



Building on New Deal

A RESPONSE FROM WORKDIRECTIONS
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WorkDirections®

Building on New Deal: A response from WorkDirections

The Department for Work and Pensions (DWP) published Building on New Deal: Local Solutions Meeting Individual Needs (BOND) in June of this year. New Deal has been central to the policy which has seen both unemployment fall and employment rise over the last seven years. This is a considerable achievement, and means that the economic environment in which New Deal currently sits is rather different from the labour market it was designed for. This in itself is one of the drivers for change. It is essential that this change builds on the strengths of New Deal in addition to identifying new ways in which performance, particularly around sustainability and assistance for the 'hardest to help', can be improved.

The focus on increasing flexibility reflects the current delivery practices of high-performing New Deals and is one of the core strengths of the Employment Zones. Through their success these programmes demonstrate that sustainable change in an individual's life requires client-led and performance-driven interventions.

The delivery of flexible and customised programmes necessitates contracting arrangements that facilitate rather than hinder this approach.

WorkDirections are delighted to offer this paper as an initial response to some of the issues raised in BOND. We hope to further stimulate the debate and continue to generate ideas which might lead to the development of programmes better able to empower people socially excluded by worklessness to gain sustainable employment.

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Comments, ideas and recommendations in this paper are grouped within four key themes, which are summarised as follows:

Flexibility and focus on the individual

- the importance of a holistic and empowering approach
- the vital role of creatively intelligent advisors
- the necessity for more support for those on incapacity benefits

Contracting and procurement

- the requirement for good contract design and informed contract management
- contracts of sufficient length encompassing a critical mass of clients
- the importance of comparison based on hard, accessible, accurate and transparent performance data

Localisation

- the delivery of 'localisation' at the level of the individual
- the avoidance of unnecessary bureaucracy
- the importance of continuing to develop better programmes through learning from best practice

Retention and advancement

- extending provision to those in work in order to support career progression
- understanding the value of skills development in the workplace
- the need to involve employers in the development of in-work support

Flexibility and focus on the individual

An individually-focused and truly empowering programme needs to provide high quality information and shift the locus of control from advisor to client. Goal setting, when professionally facilitated, supports clients to identify realistic job goals, contextualised within the framework of their lives and longer-term plans. Programme design needs to support this process if interventions are to have a lasting impact on an individual's social exclusion. The required approach is a flexible one that moves beyond a menu of options, and, instead, emphasises respect for clients and their potential to change when empowered to define and follow their own personal route back to work. It is important that this emphasis does not mean a diminution in the support provided to those who may be less confident.


Employers sit at the heart of successful programmes. Whilst the provider may broker the employer/client relationship, sustainable outcomes are more likely when the client owns the responsibility for this relationship. Where this is appropriate for the client, such an approach empowers them to take ownership not only of their current situation, but also of the potential solutions.

A performance-driven environment needs a clear focus – the Employment Zones benefit from the simplicity of the sustainable employment goal. The current New Deal structure is rather more complicated, and it is essential that the introduction of a modular framework clarifies rather than obscures the real objective of the programme.

Section Six of the BOND document focuses on the need for better partnerships and more effective joined-up working. The funding silos that currently exist prevent the delivery of holistic integrated solutions, and at worst are counter-productive. Clients with 'multiple barriers', who are furthest from the labour market, are identified as the focus of BOND¹. These clients may be accessing, or need to access, a number of different services. The delivery of these is likely to be fragmented, resulting simultaneously in both duplication and omission.

¹ There are a number of definitional issues around disadvantage that need to be considered. It may be that an individual presenting multiple barriers is actually closer to the labour market, and indeed 'easier to help' than others who initially appear to be much less 'disadvantaged'.

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Partnerships between organisations need to be built on shared goals in order to ensure clients receive a coherent service

Partnerships between organisations need to be built on shared goals in order to ensure clients receive a coherent service². It is vital that the client's experience is not fragmented, or allowed to drift, and that the objective of sustainable employment is paramount throughout. However, there may also be a need for specialist support

which complements work-focused interventions with clients, and which understands the role employment plays in addressing other issues faced by the client.

Delivering genuinely client-led services requires advisors with a wide-range of skills and exceptional motivation. They must be able to respect and respond to the needs of a diverse caseload of people. This skill-mix can be described as 'creative intelligence' – the ability to problem-solve, ask the right questions, empower others and facilitate the development of solutions. This also requires an environment that provides supported autonomy so that advisors will take the initiative to innovate on behalf of their clients, developing and implementing actions as required.

Exact recruitment processes, continual development and appropriate remuneration are vital for ongoing success. Managing an empowered team of advisors necessitates a different approach, one that encourages autonomy and accountability. This is a very different role and environment from that found in a traditional process-driven setting.

There is clear recognition in BOND that there are groups of people with acute and/or multiple barriers to work for whom provision to date has been less effective. The Institute of Employment Studies has reported that individuals with a disability are the fastest growing 'group' participating in New Deal 25+. This is coupled with an incapacity benefits caseload which is three times that of JSA claimants, and representative of 7.5% of the working age population.

² Contract design can underpin this commonality of purpose between partner organisations through, for example, designing payment mechanisms that reward all partners for meeting the shared objective of sustainable employment for the client.

...Flexibility and focus on the individual

Provision for people on incapacity benefits needs to be holistic, client-led and integrated with health and other support services. This has associated costs. These costs should not be borne entirely by DWP; utilisation of both health and employment budgets could demonstrate the potential strengths of joined-up working. It is not clear from BOND how these services would be delivered within the New Deal structure. An appropriately resourced Employment Zone framework would appear to provide a more flexible, responsive environment required to provide hitherto poorly served clients with a programme better designed to meet their needs. However, it requires a single organisation to purchase complementary services, as it would be imprudent to assume that joining up occurs automatically.

The need for high quality, integrated services for individuals with health issues is expressed in detail in the two earlier WorkDirections' papers: Establishing a Framework for Vocational Rehabilitation and Improving the Life Chances of Disabled People. The salient points, developed through operational experience in the UK and Australia, are detailed below.

- Barrier-led approaches are counter-productive – it is more effective to drive activity through a solution-orientated focus. Health is just one of a number of issues that need to be addressed during the transition to employment;
- Approaches should be holistic - different interventions should occur concurrently rather than sequentially. Funding silos, which encourage interventions to occur in isolation, need to be replaced with an integrated service combining employment support and health services;
- 'Incapacity' is a nebulous concept – it fluctuates and changes. Services and systems should have the flexibility to be able to respond to variations in need and ability to work;
- Contracting processes are vital to the design, implementation and delivery of a service that is both innovative and viable. The creativity and expertise of successful providers needs to be engaged through a procurement process which offers contracts of sufficient length and size to encourage investment.



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Contracting and procurement

The true extent of the involvement of the private and voluntary sectors in the delivery of the New Deal is often underestimated. The vast majority of provision is locally contracted to external providers, and in 12 districts service delivery is led by the private sector. Contract design and management are fundamentally linked to the success of this delivery.

Procurement decisions have consequences for the focus, design, implementation and delivery of programmes. Integral to the creation of a better New Deal is a review of the current procurement and contract management structures. The purchaser at government, department and local level needs a framework that invites, maintains and develops a provider base that can deliver quality services, and through them, high performance.

The difference between current contracting processes for New Deal and Employment Zones can be likened to a comparison between principle and process-based contracting. Contracts drive behaviour - there is a real danger that poorly designed contracts will result in providers delivering a service that prioritises bureaucratic requirements over the needs of clients. Process-based contracting can also divert resources from delivering services to the individual and redirect it to programme maintenance.

The Employment Zones provide a number of lessons which could be embedded in the development of BOND. The Employment Zone contracts are performance driven, with providers measured on sustainable job outcomes rather than specified client activity. Financial risk is passed largely from public purchaser to private provider, with commensurate reward dependent on achievement of a clear target.

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...Contracting and procurement

Performance expectations are reflected in payment mechanisms that remove the financial viability of placing the 'deadweight' and 'parking' the more difficult clients. More aggressive risk/reward contracting could further motivate providers to reach out to 'harder to help' clients.

At programme level targets, if well-set, understood, and rewarded, are an effective method of influencing behaviour. Conversely, a multitude of targets is confusing and results in a loss of focus. Changes in the target regime, aimed at ensuring that those who require the most help are not disadvantaged or 'parked', will have consequences on behaviour, and it is important that this process is managed effectively. Improvements in the support offered to some groups should not occur to the detriment of those currently being helped successfully into work by New Deal.

Programme costs need to be measured against the cost of failure - economic, social and in lost opportunity

The process can be improved through simplification. It is fundamentally important to have a single, clear target based on the number of people moving into sustainable work. This needs to be shared by everyone delivering employment services. The purchaser needs to set this target at a level which requires providers to work with their entire caseload; if it is high enough it will be impossible to reach by focusing only on those that are easier to place.

If reach of New Deal is to be genuinely extended, future funding needs to encourage the integration of services. Clients may require interventions that are not purely employment focused – for example meeting housing or health issues. Contracting systems need to be in place to facilitate such integration, without losing the impact of clear, simple targets. Providing real and sustainable solutions may seem expensive when compared with short-term, relatively superficial interventions; however, programme costs need to be measured against the cost of failure - economic, social and in lost opportunity. As with all cost-benefit analysis the implications and cost-effectiveness of both activity and inactivity need to be considered. Inactivity, in the instance of long-term incapacity benefits claimants,



means continuing pressure on a wide range of social and health-related services, even though the costs are not always attributed to the inactivity.

The need for contracts which are large enough to be financially viable and yet which understand and are tailored to local need is sometimes presented as a conflict. However the evidence is clear that larger contracts enable greater responsiveness through the creation of economies of scale and resulting scope for innovation, specialisation and flexibility. Cohesive delivery structures are also easier for clients and, indeed, employers to understand.

The causes and consequences of social exclusion are complex, with unemployment likely to be at the heart. Meeting these needs requires that providers have a critical mass of clients - sufficient to ensure financial viability, joined-up working and adequate investment in high quality services and infrastructure.

Commercial contracts that are based on performance targets need to have transparent performance indicators. In order to ensure productive contestability it is vital that these are freely available within the public domain. There is currently a lack of comparative performance data provided by Jobcentre Plus in relation to the Private Sector Led (PSL) areas, mainstream New Deal in adjoining districts and, to a lesser extent, by DWP in the case of Employment Zones.

Direct comparisons can be made to take account of differences in local labour markets. This can be achieved to a degree by clustering Districts which have specified similarities. There are other difficulties in comparing contracts of different durations - for example, some PSL contracts have been operating for just over 18 months whilst others have been operational for a total of over four years. Nevertheless, it is relatively easy, and vitally important, to find ways of resolving these concerns to provide a good indication of underlying performance.

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...Contracting and procurement

Early New Deal management information was collected and presented by 'cohorts', enabling the comparison of end destinations of all clients who had joined the programme in any one month. This information is no longer published in the same way, and so whilst the data may be available from individual providers, transparent comparison between providers and between public and private sector delivery is difficult. A comparison with other Districts, including PSLs, with similar labour markets and client breakdowns, could be useful for all concerned and provide a stimulus for further sharing of best practice. This practice would also necessitate the processing of management information from PSLs at the same pace as equivalent data from Jobcentre Plus.

Australian providers are able to compare their performance with competitors on a weekly basis. Every week a detailed national performance breakdown is provided to all delivery organisations. This requires both clarity of performance objectives and service level agreements to guarantee minimum turnaround times for data. A comparison of the numbers of people placed into sustainable employment, measured by cohort, would seem the most effective and fair way of comparing performance by different Jobcentre Plus Districts in the UK.

In Australia, providers' performance also directly impacts on their future delivery opportunities. At re-contracting, those providers who have consistently produced quality results are rewarded by having their contracts rolled over without having to re-tender. Those that have provided a consistently poor service to clients are prevented from re-tendering in the area. It is important that previous performance is considered during the contracting process, although this is, of course, not always possible for new entrants. Providers also need to be held accountable for what they say they will deliver in their tenders. Though this accountability should be primarily directed at promised performance standards, and not used in a way that prevents providers from continuing to develop and improve the methods they use in order to deliver these outcomes.

Providers need to be held accountable for what they say they will deliver



Localisation

A programme's success should be directly correlated to its intrinsic ability to meet the needs of all those accessing its services. The importance of locality - in terms of both labour markets and client groups – is emphasised throughout BOND. However, there is a potential conflict with the priority which is also given to the focus on individuals. An individual approach seeks to create a solution to worklessness through identifying goals and needs, and matching them with opportunities and activities. Location plays a role in this, but its relative impact will vary from individual to individual. There is an inherent danger that additional and unnecessary bureaucracy will be created by a process of decentralisation which is not driven by performance requirements.

The diversity of the UK labour market is often cited as the rationale for a regional approach. However, this diversity exists *within* labour markets as well as across them. Two clients in the same geographical location can have a very different experience of their local labour market depending on their skill-set and the type of work they are looking for. A customised service that is client-orientated is very different from a service that is designed to meet client need as determined by assumed local labour market factors. The former is an empowering process that develops with the client; the latter runs the risk of re-creating an environment that prioritises (albeit localised) process over individual need.



Programmes need to be sensitive enough to understand, and be able to respond to, the needs of the local community



Programmes need to be sensitive enough to understand, and be able to respond to, the needs of the local community. However, this does not necessitate an approach that is designed, commissioned and contracted at a local level. Indeed there is a danger that access to knowledge, resources, and best practice will be lost.

Experience to date demonstrates that in some areas the proliferation of small contracts has led to duplication of generalist support rather than the development of targeted specialist provision. The large number of funding bodies and the small amounts of money that are often available exacerbate this situation by mitigating against a comprehensive approach which combines general services with well-directed, adequately funded, specialist support.

...Localisation

The key argument made in BOND for a localised response is the perceived increase in the effectiveness of programmes to support the most disadvantaged. However, this localisation needs to occur *at the level of the individual*, irrespective of where they happen to live. The Employment Zones, which prioritise performance over process, are a good illustration of this. They have demonstrated parity of outcomes for clients from all ethnic groups and this provides some important lessons for other employment programmes. Key is the emphasis of the delivery model, and the resulting change in focus from barriers to potential outcomes. This stress on solution, rather than process, drives an inclusive service whether a programme operates in an area where ethnic minorities are a small proportion of the identified population, or in areas that are more ethnically diverse.

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Methods for sharing evaluation, research and best practice need to be effective. Pilots have been designed in order to test innovations and provide an evidence base from which to develop policy. Results from these are used to inform existing programmes and identify need for future interventions. BOND notes that in the future results from research and evaluation studies will be disseminated as 'communications' rather than 'instructions'. This increased flexibility is valued. However, it has to be balanced by accountability, in order to ensure that clients are guaranteed a minimum quality of service and equal opportunity for success whether they access New Deal in Bradford or Bristol.

Superior quality and monitoring processes are essential to support programme delivery, and the development that should follow from research and evaluation. Existing systems could be much improved, and any changes will impact on current capacity. The changes made to the Adult Learning Inspectorate (ALI) reviews of PSL New Deals are a good example of how partnership between operational and monitoring experts can result in improved and better directed process. Quality frameworks need to reflect the client service expectations rather than assess adherence to process without awareness of the performance context. Quality and monitoring within a localised delivery framework need to be sensitive and responsive enough to measure flexibility and innovation against performance.



Tackling the 'low pay, no pay' cycle is an important next step for the New Deal programmes



Retention and advancement

Effective labour market policies need to look beyond welfare-to-work to the role of workforce development, helping people to move into and sustain rewarding employment. Tackling the 'low pay, no pay' cycle is an important next step for New Deal programmes. As has been noted previously, New Deal has had considerable success at placing people into work, however, many of these clients have moved into entry-level jobs requiring relatively low skill levels. Building on these results requires support for transitions into better-paid, higher-skilled work, should this be what is desired by the client.

The National Employment Panel's (NEP) report, *From Welfare to Workforce Development*, identifies the increasing importance of skills to the UK economy, and proposes a number of recommendations to improve the use of training as a route to secure, sustainable, better-paid jobs. The report advocates better joined-up working between Jobcentre Plus and the Learning and Skills Council to ensure that qualifications are linked to work, and that disadvantaged people can access the skills training they need to help them find work.

It is important to recognise that this relationship, and the measure of its success, should not be limited to pre-employment activity. Indeed, many New Deal clients already have adequate skills to find work. The next step is to develop those skills, once *in* work, in order that they can, should they desire, progress to better-paid, higher-skilled employment. This could mean, for example, access to training through day release, on-site skills development, or encouragement and incentives for enrolling in evening classes.

There are a number of models of how this could work in practice - Employer Training Pilots offer one example. These have been designed to encourage employers to train their staff up to NVQ Level 2. Incentives used are the offer of free training and a contribution towards the costs of releasing employees during working hours.

...Retention and advancement

The NHS has developed the ‘skills escalator’ model in order to encourage and facilitate the development of all staff from induction onwards. This model is applicable across the many professions within the health service. Evidence from the US also demonstrates that the combination of work and training is more likely to lead to sustainable success than focusing on either in isolation.

New Deal clients are currently tracked for a 13-week period after placement. The funding structure does not, however, reward sustainability. Unemployed people are often described as being caught in a ‘benefits trap’ – and indeed the making-work-pay agenda has focused on removing these disincentives. Many individuals are also caught in something of a ‘learning trap’ – access to specialist provision is often lost once people move into work, and those people wanting to improve skills, or look for a better job have limited options available to them.

The NEP report recommends the inclusion of salary level as a method of quantifying the quality of jobs that clients are placed into. Targets drive behaviour, and such data collection may disadvantage clients by extending their period of unemployment, mitigating against placing people into entry-level jobs in which they can develop skills for future jobs. Measuring salary 12 months after starting work, in order to assess development and progression may provide a better indication of quality. This raises issues around data collection and the tracking of clients, and this may be more easily achieved through partnership with the Inland Revenue.

The question of how to incentivise clients, providers and employers to adopt a workforce development approach is intrinsically linked to how performance is measured in this area, without either increasing bureaucracy or weakening the employment focus of programmes.

It is possible, of course, to demonstrate a correlation between a lack of skills and unemployment. However, this does not necessarily indicate



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causation, and there are a number of other variables which lead to unemployment. Poor academic achievement is often indicative of a number of socio-economic factors, each of which is linked with an improved likelihood of failure in the workplace. A holistic approach does not address a lack of qualifications in isolation of other factors; instead it identifies what the individual needs to move towards employment and builds a programme to match those needs.

It is also important to note the difference between qualifications and skills - particularly pertaining to the workplace. When surveyed, employers, both in the UK and abroad, typically prioritise soft skills. If a client identifies a job requiring customer service skills that they do not currently have, a traditional response may well be to identify a relevant training course. Another option is to look for a different job, in which they will learn customer service but for which it is not a prerequisite, and then look to move from that job into the desired

A holistic approach does not address a lack of qualifications in isolation of other factors

one. Both types of experience demonstrate that a skill has been acquired, but only one results in a qualification. Learning and work can also happen simultaneously – for example clients with poor English skills can be placed into work and enrolled in ESOL evening classes at the same time.

Supporting retention and progression demands a more creative, integrated and broad approach. There is a pressing requirement for key stakeholders, including employers, to be brought together to develop potential solutions.

There are valuable lessons to be learnt from the Danish tripartite approach which involves employers, unions and further education institutions in the creation of ongoing skills and workforce development opportunities. The tripartite approach is an integral part of Danish labour market policy, and is based on a philosophy that social partners are best-placed to adapt agreements at a localised level – be that by sector or business.

...Retention and advancement

The Employment Zone model encourages investment in training *only where that results in sustainable employment*. In practice this means utilising training that:

- Has a strong vocational outcome;
- Targets jobsearch skills;
- Focuses on personal development, eg anger management.

Less than 20% of this is currently subcontracted to external providers; Employment Zone delivery agents have opted to develop short courses themselves in order to ensure that they have sufficient employment focus. External specialists are used when required and appropriate.

Helping an individual to find a job they want to do and providing support to ensure they are able to succeed within it, is the most effective incentive to work a provider can offer a client. Actually doing this requires a skilled, creative advisor, operating within a flexible, well-resourced programme. During the period before a client moves into work it is crucial to understand what it is the client wants – this will drive both the position sought and the shape of aftercare provided.

The notion of progression is itself intangible – it means different things to different people. In developing New Deal to ensure it offers more support to those clients that want to build on their experience and advance within the workplace, it is vital not to lose sight of those clients for whom this is not an option they would choose.

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Improved sustainability, and the movement into second and third jobs by New Deal graduates, presents a clear goal for the next generation of New Deal provision



Concluding thoughts

It is essential that the best practice from New Deal and the Employment Zones is appraised openly and in-depth. This should also consider the wider impact of their success, for example, on associated local and social services. Given their significance, contracting and quality assurance processes should be at the heart of the evaluation.

The ability to deliver services in the Employment Zones, which are localised to the needs of the individual, has been facilitated by procurement practices that are driven by the principle goal of sustainable employment, rather than process requirements. This has driven innovation as a means to achieve high performance. The inherent flexibility in the contractual relationship has enabled providers to meet the needs of their clients with more ease than is possible within the more structured New Deal programmes and, as is noted within BOND, this has resulted in comparatively higher outcomes.

One significant result of the evaluation of the Employment Zones is the lack of evidence of any adverse impact being felt by other employment programmes in the same geographical areas. This suggests that the Zones have created new opportunities rather than having a substitution effect.

Part of this has been achieved through empowering individuals to create their own opportunities – enabling social and economic growth from the bottom up.

Improved sustainability, and the movement into second and third jobs by New Deal graduates, presents a clear goal for the next generation of New Deal provision. This needs to be driven by an unambiguous sustainable employment performance target. Progression in employment cannot be delivered through a separation of work and training. The need for a holistic response - flexibility and responsiveness to the needs of both clients and employers does not necessarily equate to a requirement for devolved management. The Employment Zone contract provides an example of an effective relationship between a centrally-managed programme and individually-focused provision.

WorkDirections UK

WorkDirections UK is part of the Ingeus Group, providing governments with effective, accountable employment-focused welfare services. The group now employs around 850 people and delivers related services through subsidiaries in the UK and Australia:

- **WorkDirections UK** delivers innovative welfare-to-work services for people who are long-term unemployed on the Private Sector Led New Deal in Central and West London and the Employment Zones in Nottingham, Birmingham, Brent, Haringey and Southwark. In addition, services for clients who are on incapacity benefits are provided in Birmingham and South London;
- **WorkDirections Australia** provides employment services, as part of the Job Network, and supports individuals on initiatives such as the Personal Support Programme and Transition to Work in 31 sites across Australia;
- **Inergise** provides pro-active, outcome-focused Corporate Health services such as injury management, injury prevention, rehabilitation programmes, occupational health and safety and related training;
- **Clements** provides a full range of recruitment services;
- **Invisage** provides a wide range of accredited management training, as well as other vocational training and traineeships.

WorkDirections is able to commit to performance with integrity as a result of:

- Experience of service delivery, particularly for people excluded from employment over extended periods of time, enabling **an informed service**;
- A unique approach to our staffing and organisational structure, with a depth of professionalism that gives us the **skills to deliver**;
- A **delivery model**, and associated processes, bringing together best industry practice;
- **Premises and resources** that empower their users and facilitate the move back to sustainable employment.



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