

MainArbeit / Municipal Jobcenter Offenbach

Improving Quality and Effectiveness of Services – the Co-Production Approach

Pilot Project Offenbach am Main (Germany)

ESN Workshop on Co-Production, Lisbon 14-15 November 2019



Jobcenter Germany

- „Hartz 4“ – reform: merging unemployment benefits (for the long term unemployed) with social assistance
- Provision of an integrated scheme, including assistance for job-seekers and their families and integration measures
- Implementing inclusive benefits, holistic services, and activating employment policy (one-stop-principle)
- 408 Jobcenters established on the NUTS-3-level of territorial authorities throughout Germany as integrated service providers („passive“ benefits, „active“ employment services, and social services for client with specific needs)
- 303 Jobcenters established as consortia of municipalities and the federal office for employment
- 105 Jobcenters established as local government subsidiaries (under an opt-out clause in the law SGB II)

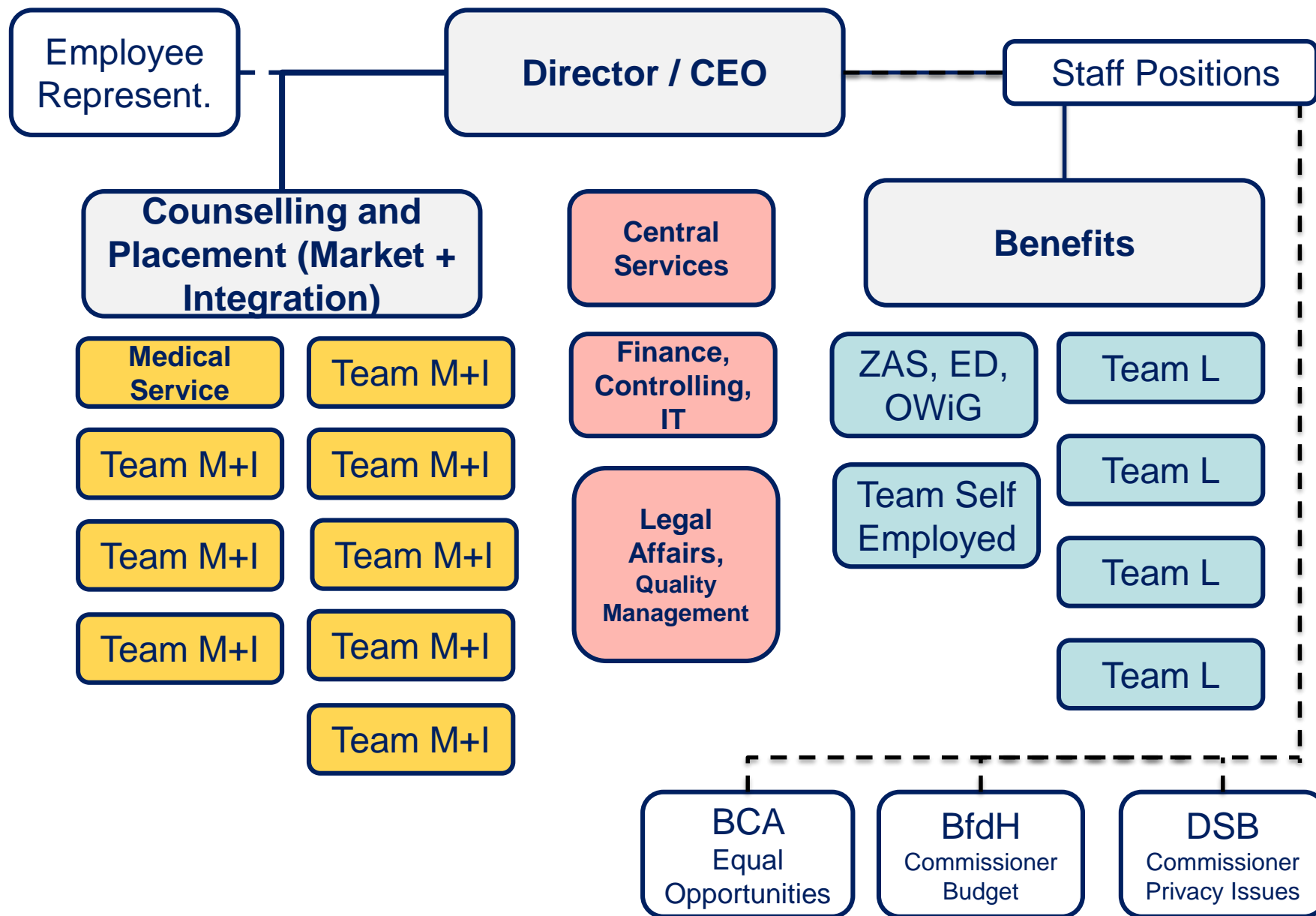
Jobcenter MainArbeit for the City of Offenbach am Main

- Offenbach Council borders Frankfurt am Main - about 140,000 inhabitants
- Highest Rate of immigrant population among German cities:
38% Non-German
62% with an „immigrant background“
- In the State of Hessen about 2/3 of employment agencies have been integrated into local councils. This also applies to the Offenbach Jobcenter „MainArbeit“, which was established as a municipal agency („Eigenbetrieb“), managed and governed by the City of Offenbach

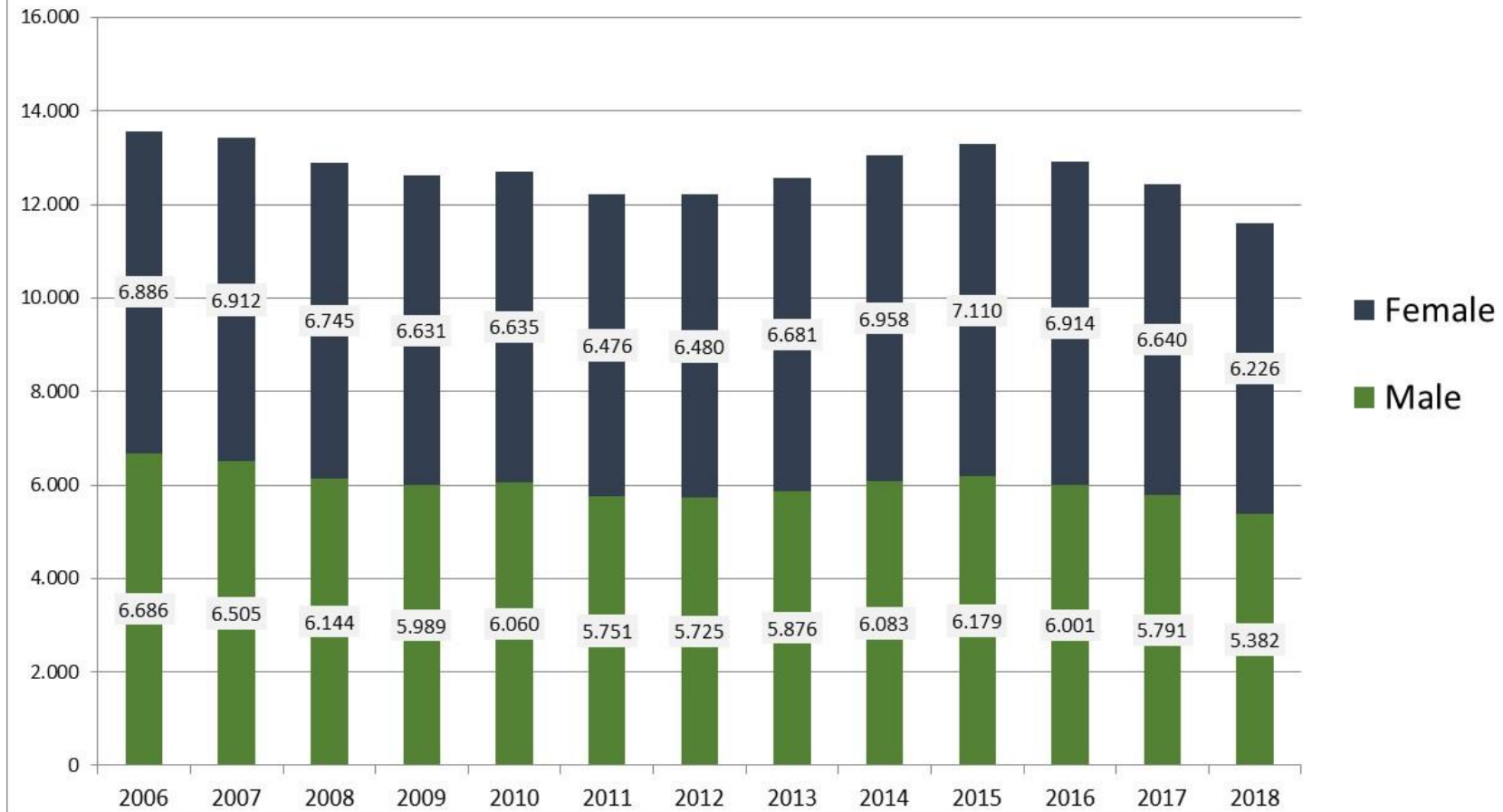
Job-Center MainArbeit

Staff 2018

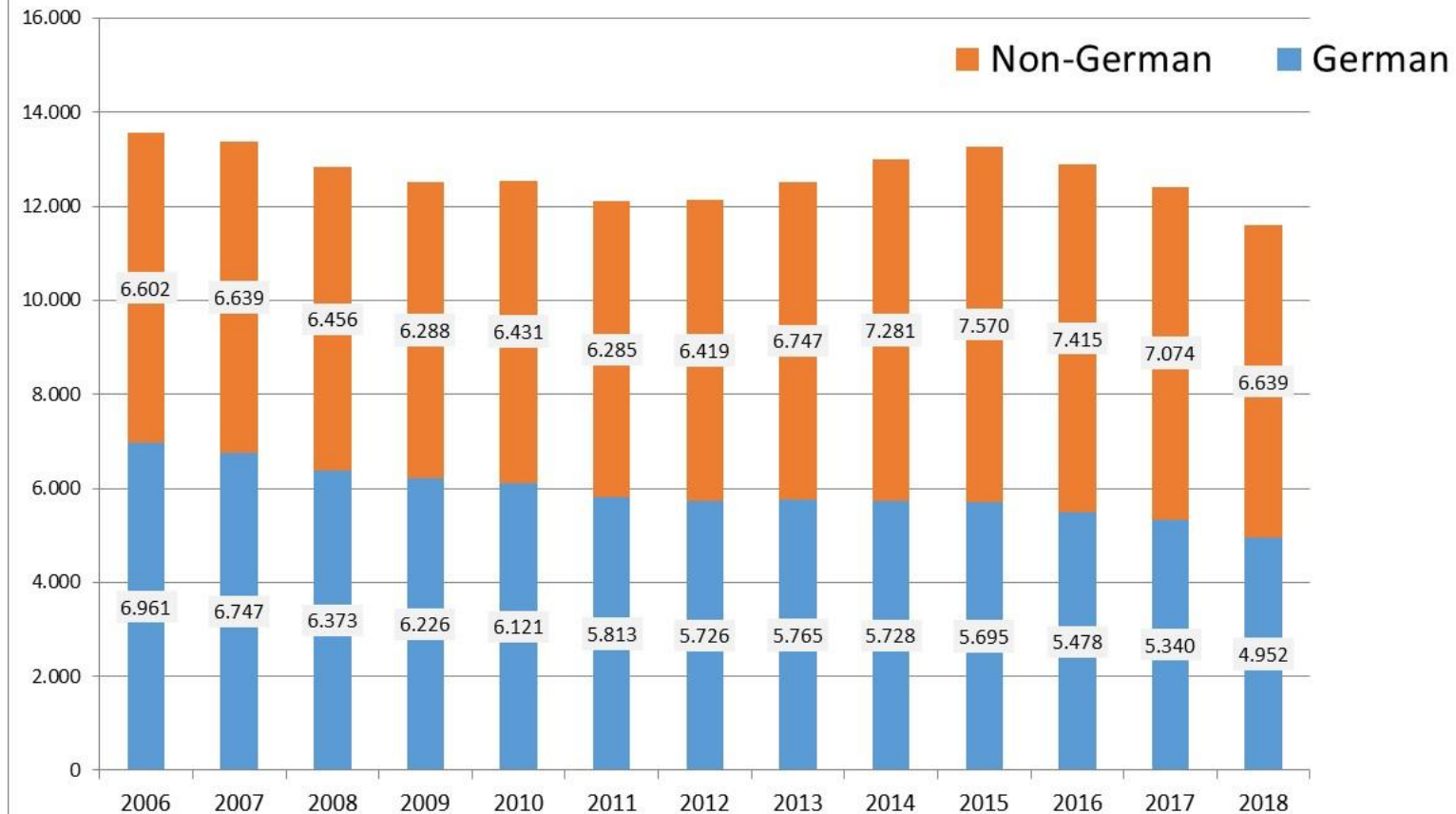
Job-Counselling, Job-Placement	123
Benefit Management	111
Overhead	43
Total	277



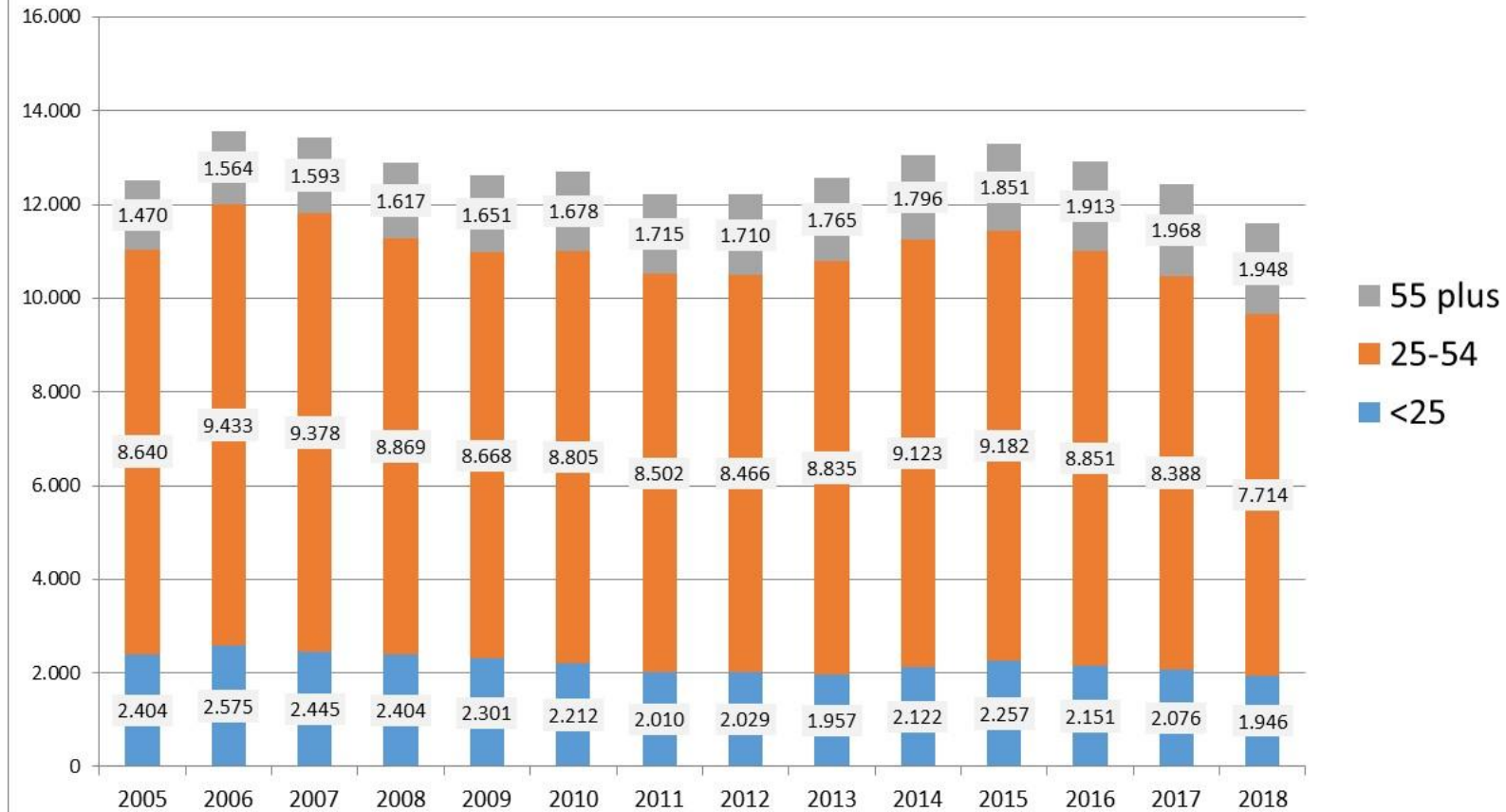
Structure of Clients, Jobcenter Offenbach (Yearly Average)

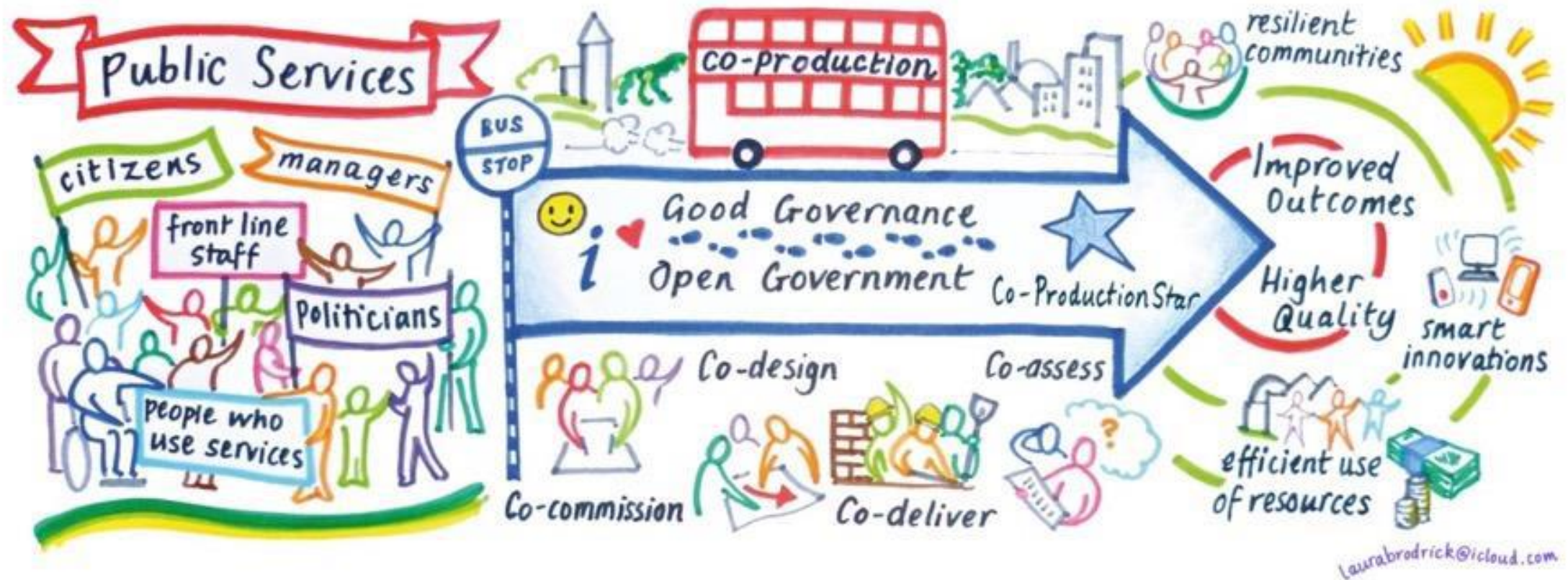


Structure of Clients, Jobcenter Offenbach (Yearly Average)



Structure of Clients, Jobcenter Offenbach (Yearly Average)





Source: Governance International

Areas of Co-Production Practices

1. Co-Design
 2. Co-Assess
 3. Co-Commission
 4. Co-Deliver
- of Services (and Products)



Source: Governance International

Map It

*explore existing
and new forms of
co-production*



Focus It

*focus on
activities with
the highest
impact*



People It

*using
strengths-based
approaches*



Market It

*in order to bring
about behaviour
change*



Grow It

*within the
council, its
partners
and local
communities*



Source: Governance International

Improving the Quality and Outcomes of Services provided by Jobcenter MainArbeit (Offenbach am Main)

5 Innovation-Labs:

- 1) Improving the effectiveness of the „work-integration budget“
(a flexible budget to be used in support of jobseekers)
- 2) Improving the transition into pension
- 3) Assess and develop measure of active labour market policies
für jobseekers
- 4) Develop peer-to-peer mentoring among clients of Jobcenter
MainArbeit
- 5) Improve the effectiveness of training measures

Each working group (innovation lab)

1. defines 3 main impacts, which can be improved by co-production,
2. determines the specific causality (means-end-relation) of each impact,
3. explains the measures to evaluate the outcomes with regard to each objective (measures for success and failure),
4. presents it's results in a plenary session of all labs (which may modify the selections and definitions),
5. develops a work-plan for the experimental implementation,
6. starts implementation

(as a rule of thumb an „Innovation Lab“ should be given 100 work-days to complete the experiment and it 's evaluation)

Lab 1: Co-commissioning 'employability budgets' with young jobseekers



Experience/Explore

Frontline staff enable service users to identify their own goals and milestones for development and to co-determine use of an 'employability budget' up to 500 Euros (e.g. for obtaining driving license)

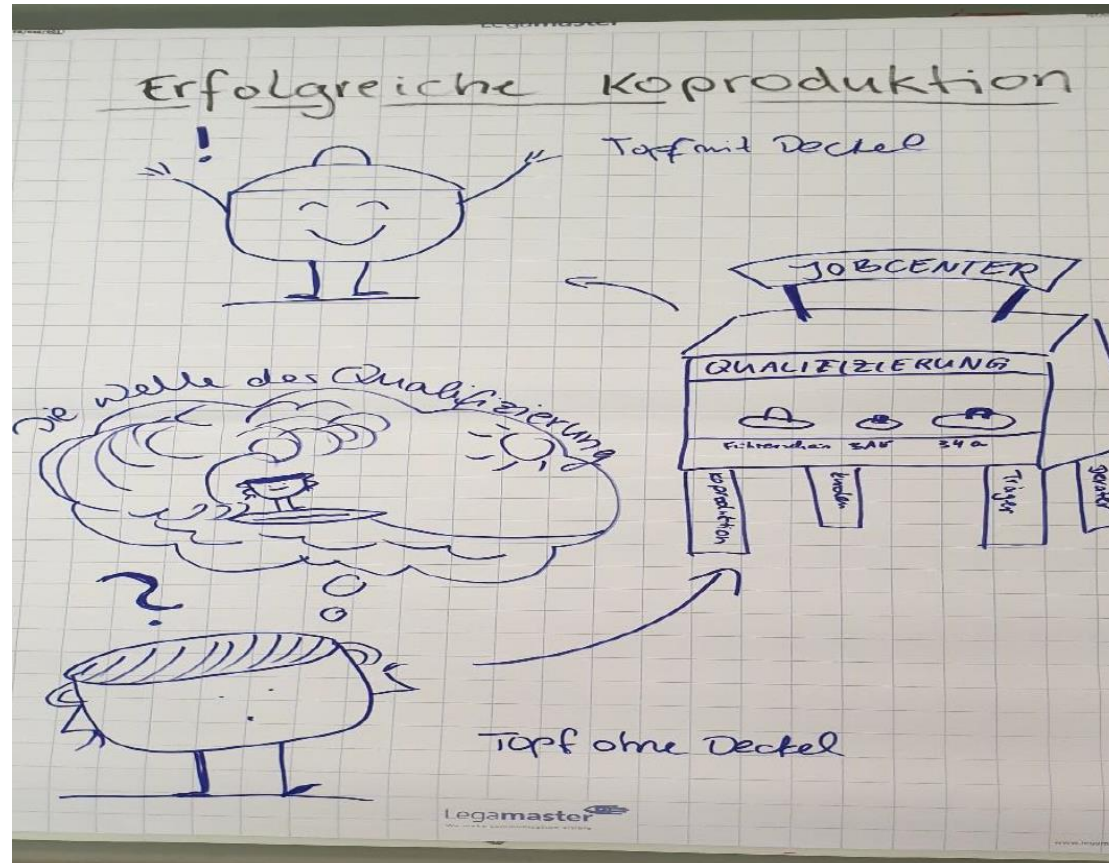
Experiment

- Co-commissioning with three young people who agree their goals and the budget they need with the Jobcenter MainArbeit
- Collaboration between frontline staff of Jobcenter and a third sector organisation providing coaching for young jobseekers

Evaluate/Evolve

- One young person has achieved first milestone (internship), the two others are progressing in the right direction
- Staff have learnt to support service users to identify a wider range of (their own) wishes and goals
- Communication between the involved staff and service users is more open, in particular, trust in service users has increased

Lab 1: Co-commissioning 'employability budgets' with young jobseekers



Source: Jobcenter
Offenbach © 2019

Lab 2: Co-designing a “Clients Symposium” with service users (on getting ready for retirement)



Experience/Explore

Service users help frontline staff to identify which information service users require to prepare for retirement, in order to design a public event which provides citizens with relevant information and also recruits new people who can provide peer advice and support

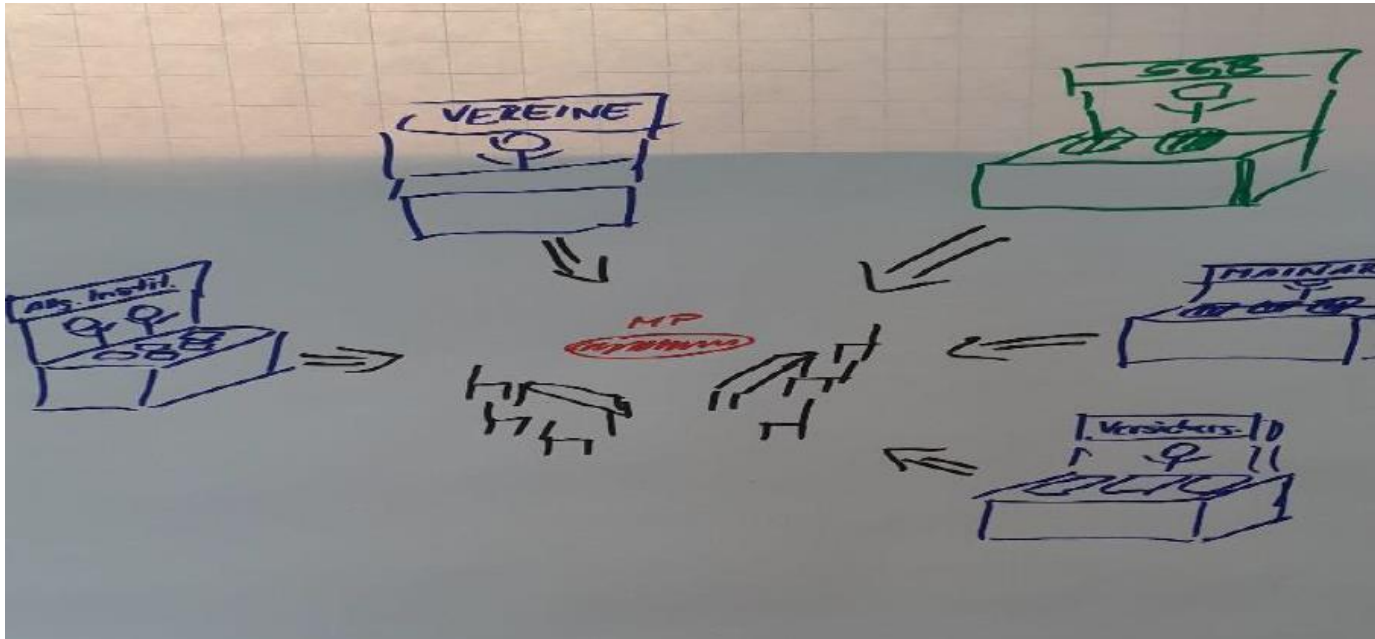
Experiment

- Front-line staff engaged with service users (close to pension age) to identify what they need to know and how they would like to access information
- The public event also involved other public agencies and third sector organisations relevant for this topic

Evaluate/Evolve

- Event took place on 14 October
- Small and more frequent events are better than one big event to reach a maximum of service users
- Staff benefits from events as well (up-to-date information and new collaboration opportunities with other organisations)
- How can the Jobcenter enable service users to propose other topics for public events?

Lab 2: Co-designing a “Clients Symposium” with service users (on getting ready for retirement)



Source: Jobcenter Offenbach © 2019

Lab 3: Co-designing service offers from the 'Luise 34' second-hand shop



Experience/Explore

Service users who work in the 'Luise 34' second-hand shop provide service offers for other users of the Jobcenter, which improves the employability and safety of those working in the shop

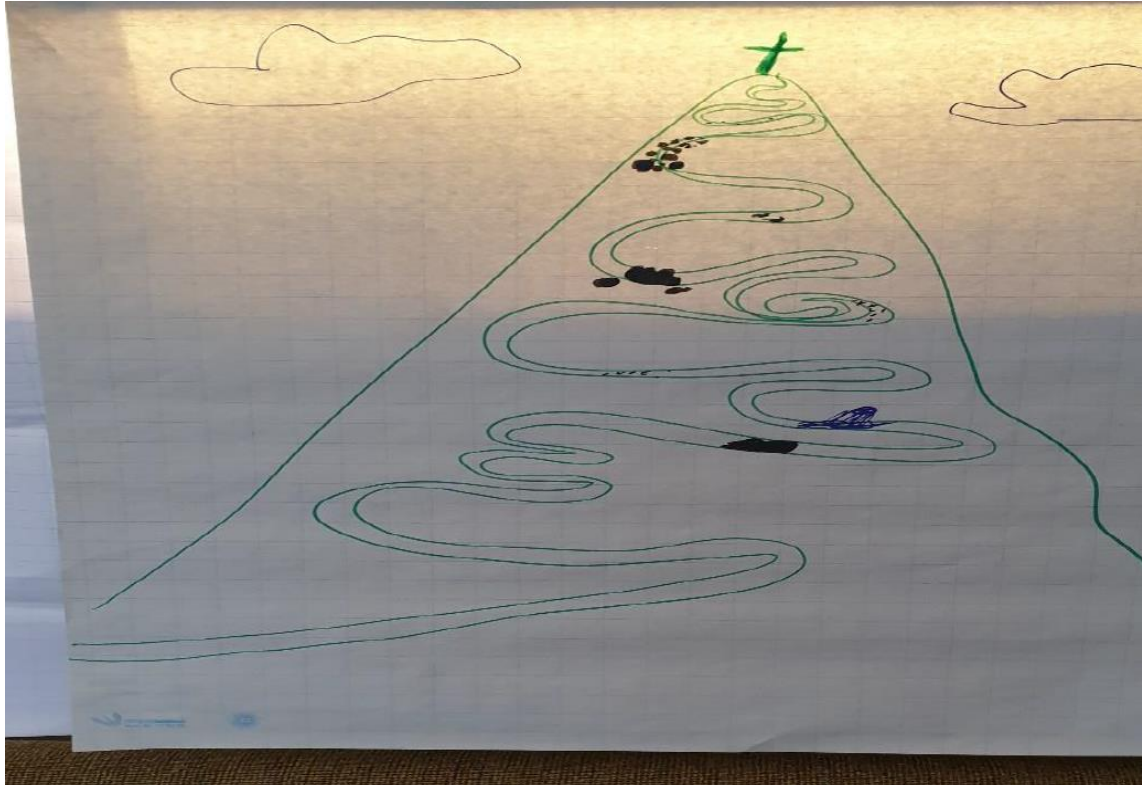
Experiment

- Front-line staff used a questionnaire to identify what service users wished to learn and what they could teach others
- This was followed by a workshop where the survey results were analysed and offers were designed, based on the expressed willingness to co-produce and feasibility of the proposed service offers
- This Lab involved collaboration between the Jobcenter and two (later three) third sector organisations

Evaluate/Evolve

- The Lab had to change its initial plans due to complex issues of service users who were no longer able to co-produce a peer support network
- Therefore the Lab Coordinators decided to start with IT training which would be co-delivered by a service user with IT expertise supported by staff
- It was difficult to recruit the first cohort of service users who had the self-confidence to support/teach others

Lab 3: Co-designing service offers from the 'Luise 34' second-hand shop



Source: Jobcenter
Offenbach © 2019

Lab 4: Co-delivering peer support for and with people seeking a job



Experience/Explore

Service users are matched with each other based on a 'strengths & weaknesses' analysis and enabled to provide peer support to each other while working in close collaboration with front-line staff

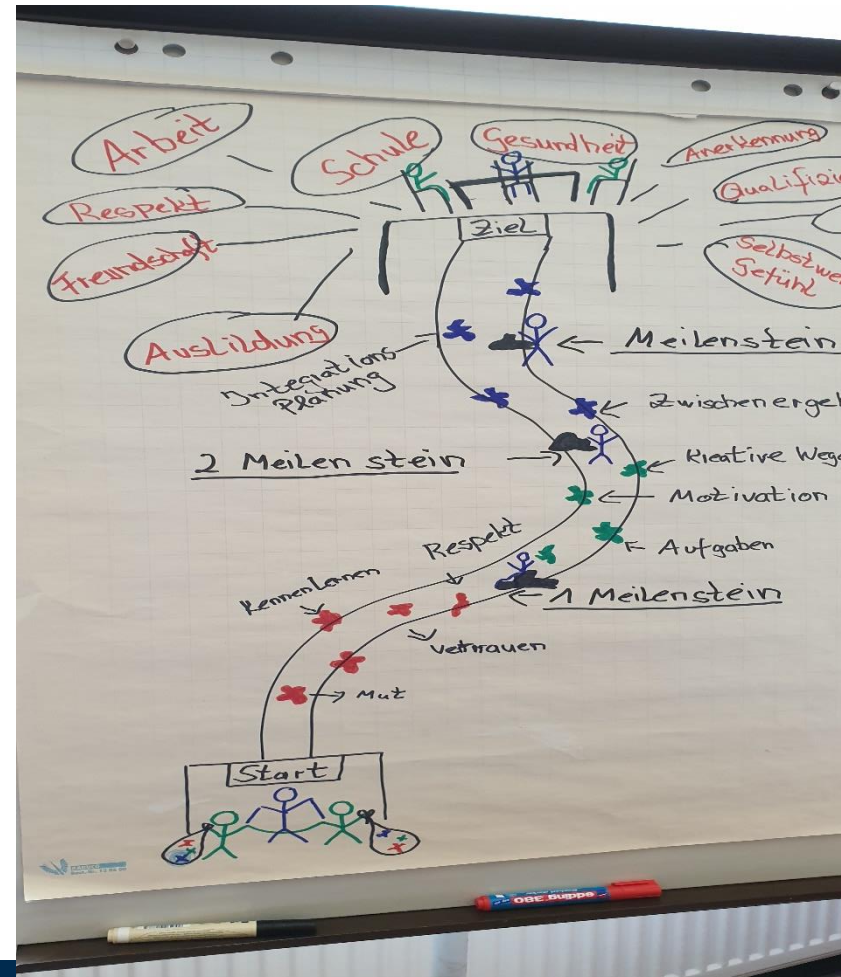
Experiment

- Front-line staff initially matched 3 under-25 year olds and 3 over-25 year olds to each other, after a careful analysis of possible matches
- The service users were encouraged to meet weekly, followed by meetings with front-line staff to assess progress made
- In each meeting with front-line staff milestones were identified and tasks agreed to be tackled by the tandems for the next 'milestone meeting'

Evaluate/Evolve

- There is evidence that in the case of some service users self-efficacy has been increased
- The feedback of both involved staff and service users has been very positive
- Insight that young people who have taken up a vocational training no longer have the time to provide peer support
- Peer support initiatives benefit from co-commissioned 'employability budget'

Lab 4: Co-delivering peer support for and with people seeking a job



Source: Jobcenter
Offenbach © 2019

Lab 5: Co-assessing training courses and other projects with participants



Experience/Explore

Frontline staff enable service users to identify which personal outcomes are important to them and to assess training courses and other projects offered by the Jobcenter

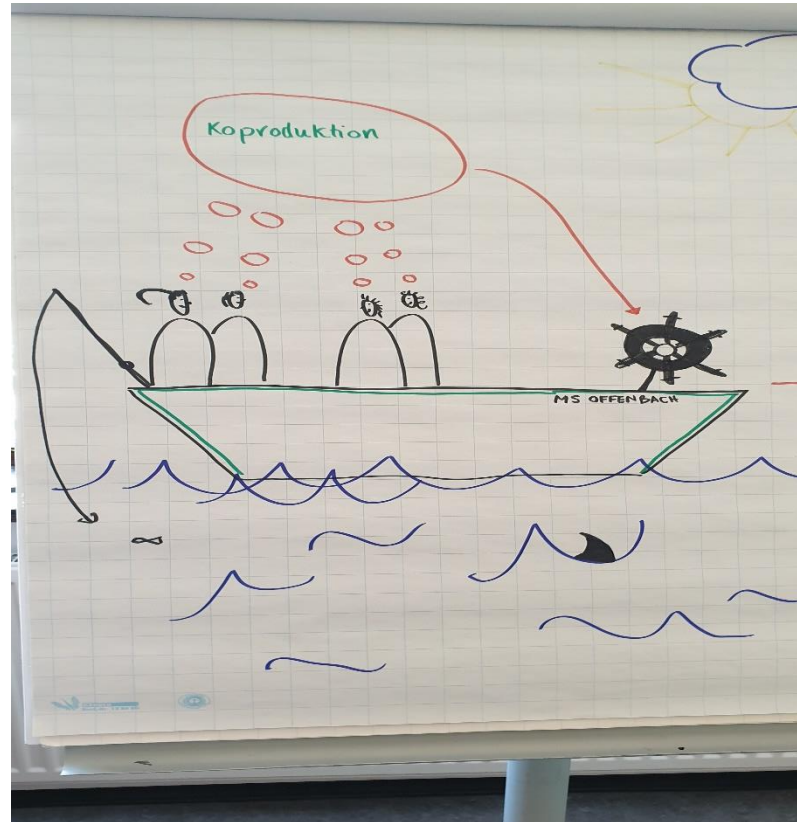
Experiment

- Participants on a German language training course and a few participants of other training courses were invited to a workshop where they identified what matters to them and assessed the courses they had participated in, including suggestions for improvement
- Workshop included 'fun activities' to build trust between participants and staff

Evaluate/Evolve

- Most improvement suggestions have been implemented so that now courses/projects are tailored better to the needs of participants
- Involved service users considered the workshop as a positive experience
- However, the recruitment of service users willing to assess has been difficult

Lab 5: Co-assessing training courses and other projects with participants



Source: Jobcenter
Offenbach © 2019

Next steps on the co-production journey of the Offenbach Jobcenter MainArbeit

- Co-production Celebration Event in order to value the contributions of all co-producers and to reflect on next steps
- Gathering further evidence of improved outcomes (both qualitative and quantitative)
- Spreading the lessons learnt to other employment initiatives and other public services in Offenbach and Hessen
- Your ideas...?

City of Offenbach am Main

www.offenbach.de

MainArbeit. Kommunales Jobcenter Offenbach

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