

**European Social Fund (England) 2011 – 2013**  
*(ESF Support for Families with Multiple Problems)*

**Invitation to Tender**

**Specification and Supporting Information**

**Framework Lot for London**

**Contract Package Area 3**  
**London East**

*(Please note that CPA 4 : London West is identical  
with regard to the text below ~ LVSTC)*

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**European Union**  
**European Social Fund**  
Investing in jobs and skills

**MAYOR OF LONDON**

# 1. Overview

## Purpose

- 1.1 This specification sets out the delivery requirements which apply to the Department for Work and Pensions (DWP) European Social Fund (ESF) - 2011 – 2013 contracts (England only).
- 1.2 This provision is voluntary and will align with Local Authority (LA) -delivery of the multi-generational Families with Multiple Problems Programme to help move families with multiple problems closer to employment. It will provide a continuum of support which complements and adds value to the broader programme of DWP provision including the Work Programme (WP).
- 1.3 Upper Tier LAs will be central partners and the source of identification of participants for this ESF funded provision.
- 1.4 The overall aims of DWP are:
  - helping and supporting people who are out of work, move into work;
  - encouraging responsibility and fairness by simplifying the welfare system so that work always pays;
  - recognising work as the primary sustainable route out of poverty and reducing the number of children in workless households;
  - tackling pensioner poverty by providing decent State Pensions and encouraging employers to provide high quality pensions for all employees;
  - ensuring that disabled people have the same opportunities as non-disabled people to succeed in life and fully participate in society; and
  - working with communities and partners to deliver excellent service to the Department's 20 million claimants.

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## Background to ESF Programme and Objectives (2007-2013)

- 1.6 The key priorities of the England ESF Programme for 2007-2013 set by the European Commission are to increase employment, reduce unemployment and inactivity and to tackle barriers faced by:
  - people with disabilities and health conditions;
  - lone parents and other disadvantaged parents;
  - older workers;
  - people from ethnic minorities; and
  - people with low or no qualifications.
- 1.7 The intention is that tackling and preventing worklessness will help improve social inclusion and social mobility and by helping the above groups to enter and progress in employment help alleviate child poverty.

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## Purpose of Provision

- 1.16 This provision will aim to tackle entrenched worklessness by progressing multi-generational families with multiple problems closer to employment. This will involve working closely with LAs within CPAs. LAs already work with families with multiple problems and so will be the route for the identification of the families who can benefit from this provision ....
- 1.17 The focus of this provision will be on providing a whole family approach, making support available to individual family members across the generations. This provision must also contribute to and add value to wider family support.
- 1.18 DWP expect individuals on this provision to have significant and/or multiple barriers to work.

## Critical Success Factors

- 1.19 Below are the Critical Success Factors against which the success of the ESF provision will be judged:
- contribute to an increase in the number of individuals/families with multiple problems engaging in work-related activity
  - contribute to a decrease in the number of families with multiple problems
  - contribute to a decrease in the number of workless households;
  - contribute to the 22% overall job outcome target DWP has as a ESF CFO
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## 2. The Local Service Delivery Requirements

- 2.1 The Government believes that Providers, working with local partners, are best placed to understand what is most effective in helping multi-generational workless households onto the path towards employment and into work. DWP is inviting Providers to demonstrate through their bids how, working with local partners, they will achieve this aim. Providers are encouraged to deliver in the most efficient and innovative way possible within the confines of the requirements set out in this document.
- 2.2 It has been estimated that there are around 120,000 families in England with multiple problems<sup>1</sup>. Turning around the lives of these families is core to the Government's strategy, and LAs will identify families like these, including families where unemployment crosses generations, to participate in ESF support.
- 2.3 This specification focuses on setting out the outputs and outcomes required for this provision (see *Section 4* for further details on payments).
- 2.4 Amongst the requirements Providers must adhere to are those relating to:
- compliance with legislation;
  - functioning on behalf of the Secretary of State;
  - complying with DWP codes and standards as per the Framework; and
  - compliance with ESF requirements.
- 2.5 This provision is voluntary and will support individuals of working age within multi-generational families with multiple problems (some of whom will have complex needs) to progress them towards and into work.
- 2.6 LAs will be responsible for identifying and informing families with multiple problems about the availability of DWP provision and identifying them to the Provider (see *Section 3* for more information on the role of LAs).
- 2.7 The maximum duration of ESF provision for an individual is a continuous period of 12 months from the date of attachment (see *Section 4* for more details).

### Eligibility

- 2.8 The Provider will engage with LAs to identify eligible and suitable families with multiple problems and to broker ongoing working arrangements.
- 2.9 As part of the overall eligibility for ESF, all participants must be legally resident in the UK and able to take paid employment in a European Union member state. Participants must be aged 16 or over. There is no upper age limit for participants.

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<sup>1</sup> DfE estimate based on Cabinet Office (2007) 'Families at Risk Background on families with multiple disadvantages.'

- 2.10 ESF provision must be part-time for all participants. For individuals in receipt of a working age benefit this means the provision must allow them to meet the requirements attached to their benefit, for example the conditionality requirements for JSA.
- 2.11 The broad definition of eligibility for this provision as a multi-generational family with multiple problems set by DWP is:
- at the start of the provision at least one member of the family must be on a DWP working age benefit (it is not, however, a requirement that this family member participates in the provision at any point). This family member passports all other eligible family members; and
  - either no one in the family is working, or there is a history of worklessness across generations.
- 2.12 Where an eligible family includes an individual who is working, that individual will not be eligible for ESF provision. Other eligible family members will still be eligible for this provision.
- 2.13 Only family members requiring support into work should be attached to the provision.
- 2.14 In the unlikely event that there are insufficient volumes or the Provider is unable to engage with LAs in the Contract Package Area, DWP will discuss alternative arrangements.
- 2.15 The Provider will be required to inform Jobcentre Plus (JCP) when individuals start and leave/complete provision in accordance with Provider Guidance. Providers must keep LAs informed in line with their locally agreed working arrangements.
- 2.16 It is a DWP minimum requirement that the Provider retains evidence to confirm eligibility for ESF purposes, including Action Plans and evidence of progress measures for the full retention period – this will be an integral part of audit assessments (see *Section 5*).

### **Interactions with the Work Programme**

- 2.17 Individuals already participating in ESF support who reach a mandatory referral point will follow the normal Work Programme (WP) referral process and may be able to participate in ESF and WP provision simultaneously. For the participant to continue to receive ESF support the ESF providers must demonstrate and record on the Action Plan how the support they offer is additional to WP support.
- 2.18 Where possible, once a participant has been mandated onto the WP, ESF providers should work with WP providers to ensure that all support is aligned. They should also set out what WP support an individual is receiving in their ESF Action Plan, alongside describing the added value of the ESF provision. Where this is not possible ESF providers should record their efforts to work with the WP provider and include in the Action Plan how the ESF families' provision adds value to the WP.
- 2.19 If an individual is already on the WP they will not be eligible for ESF family provision. This does not affect the eligibility of other family members who will be able to receive support from the ESF families' provision. In addition, participants cannot access the WP on a voluntary basis while they are in receipt of ESF family support; therefore, individuals who wish to move onto the WP must leave ESF provision (see completion criteria, Annex 8).
- 2.20 Any activity to which an individual is mandated by JCP or a WP provider will take precedence over a coinciding ESF activity.
- 2.21 If an individual joins the WP, other members of their family who are on ESF provision will be able to remain on ESF provision.
- 2.22 When an individual has completed ESF provision and moved onto the WP, the provider will be free to offer continued support to them in order to enhance the possibility that they will achieve a job outcome. Where an individual gives written consent the ESF Provider may share Action Plan information with the WP Provider.

**NB:** Interaction with other provision will be covered in Provider Guidance

## Providers' Responsibilities

- 2.23 As a minimum, Providers will be required to:
- deliver the requirements as detailed within the specification;
  - engage effectively with LAs;
  - engage with other local partners;
  - engage with JCP;
  - manage the performance of their supply chain;
  - make payments to their supply chain in line with DWP requirements as appropriate; and
  - ensure all ESF specific compliance requirements are met by themselves and their supply chain and comply with the contract.

## Minimum Service Requirements

### General Requirements

- 2.24 Providers are required to deliver tailored and flexible support for individuals and to add value by innovation. We would expect this support to include, as a minimum, the types of general support listed in *Annex 1*. We would also expect this support to include outreach and key workers where appropriate when working with individuals within families with multiple problems.
- 2.25 The minimum services delivery requirements must include:
- engagement with potential individuals through outreach and adopting and maximising use of key workers where appropriate;
  - obtaining personal details from the individual and gaining consent<sup>2</sup> for this information to be passed on to JCP or LAs<sup>2</sup>, where<sup>2</sup> appropriate;
  - ensuring family eligibility through the qualifying family member;
  - start working with the individual within five days of receipt and acceptance of PRaP referral;
  - conducting an in-depth assessment with the individual and producing an agreed individual Action Plan within 20 days of the individual starting provision (see the section below on requirements for the **Action Plan**);
  - coordinating activities and appointments with the individual including links to other support and where appropriate provide a named key worker, in line with the Action Plan; and
  - on drawing up and agreeing the initial Action Plan, signed by the individual, claiming the attachment fee by entering the attachment date in PRaP; and
  - providing post-employment support to maximise the number of individuals moving into and sustaining employment.
- 2.26 Providers will be required to develop an Action Plan for each individual consisting of a number of progress measures and the minimum support requirements that Providers are expected to supply for individuals (see *Annex 1*). Progress Measures (see *Annex 2*) will address the most significant barriers to employability faced by that individual and their family and move them further down the road to employment. Progress measures must be additional to and not replicate the minimum support requirements listed in *Annex 1*.

### Action Plan

- 2.27 We expect the provider to work closely with the LAs as the Action Plan is developed and implemented. Providers must undertake an in-depth assessment with individuals who have agreed to be supported in order to establish their needs and identify any barriers, including labour market barriers. This assessment should take account of the needs of the family as a whole. Following this assessment an Action Plan will be developed by the Provider setting out the activities and measures (including job goals) that the individual will undertake and the support that the Provider will offer. To emphasise that this is an agreement between the Provider and the individual family member a signature must be obtained on the Action Plan. The Action Plan should reflect the wider family issues and be reviewed, agreed, revised and updated with the individual and, where appropriate, their key worker at least monthly.

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<sup>2</sup> Subject to legal advice.

## **Progress Measures**

- 2.28 The problems faced by individuals/families will necessarily vary between localities and in order to be effective, progress measures should reflect these local and family needs. Providers will therefore be expected to liaise with LAs, strategic and local partners and put together a number of progress measures they think would be suitable for individuals within the CPA they are bidding for. We will welcome innovative approaches from Providers in developing these progress measures. We will expect that the measures Providers propose will demonstrate that they are aware of the specific problems, issues and barriers faced by families in their area.
- 2.29 The list of proposed progress measures must be tangible, specific and reliably evidenced by the Providers.
- 2.30 To this end, Providers must set out in their bids:
- a list of proposed progress measures for each CPA they will be bidding for, which comply with the above requirements;
  - the rationale for proposing these measures; and
  - how they intend to evidence each progress measure they have proposed.
- 2.31 Progress Measures must include as a minimum, but are not limited to, those that fall under the following areas (*see Annex 2* for further details):
- Interventions to overcome family related barriers;
  - Reducing social and economic isolation;
  - Interventions to tackle work-related barriers; and
  - Addressing health- and housing-related barriers.

## **Innovation**

- 2.32 Bidders should describe the types and level of service that an individual/ family should expect, including outreach and/or key workers where appropriate and the fit with LA support. We expect geographical coverage to appropriately reflect the needs of the area.
- 2.33 The evaluation of bids will look at how Providers have demonstrated their awareness of local issues and knowledge of the problems faced by the individual group in their area as well as their capability to address these problems appropriately.
- 2.34 The rationale for proposed progress measures will be assessed on a number of key criteria including:
- a knowledge and understanding of the needs of multi-generational workless families with multiple problems and how to address them;
  - a demonstration that the proposed approach meets individual needs;
  - the proposed content, approach and underlying rationale;
  - a demonstration that effective LA engagement has been undertaken and good partnerships are in place;
  - that there is evidence of an understanding of a wider family approach; and
  - that the service offer complements and adds value to the WP and other local services.

## **Job Starts**

- 2.35 It is expected that some individuals will move into sustainable employment. In these cases job outcome payments can be claimed. (*See Section 4* for further details).

### 3. Additional Information and Delivery Standards

- 3.1 This section provides additional information and expected delivery standards that Providers may wish to consider when setting out their bids.

#### Working with Local Authorities

- 3.2 Working with LAs is key to introducing families with multiple problems to ESF provision. LAs are currently working with families through the families with multiple problems agenda and Providers must engage with them throughout the lifetime of the contract.
- 3.3 LAs will identify those families that will benefit from the additional support that ESF provides.
- 3.4 It is expected that families with multiple problems who will benefit from employment focussed support will be prioritised and include families that have been stabilised following intensive support from family intervention services/projects. Local arrangements will be necessary to ensure alignment of the ESF family provision and LA support. As part of these arrangements we expect Providers to work closely with LAs and other local partners to ensure that existing programmes are taken into account and to ensure that their proposals are appropriate for the CPA they are bidding for.
- 3.5 Providers and LAs will also need to agree processes for identifying families with multiple problems and agree an ongoing dialogue about the needs of the family and their progress.
- 3.6 The Provider will be required to work with LAs for the duration of the programme and we will expect them to clearly demonstrate how they will work with LAs to identify and refer families to this provision as part of their bid. This must include information on how they will work with LAs to ensure that ESF provision is integrated into the landscape of locally available support and how they will engage in an ongoing strategic and operational dialogue to support this.

#### Partnership Working

- 3.7 **Working with JCP:** During the lifetime of the contracts, there will be regular interactions between Providers and JCP to ensure the effective delivery of provision to individuals/families. Providers should ensure that they establish robust links with JCP at a local level to facilitate effective partnership working.
- 3.8 **Working with strategic and local partners:** Partnerships are central to the delivery of DWP objectives and statutory duties and DWP believes that effective partnership working will be key to effective delivery of ESF provision. As a result, Providers are required to work with a wide range of local partners including LAs to ensure the best possible experience for every ESF individual/family with multiple problems.
- 3.9 **Our track record in working with smaller/niche/voluntary and community sector organisations within existing Welfare to Work supply chains is an excellent one. Currently, a number of our Providers' supply chains include smaller organisations that work at grassroots level and understand the needs of the individual and families and as such have credibility that DWP and some of the larger Providers simply don't have. (LVSTC emphasis)**
- 3.10 **Bids should set out how the Provider will work with and utilise the voluntary and community sector and other local knowledge/expertise in service delivery. This will be a key factor in the tender assessment process and we will therefore be closely scrutinising each bidder's partnership proposals when evaluating the tenders, particularly when considering the supply chain and service requirement criteria, to ensure that the level of community involvement is consistent with the needs of participants. (LVSTC emphasis)**
- 3.11 Providers are required to work with LAs and local partners to ensure that proposals reflect the specific needs of individuals/families across each CPA and take into account local strategies and services. Providers should aim to improve performance and individual service, reduce duplication wherever possible and improve the effective use of public funds in a locality/area.

3.12 Local partners may include, but are not limited to:

- LAs;
- DWP/JCP;
- Regional ESF partners;
- Employers;
- NOMS;
- SFA;
- Working Families Everywhere;
- Local health services;
- Voluntary and community sector and specialist organisations;
- Sure Start Children's Centres;
- Statutory partners named in the Child Poverty Act;
- Local Partnerships, including Local Enterprise Partnerships where appropriate.

3.13 Suitable employment opportunities will be key to Providers achieving sustained job outcomes.

3.14 Providers should therefore consider how they will work with a wide range of employers who will be able to offer sustainable employment and it is important for Providers to engage and work closely with other local partners including WP Providers to, for example co-ordinate employer marketing activities.

### **Participation in other programmes and initiatives**

3.15 Providers are expected to help individuals within the family to access other relevant services for which they are eligible so that ESF provision is experienced as part of a coherent package of employment and skills support<sup>3</sup>. When individuals/families are referred to other services, Providers must ensure an effective exchange of information to help deliver a seamless service to the individual. Any exchange must be in accordance with the Data Protection Act.

### **Skills Funding Agency**

3.16 The SFA is responsible for the funding and procurement of all skills provision. Providers should be clear on the provision supported by the SFA to avoid duplication. Bids will be expected to detail how Providers will identify and link with organisations offering such skills provision locally, where individuals are eligible, in order to complement the ESF provision and detail how any gaps in support for families with multiple problems will be filled.

3.17 Providers should be aware of the services available through the skills system delivered by the SFA in England and may wish to consider what part the skills system may play when developing bids.

3.18 Details of SFA specifications used for their skills provision are available from SFA web site: <http://skillsfundingagency.bis.gov.uk/providers/programmes>

### **National Offenders Management Service ESF provision**

3.19 The NOMS has contracted provision available in England to support offenders leaving prison and probation and help them to access the learning and employment support they need. This involves working with a Case Manager who helps the individual increase their employability and reduces the risk of re-offending. *Information about working with Case Manager will be available in Provider Guidance.* See link to NOMS site – <http://www.hmprisonservice.gov.uk/abouttheservice/noms/>

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<sup>3</sup> Employment and Support Allowance – Help if you are ill or disabled:  
<http://www.direct.gov.uk/en/DisabledPeople/FinancialSupport/esa/index.htm>  
Jobseeker's Allowance – Help while you look for work:  
<http://www.direct.gov.uk/en/Employment/Jobseekers/index.htm>

## Annex 2

### Progress Measures

- A2.1 As a minimum, bidders must set out sustainable measures against the following four categories with scope to go beyond these:
- **Interventions to Overcome Family Related Barriers** (this might include support for effective parenting, providing positive role models/peer support, engaging with family stakeholders for example schools and JCP and support for needs related to children, where these needs are a barrier to an individual finding work etc.);
  - **Reducing Social and Economic Isolation** (this might include addressing debt and money management, increasing knowledge of the labour market, confidence in dealing with support agencies etc.);
  - **Interventions to Tackle Work-Related Barriers** (this might include developing vocational skills, work related certification and courses, volunteering, involvement in social enterprises, work experience, improved information technology experience / knowledge, self-employment etc.);
  - **Addressing Health- and Housing-Related Barriers** (this might include participation in a substance rehabilitation programme, active and constructive engagement with health promotion services, permanent accommodation etc.).
- A2.2 The evaluation of progress measures in the bids will look at how Providers have demonstrated their awareness of local issues and knowledge of the problems faced by the families with multiple problems in their area as well as their apparent capability to address these problems appropriately. The rationale for proposed progress measures will be assessed on a number of key criteria including:
- a knowledge and understanding of the needs of local families with multiple problems and a demonstration that these have been factored into programme design;
  - a demonstration that the proposed approach meets individual/family needs;
  - the proposed content, approach and underlying rationale;
  - a demonstration that effective LA engagement has been undertaken and good partnerships are in place;
  - that there is an understanding of, and evidence to support, a wider family approach; and
  - that the service offer complements and adds value to the WP and other local services.
- A2.3 The contract enables providers to claim a progress measure outcome fee for successfully working with individuals to deliver a programme of individually tailored progress measures. Progress measures must encompass progression in the four areas set out above. However providers may offer, in addition, other appropriate and substantive progress measures. Providers should clearly demonstrate these in their bid.
- A2.4 It is expected that the programme of tailored progress measures will be substantial both in terms of time and application, with robust evidence retained to substantiate the progress measures completed. When proposing how to evidence progress measures, providers should consider the following:
- All progress measures must be set out in an agreed Action Plan;
  - The evidence must be comprehensive enough to meet stringent ESF audit requirements and must demonstrate the individual's continued and/or significant involvement in the progress measure. This may require more than one source of evidence;
  - Where evidence is provided directly by your organisation it must be authorised at an appropriate level;
  - Where appropriate, evidence should be independent (e.g. if the supply chain delivers the provision, then they should provide evidence, such as a certificate of completion);
  - The evidence must be for each individual and support each individual progress measure achieved; and
  - All progress measure evidence must be retained in line with ESF requirements on document retention.
- A2.5 Payable progress measures will be evaluated on the substance and quality of the measures offered (ensuring they do not offer activities also included in the minimum service requirements – shown in Annex 1) and the standard of evidence to support the measures included in their bids.