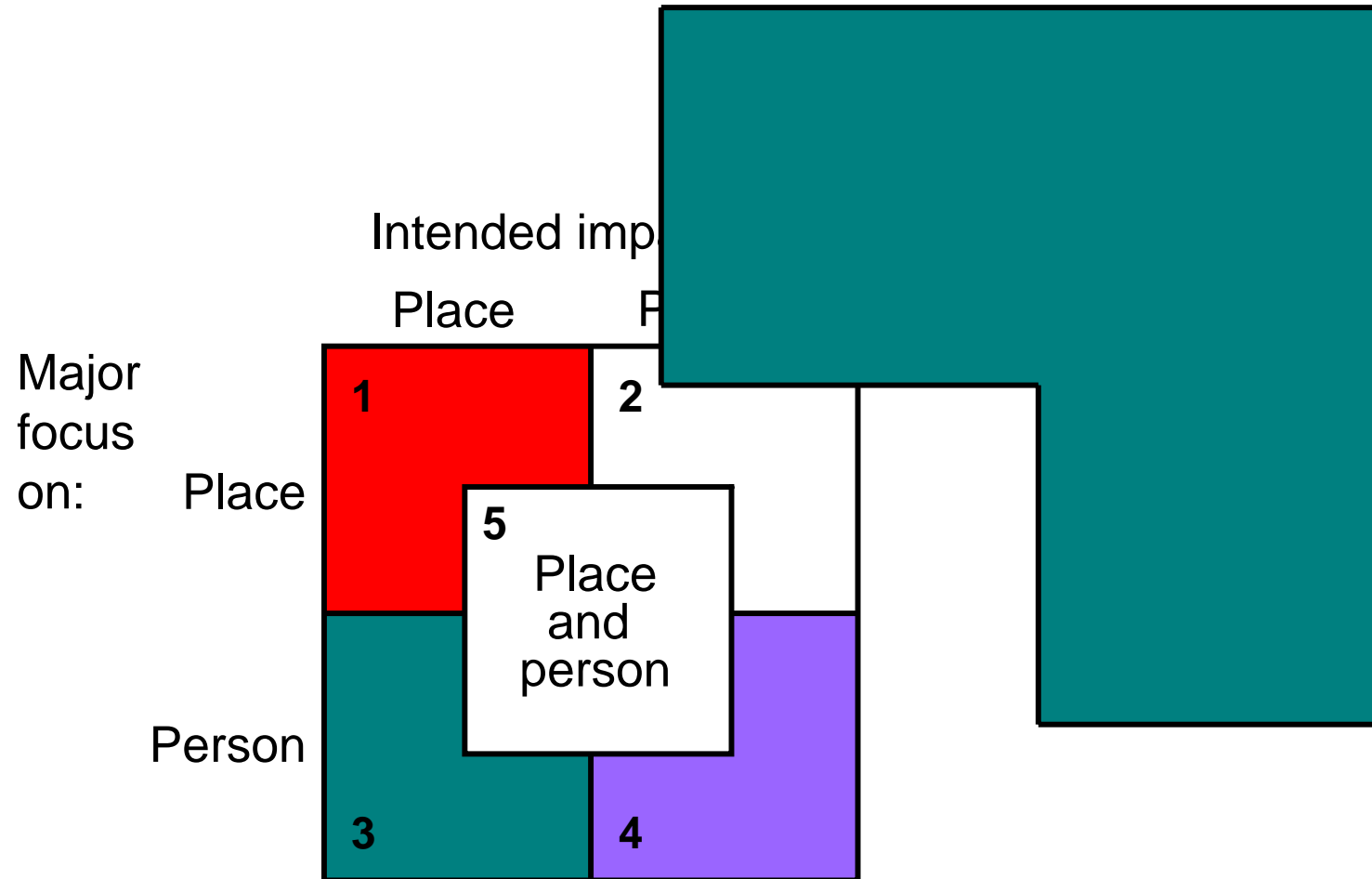
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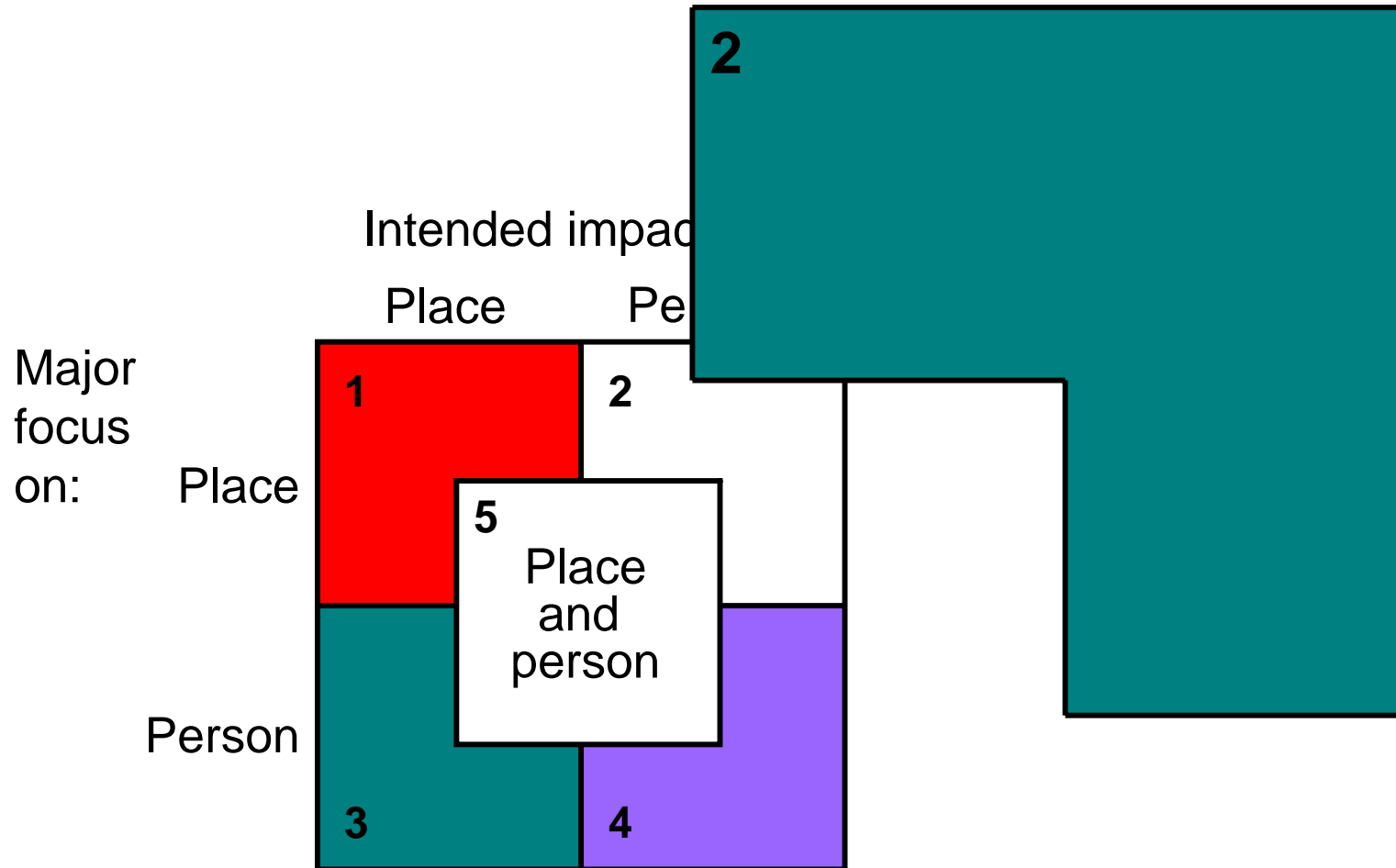
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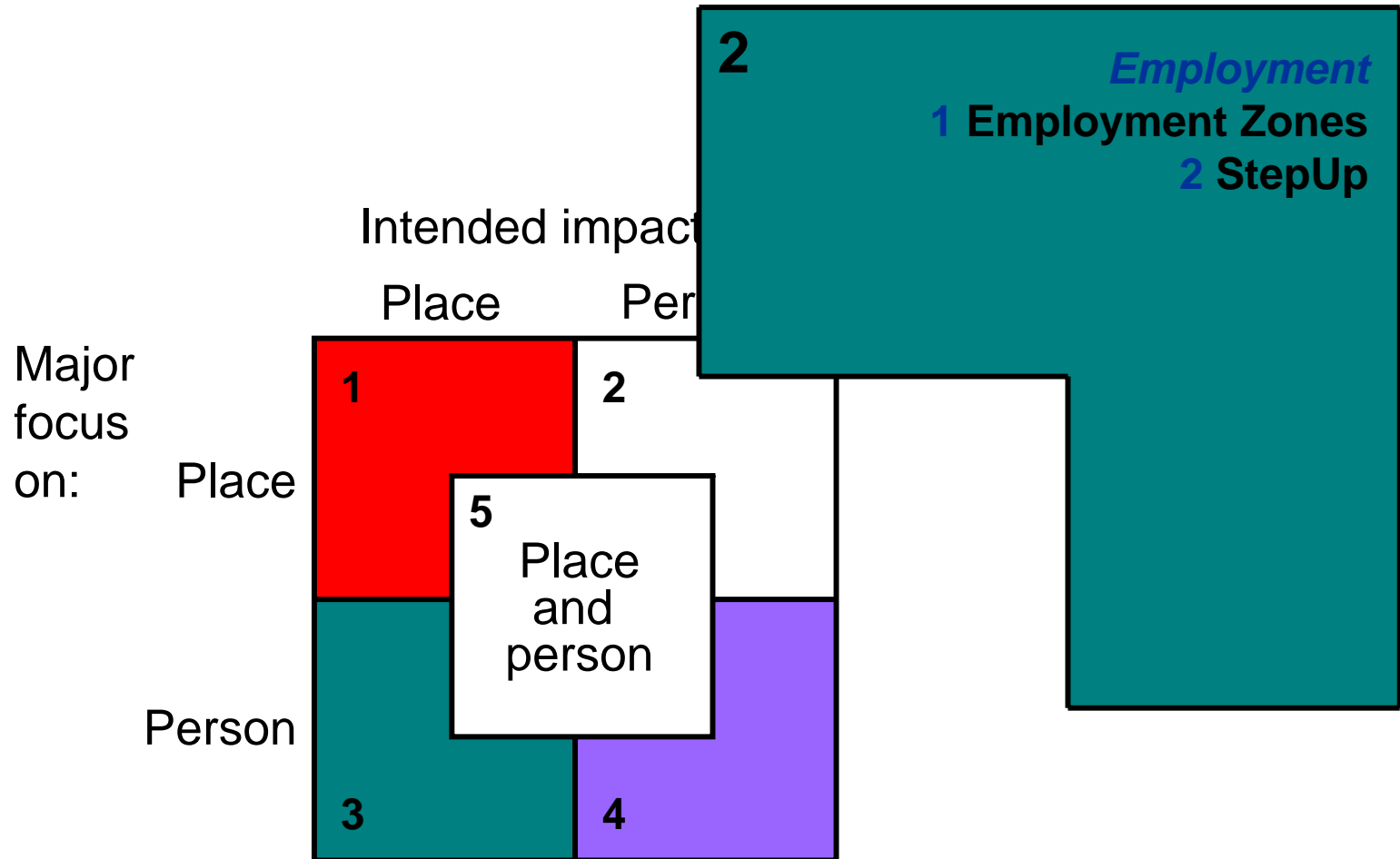
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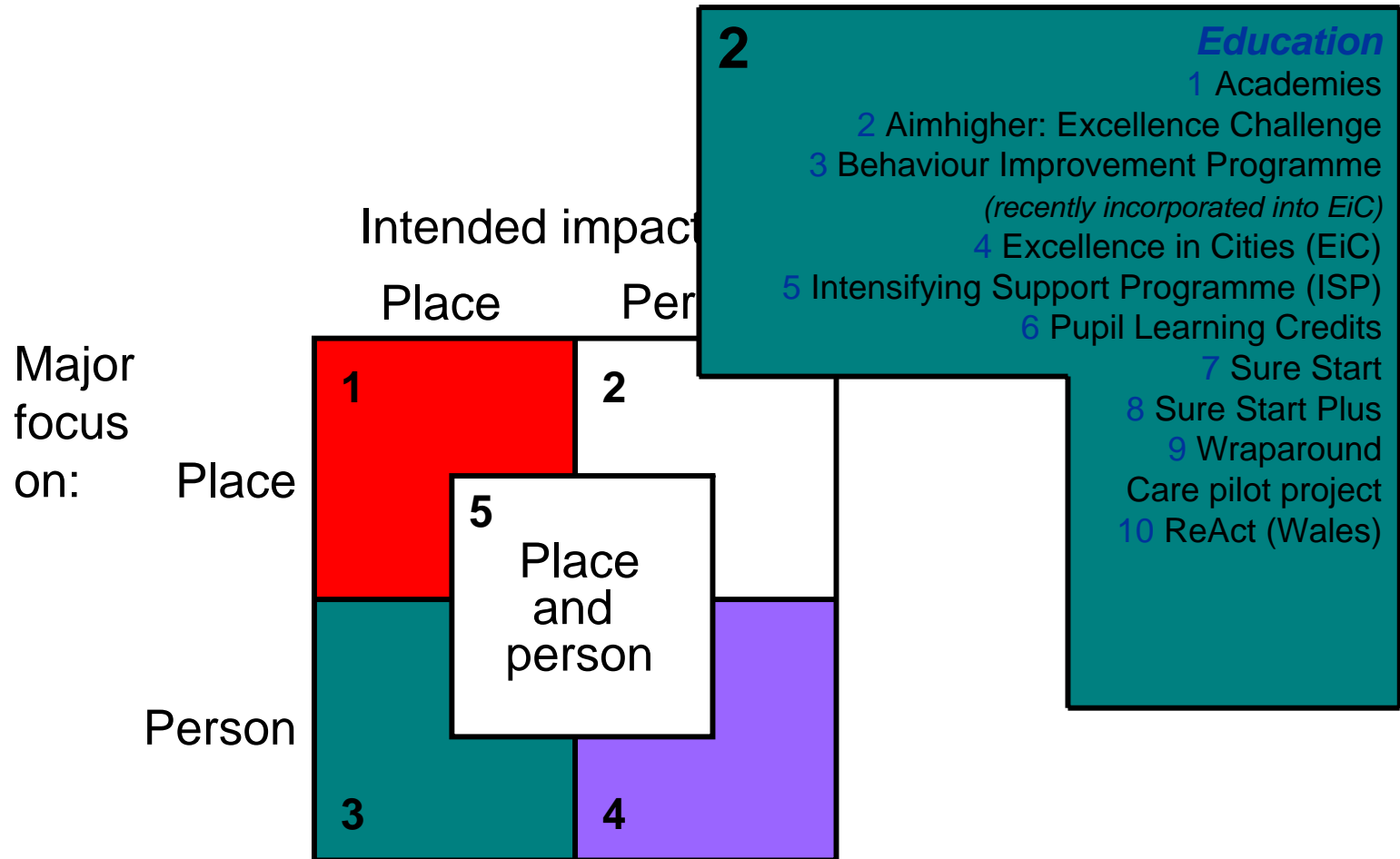
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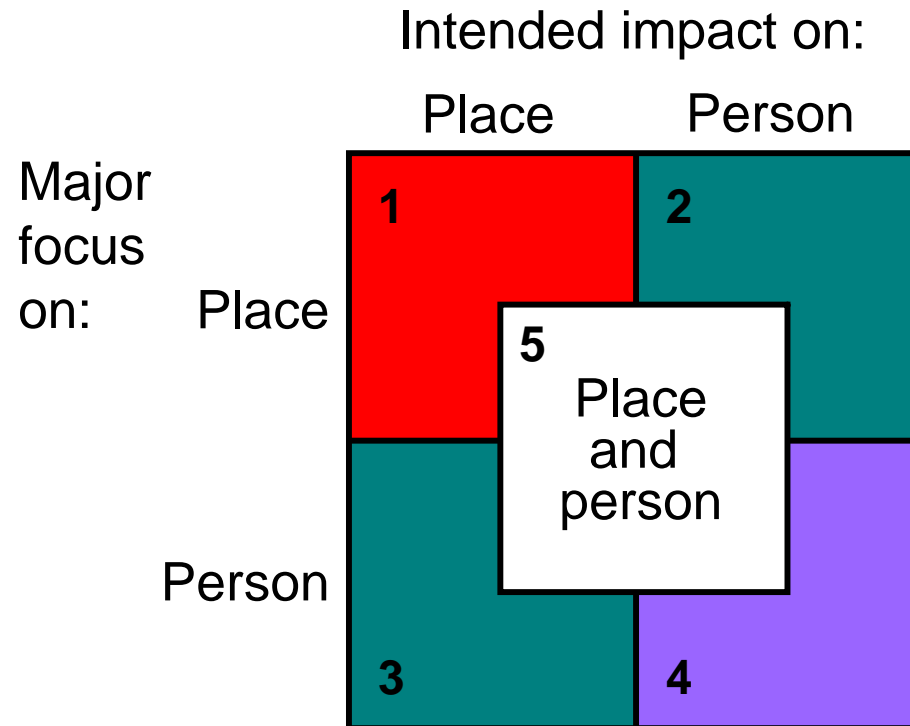
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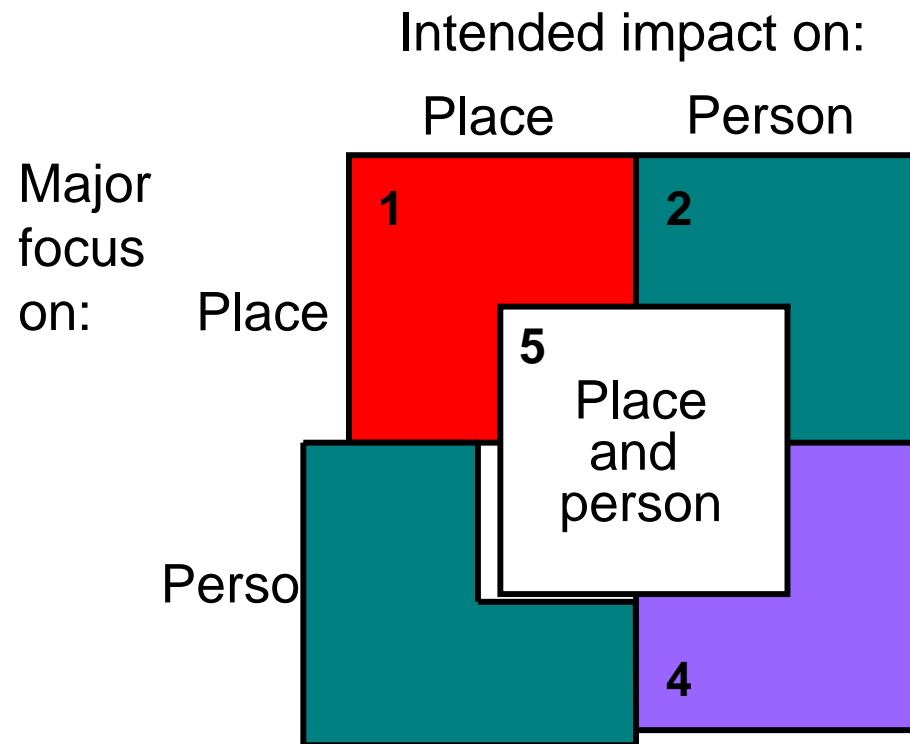
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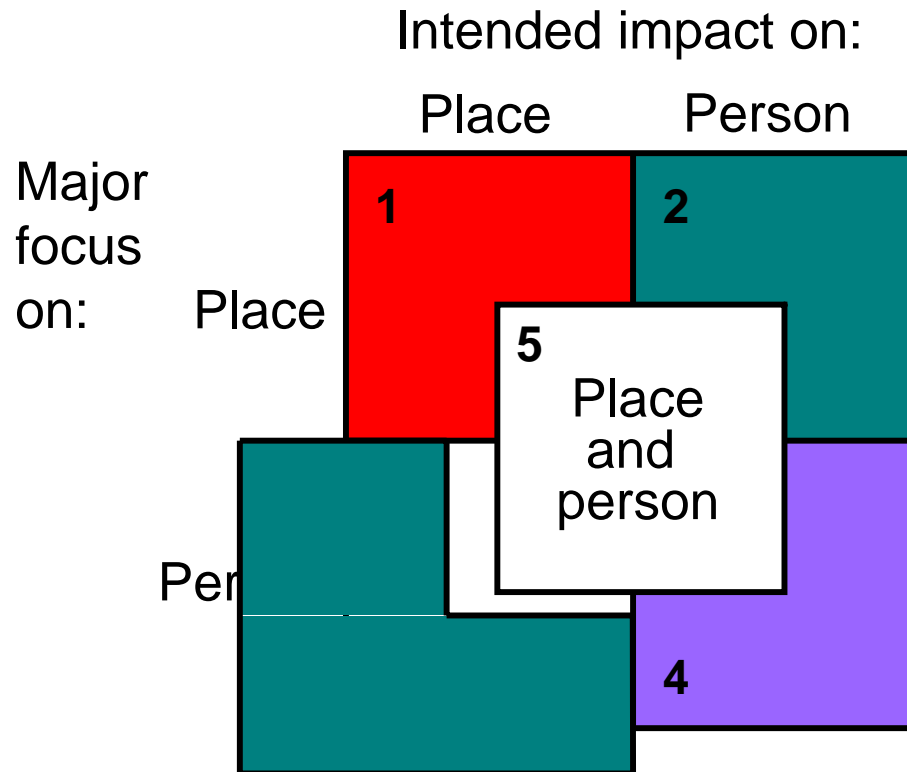
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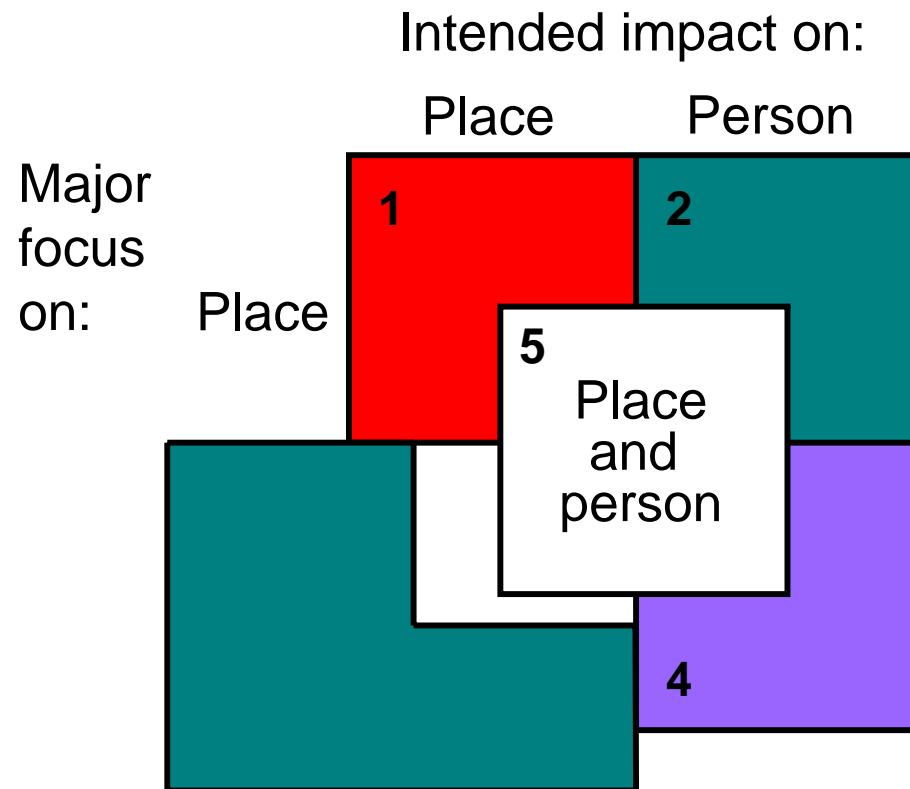
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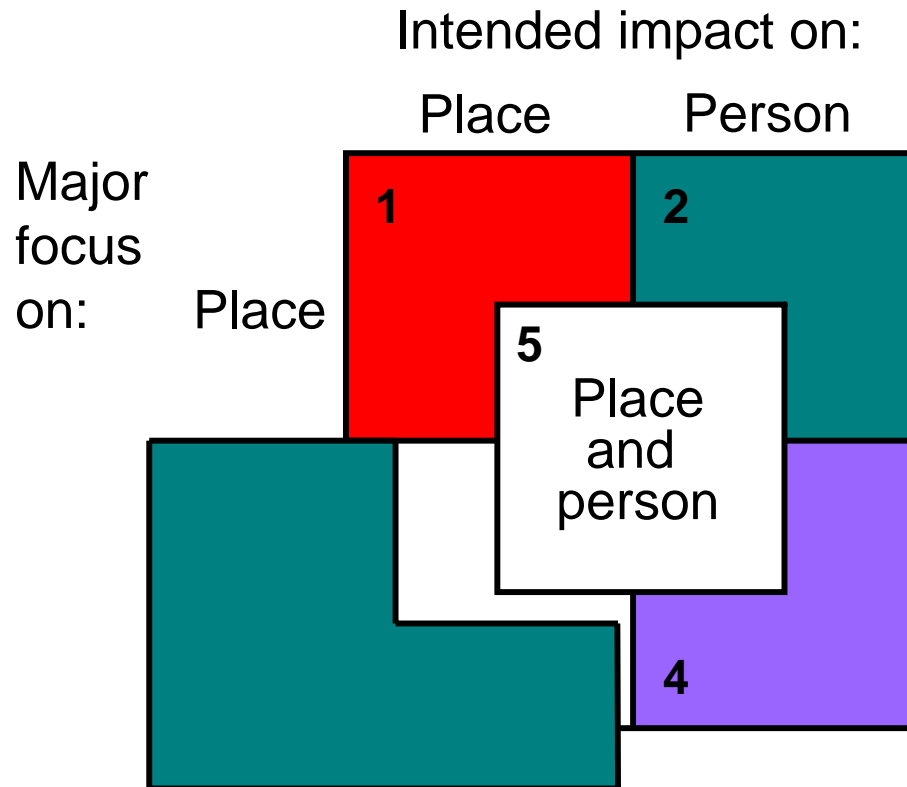
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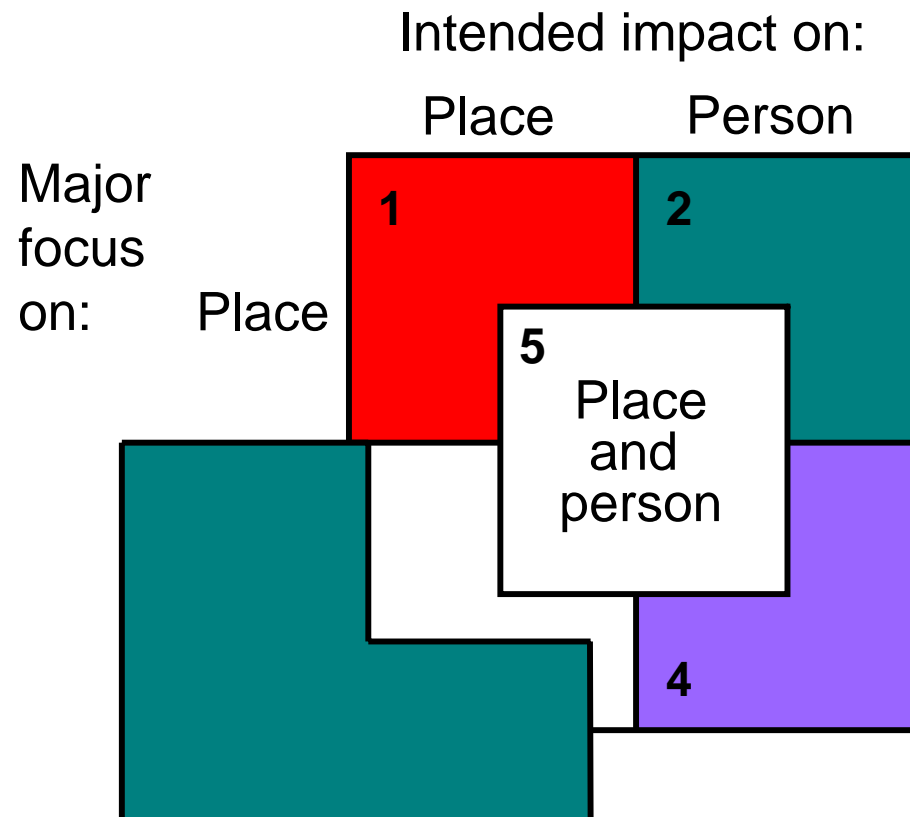
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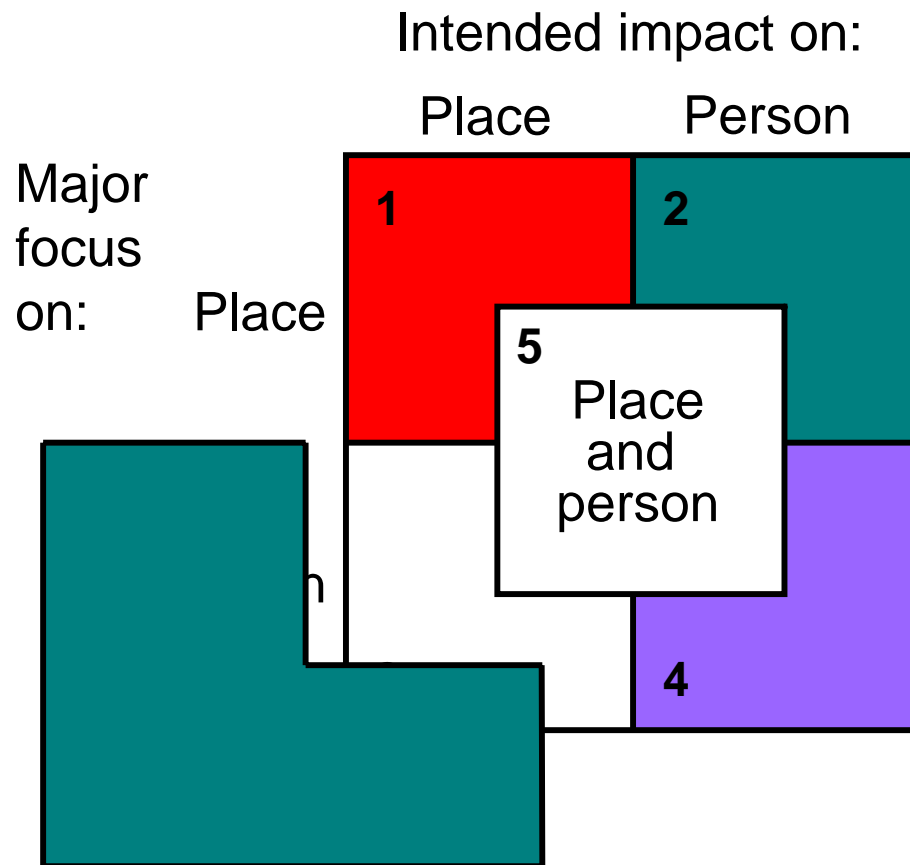
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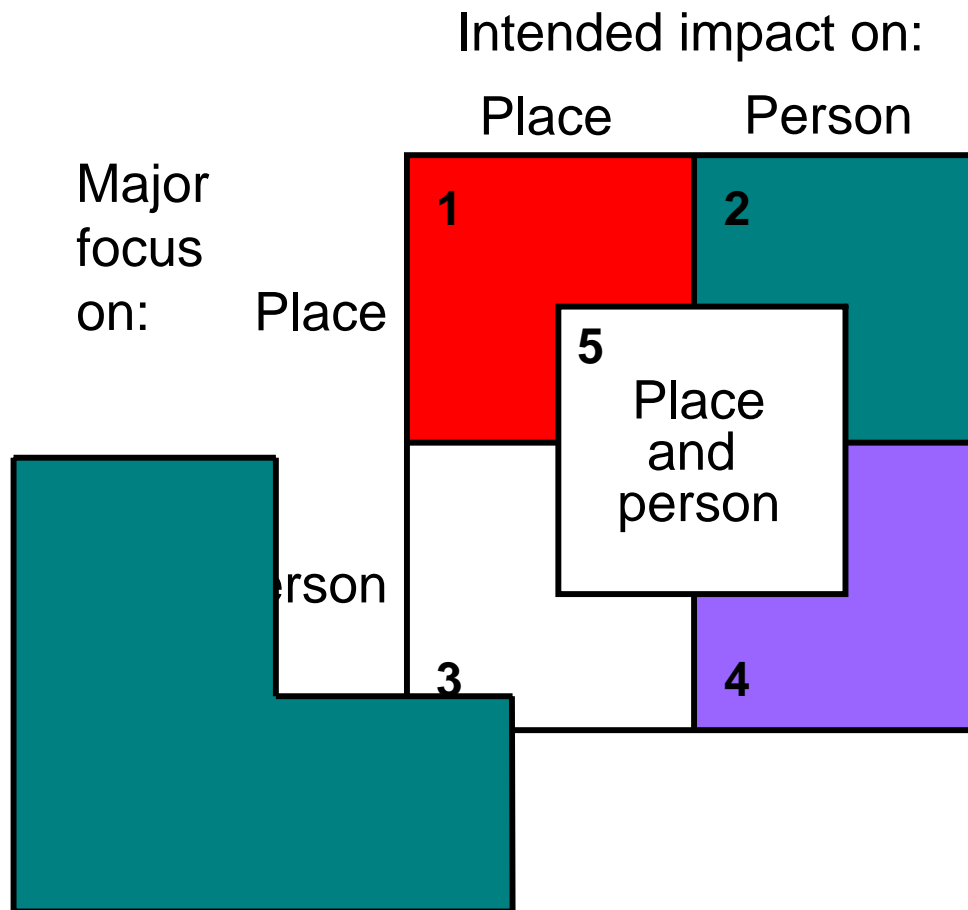
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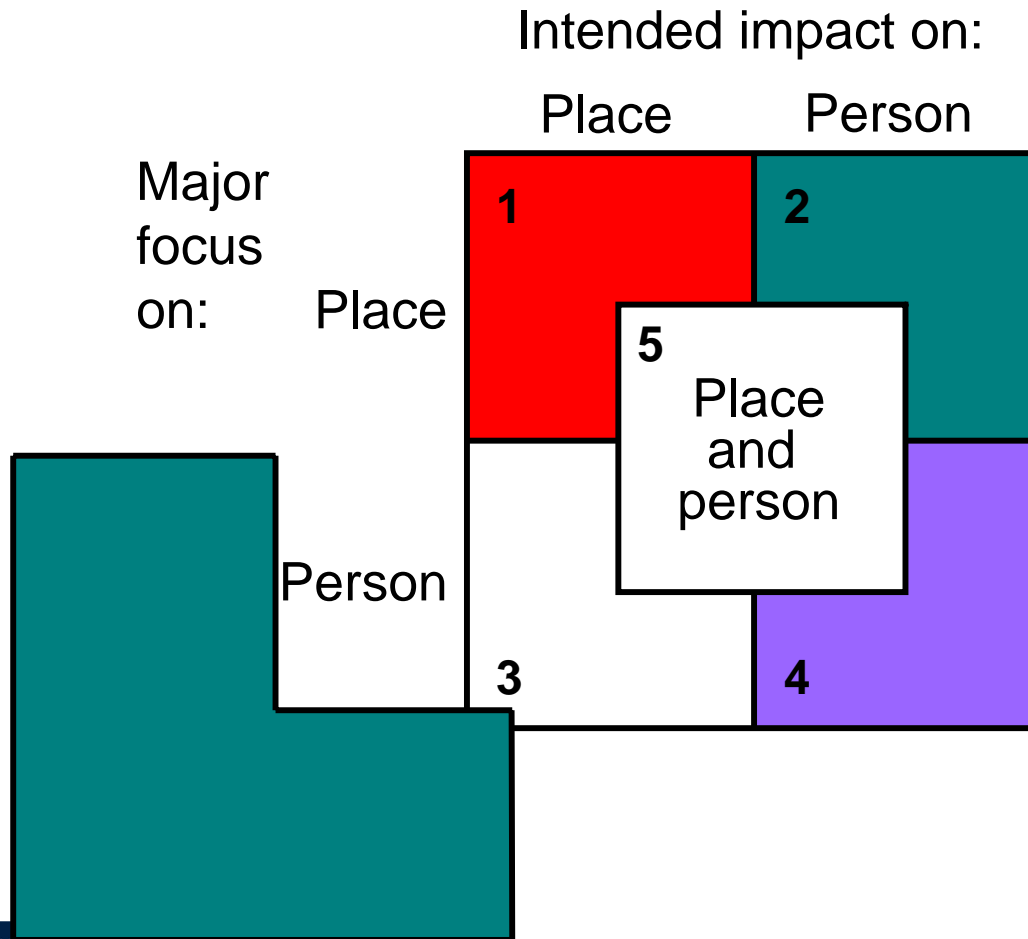
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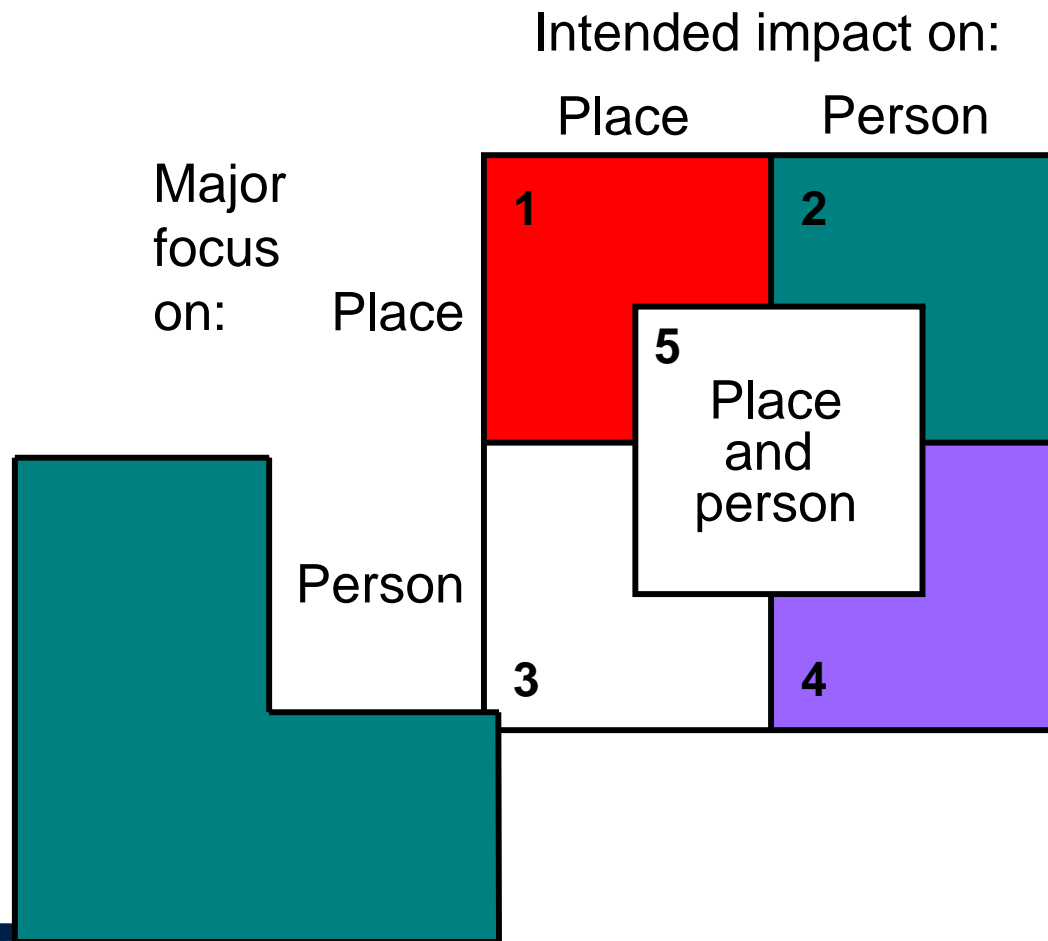
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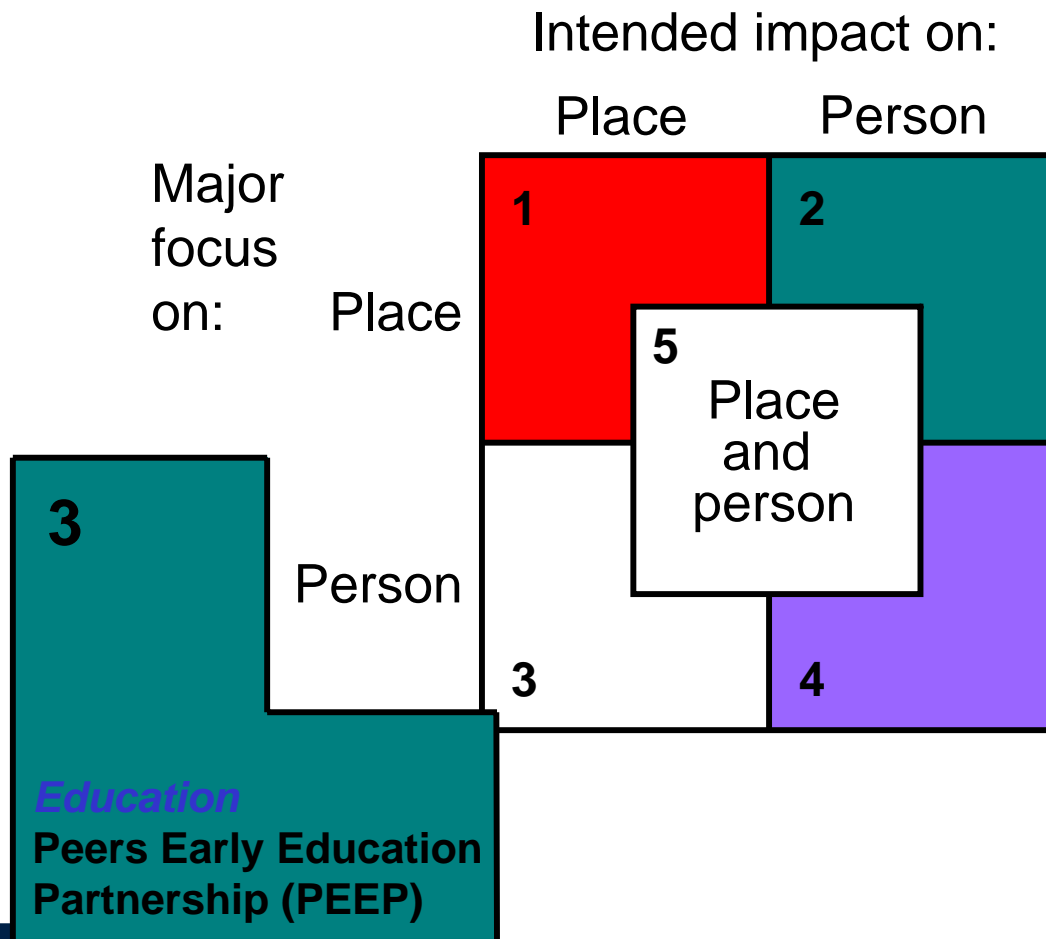
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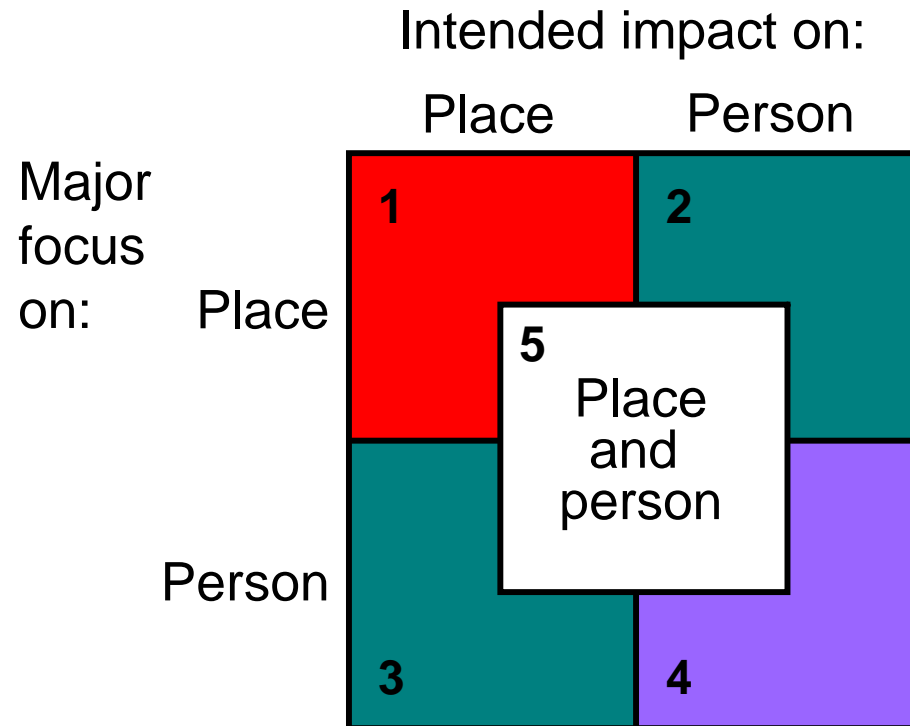
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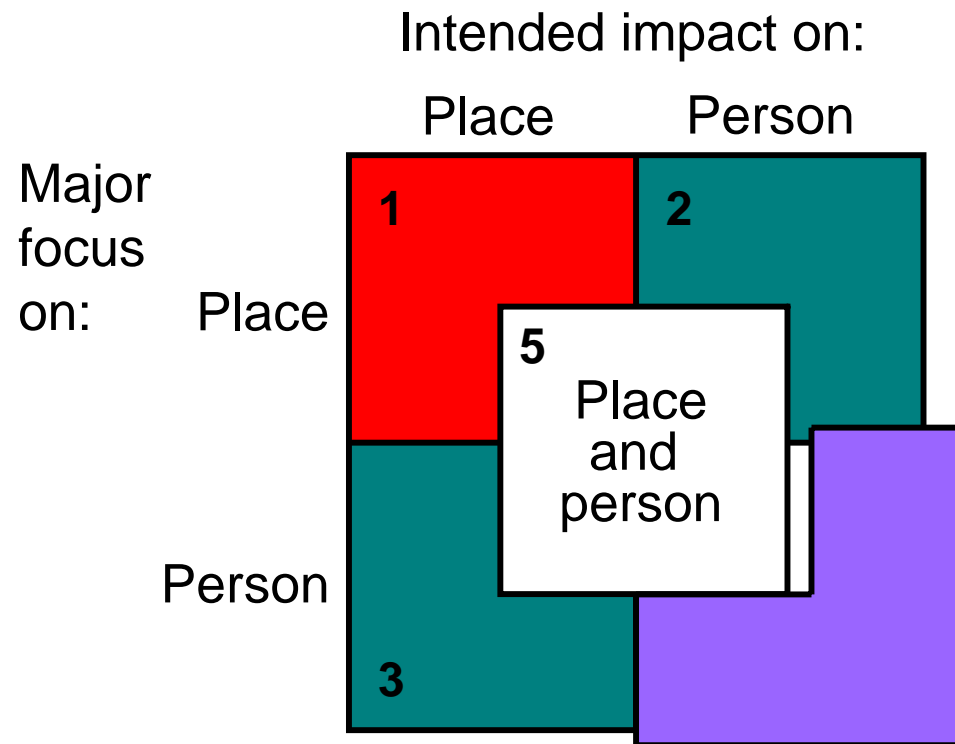
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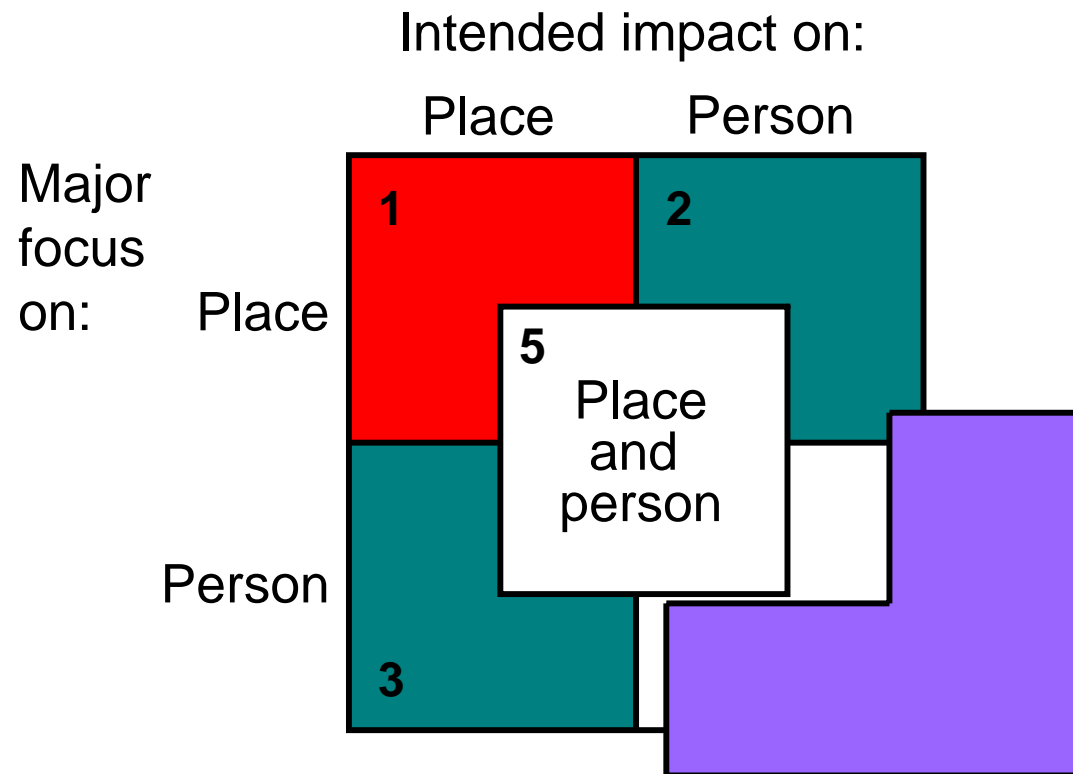
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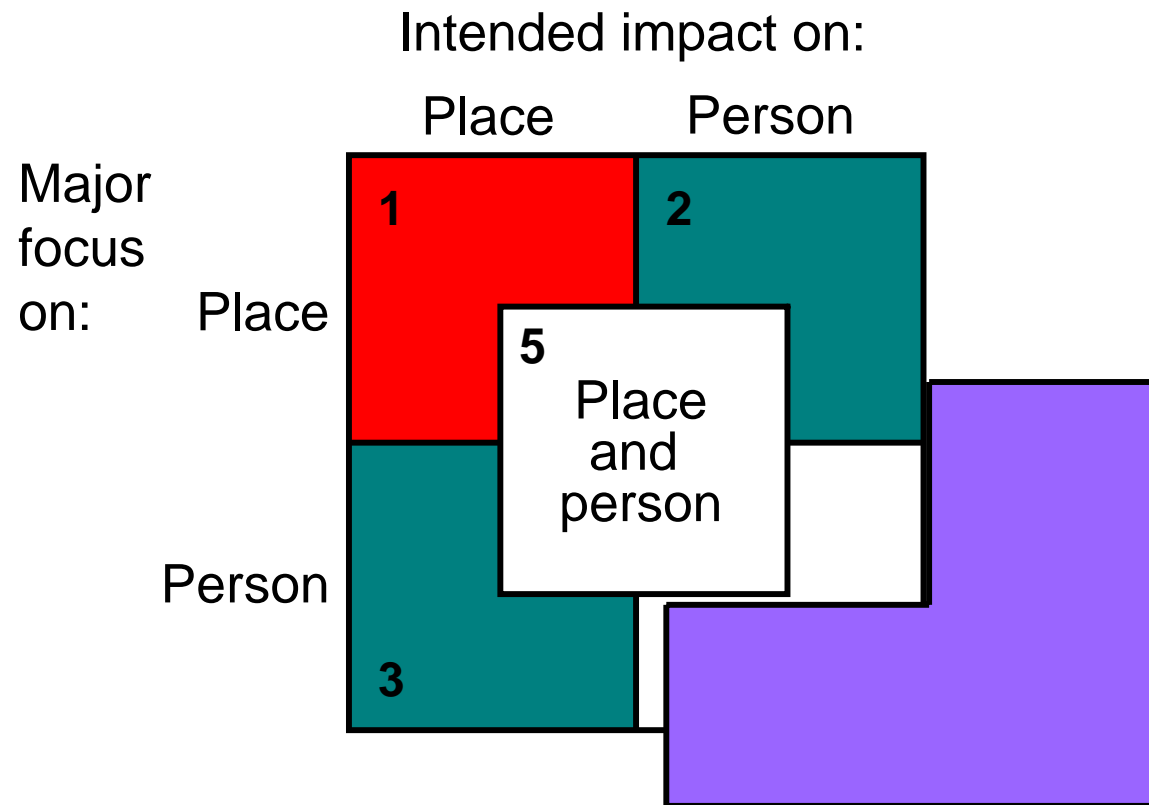
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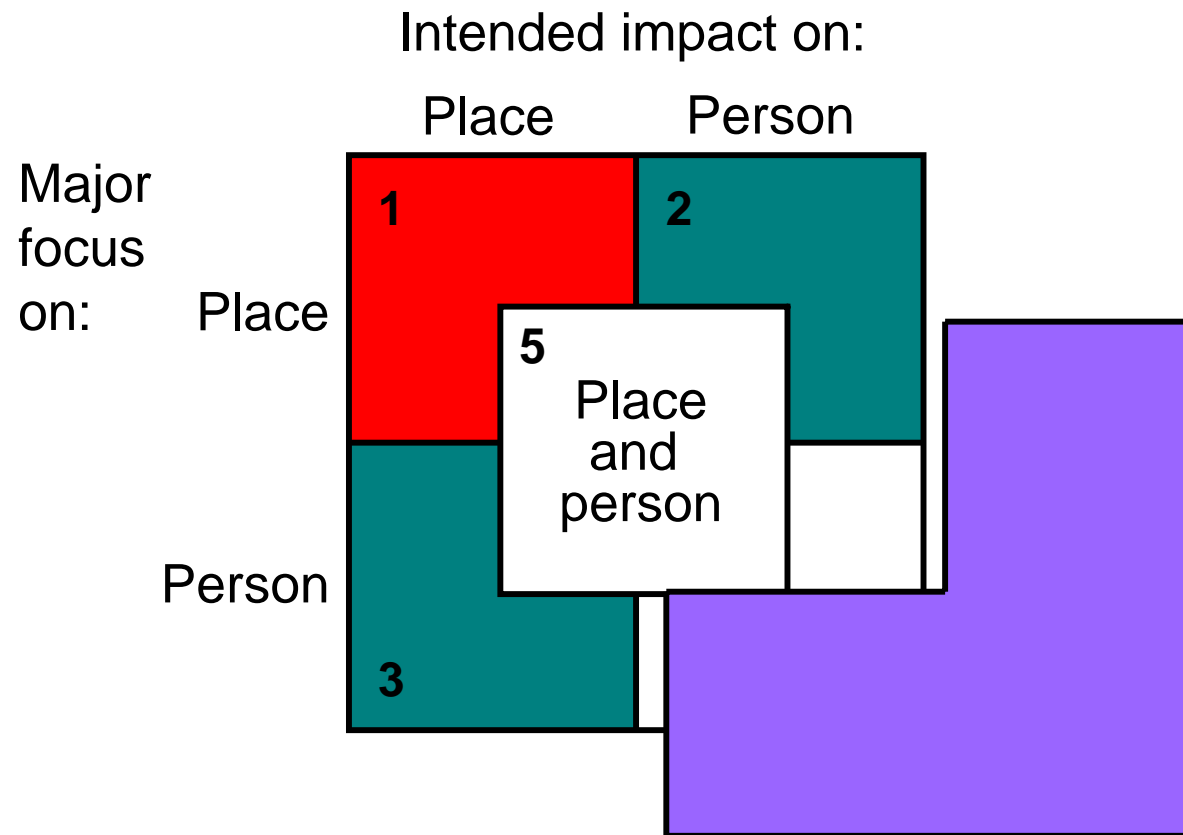
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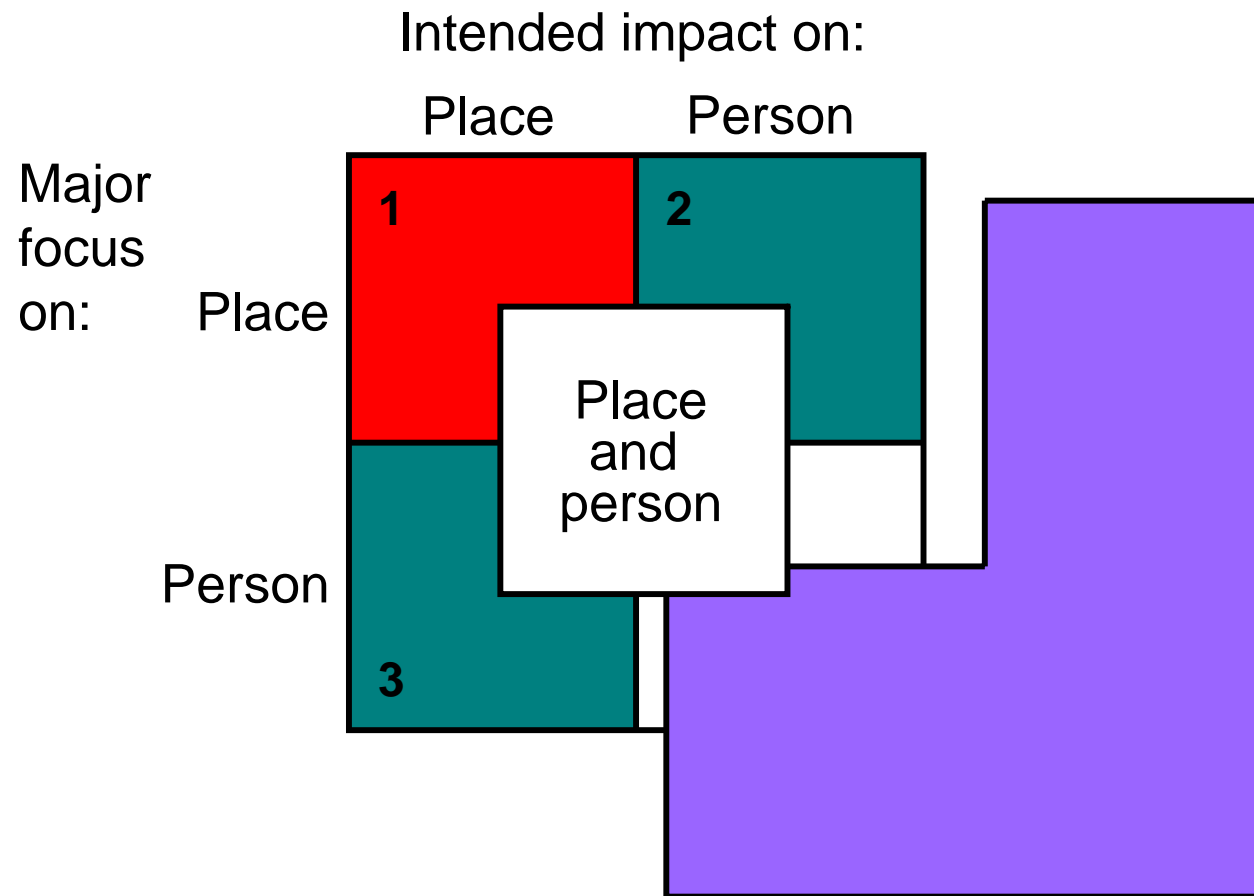
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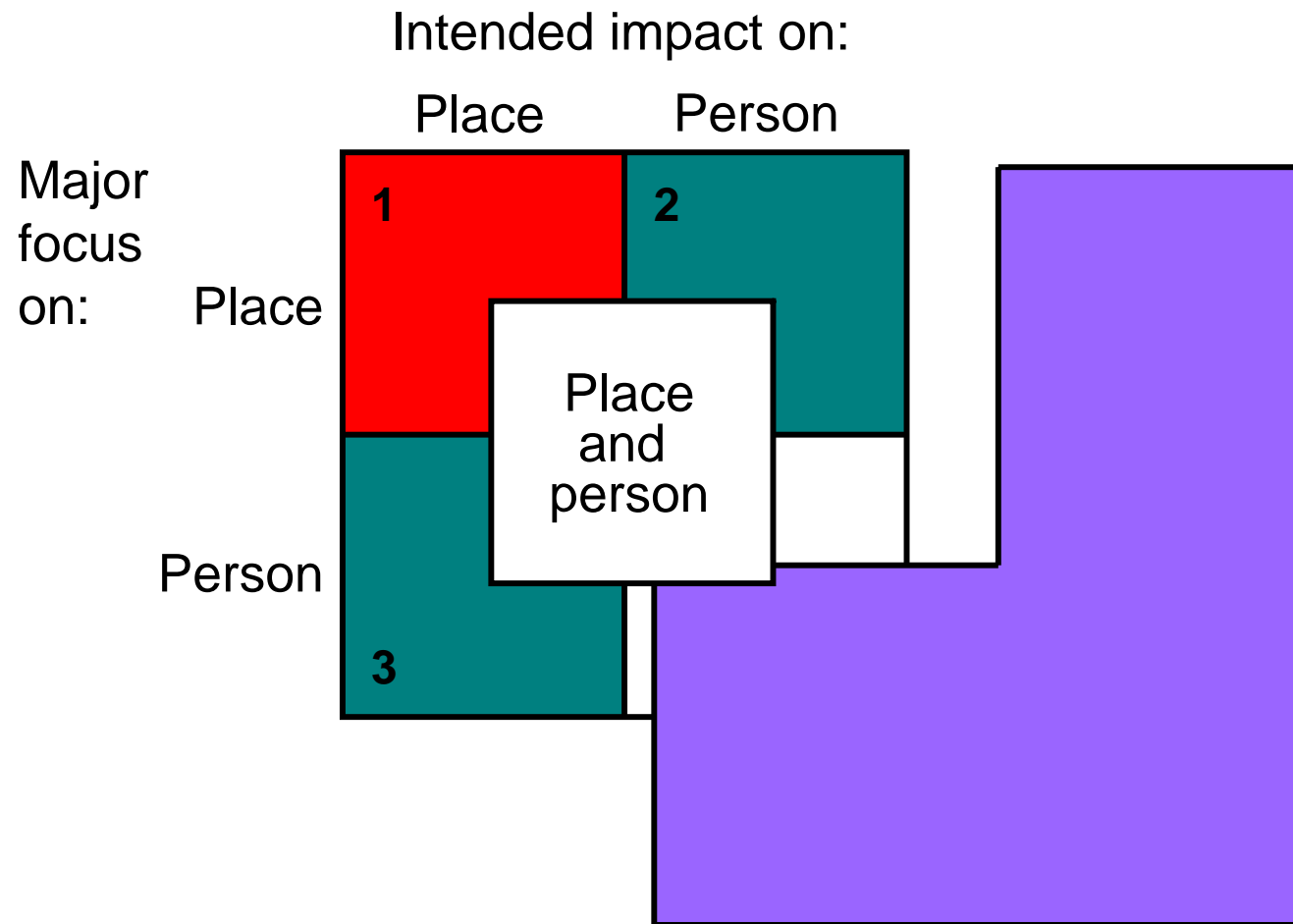
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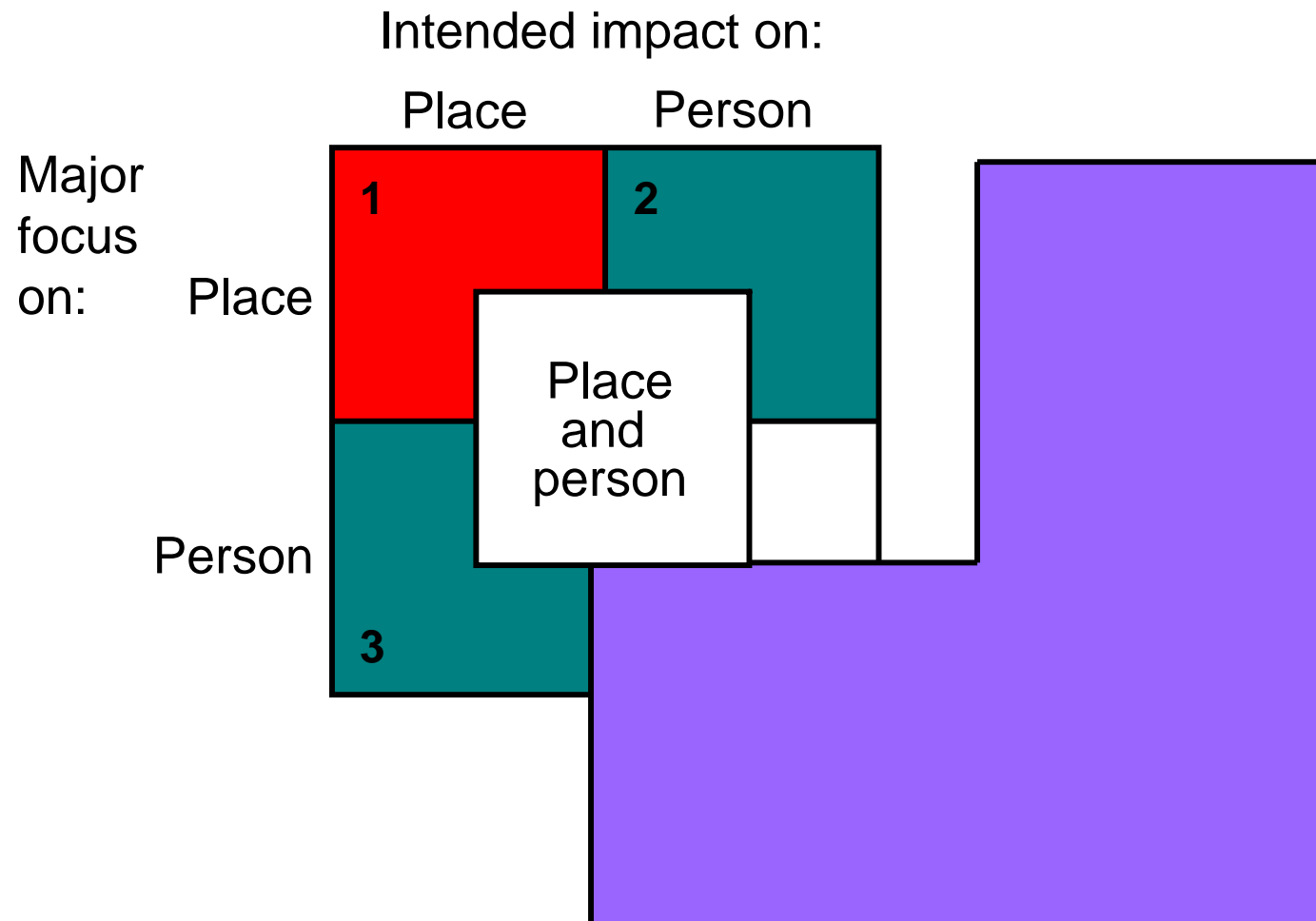
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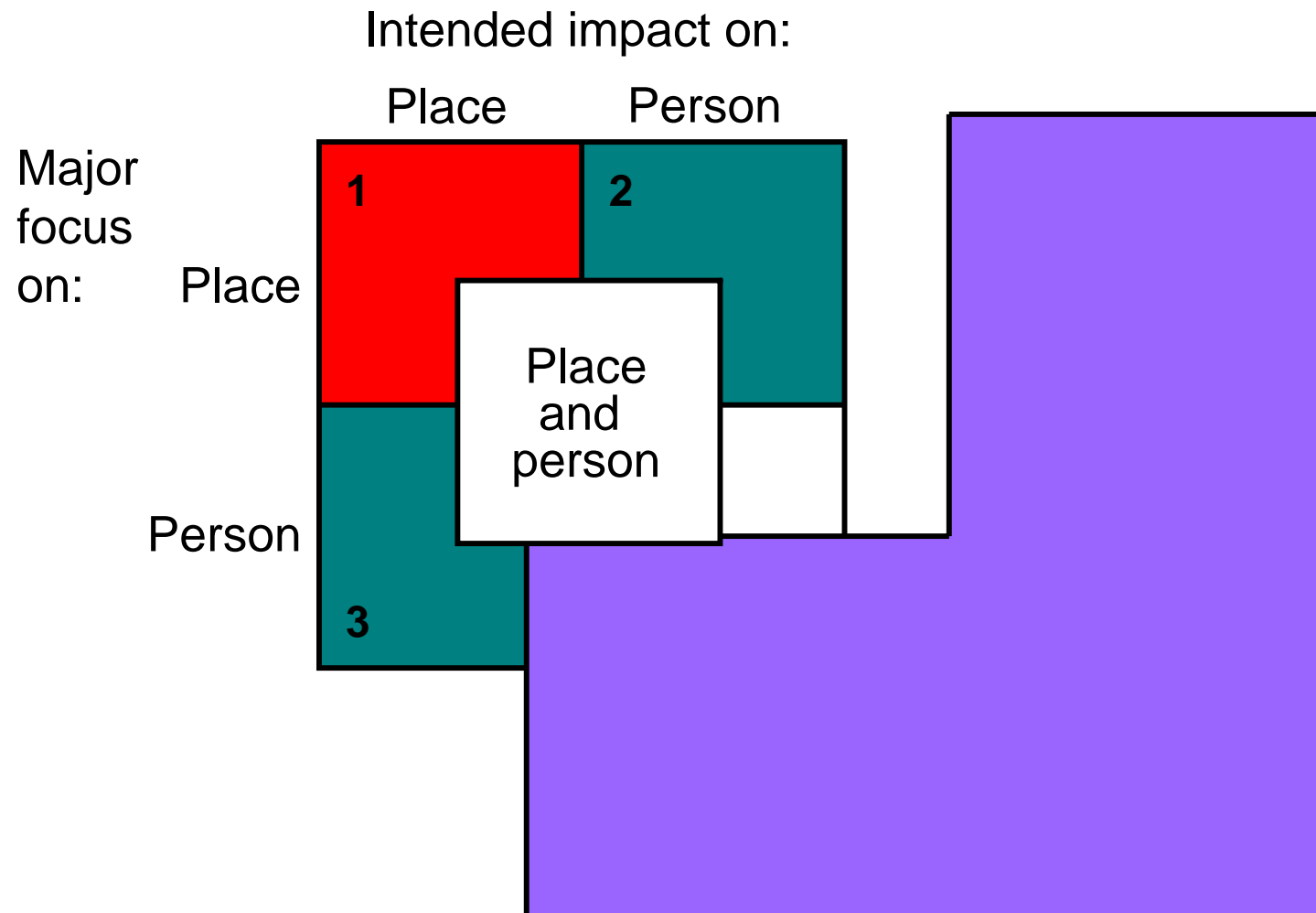
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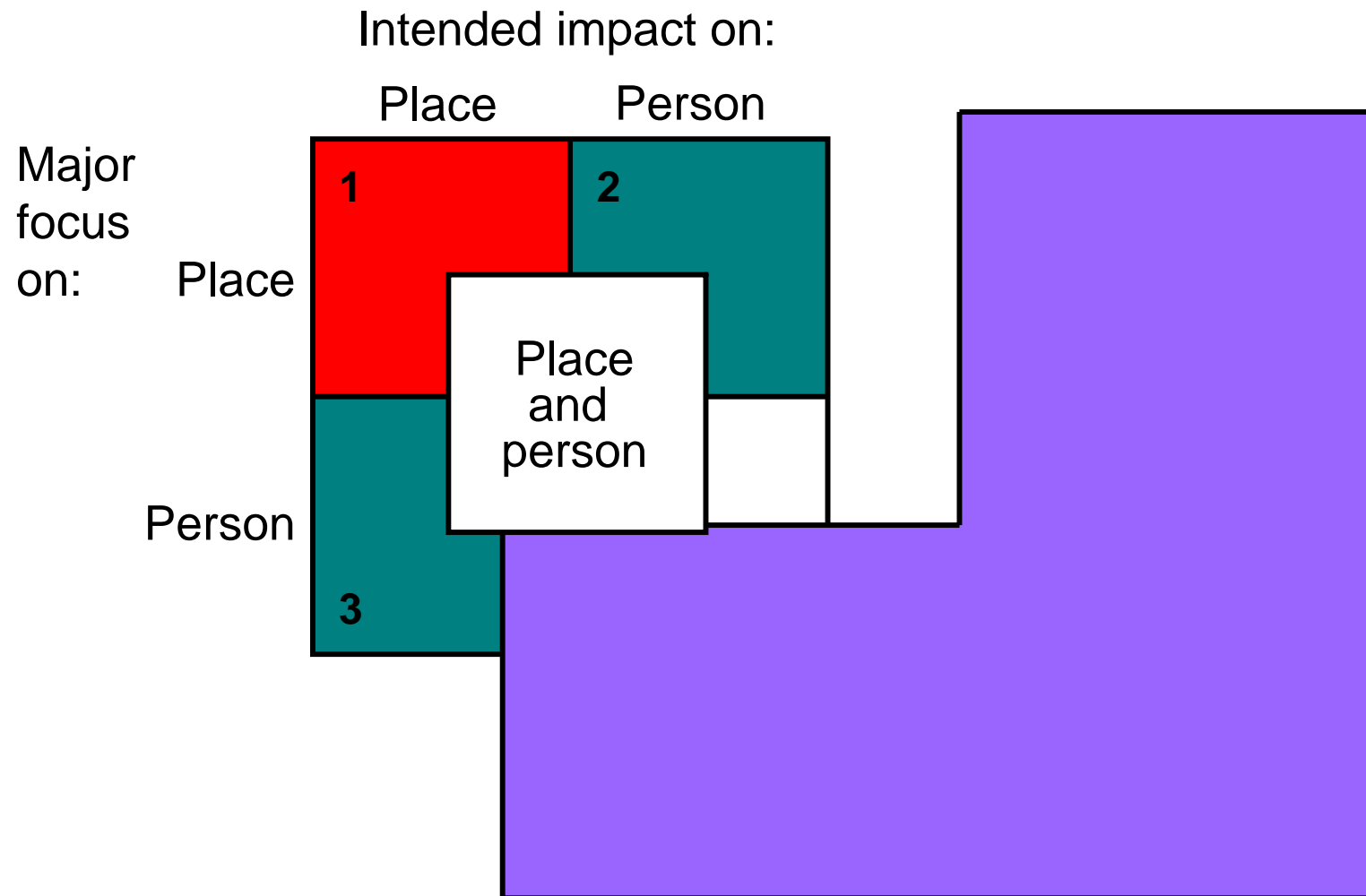
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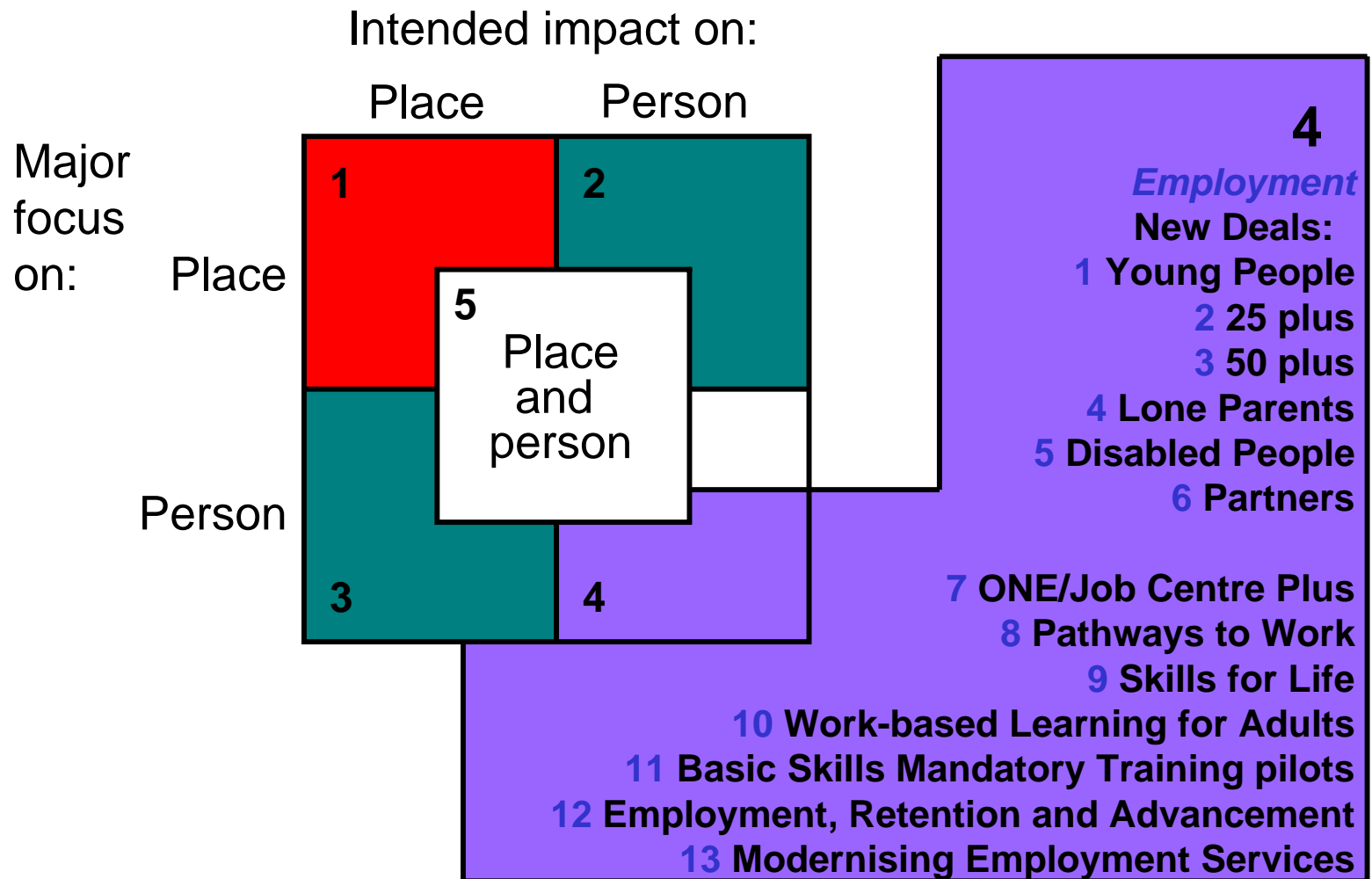
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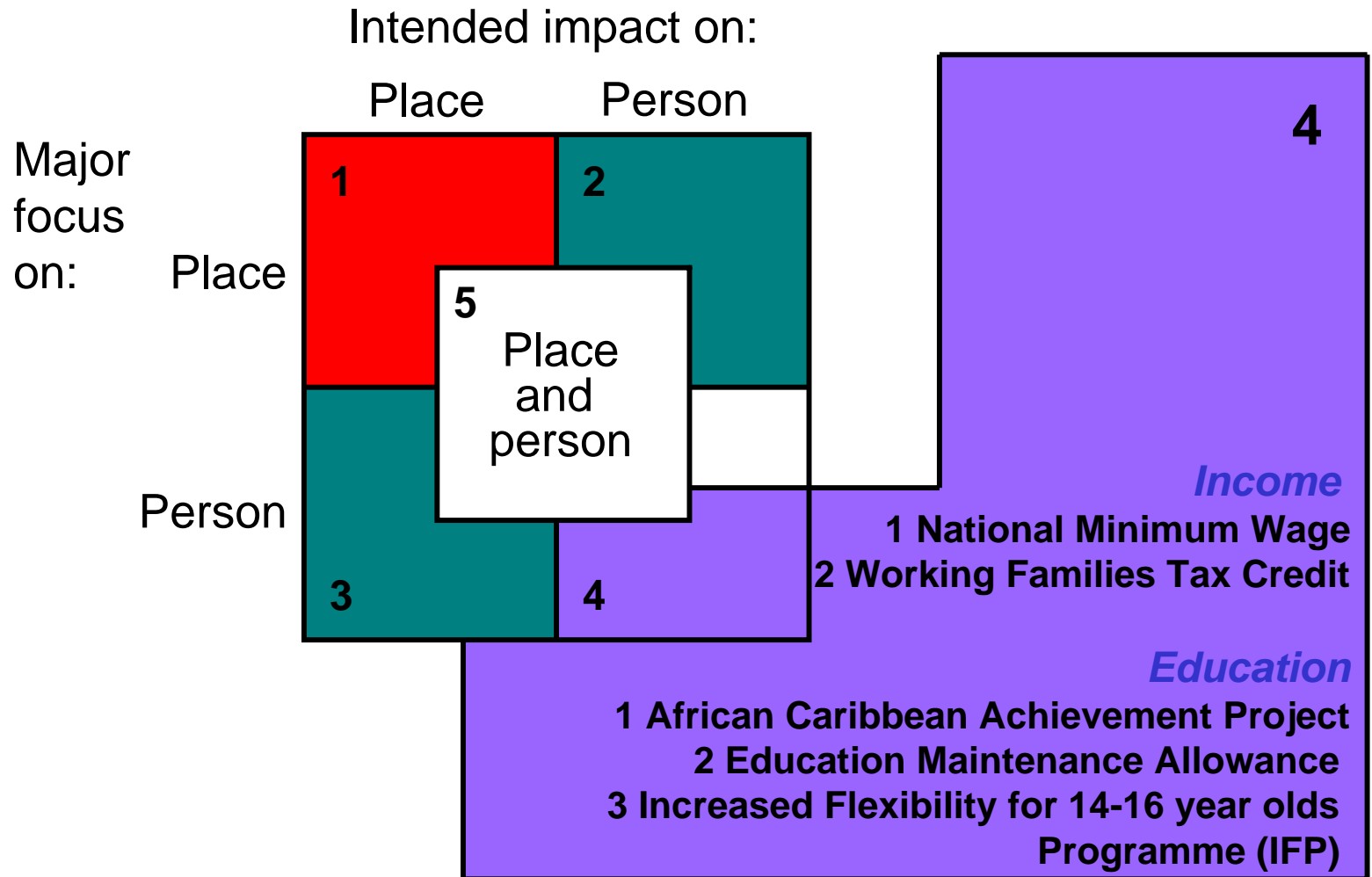
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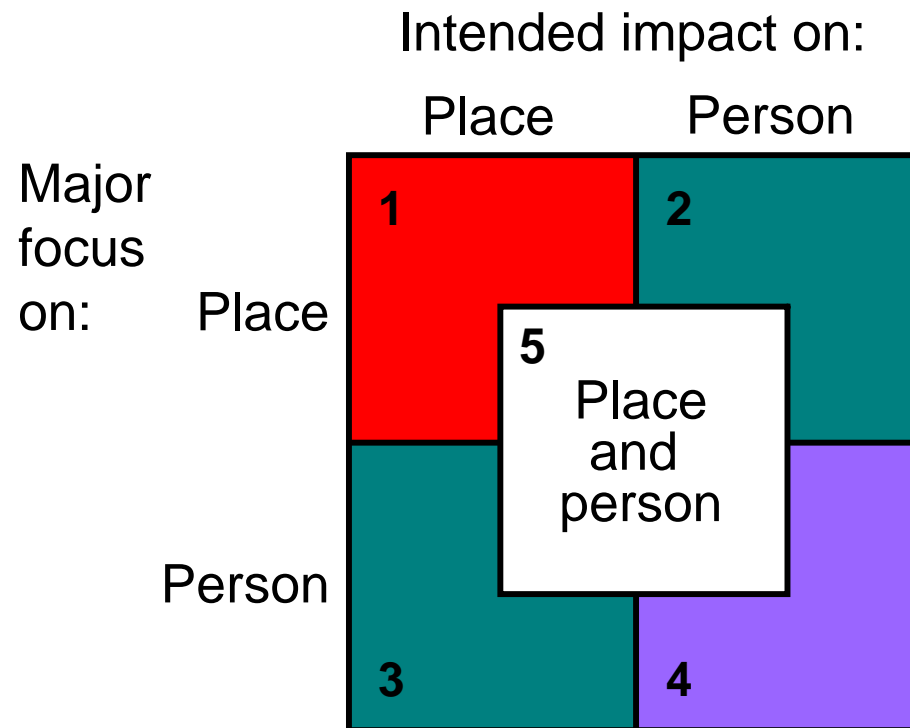
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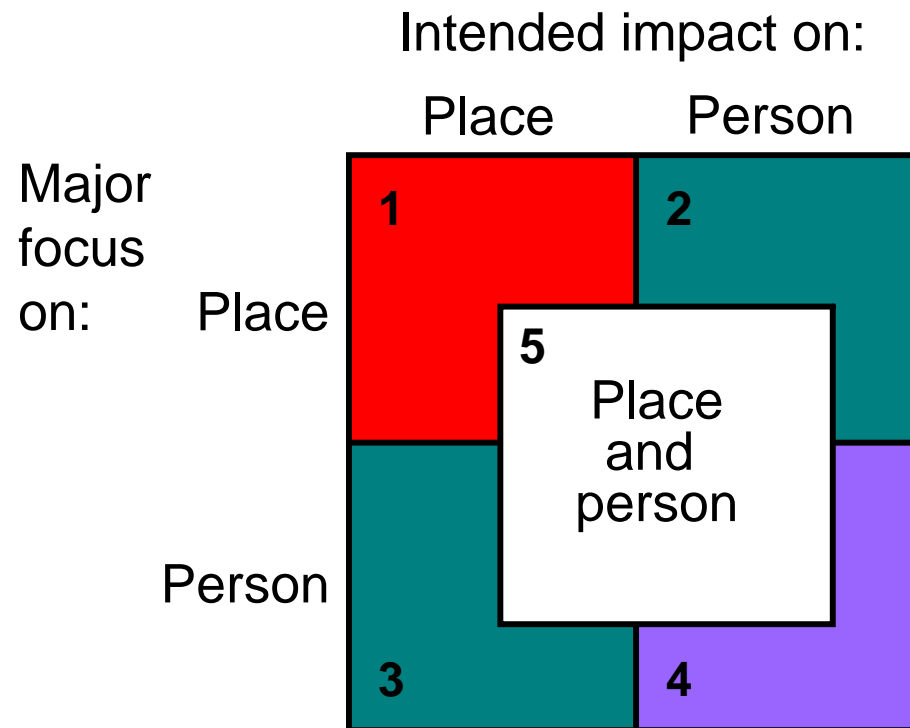
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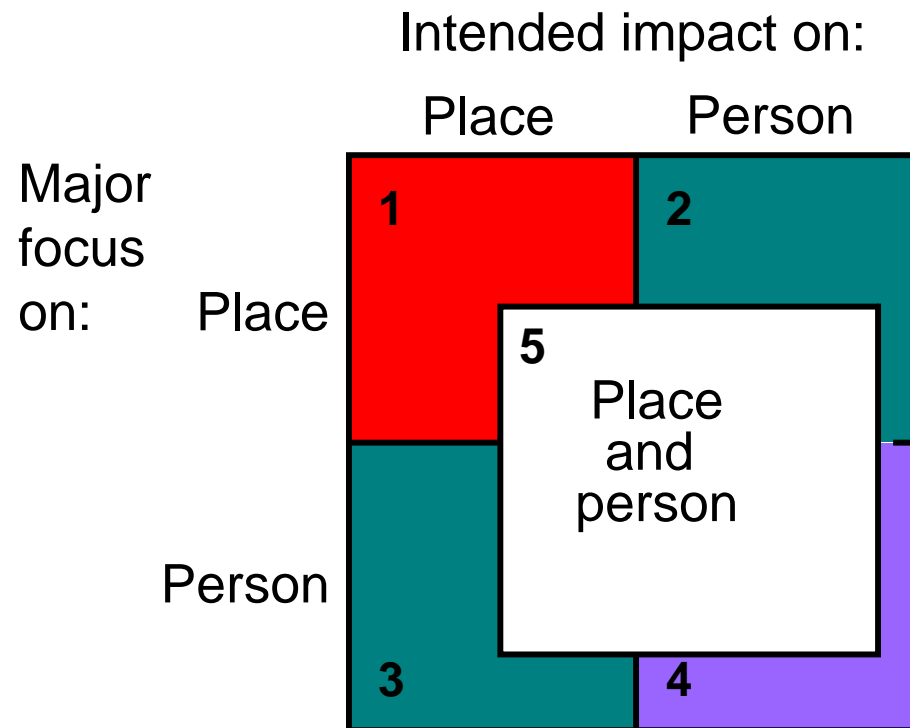
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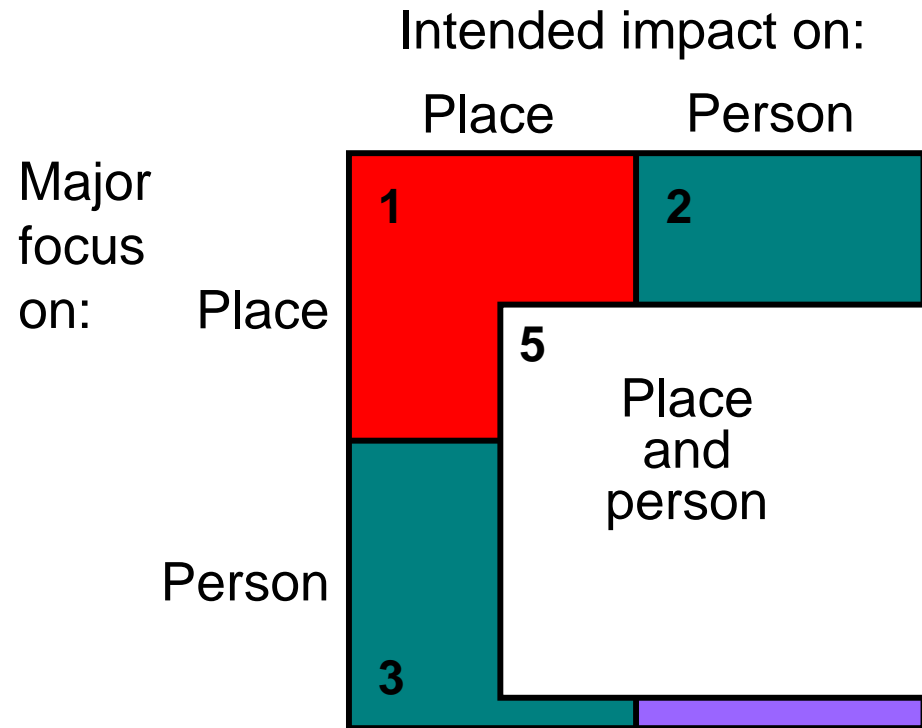
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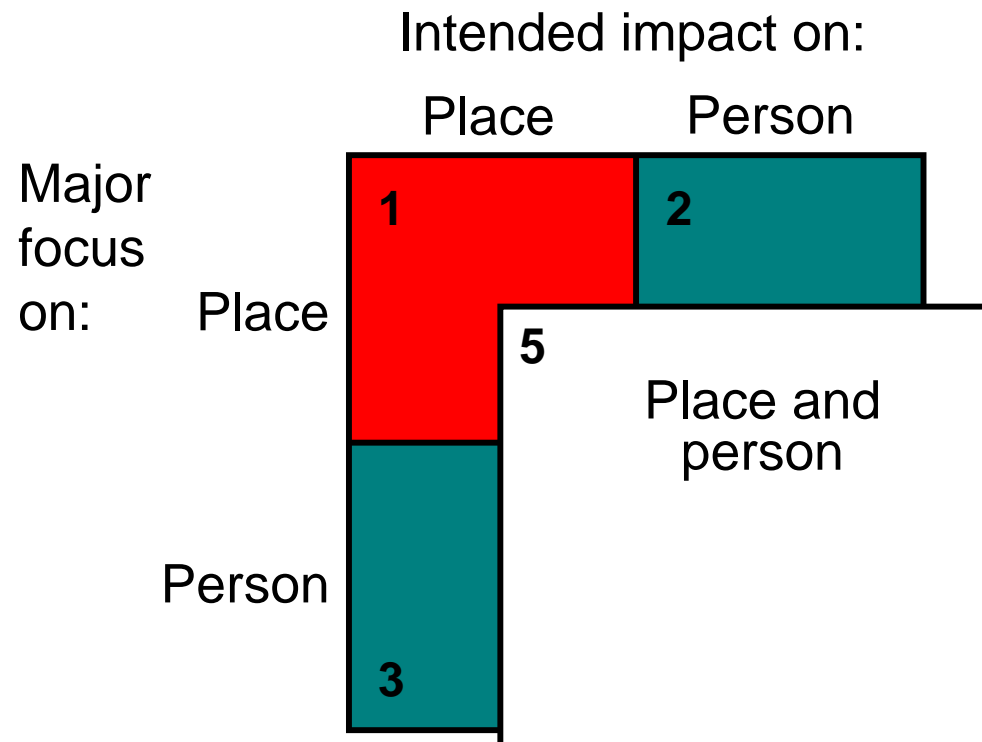
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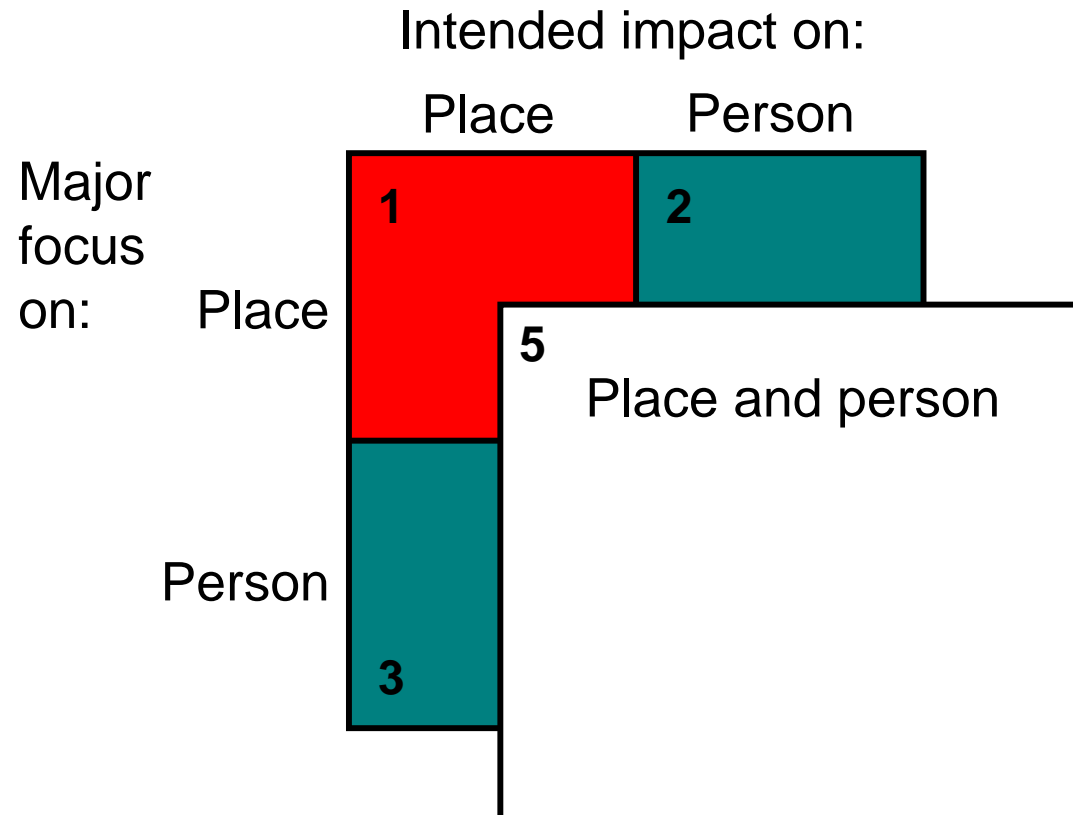
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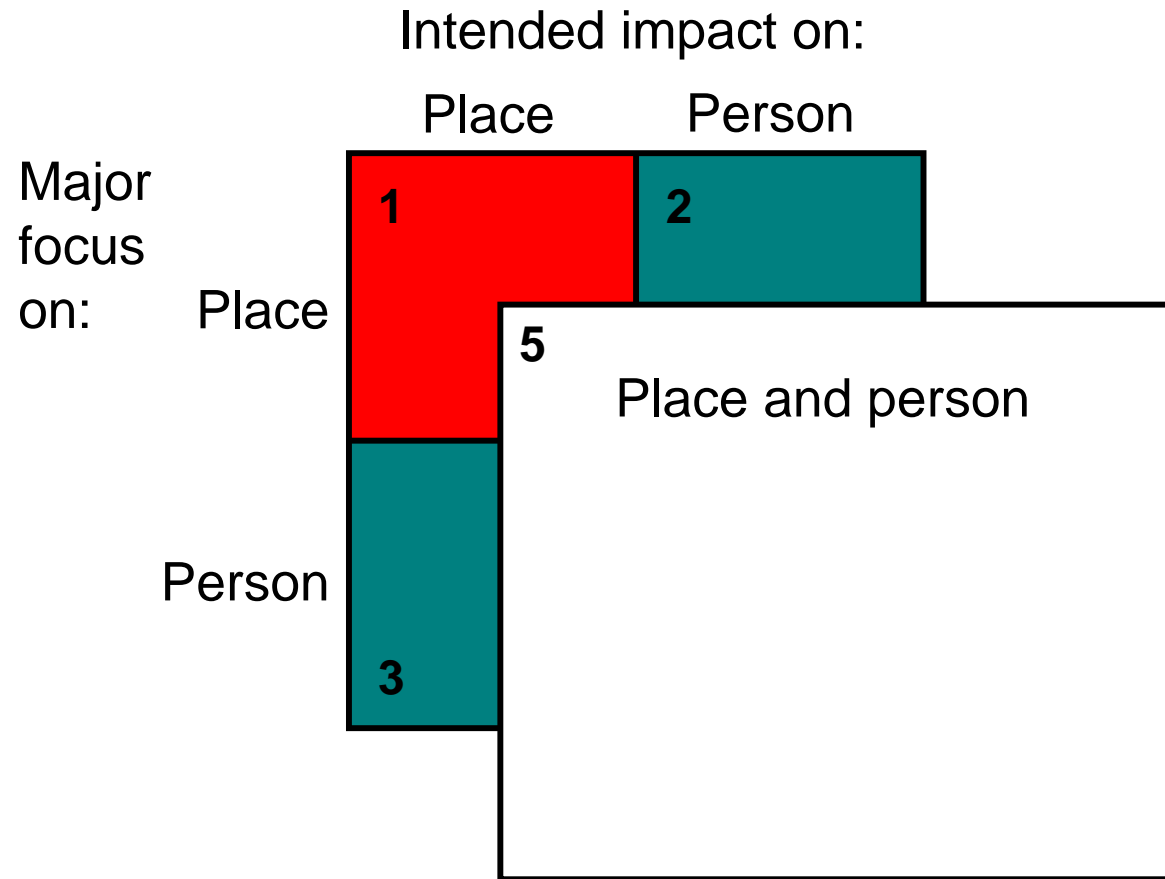
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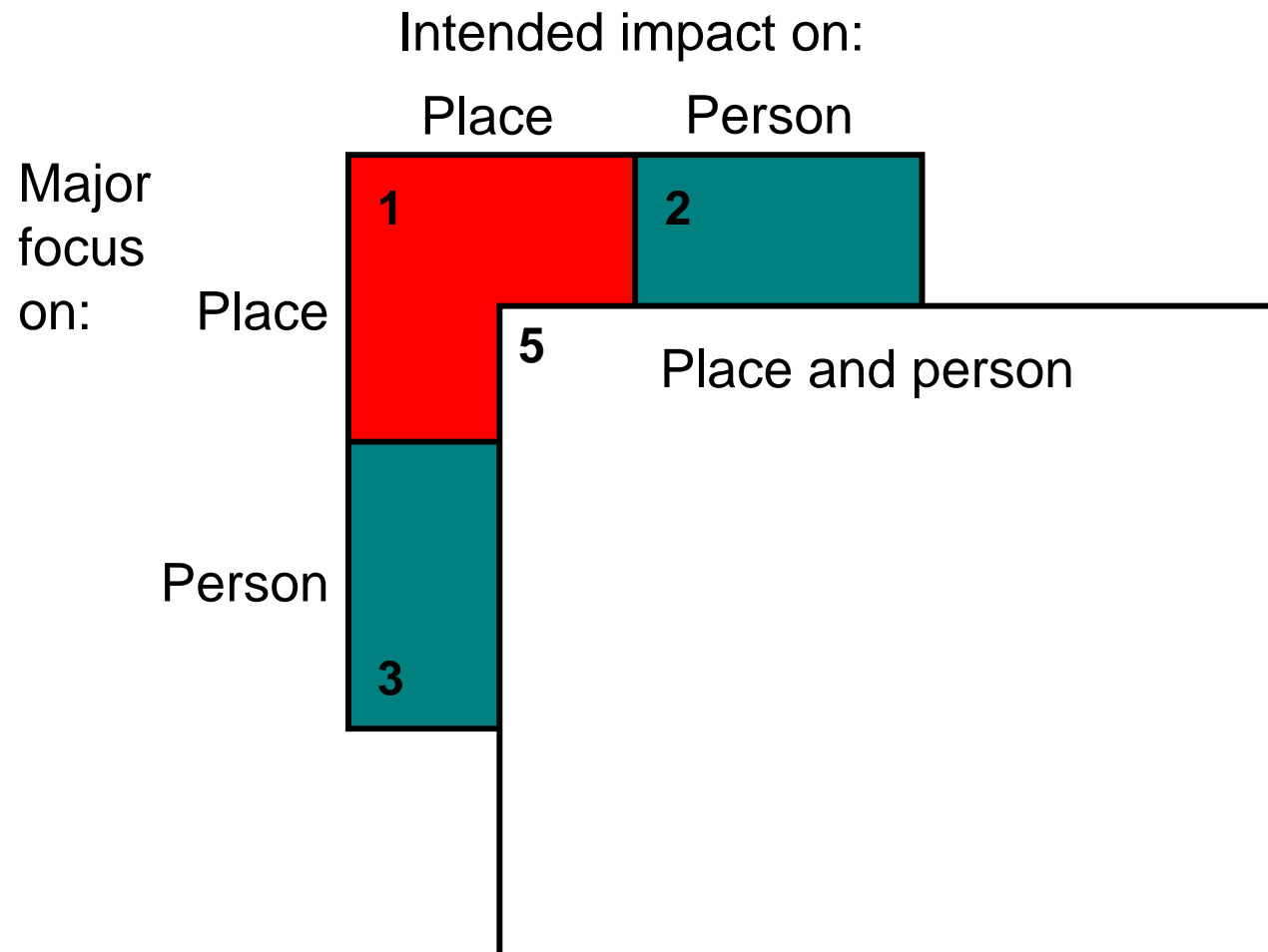
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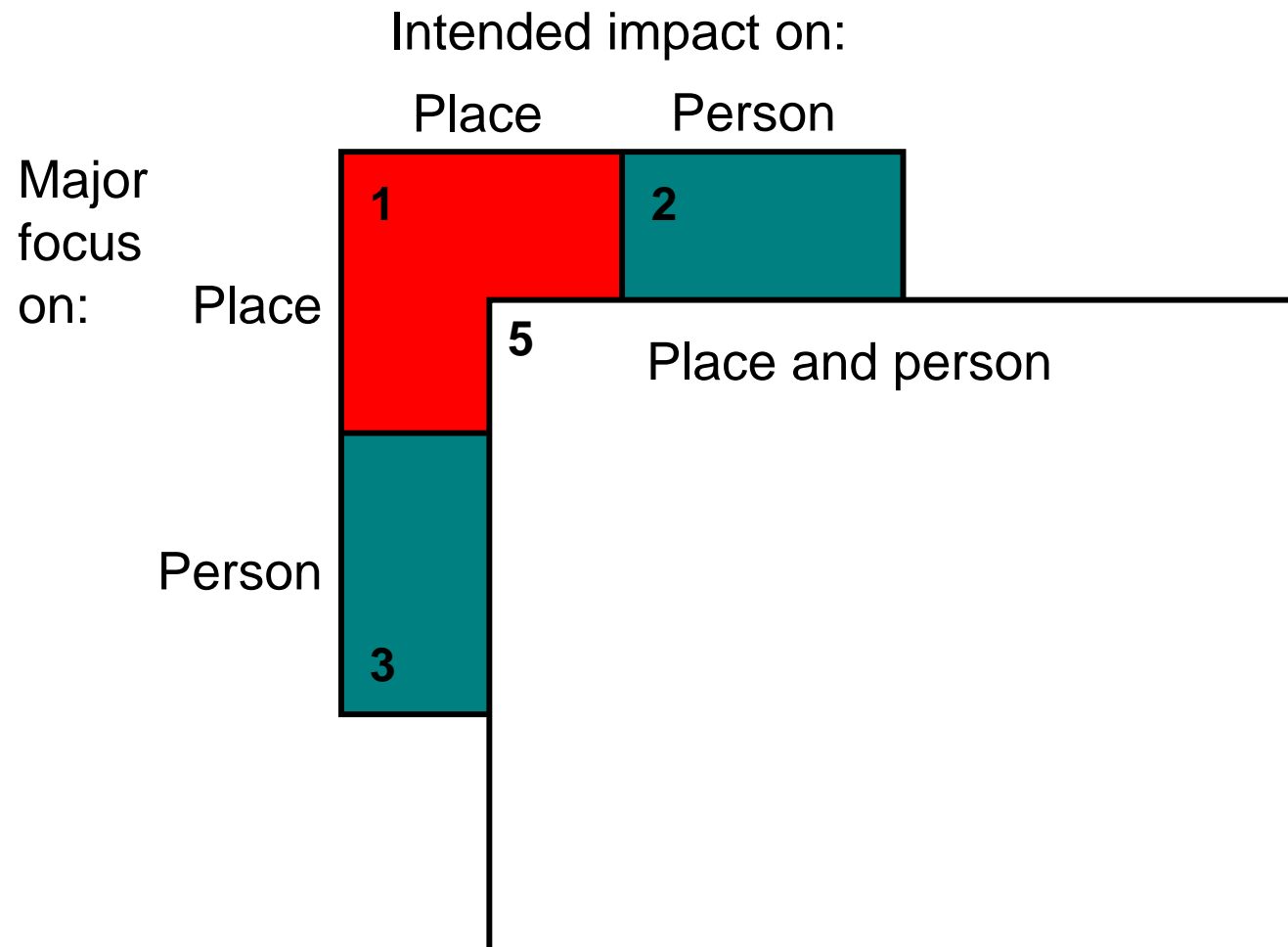
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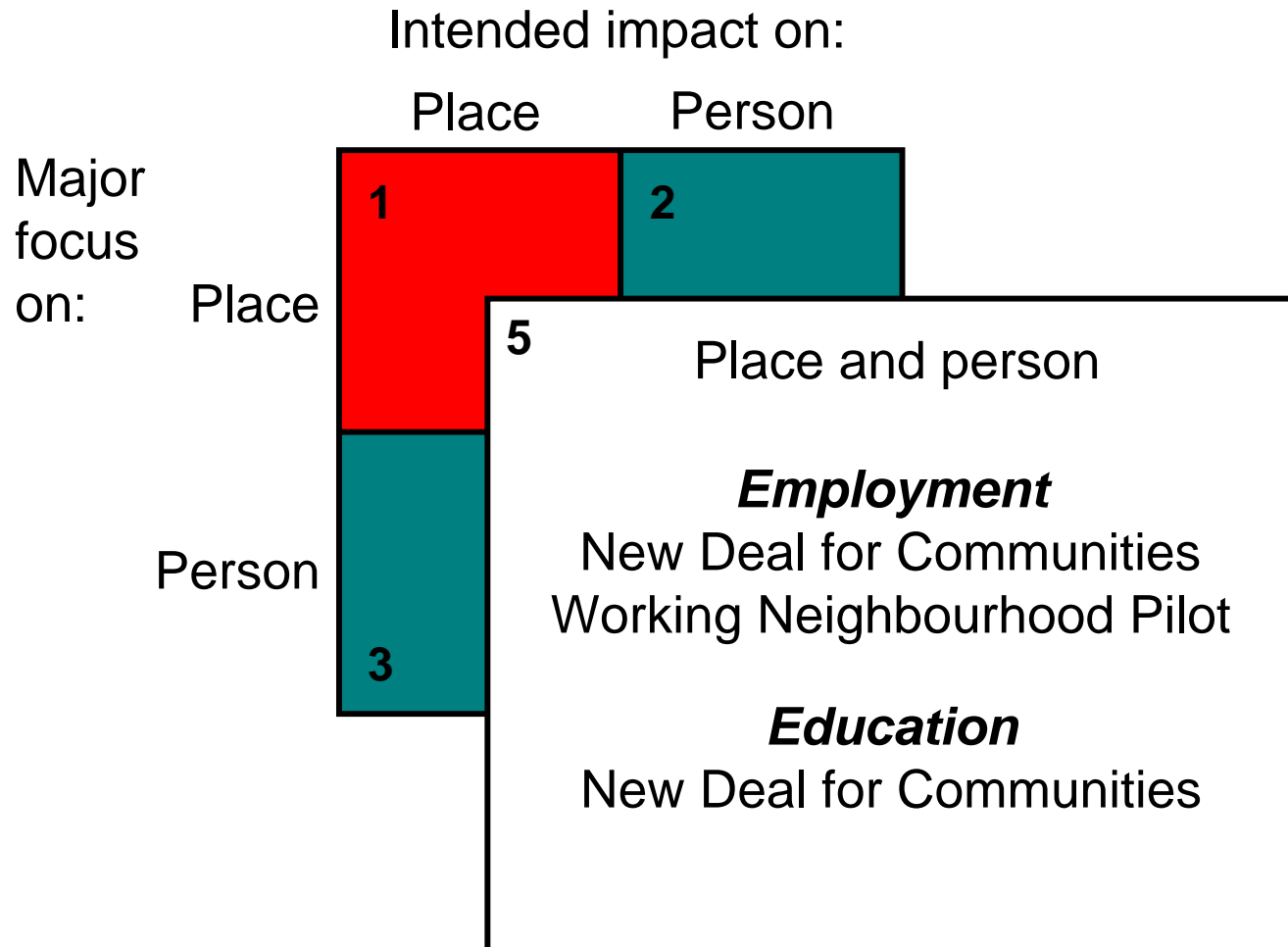
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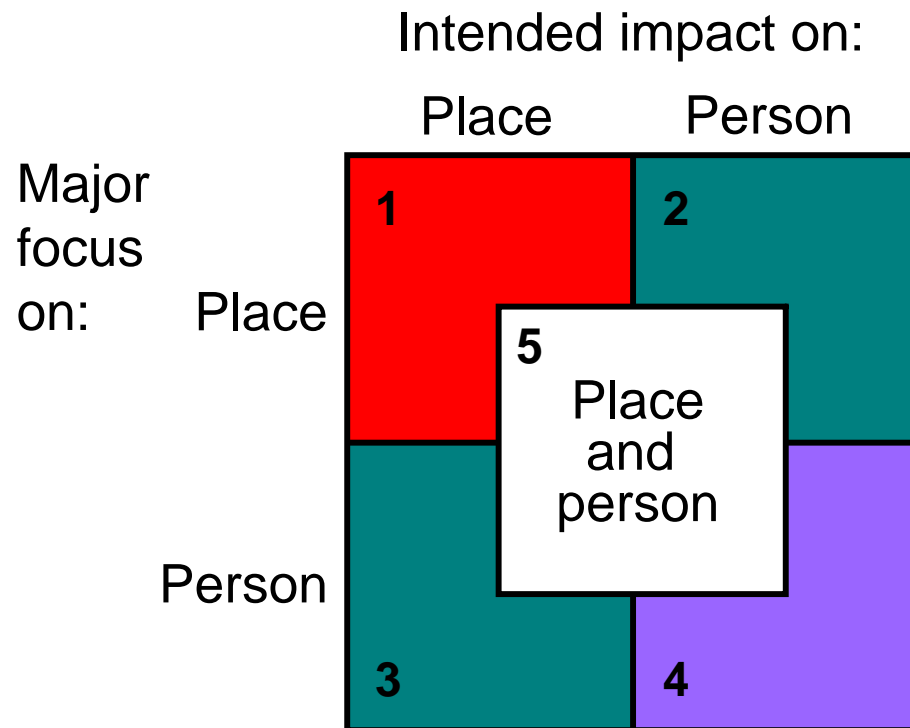
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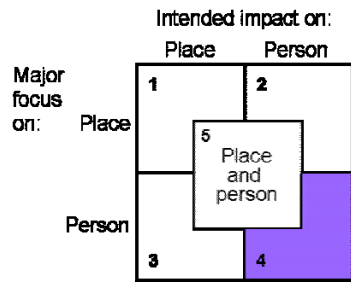
Findings

Comparing Impacts: Constraints

Initiatives may be:

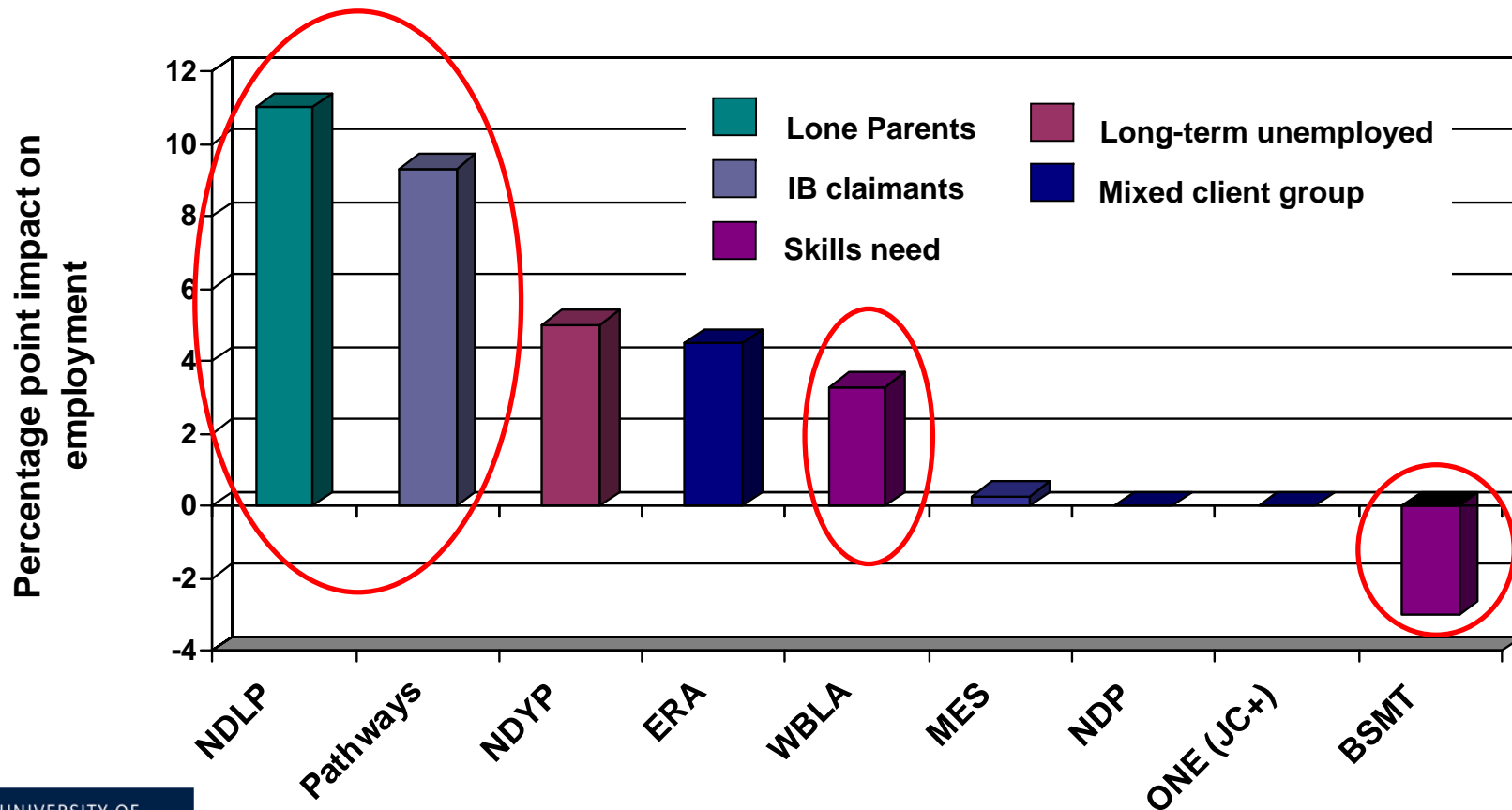
- Directed at different target groups
- Mandatory or voluntary
- Evaluated over different time periods
- At different stages or on different scales
- Evaluating different models

CAUTION



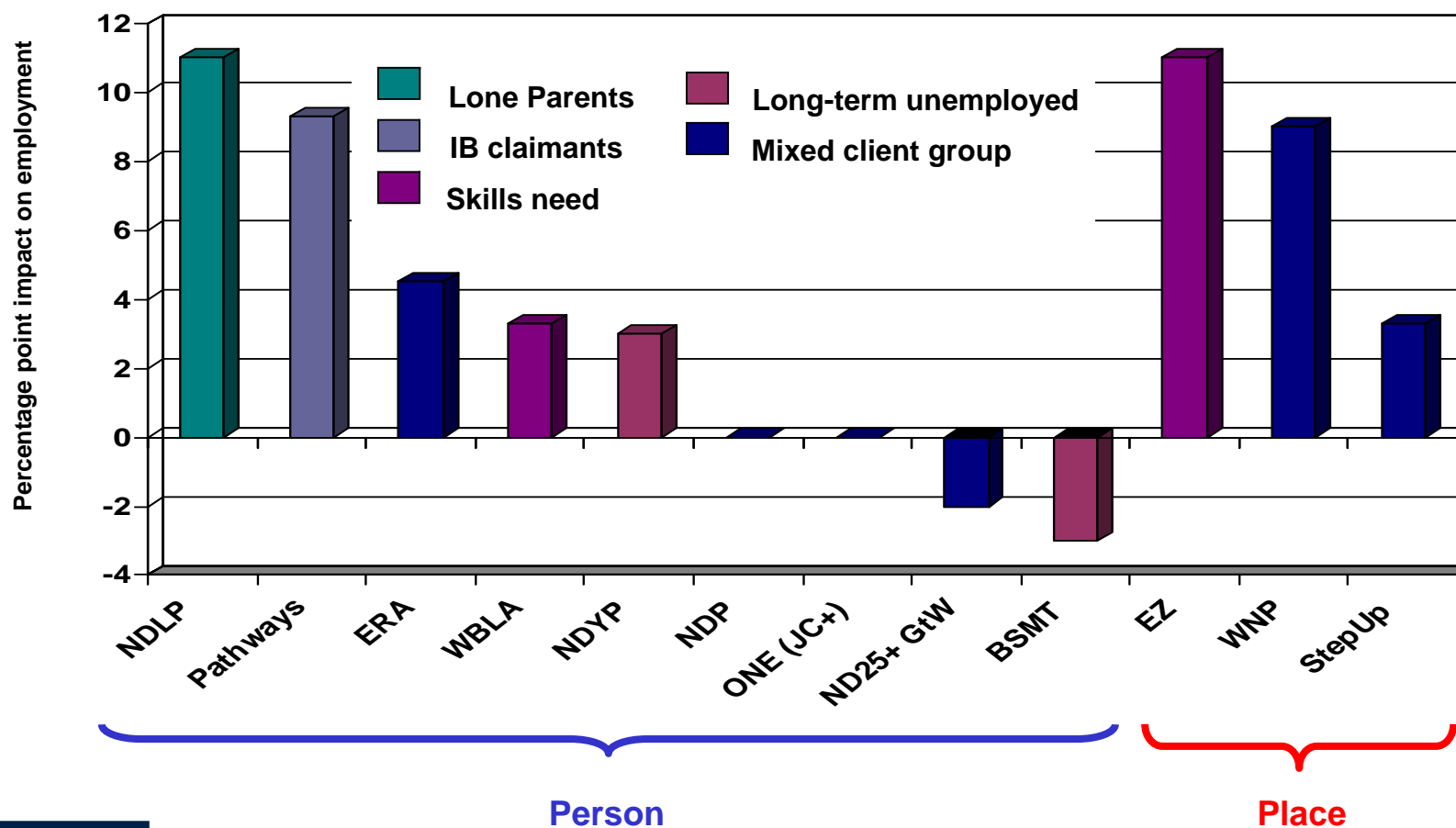
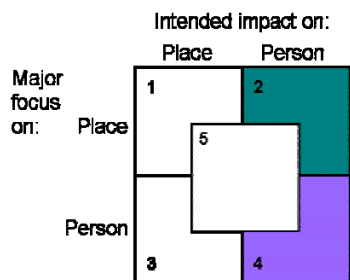
Findings: Employment policies

Impact: Person-targeted initiatives – employment entry



Findings: Employment policies

Impact: Employment entry – all initiatives



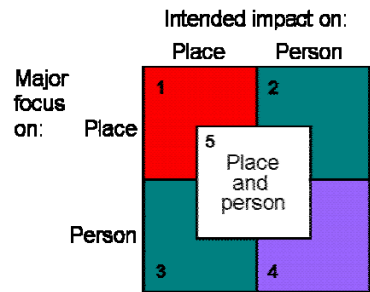
Findings: Employment policies - What works? (Place)

1. Individualised service more effective in meeting the needs of those furthest from labour market (source: StepUP)
2. Guaranteed (subsidised) jobs offers a successful method of attaching more disadvantaged jobseekers with the labour market (source: WNP)
3. Building local partnerships and engaging key players (source: WNP)
4. Enthusiastic and committed advisors and managers (source: WNP)

Findings: Employment policies - What works? (Person)

1. Individually tailored packages of support and greater flexibility for advisors more successful (source: ND25+)
2. Prolonged contact with personal advisers associated with positive work outcomes (source: NDLP)
3. Lone parent services more successful for clients with older children - more work-ready (source: NDLP).

Reflections



Findings: limitation of evidence

- Lack of representation in the policy matrix
 - Major focus on person (2s and 4s)
 - Very few holistic (5s).
- Lack of robust evaluations
 - Few with counterfactuals
 - Frequently poorly designed
 - Multiple objectives (designs can be optimal only with respect to one objective)
 - More than one policy implemented in the same area
- Policies target different aspects of disadvantage, making comparison difficult
- Evaluations measure early outcomes (too early)
- No explicit theory of change

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Different policy objectives

Person based

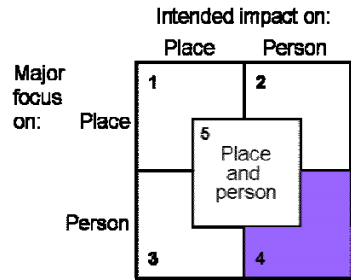
1. Improving benefit exit rates
2. Improving employment entry rates
3. Improving employability
4. Improving employment retention and advancement

Place based

1. Improving (un)employment rates
2. NDC aims to improve the relative position of area in terms of worklessness
3. Tackling local barriers to employment
4. Tackling local 'culture of worklessness'

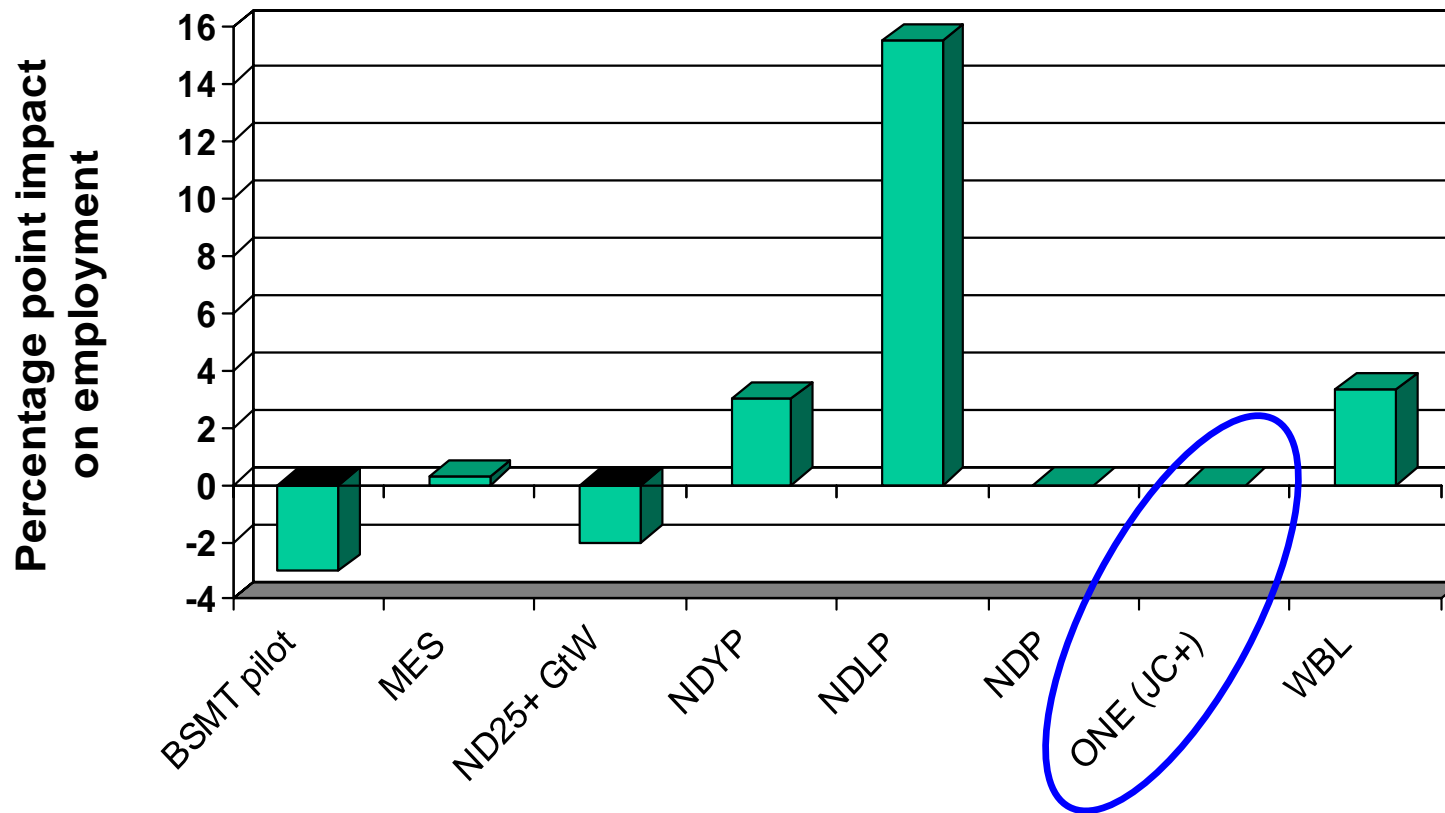
Findings: limitation of evidence

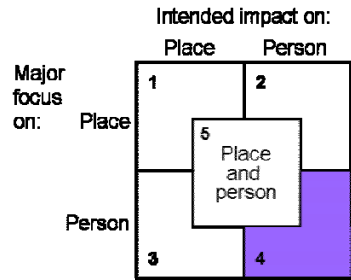
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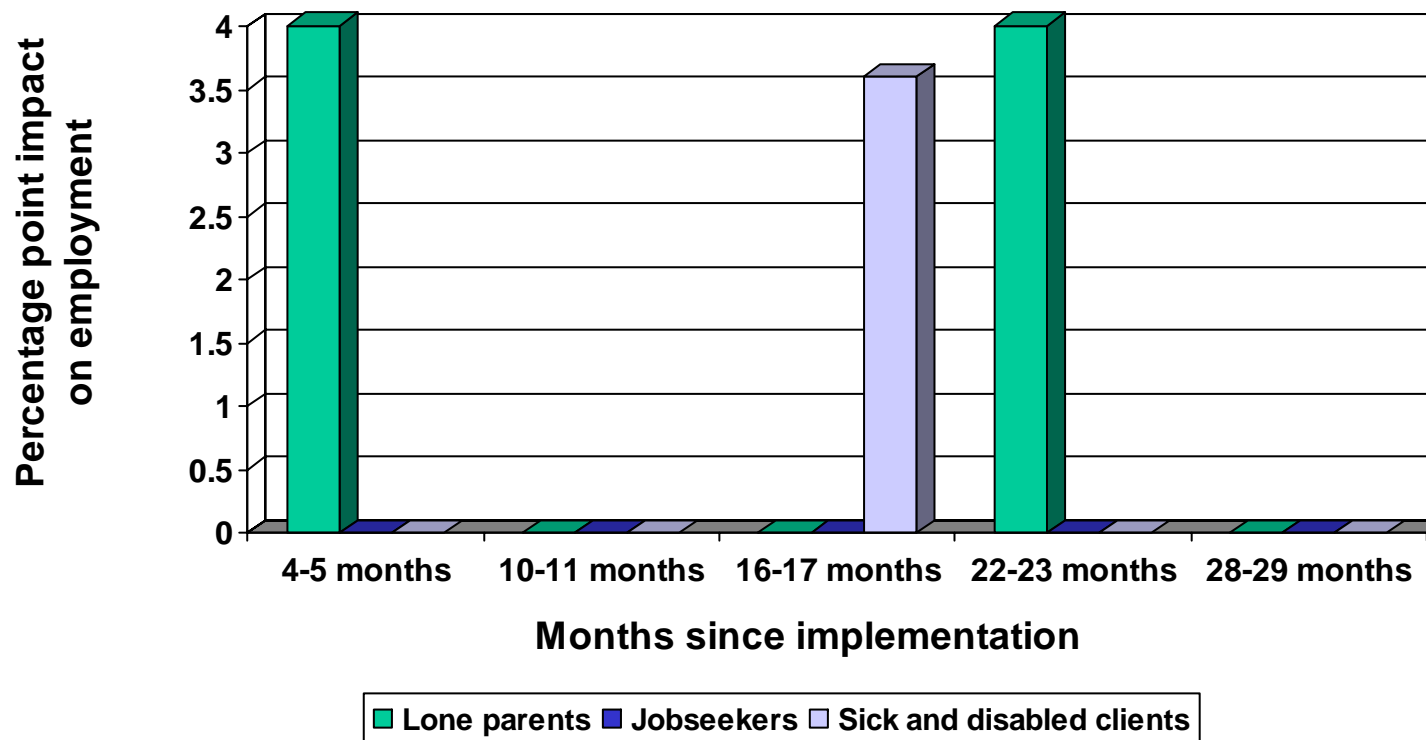
Impact: Person-targeted initiatives



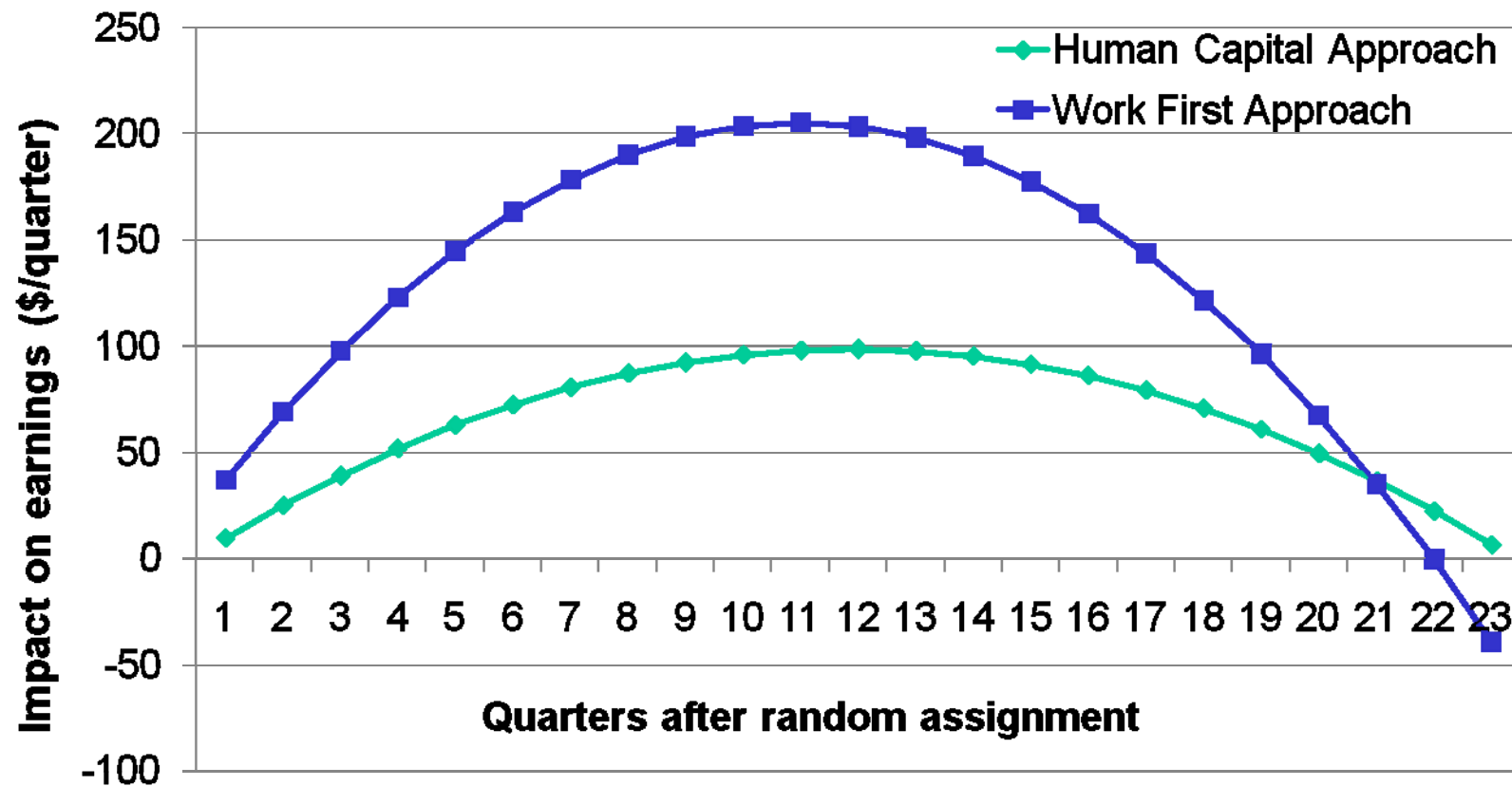


Findings: Employment policies

Impact of ONE over time



Long term impacts: US welfare-to-work programmes



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Absence of theory of change

- Unable fully to explain how/why policies worked or why they failed
- Interpretations based on post-hoc reasoning
- Greater tendency to explain negative or unusual findings than positive ones:
 - *“In the pilot areas respondents in the sick or disabled group who had not participated in ONE were more likely to be in work than were participants. This finding is not easy to explain. Some sick or disabled clients seem to have experienced an improvement in their capability to work since they first claimed a disability benefit. It may also be that those who expected to return to work quickly were less likely to volunteer for ONE.”*

Lessons

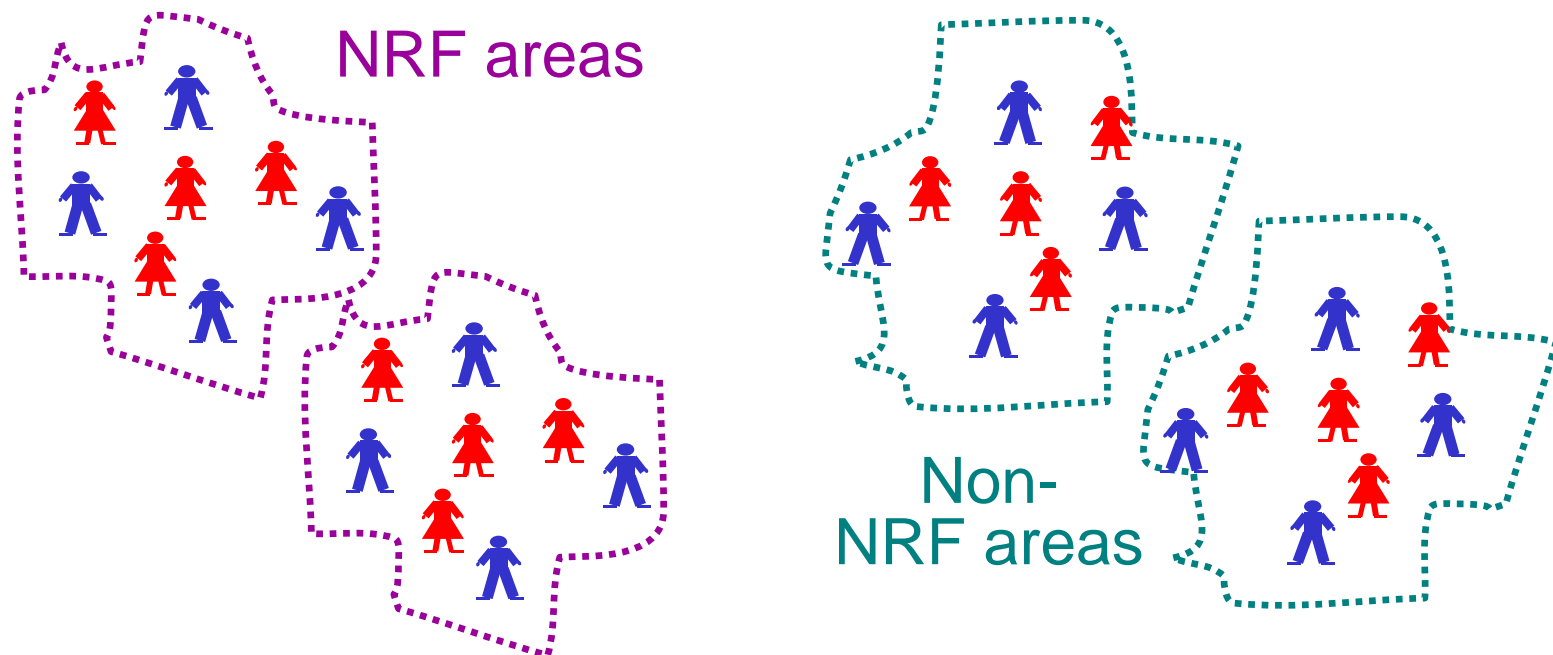
- More explicit in advance about theories of change
- Design evaluations to check steps on change pathway
- Improve design quality of evaluations
 - Counterfactual
 - Creative
 - Integrative
- Quality of reports
 - Standard errors reported
 - Co-variance structure of estimates needed if more than one programme effect is presented
- Standardisation of measures?

Annexes

Future possibilities: Work and Pensions Longitudinal Study

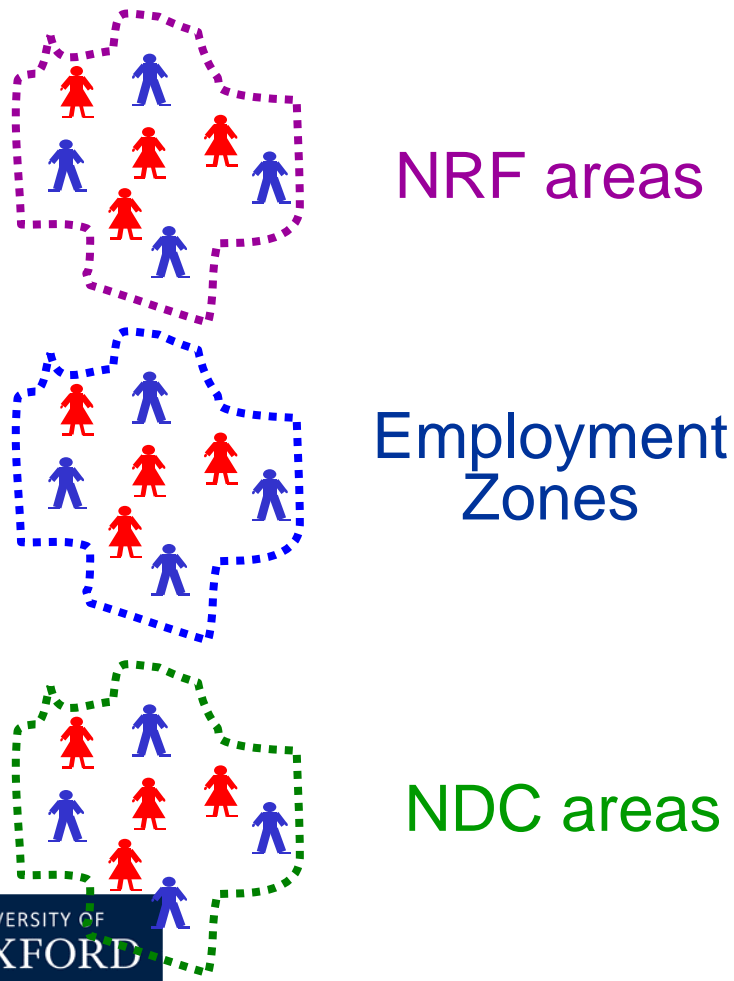
1. Add evaluations:

- E.g. Neighbourhood Renewal Fund



Future possibilities: Work and Pensions Longitudinal Study

2. Compare (people within) programmes:



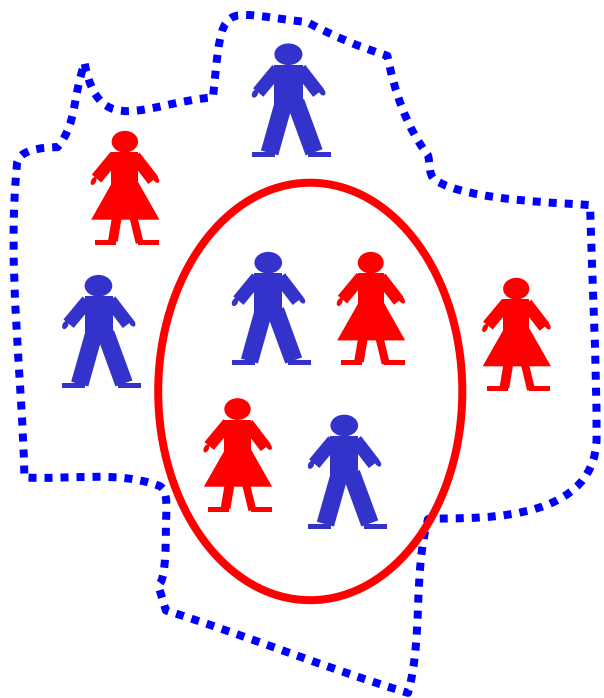
Possible outcome measures include:

Likelihood of:

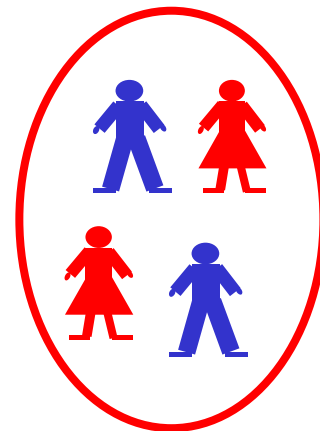
1. Exiting to employment
2. Exiting to sustained employment
3. Returning to workless benefits

Future possibilities: Work and Pensions Longitudinal Study

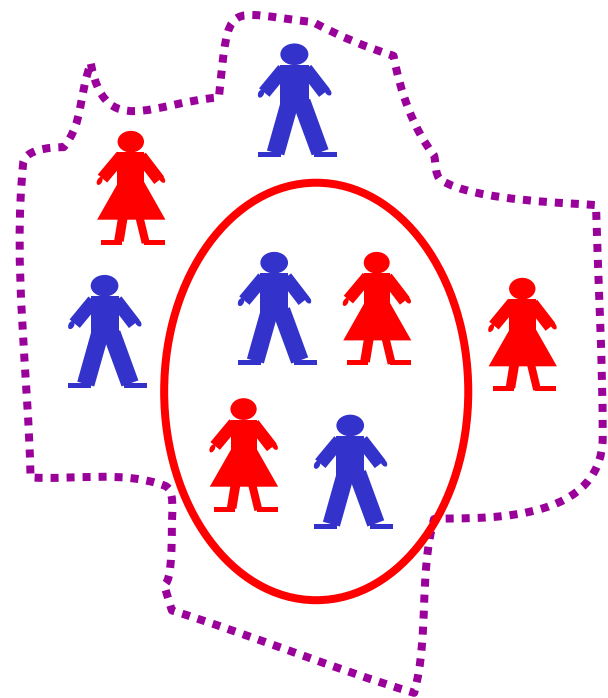
3. Find cumulative impact of people and place programmes



Employment
Zones



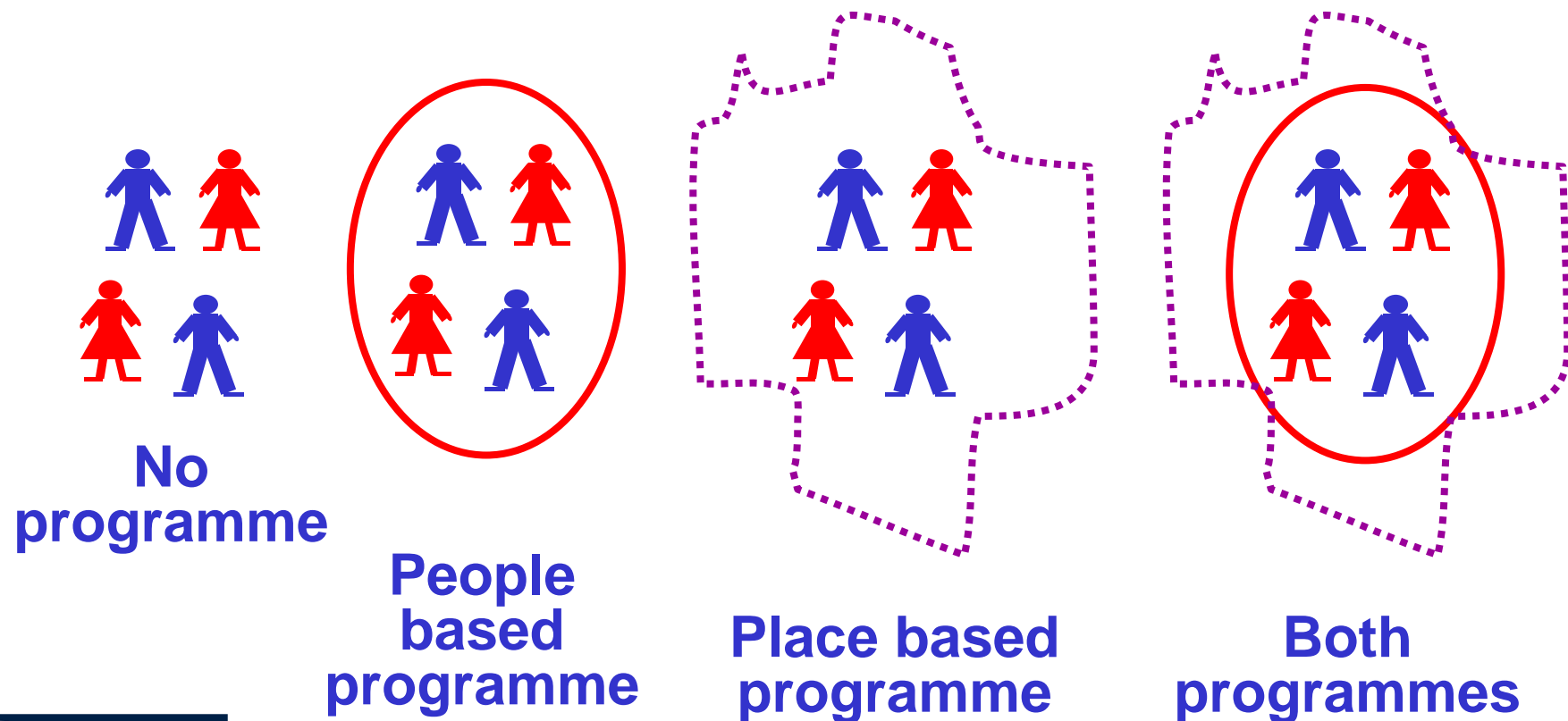
New Deal
25+

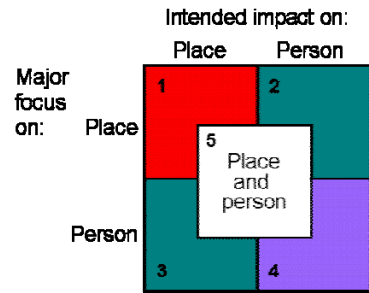


NRF areas

Future possibilities: Work and Pensions Longitudinal Study

4. Find cumulative impact of combinations people and place programmes



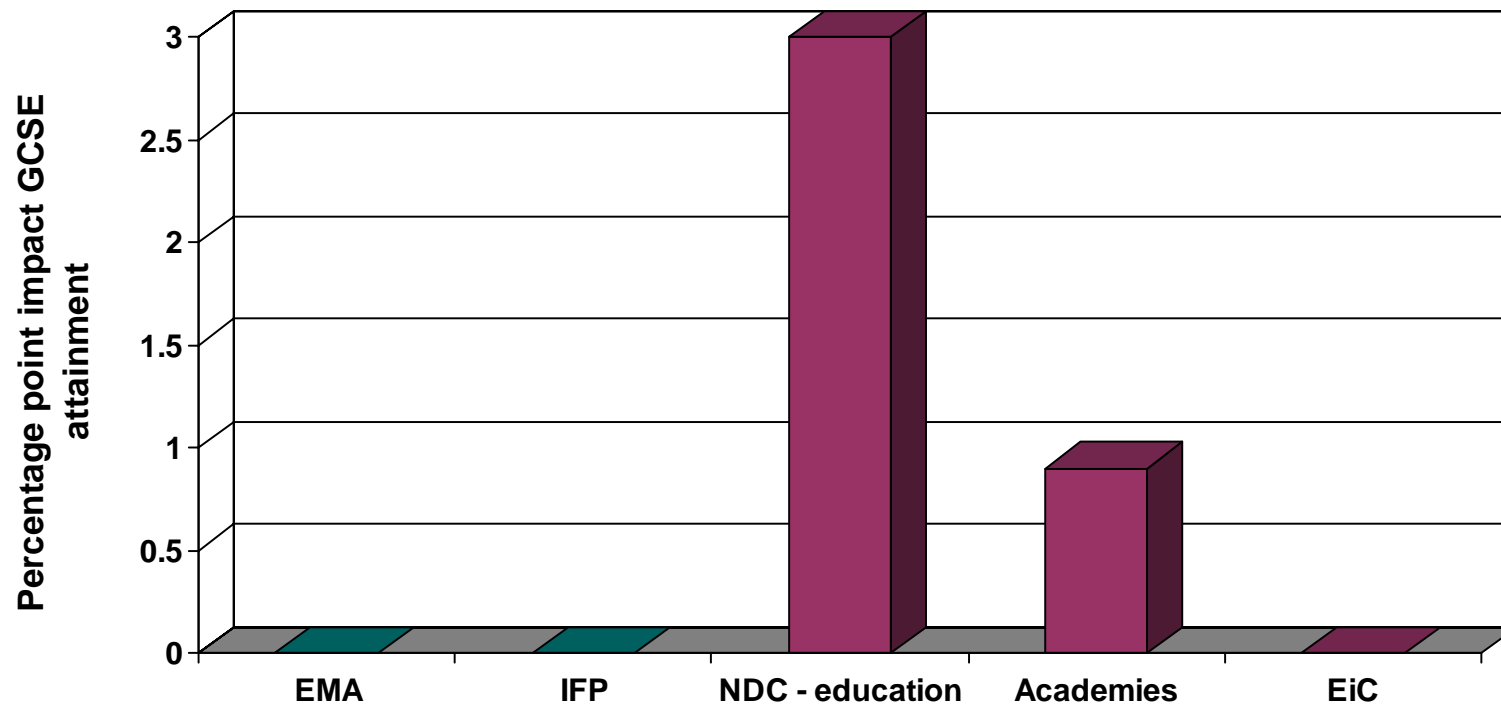


Findings: Education policies

- **2 (place, person)**
 - Academies
 - Excellence in Cities (EiC)
- **4 (person, person)**
 - Education Maintenance Allowance (EMA)
 - Increasing Flexibility Programme for 14-16 year olds (IFP)
- **5 (person and place)**
 - New Deal for Communities – education (NDC)

Findings: Education policies

Impact: Improvements in GCSE attainment (A*-C)



Findings: Education policies - What works? (Schools)

Person:

1. Flexible and 'bespoke' programmes that target individual needs
2. Networking and sharing good practice
3. Parental support and effective parent-school dialogue
4. High staff-student ratios
5. Effective leadership and accountability
6. Promotion of independent learning

Findings: Education policies - What works? (Schools)

Place:

1. Strong, consistent leadership
2. Availability of additional resources (for buildings, ICT and equipment)
3. Partnerships and cooperation between schools (smaller groups of schools are better able to develop effective partnerships)
4. Impacts of initiatives often greatest in schools facing most challenging circumstances