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# What works? An evidence review for Scotland's future employment services

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# AGENDA

- 12.00 Welcome and introductions
- 12.10 What works?
- 13.15 Lunch
- 13.45 What works continued...
- 14.15 Implications for future employment services
- 15.15 Conclusions and wrap-up

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# WE'VE TRIED A LOT IN THE LAST DECADE...

New Deal

NDY|P, ND25+, NDLP, NDM, NDP...

Flexible New Deal

Employment Retention  
and Advancement

IRRD

Employment Zones

Over-50s Outreach

And that's just the main UK government programmes...

Fair Cities

Routes into Work

Six Month Offer

Community Action Programme

City Strategy Pathfinders

WORKSTEP

Pathways to Work

New Deal for Disabled People

Progress2Work/ LinkUP

Action Teams for Jobs

Work Programme

Future Jobs Fund

# BUT DESPITE ALL THIS, IT'S NOT ALWAYS EASY TO UNDERSTAND WHAT WORKS...

- 20 years of employment programmes in GB, and range of international evidence
  - But surprisingly little that rigorously measures impact
- We tend to look at overall impact – how many got a job...
- Not additional impact – how many **extra** got a job
- We don't usually look at how **long** it takes to get a job
  - Some interventions can take people away from jobseeking for a while
- We usually mix up voluntary and mandatory programmes
  - Volunteers always make programmes look better
- So we've tried to be pragmatic in how we've used our evidence

# WE'LL FOCUS ON

- What we're trying to achieve
- How we assess needs
- The role of caseworkers and adviser support
- A focus on disability and health

# WHAT ARE WE TRYING TO ACHIEVE?

## 1. Tools to look for work

Including confidence, resilience, the right networks, and practical jobsearch skills

## 2. Barriers that prevent work

Like poor health, caring responsibilities, a disability, transport costs and so on

## 3. The right skills for the job

Which may be interpersonal skills, organisation and teamwork, or vocational or professional skills

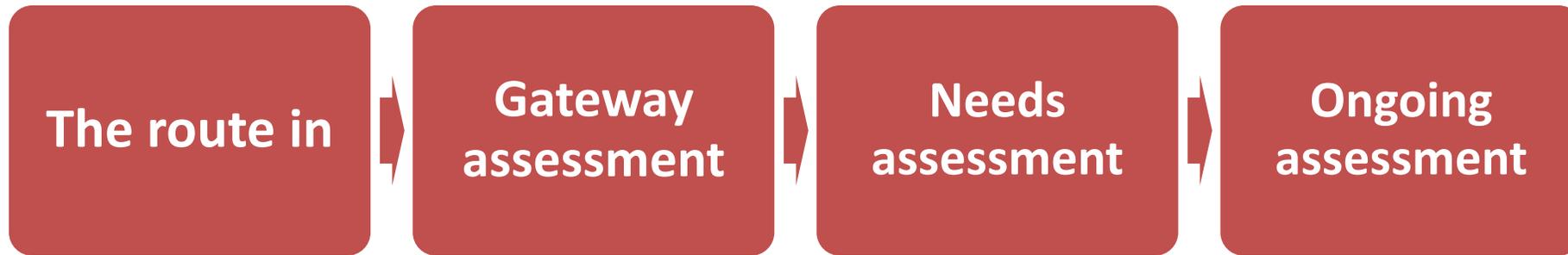
## 4. The 'signal' of being out of work

Which leads employers to overlook people because they have a gap in their CV

# WHAT WORKS AND FOR WHOM?

- **Many common themes across groups and programmes**
  - Really good advisers – and focused on outcomes
  - Regular engagement by and with participants
  - Effective partnership – leadership, governance, objectives
  - The right provision – again focused on outcomes
- **But the devil's in the detail – for whom?**
  - How does this vary for the those further from work, communities?
  - How far is this true for those with health conditions or impairments?
- **How far do you specify what you want delivered?**
  - Black box has not been a roaring success in WP...
  - Issues with transparency, standards, learning what works
  - Over-prescription increases compliance and can stifle flexibility

# ASSESSING NEEDS AND TARGETING SUPPORT – SIX KEY ELEMENTS



## Underpinned by:

Joint working, shared objectives, information sharing

Staff capability, capacity, buy-in

# BUT THERE ARE CHALLENGES

- **Accuracy – right people**
  - Where evidence available, most/ many tools have weak predictive power
- **Efficiency – right way**
  - High-volume, low intensity assessment versus in-depth/ holistic approach
- **Opportunity cost – right time**
  - How do you assess those who don't 'need' to be assessed?
- **Fidelity – all the time**
  - Advisers 'know best'
- **Utility**
  - Even if you identify the right people, in right way, at right time, all the time – how do you know 'what works'?

# CASE STUDY 1 – REED FWMP ASSESSMENT

- Designed for working with individuals and families out of work and on 'Families with Multiple Problems' programme
- Needs assessment role: understanding individual barriers
- Five topics: Mindset, path to work, family, local community, health and home
- Personalised rather than standardised, delivered through face to face discussion and diagnosis
- Entered into online tool which produces visualisation of areas of need and barriers to employment.
- Clear link through to action plan – generated online, with adviser flexibility in deciding which are most relevant for their client
- Process not event: Assessments carried out regularly, as clients often lead chaotic lives with complex needs

# CASE STUDY 1 – LESSONS

- **Focused on most disadvantaged** – where clear need to overcome issues that prevent return to work – like debt, family problems, social exclusion
- **Role and skills of adviser key** – to match up assessment information with relevant support options
- The tool **allows action to be taken quickly** and for time to be spent on meaningful and relevant support activities
- Clear **link through to (personalised) action planning**
- But **limited data sharing** and exchange means tool relies on participants disclosing their barriers (and engaging)
- And approach is **not standardised with other support services**

# CASE STUDY 2 – RNIB

## EMPLOYABILITY ASSESSMENT

- Developed over three years through extensive trials and discussions with c.100 service users and employment advisors.
- Needs assessment role: To enable advisers to understand clients' employment needs, barriers and aspirations
- Range of themes including: employment activity, access to information, motivation and confidence, skills, independent travel
- 'Structured conversations' – emphasis on adviser expertise and judgement within clear framework
- Action plans developed at the end of each subset of questions and are seen as being an essential product of the process
- Initial screening into different levels according to 'distance from work' – provides a framework through which to measure progress

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## Explaining vision

Question	Score
Q48 Explaining vision to employer / self advocacy (1-6)	
Q49 Requesting adjustment (1-6)	
Total score (2-12)	
<b>Closer to work or further from work</b>	

If the total score is between 10 and 12 (inclusive), then "closer to work" (C)

or

If the total score is less than 10, then "further from work" (F)

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## Education, training, and skill set

Question	Score
Q58 Employment advisor's view of education and training (1-6)	
<b>Closer to work or further from work</b>	

If the score is between 5 and 6 (inclusive), then "closer to work" (C)

or

If the score is below 5, then "further from work" (F)

## Focus and motivation

Question	Score
Q7 Search activity (0-1)	
Q53 Importance of work (1-6)	
Total score (1-7)	
<b>Closer to work or further from work</b>	

If the score is between 6 and 7 (inclusive), then "closer to work" (C)

or

If the score is below 5, then "further from work" (F)

# CASE STUDY 2 – LESSONS

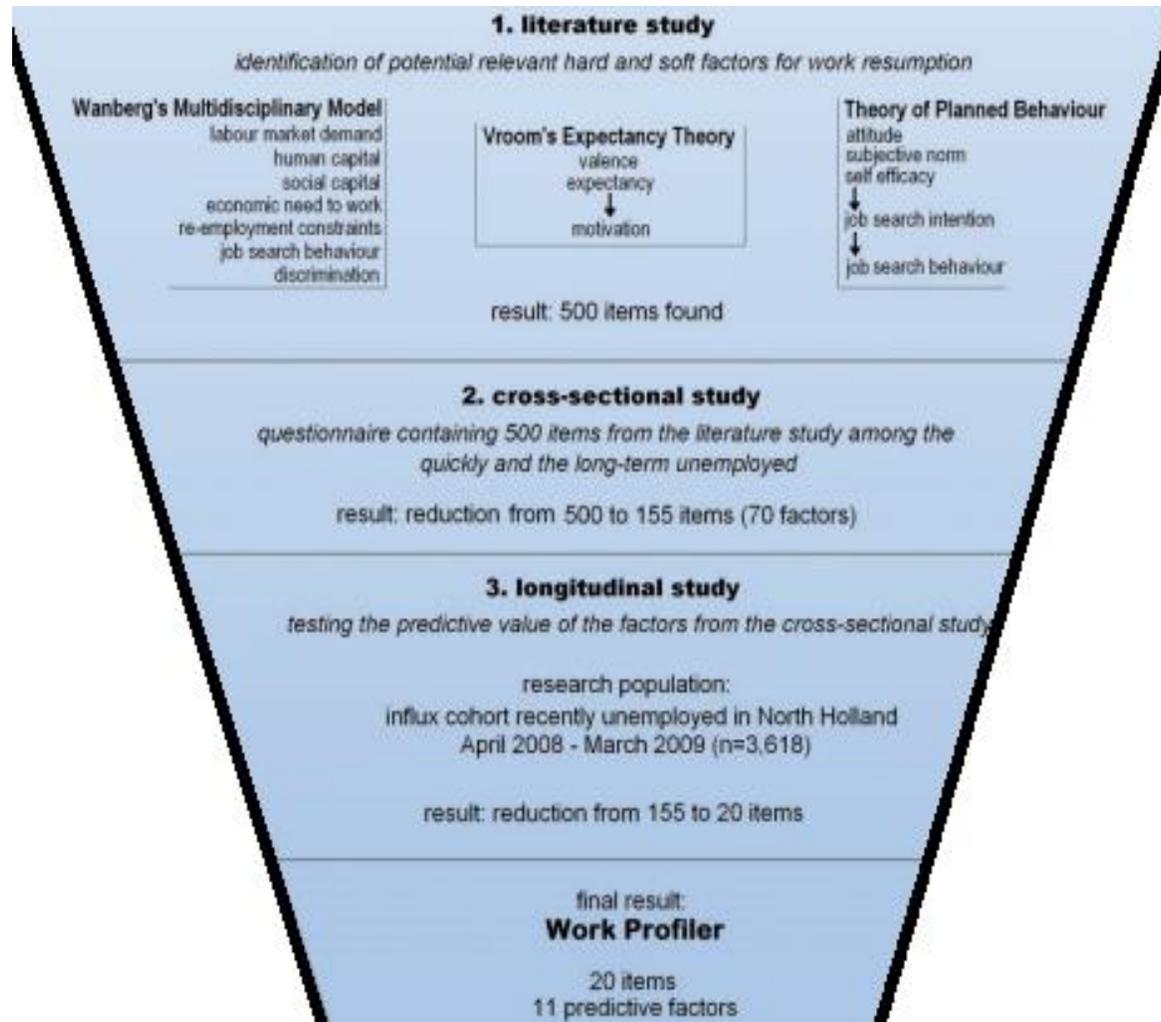
- Extensively tested and trialled – so well received by service users and practitioners
- Again, **skills of advisers and relationships** with service users key
- **Distance and progress measures** seen as particularly useful – gave service users clear sense of position and progress
- And **action planning process**: setting manageable goals and recognising when they have been achieved
- Emphasis on recognising **progress towards employment**, rather than viewing employment as only end goal
  - Brings in alternative activities for those furthest away
  - But trade-off with ‘place then train’ for others?
- Large majority of blind/ partially sighted people do not have access to employment support via RNIB and affiliates – so big challenge is **landing the tool with mainstream provision, without losing benefits of ‘specialist’ advisers**

# CASE STUDY 3

## THE NETHERLANDS WORK PROFILER

- “Selection and diagnosis instrument”, currently operated in 11 out of the 35 unemployment offices.
- Intended to segment those who required face-to-face support with those who would be able to progress using online services
- Also identifies an individual’s barriers to finding work, to signpost to services
- Delivered in first three months of unemployment, questionnaire based
  - Just 20 questions
- Tool and online support available through personal digital environment called Work Folder
  - Webinars and e-learning, job vacancies, CVs and online support

# HOW IT WORKS IN PRACTICE



Diagnosis of the factors that they need to positively influence to increase their chance of gaining employment.

Profile | Menu ▾

**Chance at work resumption**  
83%

Factor	Diagnosis	Indication
Age		█
Years employed in last job		█
Problems understanding Dutch		█
Views on return to work		█
Feeling too ill to work		█
Job search behaviour: contact with employers		█
Job search intention	Hindering	█
External variable attribution		█
General work ability		█
Physical work ability		█
> Mental work ability	Hindering	█

# CASE STUDY 3 – LESSONS

- Currently predicts with a certainty of 70 per cent.
- Clients gave the model an average of seven out of ten,
  - A quarter of those surveyed said that they did not know what to expect once they had completed the questionnaire.
- Newer version is being designed for 2017, which will include more questions and a predictor of the duration of unemployment.
  
- Shows **integrated, online system can work**
- But **limited rollout so far**
  
- Again, **no evaluation of whether ‘treatment’ works** – how far intervention improves outcomes for different groups

# SO – SOME CRITICAL SUCCESS FACTORS

1. **Accuracy v utility** – getting the balance right
2. **Design, test, learn, adapt** – flexibility
3. **Mode of delivery** – driven by design
4. **Clear referral processes**, ways in, ways out
5. **Role of advisers**
  - Skills, capabilities, training needs
  - Buy-in
6. **Joining up**
  - Ways of working
  - Objectives
  - Data sharing
  - Action planning

# THE ROLE OF 'CASEWORKER' SUPPORT

- **Personal advisers are key**
  - One-to-one, regular and timely support
  - With the right skills and capabilities – engagement, motivation, partnership working, job matching and brokerage, caseload management
- **A focus on maintaining momentum**
  - Action planning, building self-belief, overcoming setbacks and using behavioural insights
- **Linking with additional support**
  - Delivering flexible, employment focused support that addresses the four things that we're trying to achieve
- **Personalising support**
  - Recognising different needs of different communities, young people, parents, those with impairments
  - Finding hidden barriers and understanding what really matters

# WHAT DOES GOOD ADVISER SUPPORT LOOK LIKE?

## Initial contact

- A smooth and prompt handover, with no room to drop out
- In-depth and supportive first meeting
- Focusing on strengths as well as barriers
- Talking about aspirations, goals and work from the start

## Action plan

- Forward looking – goals, strengths, actions
- In the participant's own words – personal statements, commitments
- 'Contractual' – a two way agreement
- With success measures – how you will know it has been met

## Support

- The right balance between self-directed and directed activity
- Onward referral - with structured, case managed approach
- Thinking about both group and individual support
- Employer engagement
- 'Better off In Work' calculations and financial planning

## Review

- Regular meetings to review and discuss progress
- Face to face engagement (but not only this)
- Forward looking and supportive approach – what next
- Focused on resilience and over-coming problems
- With fundamental review every three months or so

# A FOCUS ON DISABILITY AND HEALTH

Our previous research (*Fit for Purpose*, 2014), sets out:

- **Forms of support** – Supported Employment; personalisation; employer engagement; financial incentives; ILMs...
- **Specific groups** – mental health; sensory impairment; musculoskeletal conditions; young people
- **Common themes** – timing; assessment; partnerships; workforce development; quality management

# SUPPORTED EMPLOYMENT

- ‘Place, train, sustain’
- Strong evidence – if it’s done properly
- Individual Placement and Support model for those with mental health conditions
- Relatively expensive, should be targeted



## **Case study: Group Supported Internships, Remploy**

Remploy have developed a supported internship approach for individuals with severe disabilities, which aims to pool funding from a range of sources and reduce unit costs by providing group internships with large employers.

These internships are targeted at young people under 24 who typically have a learning disability, autism or behavioural problems. They are usually at FE colleges, and the supported internship forms their final year.

Remploy have targeted large employers and placed 10 to 12 young people with them, staggering starting dates. This drives down costs and means that one support worker can be available to support more participants and is present if there is an urgent need.

There is an estimated unit cost of £6,500 per participant (met by the SFA, the participant's FE college and LEA's), and around 60 to 70 per cent of participants get into work at the end of the programme; a considerable success considering that the employment rate for this group is around 10 per cent.

# COMMON THEMES

- **Personalisation** –advisers can tailor support and vary the nature and intensity according to participants’ needs, aspirations, impacts of impairments
- **Effective partnerships** – particularly with health professionals but also family and networks
- **Employer engagement** – often combining ‘agency’ and ‘individual’ support
- **Highly skilled advisers that have small caseloads** –specialist disability advisers
- **Intervening at the right time** – and in particular earlier

### **Case study: Want to Work, ESF/ Jobcentre Plus**

Want to Work offers employment support to inactive people in Wales. It is a voluntary programme financed by the European Social Fund and run by Jobcentre Plus, and has some overlaps with the 'voluntary' access groups in the Work Programme.

Despite the programme being targeted at those with significant challenges in the most disadvantaged wards in Wales, *Inclusion's* evaluation found that the programme got 49 per cent of participants into work, with 80 per cent staying in work for more than 10 months.

A central factor in the programme's success, according to both participants and staff, was the customer-focused advice and guidance that delivered holistic support to tackle all of the barriers that kept participants out of work. Focus was placed on building trust and confidence instead of on the job search.

When possible, it embedded its services within communities and made efforts to link up with health services, to support those that did not normally interact with employment services and who were furthest away from work. This enabled advisers to develop knowledge of, and relationships with, other services on offer so that they could refer individuals accordingly: likewise the other services found this partnership beneficial for their service users.

# HOW WE COMMISSION SERVICES IS CRITICAL

- **‘Payment by Results’** has brought benefits
  - Outcomes focus, financial management
- But also big problems – ‘parking’, vicious circles, dis-investment
- *We estimate Work Programme funding for is now £550 per ESA claimant, cf. planned £1,200*
- **Joint commissioning** should underpin local partnerships
  - But little evidence that this is happening in practice
- **Evidence based commissioning** also needs to improve – pre-requisite for devolution

## **Case study: Working Well, Greater Manchester**

Working Well is an employment programme in Greater Manchester for Work Programme leavers claiming ESA. It is expected to support 5,000 claimants, with mandatory referrals coming from Jobcentre Plus over the next two years.

Two providers (commissioned locally by Greater Manchester Combined Authority) have been appointed to deliver a key worker service, rather than a more traditional employment adviser service. They have two years to work with each participant, and will also provide up to a year of in-work support, to help sustain employment.

As well as providing employment support, the key worker helps the participant to tackle the wider barriers preventing them from working. Interventions are sequenced to ensure these barriers are addressed in the correct order, and local authorities across Greater Manchester have developed a Local Integration Plan that helps key workers navigate the different services on offer.

Getting senior level buy-in from different partners early on ensured that stakeholders could influence the development of the programme and enabled close partnership working.

While the budget for the programme itself is around £8.5m, it is expected that the funds focused on supporting this cohort will reach around £20m, as key workers access and refer service users to a wide range of additional support delivered by local partners

# THERE'S A LOT TO TAKE IN!

## AND ALSO LOTS OF FURTHER READING...

- Our literature review for the Scottish Government is available on the TSEF website
- We've also done a range of reviews on other themes, including on:
  - Low pay and progression (2013):

<http://bit.ly/work-progress>

- Disabled people and health conditions (2014):

<http://bit.ly/fitforpurpose>

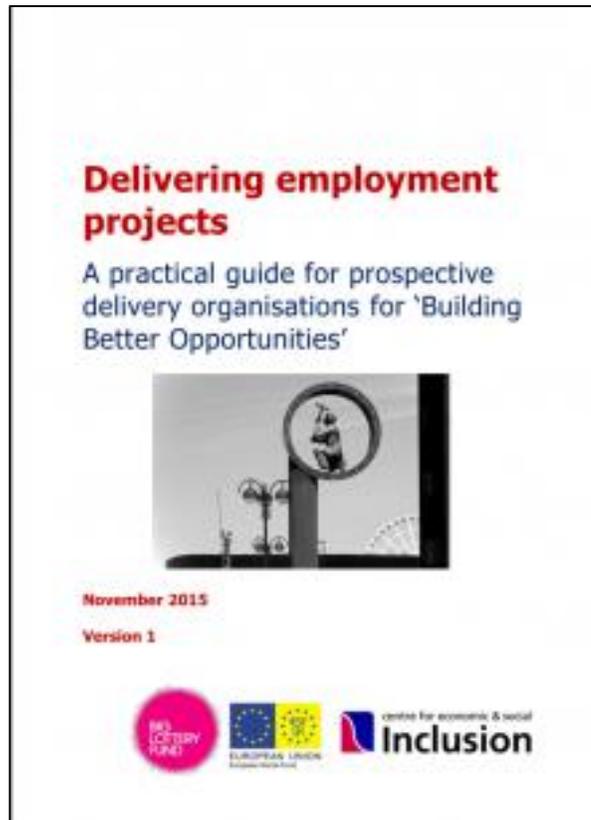
- Youth training and support (2013):

<http://bit.ly/training-yp>

- Disadvantaged groups (2014):

<http://bit.ly/cui-bono>

# DELIVERING EMPLOYMENT PROJECTS – A PRACTICAL GUIDE



- More recently, we've pulled together much of this into a Lottery-funded practical guide to delivering projects
- Evidence led, with case studies, insights and sources of support

Four chapters:

1. Employment interventions in context
2. Designing and delivering your project
3. Understanding and supporting participants
4. Working with employers

Available at: <http://bit.ly/bbo-guide>

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# TASK – IN GROUPS OF 4-5

- Based on what we've discussed and what you know:
  - Where do you think we've got really good evidence of what works? What are the best examples?
  - Where do you need to know more or better?
  - What can we improve?
- **What needs to happen to:**
  - **Do more of what works?**
  - **Address issues and problems?**

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# SOME BIG QUESTIONS

- **What does success look like?**
  - For participants, government, partners, economy
- **The scope of the programme**
  - Fit with Jobcentre Plus, the employability pipeline...
  - Scope for wider integration, alignment
- **What are the key outcomes for participants?**
  - Employment for some? Fewer than half will find work
  - Activation/ progress for all? We want all to progress, but hard to define
- **What does activation/ employability look like?**
  - Behaviours – job prep, looking for work
  - Activities – training, rehabilitation

# AND LOTS OF TRADE-OFFS

Black box	Service standards
Employment for many	Activation for all
Responsiveness	Stability
Passing on risk	Encouraging investment
Vertical scale	Horizontal alignment
Testing and learning	Demanding success
Open learning	Competitive market
Fiscal benefits	Economic/ social benefits
A simple model	The right model
Doing what you know works	Doing what you think works

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