



Evaluation of the Integrated Employment and Skills Pilots

A report to the Scottish Government

March 2011

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Executive Summary

Aims and Objectives

In February 2009, the Scottish Government launched the Integrated Employment and Skills (IES) pilots. The IES pilots are the operational response of the two organisations, Job Centre Plus (JCP) and Skills Development Scotland (SDS), to work together to offer a seamless service to customers. The IES pilots operated in 21 JCP locations across Scotland, with a focus on new Jobseeker claimants. The Pilots were rolled out across Scotland in August 2010.

In autumn 2009, GEN was appointed by the Scottish Government to undertake a longitudinal evaluation of the IES pilots. This is the final report of the study findings. The aim of the evaluation is to assess the impact of the IES service on customers, with a particular focus on the employment outcomes achieved.

The Study

A cohort of IES customers was surveyed by telephone at two points: firstly, in August 2010, and secondly in November 2010. This longitudinal approach was adopted in order to identify the outcomes of IES over time. A survey of control group customers was undertaken to identify what difference the integrated service was making over and above a 'standard' Jobcentre Plus offer. The research also involved a series of meetings and small focus groups with staff involved in delivery of the IES pilots at both JCP and SDS.

The IES Pilots

The focus of the pilots was on new Jobseeker Allowance claimants. However, each Pilot area had the flexibility to vary its precise approach to the pilot. In many IES pilot locations, SDS staff were co-located within a JCP office on a certain day each week in order to receive customers who had been referred. This co-location was not always practicable however, and in some cases, SDS staff interviewed referred customers within SDS offices, or within third party premises.

Process and Delivery

The IES pilots have successfully acted as a catalyst for effective, on the ground joint working between JCP and SDS. Although the pilots in some areas built on previous joint working between the organisations, staff at both JCP and SDS indicated that IES had helped to formalise the relationship. The effect of IES, even in areas where previous joint working took place, has been to significantly increase the understanding that Adviser staff have of each organisations' respective roles in supporting customers. Achieving effective working relationships between two such large organisations is a challenging task, and the significant progress made under the pilots is to be commended.

In some pilot areas, partnership working between the two organisations has been more effective than in others. Consultation with delivery staff has revealed that partnership working has been most effective when SDS staff are co-located on JCP premises, as this helps to facilitate informal communication, which tends to happen less when face-to-face contact is more occasional. Informal communication between staff at the two organisations is also more effective in smaller JCP offices, where the opportunity is greater for advisers to develop a

professional relationship with each other. Where co-location does not happen, or where informal relationships between staff do not develop, the number of referrals to IES is more likely to fall. In these cases, occasional activities to raise the profile of the initiative have been necessary to maintain the number of referrals to the initiative.

Referral processes generally seem to have worked well during the pilots, although as with any new process there have inevitably been some issues to resolve. JCP Advisers have significant discretion as to which customers to refer to IES (within broad target groups), and generally this has worked well. It is unclear however, whether some Advisers are referring significantly fewer customers than others.

The referral form, IES1, is seen by a minority of JCP Advisers as being overly time-consuming, but the majority recognise it as being an important part of the integrated process. The fact that it is paper-based means that there can be delays in exchanging the form between organisations, and that as a result, Advisers sometimes only see the form shortly before a customer meeting. An electronic form would resolve some of these issues, but data security issues need to be addressed before this will be possible.

More important than whether the form is paper or web-based is the issue of how the information on the form is used. The IES1 form itself is well designed but is often not being completed in much detail. In many cases, the level of information on the IES1 is so scant that there is little benefit in 'sharing' the information between organisations. This undermines the ethos of the IES service and appears to be an issue in a high proportion of areas.

Advisers at both SDS and JCP felt that the integrated service was most effective where staff were co-located, as co-location was most likely to offer customers a sense of a truly seamless service. However, it is important that SDS Advisers have internet access in order that they can support customers in using web-based tools and materials. Ensuring web-access for SDS staff in JCP premises will be important in maximising the effectiveness of the service in the future.

Study Findings

During the pilot, some 2,187 customers were referred to IES. It is important to note that IES was and is not a mandatory intervention, and that there was an average attendance rate of 61% at the SDS meetings. This meant that in total, 1,327 customers received IES support.

Employment outcomes

IES customers are almost twice as likely to have achieved a positive employment outcome as control group customers – 47% of IES customers interviewed have entered employment, compared to 25% of control group customers. However, not all of this difference can be attributed to IES alone, as there are important differences between groups in terms of their personal characteristics including:

- Qualifications (with IES customers more likely to have achieved a higher qualification);
- Employment status prior to registering for Jobseekers Allowance (with IES customers more likely to have been in employment prior to making their current claim, while the control group customers were more likely to have been in education or claiming another benefit); and
- Previous occupation (with IES customers more likely to have been employed in higher skilled occupations).

Qualification levels

Controlling for differences in qualification between groups has no effect on the difference in employment outcomes between groups. However, controlling for differences in employment status prior to registration for Jobseekers Allowance does have an effect. Specifically, around half of the difference in employment outcomes between the two groups is attributable to differences in prior employment status.

It is clear therefore that IES has had an impact on the employment outcomes achieved by customers. 25% of control group customers have entered employment, while the equivalent figure for IES customers, after controlling for differences in characteristics between the two groups, is 36%. This is in addition to wider benefits achieved through more efficient service provision at no extra cost. This implies that, of the 624 IES customers who have entered employment, 146 of these would not have entered employment if they had not been through IES.

An important caveat to make is that differences in attributes and attitudes to work may explain even more of the difference between groups than is suggested in this analysis. IES is a voluntary intervention and Advisers reported that it tended to be the individuals who were keen to discuss career change and skills needs that were most likely to be referred to IES. The implication is that the estimated impact of IES described above may represent an upper bound of the level of impact achieved, as it is based purely on differences in observable characteristics (prior employment status) rather than less quantifiable attributes and attitudes.

Sustained employment

Although a higher proportion of IES customers have achieved positive employment outcomes, it is not yet possible to infer whether IES customers are more likely to sustain this employment, given the timescale over which the two groups were recruited. Results show that IES customers are slightly less likely to be satisfied in their current job, and are slightly less confident of keeping their current job, than control group customers. Lower levels of job satisfaction among IES customers may reflect the fact that IES customers were more likely to have experienced higher skilled work i.e. there is an issue of current employment status not matching prior experiences and expectations.

IES customers are no more likely than control group customers to think that the integrated service they have received has helped them find employment or will help them find employment in the future. Again, this may reflect expectations of what difference the support might make prior to taking part (i.e. IES customers may have had higher expectations about what the support would offer relative to the expectations of control group customers about the support they would receive from JCP alone).

Of customers still looking for work, control group customers were slightly more likely to be confident of finding a job in the next six months relative to IES customers. Control group customers were also more likely to think that the support they had received (from JCP only) had been important or very important in improving their future employment prospects.

Wider outcomes

The core objective of the IES pilots is to increase the number of JSA customers achieving sustainable employment outcomes, but this is not the only objective of IES. Evidence from the evaluation indicates that the careers information advice and guidance provided to customers has been valued by customers. The support has helped to build confidence, encouraged customers to consider alternative career options, and raised awareness of education and

training opportunities. There is some evidence that this is helping IES customers to find the 'right' job, as opposed to simply 'a' job.

Conclusions

The IES pilots have been successful in encouraging two large organisations to work together effectively on the ground. Delivery staff in both organisations feel that they have an increased understanding of the services provided by the counterpart organisation, and that this can help them work with customers to achieve positive outcomes.

Referral processes have worked well, but there is scope to improve the way that information is shared between JCP and SDS, and the way that this information is used by Advisers, to achieve an even more seamless service. In particular, there is scope to ensure that the information recorded on the IES1 form is adequate and appropriate to the needs of the counterpart organisation. Advisers at both SDS and JCP also felt that the integrated service was most effective where staff were co-located, as co-location was most likely to offer customers a sense of a truly seamless service and to facilitate positive partnership working. It will be important to maintain the success of the pilots by ensuring that IES remains high on the policy agenda, and by working to improve delivery arrangements where necessary.

IES customers are more likely than control group customers to have achieved positive employment outcomes, even after controlling for differences in characteristics between IES customers and control group customers. Specifically, the results suggest that, of 624 IES customers entering employment, 146 (23%) of these would not have found employment without IES support. The benefit of this to the UK Exchequer, in terms of both benefits savings and additional tax revenue, is likely to be in the order of £0.9m¹. Given that there are no costs associated with IES (because it was delivered within existing JCP and SDS resources), it can be said that the IES pilots have delivered significant value for money.

IES customers are no more likely than control group customers to think that the support they have received has helped them find employment or will help them find employment in the future, but this may reflect the absence of a counterfactual experience for IES customers to compare against.

In the wider context of integrating and streamlining services to improve outcomes for individuals generally, and as such have more efficient services (at no additional costs), the IES pilots should be seen as a success. They have succeeded in achieving effective working relationships between two large organisations without any additional resources, and they have achieved positive outcomes for customers, both in relation to employment outcomes and wider outcomes.

Recommendations

The evaluation has demonstrated that the IES pilots have been successful in providing customers with a more comprehensive and seamless employment and skills advisory service, and in improving knowledge and information sharing between JCP and SDS in Scotland. Although the IES pilot is now complete and the service has been rolled-out nationally, GEN is putting forward the following recommendations to ensure the continued success of the initiative. The recommendations are organised in terms of strategic recommendations and operational recommendations.

¹ Based on a simple calculation of reduced JSA payments and assumed tax contribution for those additionally entering employment as a result of the IES Pilot taking into account displacement and that employment lasts less than 1 full year.

Strategic Recommendations

Recommendation 1: Better Integration with Local Employability Partnerships

The IES pilots have worked well, but in many respects they represent the first stage in a full integration of employment and skills services. To date, the focus has been on how JCP and SDS work together effectively. Longer term, further benefits could be achieved by aligning IES with the services provided through Local Employability Partnerships. This issue is now being taken forward through the Scottish Employability Forum (SEF).

Operational recommendations

Recommendation 2: Maximising the benefits of co-location

The evaluation has shown that IES is most effective, for both customers and staff, where staff are co-located. Efforts should be made to use co-location wherever possible. Where co-location is not possible, JCP and SDS should look to achieve similar benefits through joint sessions for training and information sharing.

Recommendation 3: Internet access

Having internet access is important to SDS Advisers during their meetings with customers. Where SDS staff are regularly co-located in JCP premises, they should be provided with guaranteed internet access. This issue is already being addressed through the use of Smart Cards, and the evaluation findings have reiterated the importance of securing internet access in all cases.

Recommendation 4: A more robust referral process

During the pilots, Adviser discretion played a big role in determining whether customers were referred to IES. The referral process seems to have worked well, but there is a concern that some Advisers may be making referrals in only a minority of cases, while others may be making less appropriate referrals. The IES process would benefit from a greater degree of transparency about when customers should be referred and why.

Recommendation 5: Minimising attrition

Across the pilots, almost 40% of customers referred to IES failed to attend their meeting. The level of failures to attend could be reduced if there was less of a time lag between referral and the meeting with the SDS Adviser. A minimum time period should be set between referral and scheduled meeting, and flexibility in availability of the SDS Adviser should be maximised in order that this target is met.

Recommendation 6: Maintaining the profile of IES

In some areas (particularly where there is no co-location, and in larger JCP offices), there has been a tendency for the number of referrals to IES to fluctuate over time depending on the initiative's profile with Advisers. Where co-location does not happen, or where informal relationships between staff do not develop, the number of referrals to IES might be at risk of falling.

Regular refresh sessions should be run to remind staff of the Initiative and its role in supporting customers.

Recommendation 7: Building relationships

Developing relationships between staff in the two organisations encourages informal information sharing which in turn can benefit the customer. Furthermore, staff in both organisations would benefit from furthering their understanding of the 'offer' and services that the counterpart organisation can provide. Where possible, sessions involving JCP and SDS staff coming together to share information about respective services, and to help build informal relationships, should be facilitated.

Recommendation 8: Maximising the benefits of data sharing

The ethos of IES is that information sharing between JCP and SDS helps provide a seamless service to customers. Currently, although referral processes work well, there is evidence that the potential benefits of data-sharing between JCP and SDS are not being maximised because the IES1 Form is not being completed in as much detail as it could. A form that was passed electronically between the two organisations would resolve some of these issues, but data security issues need to be addressed before this will be possible.

The importance of completing the IES form adequately should be re-iterated regularly to staff. It may be worthwhile to undertake development activities with staff to ensure they understand the importance of completing forms comprehensively.

1 Introduction

1.1 Integrating employment and skills services has been high on the policy agenda since Lord Sandy Leitch published the *Review of Skills*² in late 2006, which recommended the establishment of 'a new integrated employment and skills service to help people meet the challenges of the modern labour market'. The UK Government's response, *World Class Skills: Implementing the Leitch Review of Skills in England*³, published in 2007, proposed a joined-up system of employment and skills support. In Scotland, the *Skills for Scotland Strategy*, published in 2007 and refreshed in 2010, sets out the intention to encourage the integration of employment and skills services to facilitate the journey individuals make from long-term unemployment to sustained employment and in-work progression⁴.

1.2 Broadly the IES agenda in Scotland is about⁵:

- Transforming the nature of engagement with the customer with a clear focus on the goal of sustainable employment;
- Transforming the delivery of services to individuals and employers – motivating and enabling and offering a 'no wrong door' approach; and
- Modernising the delivery of public services to ensure they are personalised, responsive, and involve customers in co-creating solutions and services which achieve sustainable, positive outcomes.

Aims and objectives

1.3 The original brief identified two core aims for this evaluation:

- Firstly, whether the new integrated process enables more customers to access sustainable employment more quickly and easily than before; and
- Secondly, to assess whether the new process represents value for money over the non-integrated process⁶.

1.4 The evaluation also assesses customer satisfaction with the integrated process generally, the influence of the integrated service on promoting positive and effective working relationships across partner organisations, the extent to which the IES process is beneficial to customers, and how the longer-term outcomes of IES should be gathered by partner organisations so as to inform future policy and delivery decisions.

Study approach

1.5 The core component of the study has been a longitudinal survey of IES customers, combined with a survey of control group Jobcentre Plus customers for comparative purposes. The eight areas that were the focus of the evaluation were High Riggs in Edinburgh, Glasgow

² Leitch Review, HM Treasury (2006)

³ DIUS, 2007

⁴ Pp23, Skills for Scotland Strategy

⁵ Integrated Employment and Skills Phase 1 Evaluation, SDS and JCP, July 2009

⁶ No additional funding was available to either JCP or SDS to deliver the IES pilots; the pilots were delivered with existing resources. Consequently, there is no specific 'cost' information for IES. Value for money is therefore achieved by IES if it delivers higher levels of outcomes than the non-integrated service, as the assumption is that the costs of delivering the two services are the same.

City, Parkhead in Glasgow, Hamilton, Eyemouth in the Scottish Borders, Falkirk, Port Glasgow, and Cowdenbeath/ Dunfermline).

1.6 A cohort of IES customers was surveyed by telephone at two points: firstly, in August 2010, and secondly in November 2010. The first survey focused on the customer experience of the referral process, while the second survey focussed more on employment and training outcomes. In order to identify what difference the integrated service is making over and above a 'standard' Jobcentre Plus service, the survey of IES customers was matched by a survey of control group customers. The control group customers were Jobseekers Allowance claimants from non-IES pilot areas who had not been referred to the integrated service. The control group customers were surveyed at the same two points in time as the IES customers. Further details on the survey approach are provided in Section 3.

1.7 Telephone interviews were chosen because they are a cost-effective way of ensuring robust input from a large sample of customers – a face-to-face survey would have been too costly to implement on a large scale, while a paper-based survey would not have revealed a sufficient depth of information.

1.8 In addition to the customer survey, the research has also involved a series of meetings and small focus groups with staff involved in delivery of the IES pilots at both JCP and SDS. In total, 45 staff from JCP and SDS were consulted to explore their views on the effectiveness of the integrated service from both a practitioner and a customer perspective.

1.9 Finally, the research has also involved a small number of interviews with members of the IES Board for Scotland.

Acknowledgements

1.10 It would not have been possible to undertake this research without the help, support, and time of many people to whom we are grateful. In particular, we would like to thank the evaluation steering group for their comments and guidance throughout. We would also like to thank all stakeholders and delivery staff who gave up time to share their views on the IES pilots, and of course it would not have been possible to complete the research without the inputs of IES and Jobcentre Plus customers who gave up their own time to report on their experiences.

Report structure

1.11 The remainder of the report is structured as follows:

- Section 2 describes the background to the IES pilots in Scotland;
- Section 3 describes the findings from the consultations with operational staff at JCP and SDS;
- Section 4 describes the survey approach in more detail, and describes the characteristics of the customers surveyed, and customer motivations for taking part in IES;
- Section 5 analyses the impact of IES on customer outcomes;
- Section 6 concludes and makes recommendations.

2 Context

The IES Pilots in Scotland

Pilot areas

2.1 The IES pilots in Scotland began in February 2009. Twenty-one JCP locations were involved (shown in Table 2.1). The locations represented at least one pilot office in each of the JCP regions and were selected from those offices where JCP District Managers expressed an interest in being part of the trials. The pilots in Scotland were not part of the DWP UK Pilots.

Table 2.1: Referrals to IES within Pilot areas, February 2009 – August 2010

Job Centre Plus Office	SDS Centre	SDS Referrals Received	SDS Client Engagement	SDS % Starts to Referrals SDS
Highlands, Islands, Clyde Coast, Grampian				
Dingwall	Invergordon	37	19	51.4%
Lerwick	Lerwick	19	11	57.9%
Ayrshire, Dumfries, Galloway, Inverclyde				
Stranraer	Stranraer	51	22	43.1%
Annan	Dumfries	8	7	87.5%
Dumfries				
Greenock	Inverclyde	192	135	70.3%
Port Glasgow				
Edinburgh, Lothians, Borders				
Eyemouth	Borders	182	103	56.6%
High Riggs	Edinburgh	182	112	61.5%
Fife, Forth Valley, Tayside				
Falkirk	Falkirk	126	61	48.4%
Cupar	East Fife	333	244	73.3%
Leven				
St Andrew's				
Kirkcaldy	Central Fife	95	39	41.1%
Glenrothes				
Cowdenbeath	West Fife	430	245	57.0%
Dunfermline				
Lanarkshire, East Dunbartonshire				
Bellshill	Bellshill	59	41	69.5%
Hamilton	Hamilton	213	93	43.7%
Glasgow				
Glasgow City	Renfield St	213	169	79.3%
Parkhead	Parkhead	47	26	55.3%
Total		2187	1327	60.7%

Source: Skills Development Scotland

2.2 Table 2.1 also shows the number of customers referred to IES in each of the pilot areas. Between the launch of the pilots in February 2009, and the formal 'roll-out' of IES in August 2010, almost 2,200 customers were referred to IES (of whom 1,300, some 61%, attended their allocated meeting with an SDS adviser). There were no targets in relation to how many customers should be referred to SDS within each pilot area.

Customer focus

2.3 The focus of the pilots was on new Jobseeker Allowance claimants. However, each Pilot area had the flexibility to vary its precise approach to the pilot. In many IES pilot locations, SDS staff were co-located within a JCP office on a certain day each week in order to receive customers who had been referred. This co-location was not always practicable however, and in some cases, SDS staff interviewed referred customers within SDS offices, or within third party premises (for example, given issues around rurality, an SDS Adviser held occasional sessions within community centres in Coldstream and Duns as part of the Eyemouth pilot. In Falkirk, as part of a tripartite approach, customers referred to IES met SDS Advisors within the 3rd partners premises (See 3.3 for further details). The approach adopted in each area was based very much around what was practicable given office space and the physical distance between JCP and SDS offices.

2.4 The pilots also differed in relation to target groups. Some pilot areas (for example Glasgow) focussed on professionals who had been made recently redundant, while other offices focussed on the 18-24 age group, or customers closer to the labour market generally.

Processes

2.5 It is important to note that the IES pilots built on existing relationships between JCP and SDS. In some areas, client referral from JCP to SDS was clearly taking place, and in a few areas (particularly rural areas in Shetland and the Borders), co-location of SDS staff within JCP premises had been happening for some time prior to the commencement of the pilots.

2.6 The pilots formalised joint working arrangements by:

- Establishing a formal system for customer data sharing between the organisations. In particular, a paper based form (known as IES1) was completed by JCP staff each time a customer was referred to IES, and this form was used by the SDS Adviser to inform discussions with the customer. Following this meeting, the SDS Adviser would provide information back to JCP who could follow-up actions with the customer during subsequent meetings.
- Raising awareness among staff in JCP and SDS, through training sessions, information sessions and meetings, of the services offered by their counterpart organisation.

Roll-out

2.7 IES began to be rolled-out across Scotland during spring and summer 2010, and was formally launched across all areas by the end of August 2010. The roll-out focused on JSA customers and 16-65 year old unemployed clients, and aimed to ensure that all relevant customers had voluntary access to IES in this period.

3 Practitioner views

3.1 This section describes the findings to emerge from consultations with practitioner staff at JCP and SDS in each of the eight pilot areas that were studied in the evaluation (High Riggs in Edinburgh, Glasgow City, Parkhead in Glasgow, Hamilton, Eyemouth in the Scottish Borders, Falkirk, Port Glasgow, and Cowdenbeath/Dunfermline).

3.2 At the outset it must be remembered that although all pilot IES areas focussed on new claims customers in the first 13 weeks, there were some differences between the areas in terms of the target customers. For example, Glasgow City had a focus on customers who had been made redundant from professional and clerical occupations; Parkhead focussed on customers in the 'green' category (i.e. relatively close to the labour market); Falkirk, Cowdenbeath, High Riggs and Eyemouth focussed broadly on all new claimants; and Port Glasgow focused particularly (but not uniquely) on new claimants in the 18-24 age group.

3.3 There were also differences between areas in relation to the location in which customer meetings with SDS Advisers took place. In six of the areas (High Riggs, Glasgow, Cowdenbeath, Eyemouth, Hamilton and Port Glasgow), SDS Advisers were based in JCP offices during specific hours each week (normally one morning or one full day, depending on demand) to undertake meetings with IES customers. In Eyemouth, SDS Advisers additionally met with IES customers in community centres in Duns and Coldstream, recognising the difficulties for some customers in travelling to Eyemouth for meetings. In Parkhead, there was insufficient space within the JCP office for SDS staff to be co-located there, and instead, meetings took place in the SDS office a short distance away. In Falkirk, IES customers met with SDS staff at the offices of training provider JHP, in order to capitalise on other contracted provision being delivered by the provider (JHP was contracted to provide CV support, so having IES meetings on the premises meant that customers could receive career advice from SDS and then work with JHP to review the appropriateness of their CV accordingly).

Referral processes

3.4 Although each office had a particular target group, JCP Advisers had a significant degree of discretion about which customers to refer to IES. JCP Advisers tended to report that they referred customers to IES when those customers raised issues around changes in career, career options, skills needs and career planning. The process was customer-led, with JCP Advisers often describing how they responded to signals from the customers during interviews.

3.5 When referring a customer to IES, the JCP Adviser completes the referral form, known as IES1. The IES1 Form includes information on the customer, including qualifications, job goals, reason for referral, and other information useful to SDS. Some JCP Advisers said that they felt the IES1 Form was time-consuming to complete. Due to data-sharing issues, the IES1 Form is currently paper-based⁷, and it is possible that an electronic format would enable JCP Advisers to make some time-savings in its completion.

3.6 The intention is that SDS Advisers use the IES1 Form to inform their discussions with IES customers during one-to-one meetings. SDS Advisers reported that the IES1 Form was relatively useful in this respect. However, the detail with which the form was filled out by JCP advisers was varied, and in many cases, SDS staff felt that insufficient information was being provided about why the customer had been referred to IES, and that they would benefit from having slightly more extensive information in advance of the first customer interview. This

⁷ The Form is now available for JCP Advisers to complete 'on-screen', but it must then be printed and exchanged with SDS in hard-copy format for data security reasons.

does not require a redesign of the form itself, but simply to reiterate to JCP Advisers the importance of completing the form adequately⁸.

3.7 A related issue was that, because the IES1 Forms were paper-based, SDS Advisers often did not receive the forms until the day that they arrived in JCP premises to meet the customer, and there was little time for them to review the forms and prepare bespoke support.

3.8 Once SDS Advisers have met with the customer, the adviser completes the reverse side of the IES1 form. This includes a summary of discussions, the actions agreed with the customer, and whether a follow-up is required with the customer. The Form is then returned to JCP.

3.9 JCP Advisers generally said that the level of information they got back from SDS following the customer meeting was sufficient (although in one area, there seemed to be no established process for returning IES1 forms from SDS to JCP). Where SDS staff were co-located in JCP premises, JCP staff noted that they sometimes spoke to SDS Advisers if they wanted further information on a particular customer, but in areas where co-location did not happen, this type of communication rarely took place. Indeed, staff in both organisations felt that co-location was important in ensuring that the IES service worked effectively, and that co-location was also important in ensuring that the service was perceived as seamless by the customer.

3.10 When asked how they used the form once it was returned, JCP Advisers reported that they used the information to inform discussions with customers, but struggled to give specific examples of how they had used particular information on the IES form to do this explicitly (an exception was a JCP Adviser who described how they might use the actions agreed with SDS as a catalyst for seeking funding support through PACE). Staff in one office for example said that there were only 'occasionally' issues for them to follow-up. JCP Advisers in some areas, particularly rural areas involving outreach centres, said that there could sometimes be long delays between a customer seeing an SDS Adviser and the IES1 Form being returned to JCP.

3.11 SDS advisers understood that the intention of the IES1 form was to help JCP Advisers work with customers to identify aspirations and needs, but in some pilot areas there was some scepticism about how closely JCP advisers were scrutinising the returned forms, and a view that they were 'probably just being filed and ignored'.

3.12 In summary, referral processes have worked reasonably well. The IES1 Form is well designed, but is not always completed adequately, and for this reason is not always as useful as it could be to Advisers in either organisation. The fact that the form is paper-based can cause some delays in exchanging information between the two organisations.

Attendance and activities

3.13 The attendance rate of customers who had been referred varied widely between areas (see Table 2.1). One reason for non-attendance was the time period that could elapse between a customer being referred by JCP, and a meeting being arranged with an SDS Adviser. Long periods between referral and meeting can occur when an SDS Adviser is only available for IES on a half day per week. Staff reported that attendance rates increased after advisers began calling customers to remind them of an impending meeting.

⁸ A minority of SDS Advisers felt that there was no value to them of having any customer information from JCP, as the SDS Adviser would want to go over all ground with the customer anyway. However, this was a view expressed by a minority of advisers.

3.14 IES customers typically undertook a one-to-one career guidance and action planning session with the SDS Adviser. It was the one-to-one nature of careers advice that was generally seen as the strength of the IES service by JCP staff. Following the initial session, some customers would be offered follow-up sessions depending on need.

3.15 SDS Advisers see an important part of their role as being to offer counselling to customers, particularly those who have recently been made redundant. They see themselves as 'listeners', and their role being to 'draw out people's skills and abilities, showing them what other building blocks are needed to support their career choice'.

3.16 In some pilot areas, customers had been referred to various SDS group sessions. The success of these was mixed. In one area, JCP Advisers felt that evening sessions in a group format had worked well and achieved a good turnout. In another area however, JCP staff felt that turnout at group sessions was lower than for one-to-ones, and that it is the one-to-one sessions that customers value most.

3.17 In many cases, JCP Advisers seemed to have little sense of the specific activities that customers were undertaking with SDS, for example in terms of how much use was made of web-based materials, how often customers had help with their CV, and what proportion of customers were offered a follow-up session. JCP Advisers in some areas felt that they would benefit from 'sitting in' on SDS adviser sessions to improve their understanding of the SDS offer, and to 'help us sell the IES service'.

3.18 There was only one area where JCP staff had negative comments about the role of SDS support. In this area, JCP Advisers argued that SDS support was 'formulaic' and did not offer anything that motivated customers would not already know or do. Although this was a minority view, it illustrates that IES is not yet unanimously perceived as an effective initiative. It should also be noted that this negative view was expressed by staff in an area where there is no co-location, and it was reported that informal communication between staff was very limited. JCP staff in this area also reported that they had little or no understanding of the services offered by SDS, or the benefits to customers of referral – and felt that if they saw evidence of what these benefits were, it would 'galvanise' them into making more IES referrals.

Customer impacts

3.19 Staff in both JCP and SDS had a good understanding of the 'theory' of IES, and could articulate these benefits in terms of achieving a holistic service that would achieve better long-term outcomes for customers. They were generally unable to provide specific examples to illustrate whether IES was making a difference to the employment or training outcomes achieved by customers. However, this may be unsurprising given that staff at both organisations no longer have any contact with customers who have achieved positive outcomes.

3.20 JCP Advisers reported that customers gave largely positive feedback on the sessions they had with SDS. This was captured through a joint customer satisfaction survey during the course of the pilots.

3.21 Although specific examples of outcomes could not be provided, staff at both JCP and SDS nonetheless felt that IES was likely to be making a positive difference to customers. JCP Advisers also thought that IES would be positive for customers because it helped them to think about career change and build confidence. For JCP advisers, SDS is seen to be able to offer advice on careers and skills in a more comprehensive, and objective way, bringing 'perspective' and 'credibility' to career decisions. JCP advisers felt that SDS support had been useful to some individuals in identifying training and voluntary work opportunities that could

address weaknesses in career history caused by periods of inactivity. On the other hand, JCP staff in one area noted that IES referral had sometimes raised customer expectations of the level of funding for training that might be available, and that this needed to be dealt with sensitively. One JCP adviser expressed the advantage of IES as being 'to help customers open up their thoughts, and work out whether their aspirations are realistic and how they can achieve them'.

3.22 In one area, feedback from JCP staff was particularly positive, with views expressed that it was 'great' and 'fantastic'. As a result, it was reported that customers in this area have begun self-referring to IES (i.e. customers have been asking their JCP Adviser if they can be referred to SDS).

3.23 In contrast, there was some evidence that the presence of local regeneration agencies in Glasgow reduced the added value benefits of IES to customers in the city compared to elsewhere. There was a view that customers were often more keen to be referred to a regeneration agency, in part because of the profile and local reputation of the regeneration agencies (and a continuing perception that the 'careers service' is aimed at younger people), and in part because regeneration agencies were felt to be able to offer a more immediate response in relation to training and funding opportunities. This highlights the need to involve other partner agencies in the IES process in due course.

3.24 In many areas, while the IES pilots began by referring a high proportion of customers with experience in professional occupations, or who were otherwise very close to the labour market, there has more recently been a tendency to refer a slightly higher proportion of customers who are more distanced from the labour market. Some SDS advisers felt that the services they were able to provide were more suited to customers who are closer to the labour market. However, this was a minority view, with most SDS staff of the opinion that their services can benefit a wide range of customer groups. This highlights the potential to involve other customer groups in the IES service.

Wider impacts on partnership working

3.25 Staff in both organisations were asked whether IES has made a difference to staff understanding of the services offered by the counterpart organisation.

3.26 Responses here were generally positive. SDS staff felt that JCP Advisers now have a much greater understanding of the services that SDS can offer customers, particularly in relation to adults (as opposed to just young people). JCP staff also said that they now had a better understanding of skills development and of the funding available for training. Similarly, SDS staff in some areas reported that they feel that they have a greater appreciation of the issues and challenges faced by JCP staff.

3.27 However, there has also been a tendency for the number of referrals to IES from JCP to vary over time depending on the level of profile that the IES initiative has had among JCP staff. This variation in profile is in part a reflection of staff turnover and changing roles of JCP staff. It is also a reflection of rapid policy evolution, with JCP staff dealing with regular changes in the nature and availability of programmes for their customers. In some, (but not all), pilot areas, a periodic 're-cap' of IES has been necessary to ensure that IES has remained high on staff's agenda. This has particularly been the case in larger Jobcentres where staff change is more rapid; it is also more likely to have been the case where SDS Advisers were not co-located in the Jobcentre.

3.28 In general, the level of informal information sharing has worked best where SDS staff have been co-located within JCP premises. In Eyemouth for example, good informal relationships were seen to exist between JCP staff and the SDS adviser who delivered within

the Jobcentre, but there was little or no informal communication between JCP advisers and the SDS adviser who delivered IES within community centres in Duns and Coldstream. Where co-location has not happened, staff were less likely to be positive about the impacts of IES for customers or advisers, and more likely to highlight insufficient referral numbers or a lack of communication between organisations as a barrier to effectiveness.

3.29 Staff at both organisations were asked about the extent to which JCP customers had been referred to SDS before the IES pilot. Most areas said that, while some signposting of JCP customers had taken place, this tended to happen only occasionally. IES was felt to have formalised the relationship between the organisations, giving staff a clearer sense of the circumstances under which customers would benefit from referral, and in some areas, helping to guarantee space for SDS Advisers in JCP premises.

3.30 Staff in some pilot areas reported that they had regular meetings with staff in their counterpart organisation to review progress and issues with IES. In other areas these update meetings were more occasional. In a small number of areas, for example Hamilton, staff have undertaken 'walk-through visits' to help them understand the set-up in the other organisation, and some 'job-shadowing'. These activities have been very useful in establishing successful working relationships between staff in the different organisations, and are examples of good practice.

Challenges to delivery

3.31 A major challenge to the delivery of IES relates to issues around the availability of IT facilities to SDS staff during their meetings with IES customers on JCP premises. Given issues with IT security and data-protection, SDS staff have generally been unable to have internet access when they are on JCP premises. This is seen as a major issue for SDS Advisers for two reasons:

- Firstly, and most importantly, it prevents SDS Advisers from being able to show customers how to access and use a multitude of web-based materials for career advice, jobsearch facilities, and job applications.
- Secondly, it reduces the effectiveness of SDS Advisers' own time, because they cannot gain access to their own organisation's systems (during slots when they are not meeting customers) to undertake other tasks associated with their role.

3.32 In some pilot areas (such as at the Cowdenbeath JCP office), these issues were resolved by putting in a separate broadband line which enabled SDS advisers to access the web without needing to use JCP servers or broadband lines. However, in most areas this was not possible, largely due to cost. Some SDS advisers experimented with laptop computers and 'dongles' to facilitate wireless internet access from Jobcentres, but this approach has generally found to be unreliable. This is a key issue to be addressed going forward, and the issue is indeed now being addressed.

Key findings

3.33 In most of the IES pilot areas studied in this evaluation, IES is seen positively by the staff in JCP and SDS. The majority of staff believe that IES offers customers a valuable service that enables them to understand more clearly the link between training and employment opportunities, and what they need to do to realise their career aspirations.

3.34 Referral processes work reasonably well, although there is scope to improve the way that IES1 forms are exchanged between the two organisations, and there is also scope to

improve the way in which the information on the forms is used by advisers in both JCP and SDS.

3.35 Staff at both organisations generally felt that co-location of SDS advisers in JCP premises was important in ensuring that the service was seen as seamless by the customer, with one JCP adviser for example saying that 'co-location is essential to maximise the customer benefit'.

3.36 The pilots have raised awareness among staff about the services offered by their counterpart organisation, and have encouraged an increasing level of informal communication between staff in the two organisations. This has been most evident where SDS staff are co-located in JCP offices. Staff noted that IES still risks slipping off the agenda in some locations, particularly in the larger offices where there is less scope to build informal relationships between advisers. In such places periodic refreshing of staff awareness of IES has been, and will continue to be, necessary to ensure it maintains profile among staff.

3.37 The service can also be made more effective to customers by ensuring that SDS Advisers have access to the internet when they are in JCP premises.

4 Customer Characteristics and Motivations for Referral

Introduction

4.1 A critical element in the assessment of the effectiveness of IES is of course to explore the impact of IES on the customers it was intended to support. This section describes the results of the survey of IES customers and control group customers. It first describes the approach to sampling IES customers and control group customers, and then goes on to describe the results in relation to:

- The characteristics of the IES customers and control group customers;
- The employment and training outcomes for both groups of customers;
- Customer perceptions of the role that the support they received (either from JCP and SDS together in the case of IES customers, or from JCP only in the case of control group customers) has played in helping them to achieve a particular outcome.

The study approach

4.2 The approach has involved a longitudinal survey of IES customers and control group customers. Customers were first interviewed by telephone during August 2010. At this stage, 250 IES customers and 150 control group customers were interviewed. Interviews focussed on exploring customer characteristics (qualifications, employment history, etc.) and satisfaction with the support received from JCP and SDS combined, or JCP only in the case of control group customers.

4.3 The second telephone survey took place during late November and early December 2010. These interviews focussed on exploring employment and training outcomes achieved, and customer perspectives on what role the support they had received had played in helping them to achieve these outcomes. The customers who had been interviewed in stage 1 were re-contacted, and 75% of the customers in both groups were re-interviewed (i.e. 188 IES customers and 113 control group customers).

4.4 Box 4.1 below describes how the customers in each group were identified.

Box 4.1: Identifying customers for surveying

For IES customers, JCP provided GEN with contact details of 500 IES customers from across eight SDS centres: Borders, Edinburgh, Falkirk, Hamilton, Inverclyde, Parkhead, West Fife, and Renfield Street. The IES customers had been engaged onto IES between August 2009 and June 2010. These 500 IES customers were sent background information on the evaluation, and given the option to decline to take part in the research. In total, 31 IES customers declined to take part in the research.

Control group customers were recruited from five Jobcentre Plus offices: Aberdeenshire, Cambuslang, Dundee, Leith and Rutherglen. Jobcentre Plus introduced the research to customers in these offices, and customers who were willing to take part were asked to fill-in a consent form with their contact details. 403 contact details were received. The control group customers were all recruited for the research between 21 June and 2 July 2010.

Box 4.1: Identifying customers for surveying (continued)

It should also be noted that the control group was not a 'like for like' control group. It was not possible to achieve an exact control group match given the wide variety of IES customers and reliance on IES customer willingness to participate in the research. Nonetheless, the approach allowed comparisons to be made and a number of factors were controlled for, notably prior employment status and qualification levels (see below).

4.5 A challenge in implementing the survey was that IES customers are not necessarily aware that they have experienced a different service offering than other JSA customers and are not necessarily aware that they have been referred to another agency i.e. SDS. Although this can be seen as positive, in that it suggests a 'seamless' service, this made it more difficult for them to comment on and recall which agency they had received particular support from. To counter this, the interviewers took time at the outset of the interviews to explore whether IES respondents were clear about the objectives of the research, including the extent to which respondents were more familiar with the name 'Skills Development Scotland/ SDS' or 'Careers Scotland'.

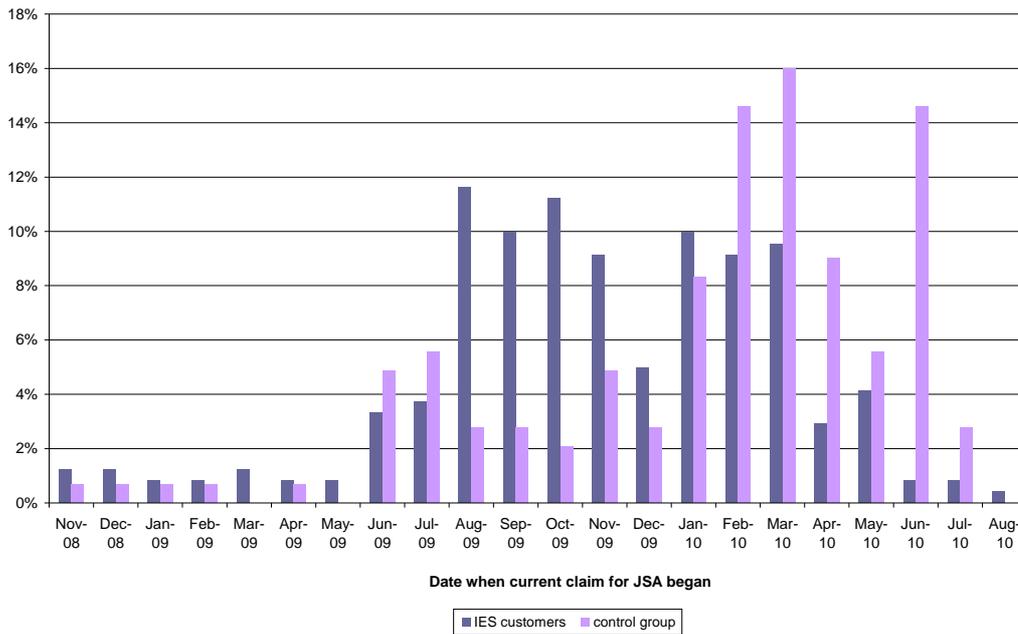
4.6 Related to this, it is possible that IES and non-IES customers could have been referred to a number of organisations other than SDS for support with careers advice, jobsearch, CVs etc., for example private providers, voluntary organisations or regeneration agencies. Again, to avoid confusion, the researchers placed an emphasis on probing wherever necessary to ensure that, when a respondent referred to a particular type of support, it was indeed SDS support that they were referring to.

4.7 A further complication was that, between the completion of the first survey and the commencement of the second survey, the IES service was rolled out nationally. This meant that 18 'control group' customers were actually referred onto IES between the two surveys. These customers were removed from subsequent analysis given that they could no longer be said to represent a robust control group. The final analysis was therefore able to draw on the findings from 188 IES customers and 95 control group customers.

Customer characteristics

4.8 Respondents were asked when their current claim for JSA began (Figure 4.1). Control group customers were more likely to have begun their current claim for JSA more recently than IES customers. 71% of control group customers began their claim for JSA in 2010, against 38% of IES customers. The implications of this are discussed in Section 5.

Figure 4.1: Date when current claim for JSA began



Source: GEN/ Research Resource Survey 2010, n = 250 (IES customers) and 153 (Control group customers)

4.9 Table 4.1 shows the employment status of customers immediately prior to registering for JSA. A majority of both IES customers and control group customers were in employment (full or part time) prior to registering with JCP. Full time employment was considerably higher among IES customers; 64% as compared to 45%. Conversely, the percentage of respondents in further education (10%) or claiming another benefit (14%) was higher amongst control group customers as compared to IES customers (2% and 4% respectively).

4.10 This arguably demonstrates that those who were signposted to IES had slightly different characteristics from the average JSA customer. In many respects this should be expected of a voluntary initiative, as the IES pilots tended to refer customers who were closer to the labour market and had positive aspirations in relation to employment. We explore the implications of this for outcomes achieved in Section 5.

Table 4.1: Status prior to registering with JCP

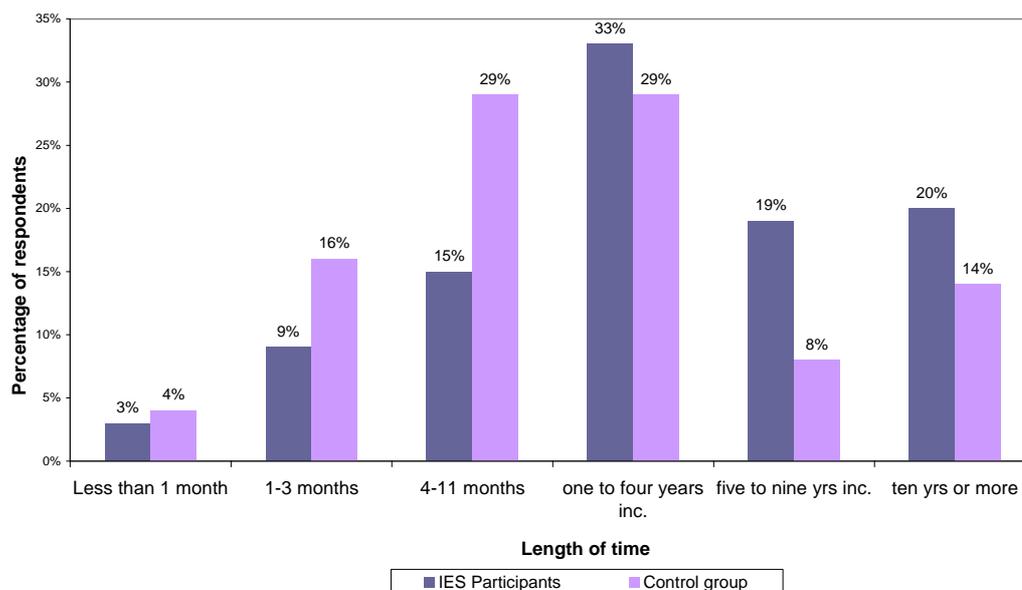
	IES customers	Control group
Full time employment	64%	45%
Part time employment	7%	8%
Self employment	7%	6%
Higher education	4%	1%
Looking for work	4%	2%
Claiming another benefit	4%	14%
Further education	2%	10%
Waiting to start a training course or qualification	1%	1%
Full time education or full time training (not FE/HE)	1%	1%
Voluntary work	0%	1%
Other	6%	12%
Total	250	153

Source: GEN/ Research Resource Survey 2010

4.11 Customers who were not in paid work immediately prior to registering for JSA were asked whether they had held a full-time, part-time, or temporary position in the three years prior to registering for JSA. Among those not in paid work immediately prior to registering for JSA, 55% of IES customers had held a full-time, part-time or temporary position in the three years preceding their registration, slightly higher than the 45% of the control group customers.

4.12 For those in paid employment immediately prior to registering for JSA, the majority (87% IES customers and 80% of control group customers) had held this position for over four months (Figure 4.2).

Figure 4.2: Length of time with previous employer



Source: GEN/ Research Resource Survey 2010, n=225 (IES) and 119 (control group)

4.13 Table 4.2 shows the position held by survey respondents who were in employment prior to registering for Job Seekers Allowance. It shows that both IES and control group customers come from a range of backgrounds, but that IES customers were more likely to have been employed in higher skilled occupations prior to registering for JSA. This reflects how IES customers were targeted in some pilot areas.

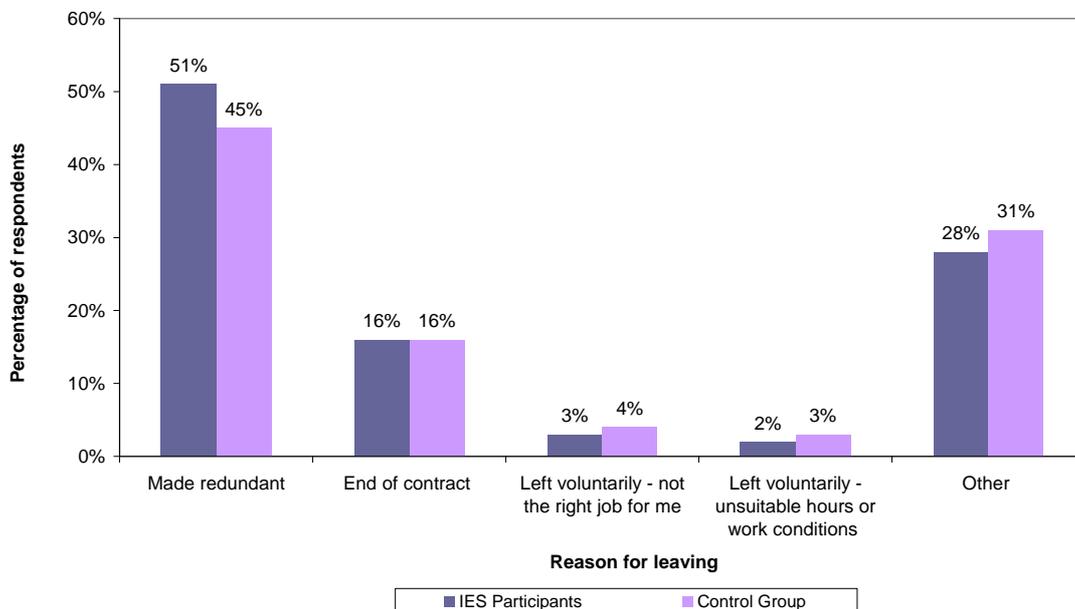
Table 4.2: Position held prior to registering with JCP

	IES customers	Control group
Managers, Directors and Senior Officials	22%	15%
Professional Occupations	13%	4%
Associate professional and technical occupations	9%	4%
Administrative and secretarial occupations	4%	7%
Skilled trade occupations	16%	14%
Personal service occupations	4%	13%
Sales and customer service occupations	11%	17%
Process, plant and machine operatives	11%	13%
Elementary occupations	8%	12%
Refused	1%	1%
Total	225	119

Source: GEN/ Research Resource Survey 2010

4.14 For both IES and control group customers, the largest percentage cited redundancy as the reason for leaving their previous employment (Figure 4.3).

Figure 4.3: Reason for leaving previous employment



Source: GEN/ Research Resource Survey 2010, n=225 (IES) and 119 (control group)

4.15 Table 4.3 shows the highest level of qualification attained by respondents. Control group customers are significantly more likely to have no formal qualifications than IES

customers and IES customers are significantly more likely to hold a qualification higher than an SVQ3.

Table 4.3: Highest level of qualification attained

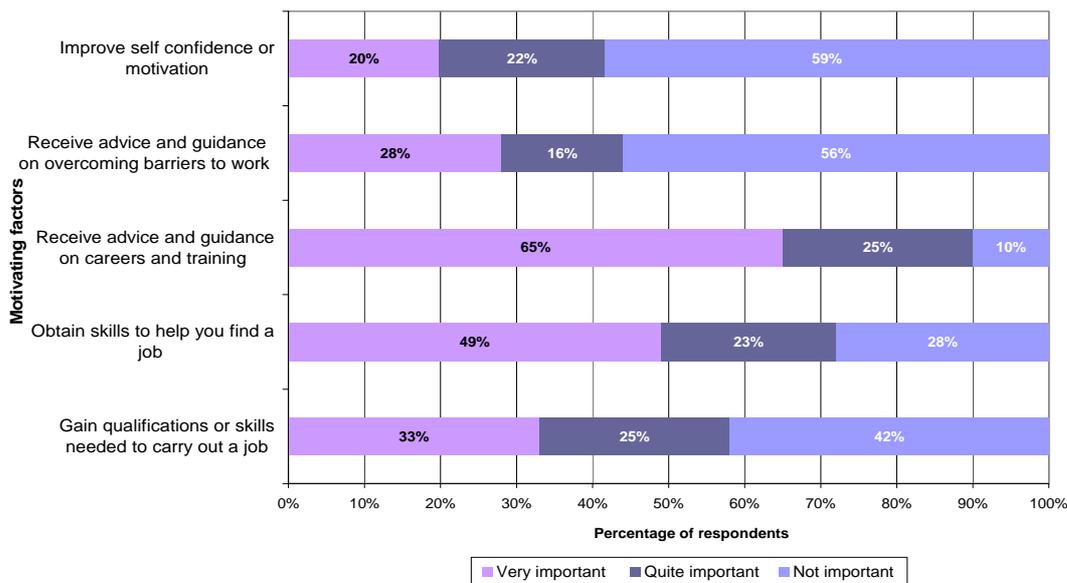
Qualification	IES customers	Control group
No formal qualification	8%	22%
Foundation Standard Grade, Access 3/ SCQF 3	5%	1%
General Standard Grade/ SCQF 4/ SVQ1	6%	17%
Credit Standard Grade, Intermediate 2/ SCQF 5/ SVQ2	10%	12%
Higher/Advanced higher/ SCQF 6/ SCQF 7/ SVQ3	26%	30%
Higher National Diploma/ Diploma in Higher Education/ Ordinary degree/ SCQF 8/ SCQF 9/ SVQ4	22%	13%
Honours Degree/ Graduate diploma/ SCQF 10/ SVQ 4	8%	3%
Masters/ SCQF 11 / SVQ5	8%	1%
Doctoral degree/ SCQF 12	0%	0%
Don't know	5%	1%
Refused/Not willing to give	2%	0%

Source: GEN/ Research Resource Survey 2010, n=250 (IES) and 153 (control group).⁹

Motivations for Referral

4.16 IES customers were asked to rank the importance of various factors in their decision to take up the IES support. As Figure 4.4 shows, the most significant factor motivating IES customers is 'receiving advice and guidance on careers and training', followed by 'obtain skills to help find a job'.

Figure 4.4: Relative importance of motivating factors – IES customers



Source: GEN/ Research Resource Survey 2010, n=250

⁹ Based on Scottish Credit and Qualifications Framework Level Descriptors

4.17 Asked what support they had received from SDS, the majority of IES customers, (63%) said they had had a career guidance interview; almost 50% said they had help with their CV; 21% said they had had a Career Guidance Action Plan prepared, and 10% said they had had a Skills Health Check.

Satisfaction with support

4.18 IES customers were asked to comment on their satisfaction with various aspects of the support provided by JCP and SDS (Table 4.4). 69% of IES customers agreed with the statement ‘my Jobcentre Plus adviser explained clearly what SDS support was available to me and how it could benefit me’. 71% agreed or strongly agreed with the statement ‘the support I received from SDS met my expectations’. 69% agreed or strongly agreed with the statement ‘my SDS adviser understood my needs and helped me to access relevant support’.

4.19 Finally, 67% of IES customers agreed or strongly agreed with the statement ‘when I next saw my Personal Adviser at Jobcentre Plus, he/she had a good understanding of the activities I had discussed with SDS and the actions agreed. This statement was designed to assess the extent to which IES customers perceived implicitly that there had been information sharing between their advisers at Jobcentre Plus and SDS.

Table 4.4: Satisfaction with support – IES customers

	Strongly agree	Agree	Disagree	Strongly disagree	Don't know
My Job Centre Plus Personal Adviser explained clearly what SDS/ Careers Scotland Support was available to me and how it could benefit me	27%	42%	20%	9%	2%
The support I received from SDS Careers Scotland met my expectations	15%	56%	22%	6%	1%
My SDS/ Careers Scotland Adviser understood my needs and helped me access relevant support	22%	47%	21%	8%	2%
When I next saw my Personal Adviser at Job Centre Plus he/she had a good understanding of the activities I had discussed with SDS/ Careers Scotland and the actions agreed	15%	42%	28%	13%	2%

Number of respondents: 250

Source: GEN/ Research Resource Survey 2010

Summary – characteristics

4.20 In summary, there are some important differences between the IES customers and the control group in relation to characteristics. IES customers are more likely to have been in employment immediately prior to beginning their claim for JSA; they are more likely to have a higher level of qualification, and they are more likely to have held a more highly skilled

occupation. IES customers also tend to have begun their claim for JSA before the control group customers.

4.21 These differences are not ideal, given that the purpose of the control group is clearly to enable reliable comparisons to be made with the IES customers. Unfortunately, the differences between the groups arise because of the type of customer that has typically been referred to IES, (discussed in the previous section). This in turn is due to the voluntary nature of IES. The implication is that care will need to be taken when comparing outcomes between the two groups of customers. This is discussed in the following section.

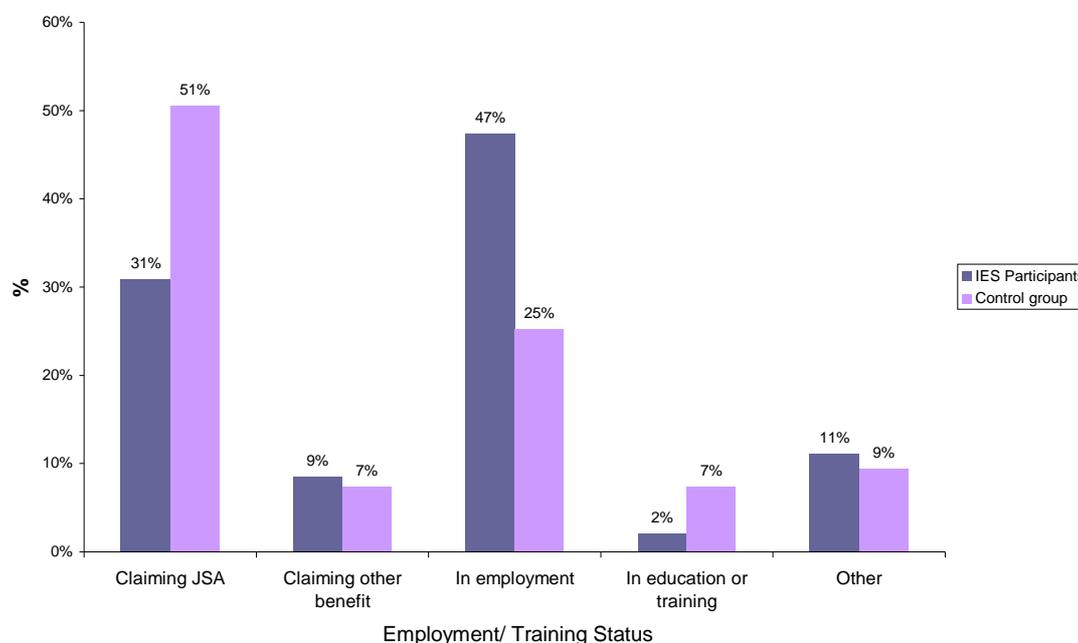
5 Customer Outcomes

Employment and training outcomes

5.1 Figure 5.1 shows the employment and training status of IES customers and control group customers in November 2010, (i.e. at the time of the second survey). IES customers are much more likely to have entered employment than control group customers. Almost half (47%) of IES customers had entered employment, nearly twice as many as in the control group (25%).

5.2 IES customers are less likely than control group customers to be claiming JSA. Almost a third (31%) of IES customers are still claiming JSA, compared to the 51% of control group customers who are still claiming the benefit. Differences in other outcomes between the two groups are less marked, although control group customers are more likely to be in education or training (7%) than IES customers (2%).

Figure 5.1: Employment and training status, IES customers and control group customers



Source: GEN/ Research Resource telephone survey
 N = 188 (IES); 95 (Control)

5.3 It is possible to compare employment outcomes by customer age group. Table 5.1 below shows the proportion of IES and control group customers falling within different age categories. It also shows the proportion of customers in each age group who have entered employment (full or part time). The control group is slightly more skewed towards the under 24s, and slightly less skewed towards the over 45s, compared to the IES group. The success rate of IES in placing customers into work is higher than the success rate achieved for the control group, within all age bands.

Table 5.1: Employment outcomes by age group

Age	No. of customers		% of customers		Proportion of customers into work	
	IES	Control	IES	Control	IES	Control
16-18	2	3	1%	3%	50%	0%
19-24	19	24	10%	25%	63%	29%
25-34	43	19	23%	20%	51%	32%
35-44	45	26	24%	27%	53%	23%
45-54	34	12	18%	13%	44%	42%
55-64	35	7	19%	7%	40%	0%
65+	6	3	3%	3%	0%	0%
I prefer not to answer this question	4	1	2%	1%	25%	0%
Total	188	95	100%	100%	89	24

Source: GEN Analysis, n=188 (IES); 95 (Control)

5.4 Table 5.2 below shows the distribution of IES customers by occupational type in their last job before registering for JSA ('before'), and the distribution of IES customers by occupational type in customers current job ('now'). It also shows the same information for the control group. The table shows that the distribution of customers by occupational group has changed between the 'before' and 'now' positions, although it is hard to discern any real trends in relation to whether either IES or control groups have had more success in moving into higher or lower skills jobs.

5.5 An alternative way of looking at this question is to look at each individual customer who has entered employment, and compare the occupational level of their current employment with their employment position prior to registering for JSA. This analysis shows that, of IES customers who have entered employment, 55% are in a position at the same or a higher occupational level as their previous position, while 43% are in a position at a lower occupational level. This is very similar to the control group, where 58% of customers currently in work are in a position at the same or a higher occupational level as their previous position, and 38% are in a position at a lower occupational level.

Table 5.2: Employment outcomes by occupational type

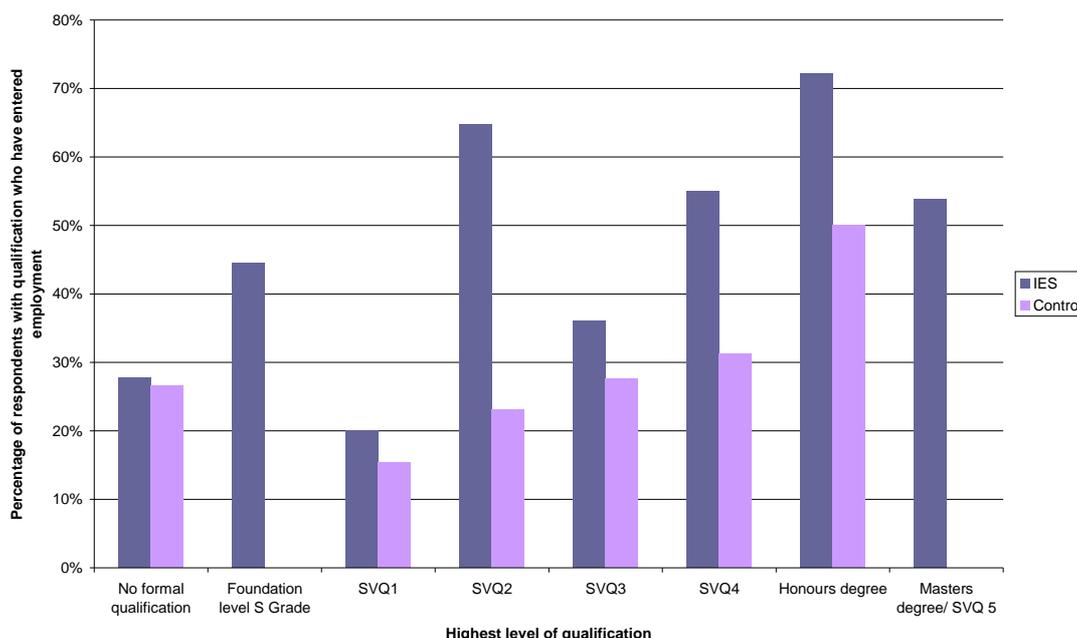
	IES customers		Control group	
	Before	Now	Before	Now
Managers, directors and senior officials	22%	4%	13%	8%
Professional occupations	13%	12%	5%	8%
Associate professional and technical occupation	9%	17%	5%	8%
Administrative and secretarial occupations	4%	11%	7%	0%
Skilled trade occupations	16%	10%	16%	0%
Personal service occupations	4%	6%	14%	17%
Sales and customer service occupations	11%	18%	16%	21%
Process, plant and machine operatives	11%	10%	12%	8%
Elementary occupations	8%	10%	10%	29%
Refused	1%	1%	1%	0%
Grand Total	225	89	105	24

Source: GEN Analysis, n=188 (IES); 95 (Control)

5.6 The results in Figure 5.1 indicate that IES has been more effective in securing employment outcomes for customers than standard Jobcentre Plus support. However, an important caveat is that, as noted above, IES customers were likely to have higher levels of qualifications and be more ‘job ready’ than control group customers¹⁰. It is therefore important to investigate the extent to which the outcomes observed in Figure 5.1 are due to differences in the characteristics of the two groups, rather than the support received. This can be tested in two ways: first, by controlling for differences in qualifications and prior employment experience between the two groups; and second by asking customers themselves how important they feel the support has been in securing a particular outcome. The following sections look at each of these issues in turn.

5.7 Figure 5.2 shows the proportion of respondents with particular qualifications who have entered employment. Under each qualification level, a higher proportion of IES customers has entered employment relative to control group customers, although the difference is small for some qualification types. For example, among those who have no formal qualifications, 27% of the IES group has entered employment, compared to 26% of those in the control group. For those who have an SVQ Level 2 as their highest level of qualification, the difference between groups is much greater – over 60% of IES customers with this qualification have entered employment, compared to less than a quarter of control group customers with the same qualification. Among customers who have a Foundation level S Grade, or a Masters degree as the highest level of qualification, no comparisons are possible because the number of control group customers with these qualifications is so low.

Figure 5.2: Controlling for employment outcomes by qualification



Source: GEN/ Research Resource telephone survey
 N = 188 (IES); 95 (Control)

5.8 Two main conclusions can be drawn from Figure 5.2. First, that both IES and control group customers are more likely to have entered employment if they have a higher level of qualification. Second, IES customers appear to have been more successful at entering

¹⁰ As shown in Figure 4.1, it is also the case that IES customers tended to have registered for JSA earlier than control group customers, and therefore IES customers have had longer on average than control group customers to find employment. However, given that all customers registered for JSA at least 3 months prior to being surveyed, this effect is likely to be negligible.

employment at all qualification levels (other than for those customers who have no qualifications, where IES and control group customers perform equivalently).

5.9 It is possible to test the importance of qualifications further, by estimating what proportion of control group customers would have entered employment if the distribution of qualifications among control group customers was the same as for the IES group. GEN carried out analysis that adjusted the control group so that its distribution is equivalent to that of IES customers in relation to qualifications. We then applied the success ratios for control group customers with each qualification type to the revised distribution of the control group. In this way we were able to calculate how many in the control group with each qualification type would be expected to enter employment based on the assumption that the success rate for the control group remains as observed, but that the distribution of the control group by qualification is altered to match the distribution observed for IES customers.

5.10 Based on these adjustments, the total number of the control group that would be expected to enter employment if the control group had the same distribution of qualifications as the IES group is 22. This represents some 23% of the control group sample, which is the same as the proportion actually observed¹¹. This evidence indicates that the difference in employment outcomes between the groups is not attributable to differences in qualifications. This in turn indicates that IES was more effective at placing individuals into employment across all qualification levels.

5.11 In addition to qualifications, it is also possible that the difference in employment outcomes between the two groups is due, at least in part, to previous employment history.

5.12 As noted previously, 78% of IES customers were in full-time, part-time or self employment prior to registering for JSA, compared to 59% of control group customers.

5.13 Of the 89 IES customers who have experienced positive employment outcomes, 62% of these were in employment immediately prior to beginning their claim for JSA. For control group customers, 43% of the customers who had experienced a positive employment outcome were in employment immediately prior to beginning their claim. If the proportion of IES customers who had been in employment prior to beginning their JSA claim were the same as for control group customers (59%), then this would imply that 111 IES customers would have been in employment prior to registering for JSA (compared to the actual number of 144). Applying the actual 'success rate' of IES in placing 62% of these customers into employment subsequently, this would imply that 68 control group customers, 36% of the sample, would be in employment.

5.14 In other words, accounting for the fact that IES customers are more likely to have prior work experience than control group customers explains a large part of the apparent difference between the two groups. More precisely, if the IES group had the same level of prior work experience as the control group, results imply that 68 IES customers (36% of the total) would have found employment, rather than the 89 customers (47%) who actually did find work. Thus half of the difference in employment outcomes between the two groups can be accounted for by the IES service, and half appears to be accounted for by differences in employment characteristics between the groups.

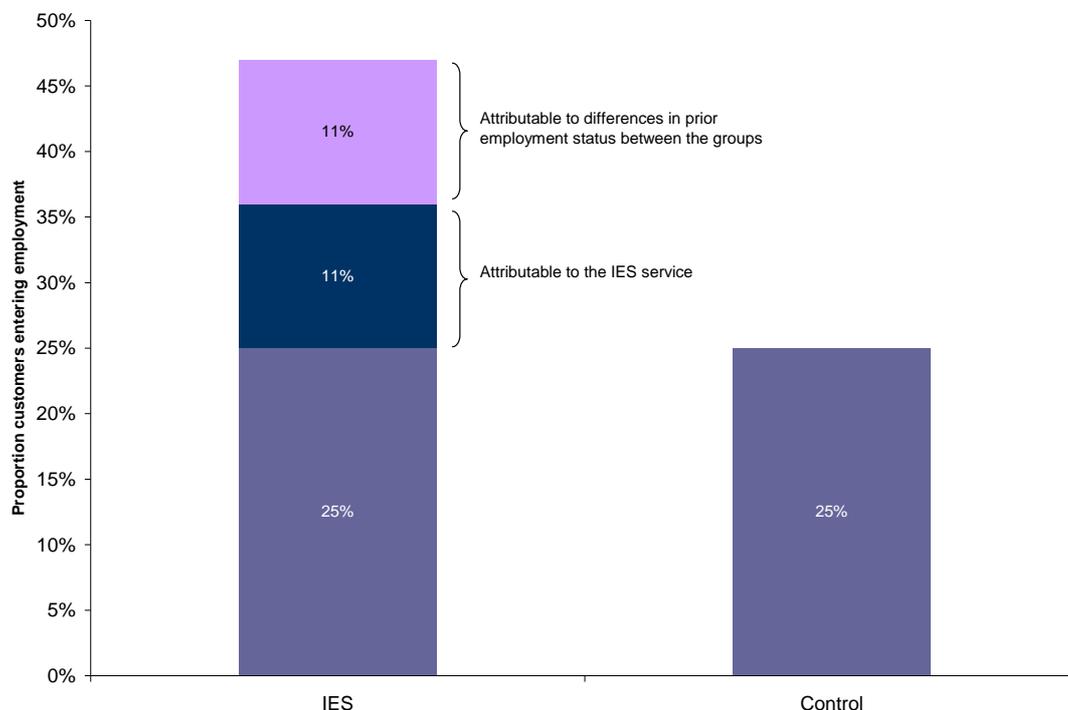
¹¹ Discounting the seven customers who were not sure of what their highest qualification was would raise the expected rate of employment outcomes among the control group to 25%, still representing no difference on the observed rate of employment.

Summary – employment outcomes

5.15 In summary, 47% of IES customers have accessed employment, almost twice as many as the 25% of control group customers who have accessed employment. The higher level of qualifications held by IES customers does not explain the difference between the groups (i.e. if the control group had the same qualifications as the IES group, the difference in employment outcomes would be just as great). However, some of the difference between the groups can be explained for by the fact that IES customers were more likely to have recent employment history. Specifically, if the IES group had the same level of prior work experience as the control group, 36% of the IES group would have entered employment. This is still significantly more than the 25% of control group customers, but not quite as significant as the 47% actually observed.

5.16 Figure 5.3 summarises these findings. It shows that around half of the difference between the two groups can be attributed to the IES service, while the remaining half of the difference is attributed to differences in prior employment status.

Figure 5.3: Accounting for differences in employment status



Source: GEN Analysis, n=188 (IES); 95 (Control)

5.17 In numbers terms, this indicates that, of the 624 customers who went through IES during the Pilot phase, 478 (25% + 11% of 1,327 IES customers) would have been likely to have entered employment even if they had received a 'standard' JCP service; while a further 146 (11% of 1,327 customers) can attribute their employment outcome to the IES service,

5.18 The fiscal gain of a year long move into employment by a claimant on JSA is substantial. The Freud Report states that moving an average recipient of JSA into employment saves the Department for Work and Pensions £4,100 per year in reduced benefits payments and administrative cost savings¹². In addition to benefits savings, there are also benefits to the exchequer (direct and indirect taxes paid both by the individual and her employer, less any additional tax credits paid). Freud estimates these impacts to be £4,000 per JSA claimant.

5.19 The total Exchequer impact of moving an additional 146 JSA claimants into work is therefore £1.18m. This assumes both that the 146 customers sustain their employment for a full year, and that these 146 customers do not 'displace' other JSA customers from taking the same job (If we instead assume, somewhat arbitrarily, that 10% of these customers do not keep their job for a full year, and that 10% of the jobs taken have simply displaced other JSA customers from entering the labour market, then the total Exchequer impact of the IES pilots would be £946,000).

¹² The Freud Report, DWP (2007), p.68

Those in employment

5.20 This section considers the survey findings of those in employment in more detail.

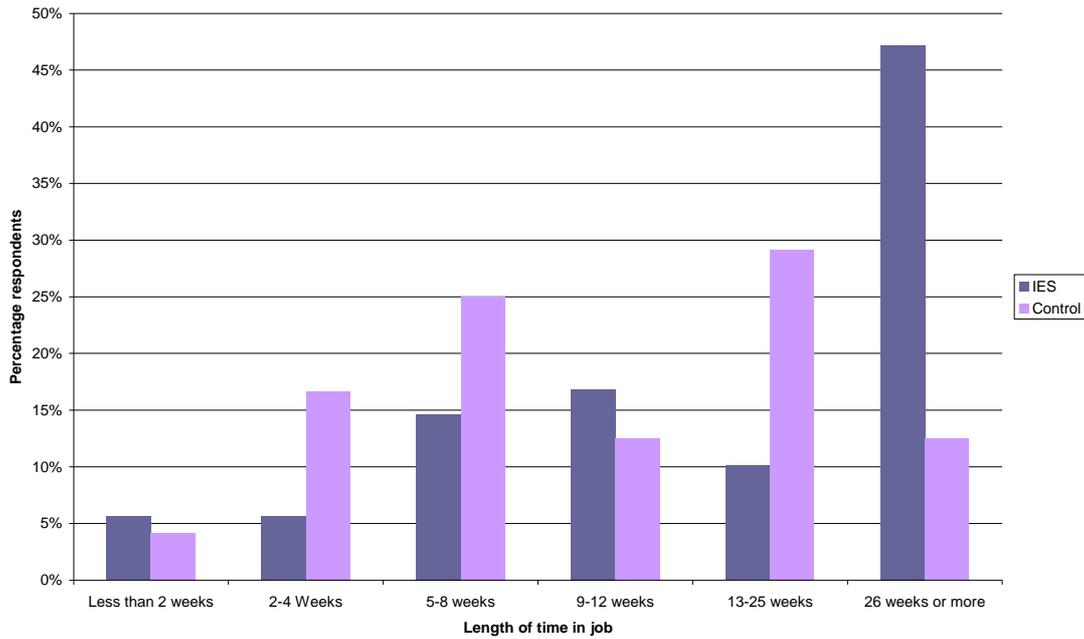
5.21 Those currently in employment (as at November 2010) were asked how long they have had this job. The results are shown in Figure 5.4. IES customers are much more likely to have held their current employment position for 26 weeks or more compared to control group customers. However, this is likely to be in part a result of the fact that, given the way the two groups were identified (see box 4.1), a longer period of time has elapsed since IES customers registered for JSA. Indeed, given that control group customers began their claim for JSA in June/ July 2010, they would have had to have entered employment almost as soon as they had begun their JSA claim in order to have held their position for 26 weeks by the time they were surveyed again in November. It is not therefore possible to conclude from this that IES customers are more likely to sustain their employment than control group customers.

5.22 There are a number of other ways in which it could be possible to examine whether IES was more effective at placing individuals into sustainable employment.

- One approach is to consider how many customers who were in employment at the time of the first survey (August 2010) were still in employment at the time of the second survey (November 2010). The results of this analysis indicate that, of 9 control group customers who were in employment in August, two (22%) were claiming JSA by November. For IES customers, of 70 customers who were in employment in August, only seven (10%) were claiming JSA by November. This would suggest that IES is more likely to have helped people into sustainable employment, although the numbers involved from the control group are relatively small.
- Another approach is to consider how many of the customers currently looking for work have held temporary positions since August. Here, evidence indicates that, of 55 control group customers currently looking for work, five (9%) had held a job for 12 weeks or less between the two periods. For IES customers, eight of 76 customers currently looking for work had held a job for a period of 12 weeks or less since August.

5.23 Overall, initial evidence does suggest that IES has been more effective at placing customers into sustainable employment, although it would not be possible to quantify the precise impact of IES in this respect until a greater period of time had elapsed.

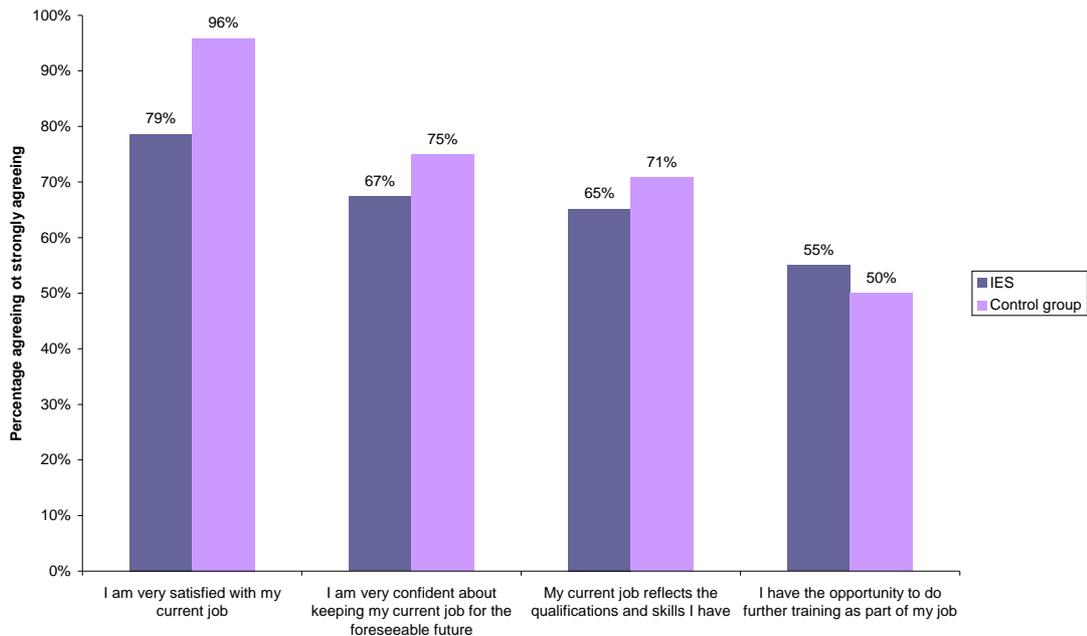
Figure 5.4: Length of time in current job



Source: GEN/ Research Resource telephone survey N = 89 (IES); 24 (Control)

5.24 Those in employment were asked about their satisfaction with their current position. Figure 5.5 shows the proportion of respondents agreeing or strongly agreeing with these statements. Control group customers appear more satisfied with their current job, and slightly more confident about keeping it. They are also marginally more likely to say that their current job reflects their skills and qualifications. IES customers are slightly more likely to say that they have the opportunity to do further training in their current position. In summary, control group customers seem slightly more satisfied in their current job, but the difference is small.

Figure 5.5: Job satisfaction



Source: GEN/ Research Resource telephone survey, N = 89 (IES); 24 (Control)

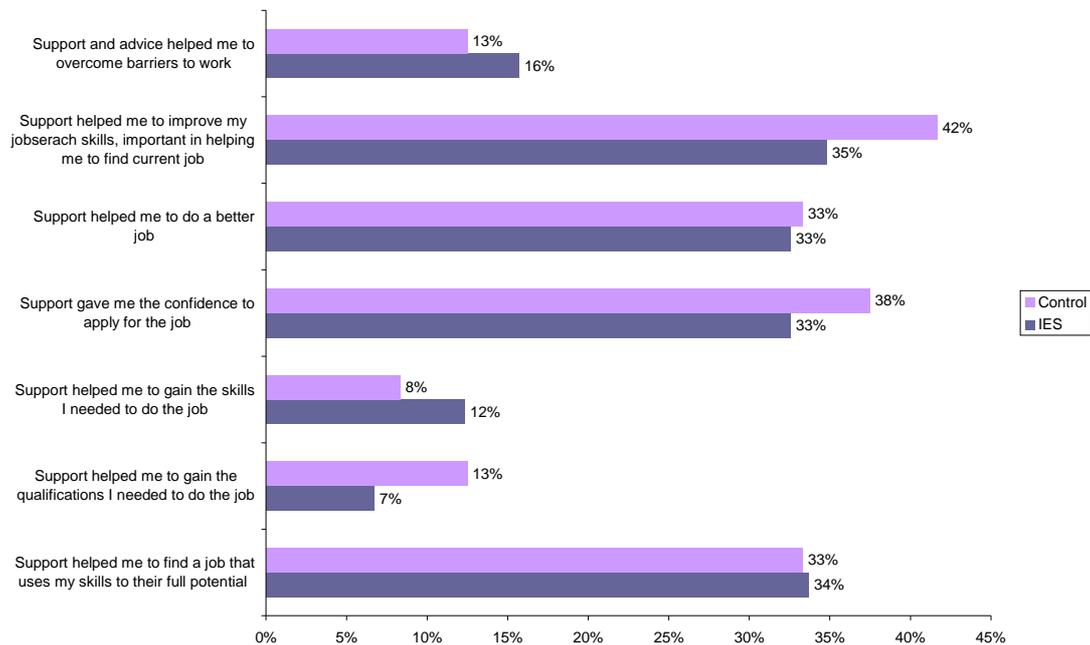
5.25 Five of the 24 control group customers (21%) had completed some kind of training prior to starting the job, slightly higher than the 13% of IES group customers. The fact that IES customers were less likely to have completed training may reflect the fact that IES customers tended to be more highly qualified than control group and had been in employment more recently.

5.26 Customers were then asked a series of questions about how important the support they had received (from both Jobcentre Plus and SDS in the case of IES customers, or Jobcentre Plus only in the case of control group customers) has been in helping them to secure their current positions. The findings are illustrated in Figure 5.6.

5.27 There was relatively little difference between the groups on most measures of the importance of support. There was no difference in relation to their perceptions on how important support had been in either finding them a job that used their skills to their full potential or in helping them to find a 'better' job. Control group customers were marginally more likely to say that the support had helped them to improve jobsearch skills, and have the confidence to apply for a job. In both groups, the proportion of customers who thought that the support had helped them to improve their skills or qualifications was relatively low.

5.28 Overall, the message is that there are no significant differences between the two groups in relation to how important the support they received was in helping them to find employment. This is not necessarily to say that the IES support was not important, but arguably, in the absence of knowledge of what the alternative service might have offered, customers lacked a benchmark for their opinions in this subject.

Figure 5.6: Importance of support

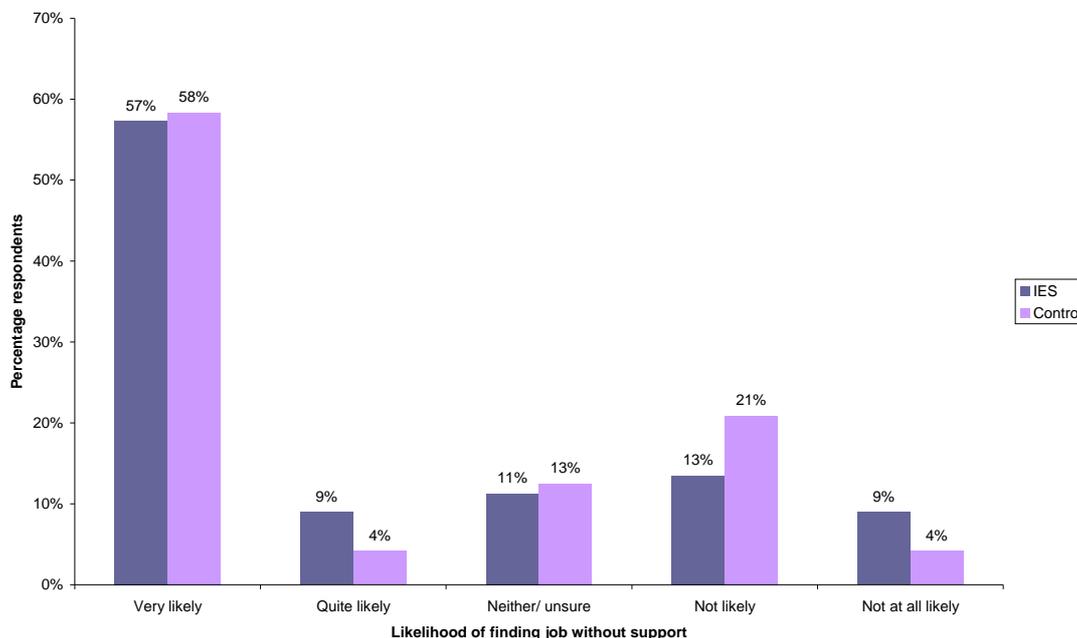


Source: GEN/ Research Resource telephone survey
 N = 89 (IES); 24 (Control)

5.29 Customers were asked how likely they think it is that they would have found their current employment without support (from both Jobcentre Plus and SDS in the case of IES customers, or Jobcentre Plus only in the case of control group customers). The results are shown in Figure 5.7.

5.30 Again there is relatively little difference between the two groups. The majority, 57%, of IES customers think that they are very likely to have found their current employment without support, compared to 58% of control group customers.

Figure 5.7: Likelihood of finding current employment without support



Source: GEN/ Research Resource telephone survey
N = 89 (IES); 24 (Control)

5.31 Customers were asked to provide justification for the responses they provided. Of the IES customers who said that it was very likely they would have found their job without support, comments tended to emphasise that customers had seen and applied for jobs themselves. This perhaps reflects that IES customers took part in IES on a voluntary basis, demonstrating their motivation. They may also, as a group, have higher aspirations than some others in the job market. But there were also a proportion of IES customers who felt that they already knew what they were looking for and how to look for it, and that SDS support did not add to this materially. The following comments illustrate this:

- ‘Was my old job, I got myself back.’
- ‘I did everything I could already [before I went to SDS].’
- ‘I had almost no support and found this on my own merits.’
- ‘[I found the job on my] Own steam, found it myself and already had job search skills, a CV and skills to apply.’
- ‘I did it off my own back, when I was attending [SDS] it was a waste of time, 32 miles travel for £4 petrol’
- ‘I’m over qualified, the Job Centre and SDS didn’t help much.’
- ‘Didn’t receive any support - was a case of filling in a form and goodbye’

5.32 Of the IES customers who think it is not likely or not at all likely that they would have found their current job without support, it is interesting that many of these attribute the importance to factors other than IES. A large proportion refer to finding the job through Jobcentre Plus vacancy search facilities, or through their JCP Adviser, including two who mentioned the Future Jobs Fund. This in itself, however, does not indicate that the integrated support did not play an important role in shaping how or where customers looked for jobs, and improving their on-going employment prospects.

5.33 Of those IES customers who did perceive that IES had helped them find their job, there was evidence that support around confidence building, guidance and training had helped customers to not only find 'a job', but to find the 'right' job. Comments included:

- 'JCP put me in touch with Career Scotland who helped me get this job.'
- 'I'm doing my old job for financial reasons but before that Career Scotland did a great job helping me start a new career.'
- 'It helped to give me a CV and the right skills to apply for a job.'
- 'Had qualifications already but the CV and interview skills really helped.'
- 'They helped me with my confidence and getting me back into things.'
- 'Got some training and definitely helped me gain my current job.'
- 'ILA for bus license was arranged by the advisor and I believe this helped me get the job.'
- 'Very hard to say [what role the support had]. They do point you in directions you wouldn't think of looking at.'
- 'They helped me find the job quicker and gave me confidence to go for it.'

5.34 However, there is also some evidence of confusion about which agencies provided which support at which stages (with some customers for example mentioning local Regeneration Agencies in Glasgow and others mentioning private providers). This confusion is perhaps inevitable given the time that elapsed since support was provided and the second survey.

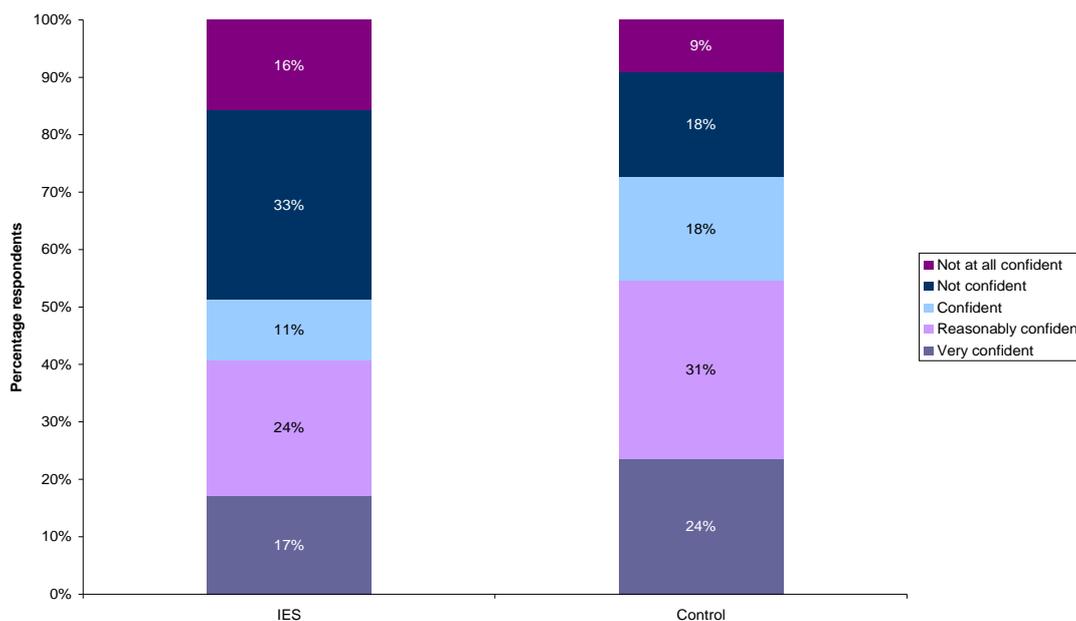
Summary – satisfaction with support

5.35 In summary, IES customers are more likely to have held their positions for 26 weeks or more, but it is not possible at this stage to say whether IES is more effective at placing customers into sustained employment, given differences in the way the two groups were recruited. Control group customers appear marginally more satisfied with their current job than IES customers, although this difference is small. There is little difference between the groups in terms of how important they think the support has been in helping them secure employment, although this may in part be because customers do not have an alternative to compare against.

Customers looking for work

5.36 Customers who are currently looking for work (including both those who are and are not claiming JSA) were asked how confident they are of finding a job in the next six months (Figure 5.8). Control group customers seem more confident of finding a job in the next six months than IES customers, with 73% confident, reasonably confident or very confident, compared to 52% of IES customers. This could be because IES customers who are looking for work are now likely to have been unemployed for longer (because of the timing of recruiting the two groups, described in Box 4.1).

Figure 5.8: Confidence of finding a job in the next six months

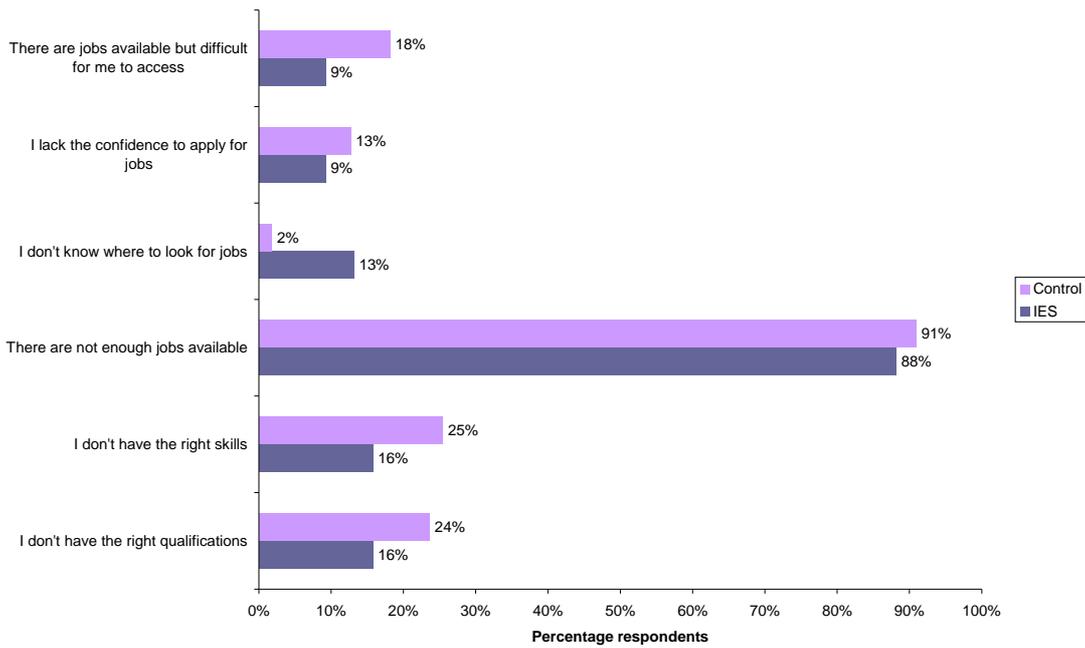


Source: GEN/ Research Resource telephone survey
 N = 76 (IES); 55 (Control)

5.37 Respondents were asked the extent to which they agreed or disagreed with a series of statements about why it was difficult for them to find employment at the current time (Figure 5.9). Both groups attribute it to a lack of jobs generally (cited by around 90% of respondents in both cases). Control group customers are more likely to say that it is difficult for them to access jobs and that they lack the confidence to apply for jobs. Control group customers are also more likely to report that they don't have the right skills or qualifications to get jobs, although IES customers are more likely to say that they don't know where to look for jobs.

5.38 Other reasons put forward for finding it difficult to find employment included age (with many respondents saying they felt that they were too old to be taken seriously in the jobs market), and a lack of experience. Most respondents, however, reiterated the point that they felt there were not enough vacancies generally in their sector.

Figure 5.9: Reasons why finding employment is difficult



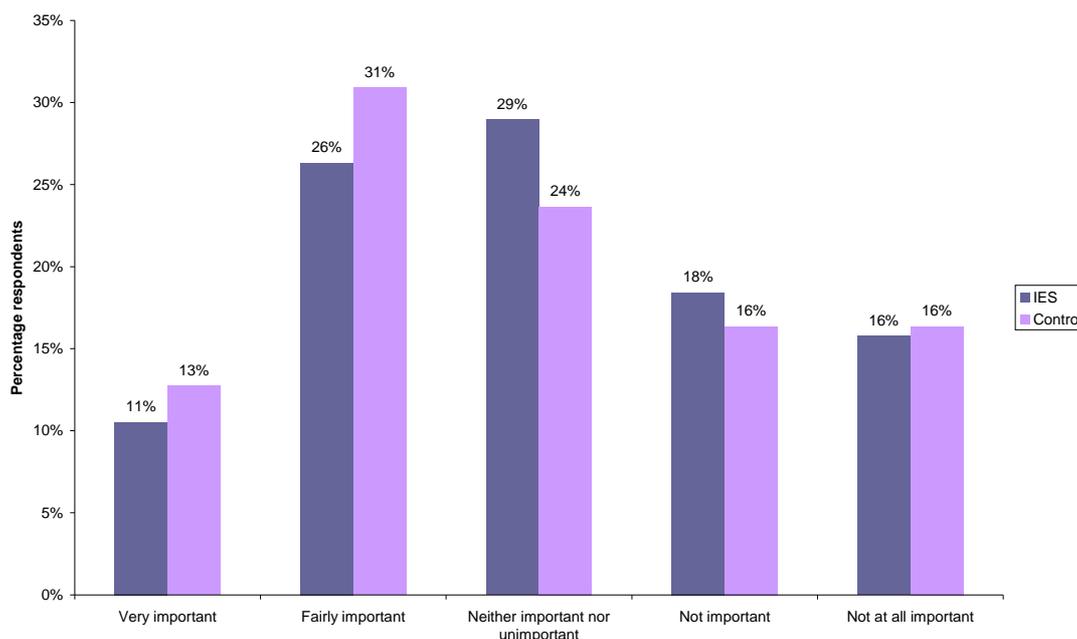
Source: GEN/ Research Resource telephone survey
 N = 76 (IES); 55 (Control)

5.39 Of customers who said that a lack of the right qualifications was hindering their job search, slightly more IES customers (58%) said they had discussed this with their Advisor compared to control group customers (46%). A quarter of IES customers thought that the advice they had been given would help them get the right qualifications; this was no different to the control group, a quarter of whom also felt that the advice would help them to get the right qualifications.

5.40 Similarly, of customers who said that a lack of skills was hindering job search, IES customers were more likely to say they had discussed this with an adviser (58% compared to 43% of control group). However, the control group were more likely to say that the support they had received would help them get the right skills (43% compared to just 17% of IES group).

5.41 Customers were asked how important they thought support from Jobcentre Plus and SDS (for IES customers) or Jobcentre Plus only (for control group customers) was in improving future employment prospects (Figure 5.10). There is little difference between the two groups, although control group customers are marginally more likely to consider that the support they have received is likely to be either quite important or very important in improving their future employment prospects.

Figure 5.10: Influence of support in improving future employment prospects



Source: GEN/ Research Resource telephone survey
 N = 76 (IES); 55 (Control)

5.42 Asked to justify their response about how important they felt support would be in improving future employment prospects, eight IES customers made the point that they didn't think that support was appropriate for professionals, executives, highly skilled, and 'high end' jobs, although others with higher levels of skills and experience made positive comments.

5.43 Positive comments from IES customers about the support they received included:

- 'They focus on how you need to get a job. They are good.'
- 'I am now in a better position to look for jobs and I know where to look.'
- 'They try their best, just put me on a course which will be helpful.'
- 'It's good support, but I've not found a long term job yet.'

5.44 For a number of IES customers, the support had not met their expectations. For example:

- 'They don't seem to bother. They tried at first. They sent me on a course but didn't offer anything more useful, it seems like a box ticking exercise.'
- 'Have had interview with Careers Scotland but nothing really came of it.'
- 'Left to your own devices, they give you pointers but that's about it.'
- 'It was good to begin with but it's died off a bit.'

5.45 Many IES customers perceive that in the current climate, there are challenges to what IES can help them achieve due to the availability of jobs. For example:

- 'They have been helpful so it's down to me to find work now.'
- 'They can't change the lack of jobs as I work in microelectronics. I don't seem to hear back when I apply for a job.'
- 'They are asking what help I need but it's difficult to train up in a course for a job if they [jobs] aren't available.'
- 'No money for training, no back up support, badly run. I'm over qualified and they can't help me do something else.'

5.46 Comments made by control group customers followed a similar pattern: some point to a lack of job; some are positive about their advisor and the help the Advisor has given them in identifying job vacancies; others are less satisfied with support and feel 'treated as a number'. As would be expected, control group customers were less likely to say they had received support around careers guidance or CV support, and only a small number said that they had received support with CVs.

5.47 In summary, control group customers who are looking for work are slightly more confident about finding a job in the next six months, and slightly more likely to say that the support received will improve future employment prospects, relative to the IES group. However, differences between groups are quite small, and could be attributable in part to the fact that a long period may have elapsed between an IES customer seeing an adviser and the second survey.

Customers in education or training

5.48 Four customers (2%) from the IES group said that they were undertaking a training course or waiting to start a training course. The qualifications being studied for were an NVQ in Art and Design, a National Certificate in Computing, an NVQ Level 3 in Commercial and Industrial Gas Installation, and an HNC in Computing.

5.49 Seven customers (7%) in the control group were undertaking or waiting to start a training course or qualification. The qualifications being studied included an HNC in Television Production, an Access Course in Landscape Gardening, a BA in Sociology, an MA in Economics, an HND in Music and an HNC in Software Development. One of these seven customer did not specify a course

5.50 Given the relatively low numbers involved, it is difficult to make comparisons between the two. All customers, in both groups, agreed or strongly agreed with the following statements about their training:

- Training / qualification will improve my chances of finding a job
- Training / qualification will help me to find a job that is well paid
- Training / qualification will help me to find a job that is satisfying

5.51 Asked what role support has had, IES customers were marginally more likely to agree with the following two statements compared to control group customers:

- The support helped me to understand what training I needed to do to get back to work

- The support helped me to understand where I needed to improve my skills & employment prospects

5.52 However, given the low number of customers in either group undertaking training, it is hard to infer any definite conclusions.

5.53 One of the IES customers (currently studying for the National Certificate in Computing) said that the support received through IES had helped them to identify the course that was right for them, while the others said that they had 'always wanted to do this' and that support from IES had not influenced their decision. In terms of the control group customers, all but one said they had identified and applied for the course themselves without support, while one (studying a BA in Sociology) said that their Adviser had 'definitely been encouraging'.

5.54 In summary, the fact that relatively few IES customers have undertaken training as a result of IES is perhaps unsurprising given that they are better qualified and IES does not have access to any additional training resources.

Key messages from the findings

5.55 IES customers are almost twice as likely to have entered employment as control group customers. 47% of IES customers have experienced a positive employment outcome, compared to 25% of control group customers. Controlling for the fact that IES customers have higher qualifications appears to make no difference to the relative performance of the groups. However, controlling for the fact that IES customers were more likely to be in employment immediately prior to beginning their claim for JSA accounts for about half the difference in employment outcomes between the two groups.

5.56 In other words, although IES customers appear twice as likely to have entered employment as control group customers, IES itself accounts for some of this difference, while some of the difference is accounted for by the characteristics of the IES group. If the IES group matched the control group exactly in relation to the proportion who were in employment prior to beginning their JSA claim, then we would expect 36% of IES customers to have entered employment. This is less than the 47% of IES customers who actually entered employment, but still more than the 25% of control group customers who have entered employment. After controlling for characteristics of the IES group, IES customers were 44% more likely to have entered employment than control group customers.

5.57 In numbers terms, this indicates that, of the 624 IES customers who entered employment, 146 can attribute their employment outcome to the IES service, The total Exchequer impact of moving an additional 146 customers into work is £0.6m in terms of benefits savings, and £0.58m in additional tax payments. If we randomly assume that 10% of these customers do not sustain their employment for a full year, and 10% of the jobs taken have simply displaced other JSA customers from entering the labour market, then the total Exchequer impact of the IES pilots would be £946,000.

5.58 Although this analysis shows that a large proportion of the difference in outcomes between groups can be attributed to prior experience, this does not reveal the extent to which customer attributes or aspirations generally affected the results. Evidence from staff consultations indicates that IES customers were (prior to referral) on average more 'job ready' than 'standard' JSA claimants. One JCP Adviser for example stated that 'customers who went on IES need a 'helping hand to push them in the right direction, whereas the ones who fail to show up [to IES appointments] or who aren't referred have more fundamental issues around aspirations'. Issues around referrals were discussed in the previous section.

5.59 IES customers are more likely to have held their job for 26 weeks or more compared to control group customers, although it is not yet possible to infer that IES is more effective at placing customers into sustained employment because of the timing of recruitment of customers to the two groups. In fact, control group customers appear marginally more likely to say that they are satisfied with their current job, and confident that they will sustain it. Importantly, there is no difference between the two groups in terms of the importance that they attach to support they received in helping them to find employment.

5.60 Among customers who are still looking for work, control group customers appear to be slightly more confident that they will find a job in the next six months relative to IES customers. IES customers who think that skills or qualifications are a barrier to finding employment are more likely to have discussed skills and qualification issues with their Adviser than control group customers, indicating that these issues are more likely to be discussed through the IES service.

6 Conclusions and recommendations

Conclusions

6.1 The IES pilots in Scotland have involved JCP and SDS working together to provide new Jobseekers Allowance customers with a seamless employment and career information, advice and guidance service, and in so doing, to improve the proportion of customers achieving sustainable employment outcomes. The pilots were operational in 21 JCP locations across Scotland, from February 2009 until the IES service was formally rolled out across all locations in Scotland by August 2010.

6.2 During the pilot, some 2,187 customers were referred to IES. IES was not mandatory, and there was an average attendance rate of 61% at the SDS meetings. This meant that in total, 1,327 customers received IES support.

Process and Delivery

6.3 The IES pilots have successfully acted as a catalyst for more effective, on the ground joint working between JCP and SDS. Although the pilots in some areas built on previous joint working between the organisations, staff at both JCP and SDS indicated that IES had helped to formalise the relationship. The effect of IES, even in areas where previous joint working took place, has been to increase the understanding that Adviser staff have of each organisations' respective roles in supporting customers. Achieving effective working relationships between two such large organisations is a challenging task, and the significant progress made under the pilots is to be commended.

6.4 In some pilot areas, partnership working between the two organisations has been more effective than in others. Consultation with delivery staff has revealed that partnership working has been most effective when SDS staff are co-located on JCP premises, as this helps to facilitate informal communication, which tends to happen less when face-to-face contact is more occasional. Informal communication between staff at the two organisations is also more effective in smaller JCP offices, where the opportunity is greater for advisers to develop a professional relationship with each other.

6.5 Referral processes generally seem to have worked well during the pilots, although as with any new process there have inevitably been some issues to resolve. JCP Advisers have significant discretion as to which clients to refer to IES (within broad target groups), and generally this has worked well. The referral form, IES1, is seen by a minority of JCP Advisers as being overly time-consuming, but the majority recognise it as being an important part of the integrated process. The fact that it is paper-based can result in delays which, in turn, can make the service less effective.

6.6 More important than whether the form is paper or web-based is the issue of how the information on the form is used. The IES1 Form itself is well designed but is often not being completed in sufficient detail. In some cases, the level of information on the IES1 is so limited that there is little benefit in sharing the information between organisations. This undermines the ethos and the potential effectiveness of the IES service.

6.7 Advisers at both SDS and JCP felt that the integrated service was most effective where staff were co-located, as co-location was most likely to offer customers a sense of a truly seamless service and to facilitate positive partnership working. However, it is important that SDS Advisers have internet access in order that they can support customers in using web-based tools and materials, and ensuring web-access for SDS staff in JCP premises will be important in maximising the effectiveness of the service in the future.

Outcomes

6.8 The evidence indicates that IES does make a difference to the outcomes for customers. Results from the evaluation indicate that 47% of IES customers (624 people) have achieved a positive employment outcome, compared to 25% of control group customers. It is clear, therefore, that IES has had an impact on the employment outcomes achieved by customers. Further, whilst 25% of control group customers had entered employment, when controlling for differences between this control group and IES customers, 36% of IES customers entered employment. This implies that, of the 624 IES customers who have entered employment, 146 of these have found employment as a specific result of the IES support. This is in addition to integrated, streamlined and more effective services provided to customers at no extra cost.

6.9 The benefits of this to the UK Exchequer, in terms of both benefits savings and additional tax revenue, is likely to be in the order of £0.9m, even after accounting for displacement and the fact that not all of these jobs are likely to be sustained for a full year.

6.10 An important caveat to make is that, due to the voluntary nature of IES, differences in attributes and attitudes to work may explain even more of the difference between groups than is suggested in this analysis. Indeed, Advisers reported that it tended to be the individuals who were keen to discuss career change and skills needs who were most likely to be referred to IES. The implication is that the positive impact of IES in achieving employment impacts may not be quite as significant as the analysis above suggests, as this was based purely on differences in observable characteristics (prior employment status) rather than less quantifiable attributes and attitudes.

6.11 Although a higher proportion of IES customers have achieved positive employment outcomes, it is not yet possible to infer whether IES customers are more likely to sustain this employment, given the timescale over which the two groups were recruited. In fact, results show that IES customers are slightly less likely to be satisfied in their current job, and be slightly less confident of keeping their current job, than control group customers. The lower levels of job satisfaction may reflect the fact that IES customers were more likely to have been made redundant from relatively high skilled occupations, i.e. there is an issue of prior expectations.

6.12 Of customers still looking for work, control group customers were slightly more likely to be confident of finding a job in the next six months relative to IES customers. Control group customers were also more likely to think that the support they had received (from JCP only) had been important or very important in improving their future employment prospects. Thus, IES customers are less likely to feel that the support they have received has noticeably improved their chances of finding employment. However, this may reflect the absence of a counterfactual experience for IES customers to compare against.

6.13 The core objective of IES pilots to increase the number of JSA customers achieving sustainable employment outcomes, but this is not the only objective of IES. Evidence from the evaluation indicates that the careers information advice and guidance provided to customers has been valued by customers. The support has helped to build confidence, encouraged customers to consider alternative career options, and raised awareness of education and training opportunities. There is some evidence that this is helping IES customers to find the 'right' job, as opposed to simply 'a' job.

Recommendations

6.14 The evaluation has demonstrated that the IES pilots have been successful in providing customers with a more comprehensive and seamless employment and skills

advisory service, and in improving knowledge and information sharing between JCP and SDS in Scotland. Although the IES pilot is now complete and the service has been rolled-out nationally, GEN is putting forward the following recommendations to ensure the continued success of the initiative. The recommendations are organised in terms of strategic recommendations and operational recommendations.

Strategic recommendations

Recommendation 1: Better Integration with Local Employability Partnerships

6.15 The IES pilots have worked well, but in many respects they represent the first stage in a full integration of employment and skills services. To date, the focus has been on how JCP and SDS work together effectively. Longer term, further benefits could be achieved by aligning IES with the services provided through Local Employability Partnerships. This issue is now being taken forward through the Scottish Employability Forum (SEF).

Operational recommendations

Recommendation 2: Maximising the benefits of co-location

6.16 The evaluation has shown that IES is most effective, for both customers and staff, where staff are co-located. Efforts should be made to use co-location wherever possible. Where co-location is not possible, JCP and SDS should look to achieve the same benefits through joint sessions for training and information sharing.

Recommendation 3: Internet access

6.17 Having internet access is important to SDS Advisers during their meetings with customers. Where SDS staff are regularly co-located in JCP premises, they should be provided with guaranteed internet access. This issue is already being addressed through the use of Smart Cards, and the evaluation findings have reiterated the importance of securing internet access in all cases.

Recommendation 4: A more robust referral process

6.18 During the pilots, Adviser discretion played a big role in determining whether customers were referred to IES. The referral process seems to have worked well, but there is a concern that some Advisers may be making referrals in only a minority of cases, while others may be making less appropriate referrals. The IES process would benefit from a greater degree of transparency about when customers should be referred and why.

Recommendation 5: Minimising attrition

6.19 Across the pilots, almost 40% of customers referred to IES failed to attend their meeting. The level of failures to attend could be reduced if there was less of a time lag between referral and the meeting with the SDS Adviser. A minimum time period should be set between referral and scheduled meeting, and flexibility in availability of SDS Adviser should be maximised in order that this target is met.

Recommendation 6: Maintaining the profile of IES

6.20 In some areas (particularly where there is no co-location, and in larger JCP offices), there has been a tendency for the number of referrals to IES to fluctuate over time depending on the initiative's profile with Advisers. Where co-location does not happen, or where informal

relationships between staff do not develop, the number of referrals to IES might be at risk of falling.

6.21 Regular refresh sessions should be run to remind staff of the Initiative and its role in supporting customers.

Recommendation 7: Building relationships

6.22 Developing relationships between staff in the two organisations encourages informal communication which in turn can benefit the customer. Furthermore, staff in both organisations would benefit from furthering their understanding of the 'offer' and services that the counterpart organisation can provide. Where possible, sessions involving JCP and SDS staff coming together to share information about respective services, and to help build relationships, should be facilitated.

Recommendation 8: Maximising the benefits of data sharing

6.23 The ethos of IES is that data sharing between JCP and SDS helps provide a seamless service to customers. Currently, although referral processes work well, there is evidence that the potential benefits of data-sharing between JCP and SDS are not being maximised because the IES1 Form is not being completed in as much detail as it could. A form that was passed electronically between the two organisations would resolve some of these issues, but data security issues need to be addressed before this will be possible.

6.24 The importance of completing the IES form adequately should be re-iterated regularly to staff. It may be worthwhile to undertake development activities with staff to ensure they understand the importance of completing forms comprehensively.