Working Well: Work and Health Programme & Job Entry: Targeted Support (JETS) Evaluation

2023 Annual Report

WORKING WELL

DOING THINGS DIFFERENTLY FOR GREATER MANCHESTER

SQW GMCA GREATER MANCHESTER COMBINED AUTHORITY European Union European Social Fund

Contents

Executive Summary

Introduction

1. This Annual Report has been produced as part of the ongoing evaluation of some of Greater Manchester's Working Well programmes by SQW. The report focuses on two programmes:

    - The Working Well: Work and Health Programme (WHP), which started in 2018 and will end in 2026.

    - The Working Well: Work and Health Programme - Job Entry Targeted Support (JETS) programme, which was introduced in 2020 in response to the rise in unemployment from the COVID-19 pandemic, and ended in 2023.

Working Well: Work and Health Programme (WHP)

Who is on the programme?

2. Nearly 24,000 people had started on WHP by the end of March 2023 out of nearly 34,000 individuals who had been referred. A key change in the last year has been the introduction of pre-referral information sessions. These have delivered various benefits including an improved start rate, improved feedback to Work Coaches about who to refer or not, Integration Coordinators having a better knowledge of the caseload, and a reduction in inappropriate referrals with those who have joined possibly more motivated. However, there is a need to reflect on how the process is resourced to ensure consistency across the supply chain and negate the challenges with implementation and potential negative consequences.

3. Those starting the programme have a range of barriers to work and support needs, including health conditions, long periods of unemployment and low skills. In some ways the characteristics and barriers to work of those joining in the last year have remained similar to those joining previously, but they have changed in some ways (such as being unemployed for less time) which mean they are overall likely to be closer to work ready than those who joined before.

How is the programme providing support?

4. WHP offers personalised, holistic and intensive support to unemployed individuals to help them to address issues that are barriers to starting and sustaining employment. Each client has a Key Worker who is responsible for navigating the support offer of the provider and wider local services. Out-of-work support is provided for 15 months, with 6 months of in-work support also provided for those who start work.

5. Nearly 80% of clients have been referred or signposted to some form of external support. The most common support provided to clients relates to work, followed by health, personal

circumstances and skills. Analysis comparing client needs against the support received shows that the provision of support is corresponding to need.

6. Some of the areas of focus within the last year have been improving the engagement and progression of clients, support with the cost of living, and use of the Community Investment Fund for further support to clients around wider needs and the external local support landscape.

How many people has the programme moved into work?

7. By the end of March 2023 over 10,000 clients had achieved a job start, with 46% of starters who had completed the 15 months of support having achieved a job start. The programme also measures whether clients achieve an Earnings Outcome which is triggered when clients reach an earnings threshold[1] as a proxy for the job being sustained and paying at a sufficient level. By the end of March 2023 over 5,000 Earnings Outcomes had been achieved, with 65% of those who started a job 15 months or more ago achieving one.

8. Performance in terms of job entry has improved to its highest level to date for clients starting in the last year, although performance has been less strong for cohorts who were towards the end of their time on the programme. While disparities in performance remain all providers and nearly all localities have improved their outcome performance for more recent starters.

9. Some uptick in performance is to be expected given the effects of a less challenging cohort. It is difficult to confidently assess how far improvements in performance are also the result of changes to the programme or the impact of the labour market. However, improved performance is evident amongst clients with more challenging barriers suggesting improved performance has been spread across all types of participants.

Key lessons and recommendations

10. Amongst the lessons and recommendations in the conclusions chapter the following are notable for WHP.

11. While the pre-referral information process has delivered numerous benefits there is a need to reflect on how the process can be adequately resourced to ensure consistency across the supply chain and negate some of the challenges with implementation and potential negative consequences (e.g. around Integration Coordinator time for integration activities). It also raises a question of whether this type of triage role might need to be built into future programmes or operate across programmes.

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[1] Equivalent to working for 16 hours per week for 182 days at the adult rate (aged 25 or over) of the Real Living Wage.

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12. The Community Investment Fund has given WHP the ability to fund Voluntary, Community and Social Enterprise (VCSE) organisations to deliver support to clients and strengthen their capacity. This offers an opportunity to learn what support is effective and might be added to the core offer through a 'test and learn' approach, drawing strongly on the experience of delivery staff and participants (accepting that as one of many factors detailed evaluation is unlikely)

13. Integration is now relatively mature and continues to be resourced through Integration Coordinators, but there is a concern about whether all areas are equally well resourced, and there may be scope to refresh and advance new areas of integration. There are examples of new approaches in the health space, with Working Well: Roots to Dental recently introduced as a pilot pathway for clients to access dental treatment.

14. The introduction of a Supply Chain Manager was considered to have provided the resource needed in the relationship between Ingeus and its supply chain. The focus on the sharing of good practice and a structured and constructive approach to improving performance has been well received.

15. While there are signs of recent improvements to job start performance it will be important to monitor whether these job starts are sustained as there is a risk that a push for job starts comes at the expense of sustainment – although the evaluation has not find anything to suggest that people were being pushed into jobs that were inappropriate or prematurely.

16. There remains scope to increase the contribution the Employer Services Teams make towards programme performance through employer engagement. Various action is underway to address a range of issues that have limited their contribution.

Working Well: Work and Health Programme - Job Entry: Targeted Support (JETS)

Who is on the programme?

17. By the end of the JETS nearly 20,000 people started on the programme. The scale of referrals was above target despite challenges from the introduction of Restart and a decreasing pool of COVID-unemployed. The number of starts was ultimately just below target at 98% due to challenges with the conversion of referrals to starts which were addressed from around a year into delivery.

18. The programme offered lighter touch support than WHP as it was targeted at those unemployed for 3-12 months, who were expected to be more 'work ready'. The types of people who joined JETS were generally those who were anticipated in terms of characteristics and barriers to work, although in 2021/22 clients appeared slightly further from work than in the first and last six months of recruitment.

How is the programme providing support?

19. Clients were supported by an Employment Coach, who performed a similar role to a WHP Key Worker. Support was provided for six months and was predominantly around job search support and skills development, but also included confidence and health, as well as finances and wellbeing which distinguished the Greater Manchester programme from the national JETS programme. The extent of demand for support with skills was lower than anticipated when designing the programme.

20. JETS was initially designed to be entirely remote but over time support shifted to a hybrid model of remote and in-person delivery over time. The hybrid approach was considered to have worked well because, while a remote offer was sufficient for most, some people and activities benefitted more from in-person support. Similarly, the programme was not designed with a formal in-work support offer, but this was introduced during programme delivery because a need was identified.

21. Over a third of clients have had a period of inactivity and the majority of those who became inactive did not engage again. As a result maintaining engagement and re-engaging clients was an ongoing focus.

How many people has the programme moved into work?

22. By the end of March 2023 over 12,000 clients achieved a job start and nearly 10,000 clients achieved an Earnings Outcome.[2] This is equivalent to 62% and 49% of all starters respectively achieving these outcomes. The Earnings Outcome achievement was far above the programme target, but this partly reflects the target being set at a time of great uncertainty around likely labour market conditions, after which the labour market was more buoyant than anticipated. In total 75% of job starts where the wage was known paid the Real Living Wage.

Key lessons and recommendations

23. Amongst the lessons and recommendations in the conclusions chapter the following are notable for JETS.

24. JETS in many ways appears to have been a successful programme. It was mobilised quickly in response to the pandemic during a challenging period of time, provided a support offer that was considered as needed and appropriate, finished at very close to its target number of starts, with those recruited broadly appropriate, it vastly over-exceeded its target number of outcomes, and surveys show high client satisfaction.

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[2] The threshold for JETS is different to WHP, at £1,000 which must be reached within the programme duration + 56 days.

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25. The support delivered by JETS mostly related to employability and job searching. Many clients had been in their previous jobs for years so needed this relatively focussed support to better understand their options, how and where to search for jobs, and to increase their chances of securing a job. The level of demand for skills support was lower than anticipated, in part due the buoyancy of the labour market which meant it was less necessary for finding employment. However, for some clients skills support was an important part of the offer, especially those wanting to change sector or occupation.

26. Some of the features of JETS considered to have been conducive to its success were the voluntary nature of the programme, the level of discretionary funding available, the legacy of integration built up by previous Working Well programmes and WHP, the focus on continuous improvement and use of data, recruitment of staff from backgrounds other than employability support, and relationships between the six delivery providers supported by the Supply Chain Manager role.

27. Econometric analyses found differences in the predicated probability of a client achieving an outcome based on various characteristics, including gender, age, ethnicity, length of unemployment, level of qualification and number of barriers to work. It also shows barriers to work such as criminal convictions, caring responsibilities and confidence in taking a job have been important. These results help in identifying the types of people that a programme like JETS might need to provide additional support for in the future.

28. The evaluation also found that clients open to working in a larger number of sectors and to working in both the same and different sectors to those they worked in previously were more likely to achieve an outcome. This highlights the importance of getting clients to consider employment in alternative sectors and to support the identification of transferable skills.

1. Introduction

1.1 This Annual Report reflects on delivery of two of Greater Manchester's devolved employment support programmes: the Working Well: Work and Health Programme (WHP) and the Work and Health Programme Job Entry: Targeted Support (JETS) programme as of Summer 2023.

1.2 WHP began delivery in 2018 and this is the fifth Annual Report to cover the programme. JETS began delivery in October 2020 and concluded in March 2023. It was introduced as part of the Government's response to the COVID-19 pandemic and the subsequent Plan for Jobs.[3] This is the third and final Annual Report to cover JETS. Both are part of a suite of devolved employment programmes that began with the Working Well Pilot programme in 2014. An overview of the full suite of Working Well programmes can be found here.

Working Well: Work and Health Programme

1.3 The Working Well: Work and Health Programme started in January 2018 and will run until 2026, having been granted a two-year extension. Nationally there are eleven Work and Health Programme areas, of which five are locally devolved – the Greater Manchester programme and four London programmes. The remaining six Contract Package Areas (CPAs) areas feature a model designed and managed by DWP.

1.4 Over its lifetime, the programme is expected to help nearly 30,000 people. Programme clients are expected to be drawn from three groups:

- Health and Disability: people with a health condition or disability who are in need of more support than can be provided by Jobcentre Plus. These clients were expected to account for 75% of participants and are referred on a voluntary basis.

- Long-Term Unemployed: people who have been unemployed for over two years and are either receiving Universal Credit in the Intensive Work Search (IWS) Group or receiving JSA. These clients were expected to account for 15% of participants and initially mandated to the programme, however mandation was dropped due to the pandemic and not reinstated. Since the extension there is no longer a 'Long-Term Unemployed' cohort target.

- Early Entrants: people from priority groups including ex-offenders, carers, ex-carers, a homeless person, ex-armed forces, those with drug/alcohol dependency, care leavers and refugees. These clients were expected to account for 10% of participants and are referred on a voluntary basis.

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[3] CP 261 – Plan for Jobs (publishing.service.gov.uk)

1.5 The programme offers 15 months of pre-work support and 6 months of in-work support. The support model broadly follows the Working Well Pilot and Expansion model, consisting of:

- Personalised, holistic and intensive support, addressing any issue that may present a barrier to starting and sustaining employment, such as health, skills, housing or debt. This is delivered through a Key Worker model, with each client allocated a Key Worker who is responsible for navigating the local support offer to provide the client support that is appropriate and sequenced according to their needs.

- All programmes involved local authority-based Local Leads (local authority staff with responsibility for helping Working Well integrate into the support ecosystem in each of the ten local authority areas), and when established had Integration Boards and Local Delivery Meetings. This was intended to ensure buy-in from and accountability to local authorities in the delivery and performance of the programme. This was supported by the development of 'Ask & Offer' documents from local authorities and Local Integration Plans. This local accountability and buy-in is intended to support the programme to embed locally, achieving integration with local support services. Chapter 3 considers how this approach has evolved since, with Local Leads still in place but other aspects of the model not actively in operation in some areas.

- The Programme Office within Greater Manchester Combined Authority oversees the programmes, providing overarching strategic direction, intelligence on performance and active management to resolve any issues in the programmes.

1.6 Its original outcome targets were 47% of starts achieving an Earnings Outcome and 83% of these achieving a Higher Earnings Outcome. However, the Earnings Outcome target has since been reassessed based on clients having more complex needs than initially anticipated, with all CPAs now working to the same, lower target based on the business case minimum target.[4] These are measured using HMRC PAYE data that triggers payments when earnings thresholds are met.

1.7 The programme is being delivered by InWorkGM, a single provider that represents a partnership between Ingeus, The Growth Company and Seetec Pluss.

Work and Health Programme: Job Entry: Targeted Support (JETS)

1.8 The JETS programme began in October 2020 and ended delivery in March 2023. It was expected to support 20,040 clients over that period. The programme was designed and

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[4] An Earnings Outcome is triggered when a client is employed and meets the accumulated earnings threshold – equivalent to working for 16 hours per week for 182 days at the adult rate (aged 25 or over) of the Real Living Wage – within 15 + 6 months of starting the programme. A Higher Earnings Outcomes is triggered when a client reaches the Earnings Outcome threshold within six months of starting work.

commissioned rapidly in response to the pandemic through building on the existing WHP contract.

1.9   The support model was lighter touch than WHP as it was aimed at people unemployed for 13 weeks and over who were expected to need less intensive support. Similar to the WHP, clients were supported by a single key worker, in this instance called an Employment Coach. The programme offered 6 months of support, with no formal in-work support offer planned, although in practice this has been offered.

1.10 The support provided was predominantly around job search support, although the holistic ethos remained, and the Greater Manchester programme included enhanced offers around money and debt management and skills development. Having been designed to provide support during the pandemic, the programme was intended to be delivered remotely, but over time in-person and a hybrid approach was also support offered.

1.11 Its main outcome target was 22% of starts achieving an Earnings Outcome of £1,000. These were measured using HMRC PAYE data used to trigger payments when earnings thresholds are met. The target is considerably lower than WHP despite clients being better equipped to find work. This reflects the target being set during the uncertainty of the pandemic and resultant economic crisis.

1.12 The programme was delivered by Ingeus and The Growth Company, who also deliver WHP, plus local authority specific delivery by Bolton Council, Employment Links Partnership (Rochdale Council), Get Oldham Working (Oldham Council) and Get SET Academy.

Economic context

1.13 Previous Annual Reports considered the rise in unemployment caused by the COVID-19 pandemic and the Government response. In the last year the number of unemployment in Greater Manchester has been lower than the previous two years but still above pre-pandemic level, as shown in Figure 1-1.[5] Within Greater Manchester the rate in March 2023 ranged quite widely, from 6.6% in Oldham to 3.1% in Trafford. The level of unemployment in Greater Manchester as a whole has been persistently higher than the level for the UK. Looking ahead the Bank of England have forecast unemployment to rise slightly through 2024 to 2026.[6]

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[5] There are multiple available measures for unemployment. This measure was chosen because it is available at Combined Authority and District level.
[6] Bank of England. Monetary Policy Report - August 2023.

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Figure 1-1: Unemployment claimant count as a proportion of working age population
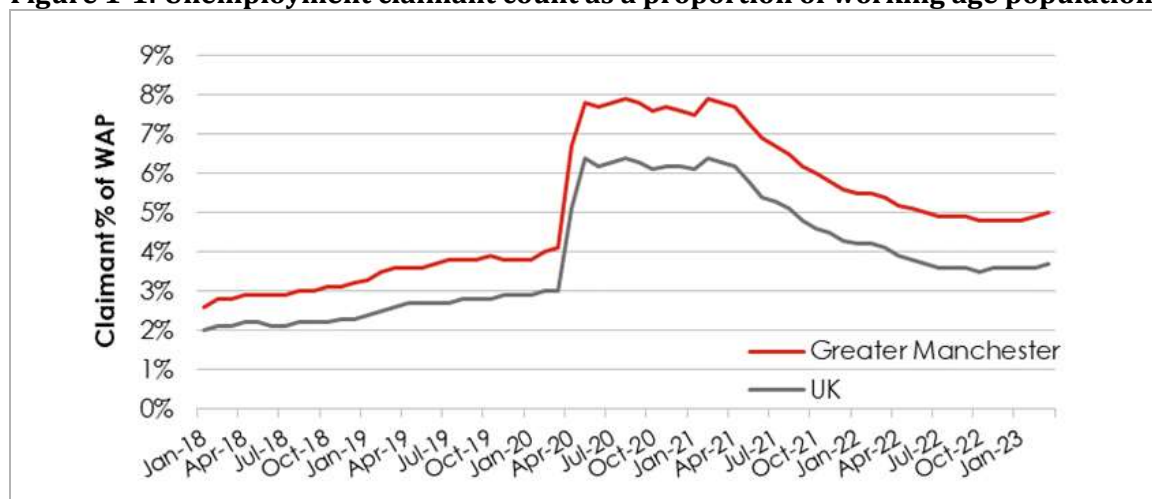
1.14 Despite unemployment levels having mostly recovered, there are some notable issues in the labour market. According to the Institute for Employment Studies there has been a large rise in the number of people out of work due to long-term ill health, a rise in young people neither in full-time education nor employment, and a possible increase in long-term unemployment.[7] Data on the number of unemployed people per vacancy in the UK shown in Figure 1-2 also points to the labour market continuing to be tight over the last year. Although relative to the previous year the labour market tightness has eased slightly. This is a particularly important piece of context for WHP and JETS over the last year, and therefore for this Annual Report. In theory a tight labour market should make it easier for unemployed people to find work, provided there are vacancies locally that match their experience, skills and interest. It should also incentivise employers to consider their recruitment and employment practices and level of pay in order to fill their vacancies.

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[7] Institute for Employment Studies. Labour Market Statistics, April 2023.

Figure 1-2: Number of unemployed people per vacancy in the UK
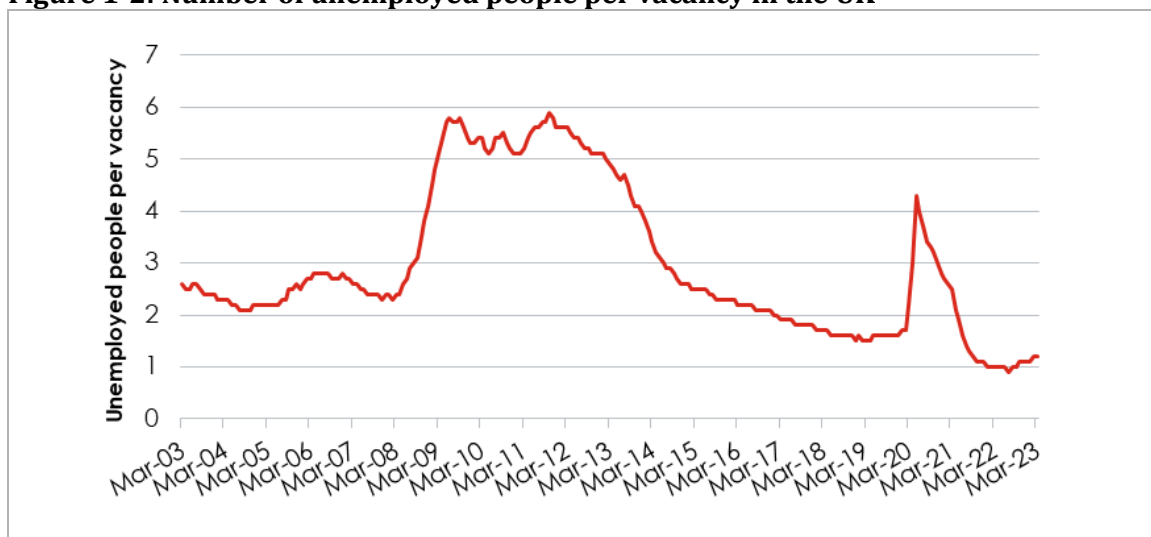
Source: ONS, Number of unemployed people per vacancy

1.15 Lastly, it is worth highlighting the high level of inflation, with the Bank of England reporting that prices in March 2023 were 10% higher than a year before.[8] This high level of inflation reflects the increased cost of living and eroding value of wages and benefit payments. This has had financial implications for programme participants, in some cases drastic. All of these economic factors are revisited throughout this report where relevant.

Greater Manchester policy and devolution

1.16 The last Annual Report considered the extent to which the programmes were aligned with and contributing towards the refreshed Greater Manchester Strategy which was published in March 2022. This is not repeated this year, but the themes and outcomes within the strategy have informed some of the focuses within this Annual Report. For example, the evaluation has an equalities lens through considering outcomes by characteristics/barriers and a place lens through considering differences in delivery and outcomes between areas, and it considers outcomes related to topic such as good work and health.

1.17 A significant development since last year's report is the publication of the Greater Manchester Trailblazer Devolution Deal.[9] This included commitments to more devolved responsibility for employability and adult skills, including in the design and commissioning of programmes, closer working around employability via a Joint Strategy and Oversight Board, and commitments to explore enhanced data sharing.

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[8] Bank of England. Monetary Policy Report May 2023.

[9] HM Government, 2023. Greater Manchester Combined Authority Trailblazer deeper devolution deal.

Wider policy context

1.18 Government interventions to support the rise in unemployment due to the pandemic included the introduction of new employment support programmes, including JETS, Restart and Kickstart, as well as increases in the number of Work Coaches and Disability Employment Advisors in Jobcentre Plus, increases in sector-based work academy places, and funding for the National Careers Service. All of which means WHP and JETS have been operating in a more crowded landscape for employment support, while the level of unemployment has not been as high as anticipated by some forecasts earlier into the pandemic. Some of the schemes, notably JETS and Kickstart, have now ended.

1.19 Transforming Support: The Health and Disability White Paper recently committed to a range of further measures to help people with health conditions and disabilities start, stay and succeed in work, including an In-Work Progression Offer and reforms to benefit entitlements, requirements and processes.[10] This has subsequently been built on through the 2023 *Spring Budget* which introduced the Universal Support programme, Individual Placement and Support in Primary Care (IPSPC), and WorkWell Partnerships Programme pilot amongst other measures to enhance employment support.[11] These new interventions may have implications for WHP over the next year, including through increased competition for recruitment and as possible exit destinations. The reforms to benefits may influence client motivations and remove/introduce barriers.

Methodology

1.20 The report draws on the following data/information sources:

- Monitoring data collected by providers. All analysis presented in the report is based on this data and runs up until the end of March 2023, unless otherwise stated. Each of the programmes have their own set of monitoring data which differ in the information collected. There may be slight differences in figures between different sources, reflecting the different data sources and not all clients consenting to their data being shared for evaluation purposes.

- Statistics released by the Department for Work and Pensions on the Work and Health Programme have also been used for comparison against other areas. Some of these are from GMCA monitoring material and not publicly available, so precise figures are not used where this is the case.

- A series of 27 individual and group interviews with a total of 53 people involved in programme delivery, conducted in June to August 2023, covering GMCA Programme

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[10] Department for Work and Pensions, 2023. Transforming Support: The Health and Disability White Paper.
[11] HM Treasury. Spring Budget 2023.

Office staff, provider staff including Managers, Key Workers, Employment Services Team members, Health Team members, Integration Coordinators, and staff from DWP. Two group interviews were also undertaken with seven participants. Extensive fieldwork conducted for previous reports has also informed this report, which has enabled a picture to be built up over time. Insights generated through the evaluation team's attendance at monthly Operations Boards further inform the report.

Structure of report

1.21 The report is structured into the following chapters:

- Chapter 2: Work and Health Programme – Referrals, Starts and Profile of Clients

- Chapter 3: Work and Health Programme – Support and Delivery Model

- Chapter 4: Work and Health Programme – Job Starts and Earnings Outcomes

- Chapter 5: Job Entry: Targeted Support (JETS) – Referrals, Starts and Profile of Clients

- Chapter 6: Job Entry: Targeted Support (JETS) – Support and Delivery Model

- Chapter 7: Job Entry: Targeted Support (JETS) – Job Starts and Outcomes

- Chapter 8: Conclusions

- Annex A: Acronyms glossary

- Annex B: Additional data analysis

- Annex C: JETS econometrics technical annex

2. Work and Health Programme – Referrals, Starts and Profile of Clients

- Total referrals reached nearly 42,000 by the end of March 2023 with over 34,000 individuals referred to the programme, and nearly 24,000 starting on the programme since it began which was equivalent to 99% of target.

- A key change in the last year has been the introduction of pre-referral information sessions. These have delivered various benefits including an improved start rate, improved feedback to Work Coaches, Integration Coordinators having a better knowledge of the caseload, and a reduction in inappropriate referrals with those who have joined possibly more motivated. However, there is a need to reflect on how the process is resourced to ensure consistency across the supply chain and negate the challenges with implementation and potential negative consequences.

- The people joining WHP still appear to be appropriate and who the programme was targeted at. In some ways the characteristics and barriers to work of those joining in the last year have remained similar to those joining previously, but they have changed in some ways (such as being unemployed for less time) which mean they are overall likely to be closer to work ready than those who joined before.

Programme referrals and starts

2.1 The Working Well: Work and Health Programme received 41,637 referrals by the end of March 2023 which was equivalent to 127% of target.[12] Of these, there were 34,404 unique individuals referred to the programme. There were 23,498 programme starts by the end of March 2023, which was equivalent to 99% of target.

2.2 Figure 2-1 shows a fall in referrals and starts from April 2022 which took time to recover back to the level achieved during the previous year. This was attributable in part to the introduction of pre-referral information sessions as a new process for referrals and starts. This new process is considered more below. Another factor may have been competition with other provision including Restart amongst a limited pool of prospective clients.

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[12] Targets and flightpaths have undergone multiple revisions, most recently with the WHP extension.

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Figure 2-1: Referrals and starts by month
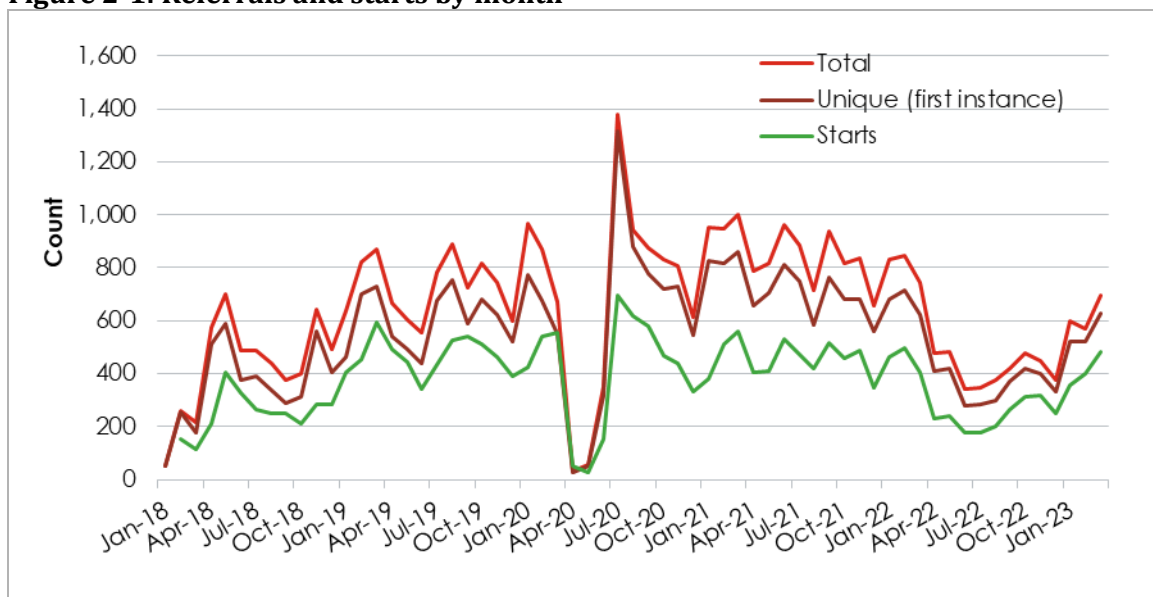
2.3 The conversion rate for gross referrals to date is 58% and for unique referrals is 70%. Over the last year the conversion of gross referrals has increased, as Figure 2-2 shows, to amongst the highest it has been. This is largely attributable to the introduction of pre-referral information sessions that are considered below.

Figure 2-2: Conversion rate of gross referrals to starts by month
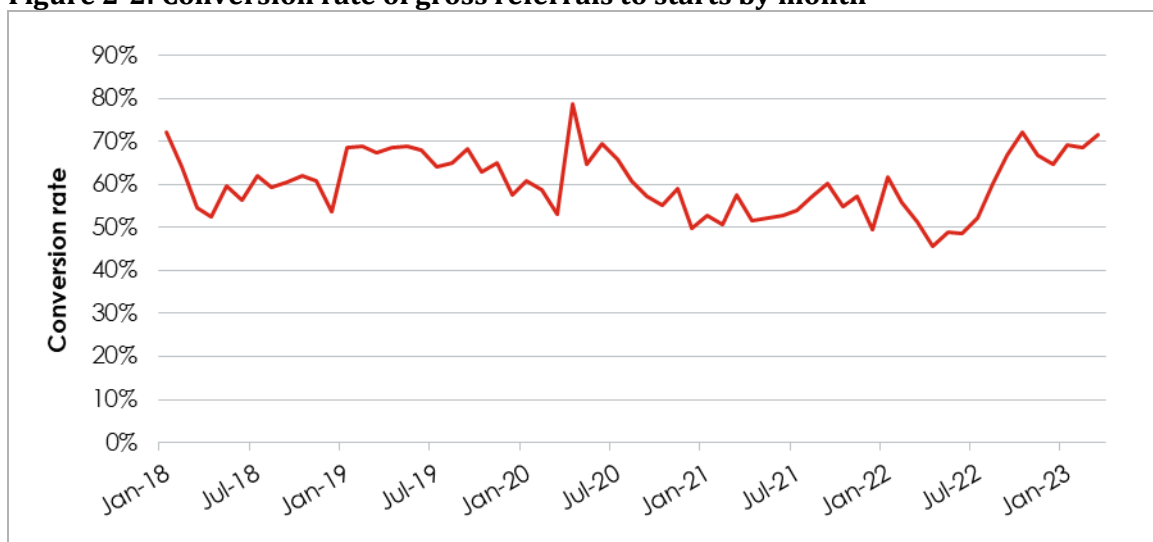
2.4 Table 2-1 sets out the number of referrals, starts and conversion rates by local authority and provider. Most notably it shows how the conversion rate has improved across the providers and most areas in the most recent year of delivery. Considering the first quarter of 2023 only, the improvement on the pre-April 2022 conversion rate is markedly higher and increases across all areas,

Table 2-1: Referrals, starts and conversion rate by area and provider

	Referrals		Starts		Conversion rate			
	Total	Unique	Count	%	Unique	Gross: Pre-22/23	Gross: 22/23	PP change
LA								
Bolton	4,443	3,831	2,723	12%	74%	63%	67%	4
Bury	2,196	1,921	1,374	6%	72%	63%	59%	-4
Manchester	9,862	8,089	4,758	21%	62%	50%	58%	8
Oldham	3,747	3,281	2,330	10%	73%	62%	78%	16
Rochdale	3,463	3,056	1,950	9%	67%	58%	66%	8
Salford	3,583	3,141	2,422	11%	79%	69%	71%	2
Stockport	2,932	2,495	1,749	8%	75%	63%	73%	10
Tameside	3,594	3,107	2,023	9%	69%	59%	66%	7
Trafford	2,125	1,877	1,430	6%	74%	65%	66%	1
Wigan	4,618	3,606	2,165	9%	68%	53%	54%	1
Provider								
Ingeus	21,226	18,091	12,520	53%	71%	60%	67%	7
TGC	15,571	13,107	8,794	37%	67%	56%	63%	7
Seetec	3,768	3,206	2,184	9%	69%	58%	66%	8
Total	40,565	34,404	23,498	100%	70%	58%	65%	7

Source: WHP monitoring data

Pre-referral information sessions

2.5 The introduction of pre-referral information sessions from April 2022 was one of the most significant changes for the programme in the last year. The new process entails Work Coaches (WCs) in JCP referring a prospective referral to the WHP team prior to a formal referral being made. These sessions are predominantly delivered by Integration Coordinators, although in some areas KWs have also been running the sessions. The rollout of this approach took time to embed but was widely seen to now be well embedded, with the vast majority of referrals having a pre-referral information session before being referred to WHP.

2.6 During the fieldwork, various benefits from the pre-referral information sessions were identified:

- A reduction in the headline DNS rate, as shown above. However, while the headline DNS rate is far lower this masks the extent of drop-offs which have been shifted to other points in the referral process. Of those booked into pre-referral sessions since data was captured just 58% attended and were subsequently recommended for referral. There are positives in shifting the point at which DNS occur though, in that it reduces the requirements on KWs associated with administering those DNS and appears to have improved the feedback loop to WCs.

- Positive effects on the nature of who has joined the programme:

  ➢ The pre-information sessions were unanimously considered to have reduced the number of people referred or starting who were not appropriate or not appropriate at that point in time – because they were not committed to searching for work, not likely to be able to start work within the next 12 months, or because they needed more intensive support than WHP could provide. This included people with a terminal illness, awaiting major surgery or pregnant, people awaiting a Work Capability Assessment, people deemed to have limited capability for work or work-related activity, people about to retire, or people with severe mental health needs or ESOL needs. Data captured on why clients were not recommended for referral is shown in Table 2-2 below, and reflects some of these reasons. It shows recommended deferrals for over a quarter so that they could come back at a more appropriate time, although it does not capture why they were recommended for deferral.

  ➢ While the types of barriers clients had were not considered to have changed over the last period some (but not all) of those interviewed thought those joining had higher motivation, buy-in and willingness to engage. This is because the clients were better informed of the support offer and that it was voluntary, and given a chance upfront to decline to be referred, and so less likely to feel they were required to join the programme. Table 2-2 below shows commitment was the most common reason prospective referrals were recommended not to be referred. During the fieldwork it was reported that (at least some) ICs were not recommending referrals who did not want to work so that programme places do not go to those unlikely to engage.

- ICs have an improved knowledge of the entire caseload in their area because they meet (close to) everyone before they join the programme. This has enabled them to identify common or niche support needs, and to then source appropriate support.

- It has improved communication and handovers, including:

  ➢ The giving of feedback to WCs on the people they refer, as ICs can provide feedback based on the discussion with the prospective referral, including on whether they were appropriate. This has been an ongoing necessity due to turnover of staff in JCP which means new staff who need to be educated about WHP and who it is appropriate for.

The monitoring of pre-referral sessions shows that from Q3 of 2022 onwards the rate of prospective referrals recommended not to refer has remained at between 22% and 25%.

➤ Enabling warm handovers where useful between WCs and ICs at pre-referral information sessions, and then between ICs and KWs. ICs record and pass on any key information to KWs which is reported to have made clients feel as if they are being listened to from the outset.

Table 2-2: Reason for referral not being recommended

	Count	%
Commitment	455	31%
Deferred	420	28%
Fit note awaiting Work Capability Assessment	162	11%
Already on or completed WHP	116	8%
Employed	110	7%
ESOL	101	7%
Other provision is more suitable	87	6%
On other provision	31	2%
Did not attend pre-referral meeting	4	<1%

Source: WHP monitoring data

2.7 However, during the fieldwork the following challenges and considerations were also identified:

• The level of resourcing to meet the level of referrals received, with the process having been more difficult for areas with a higher volume of referrals and/or JCP sites. Of particular note, TGC has three ICs covering twelve JCP sites (Manchester and Salford have five JCP sites each) and considering all TGC referrals to date they would be accountable for an average of 5.2k referrals each, compared to seven ICs for Ingeus covering eight JCP sites and accountable for an average of 3.0k referrals each. Consideration needs to be given to how to adequately resource this new process and achieve consistency across the supply chain. Attempts to make this more manageable have included the use of group pre-referral sessions (with mixed views on their efficacy) and remote pre-referral sessions.

• The process is heavily reliant on a single individual IC in each area, with unexpected and expected unavailability having created issues with availability and onboarding. The resourcing of the sessions with KWs and support from ICs in other areas had helped in managing this, but it does point to a risk in the process.

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- The resourcing of pre-referral information sessions with ICs appears to have reduced the time and flexibility some ICs previously had for other parts of their role, including integration and more routine communication with JCP managers. For ICs with a disproportionately high number of referrals and sites this was more likely to be the case. For ICs newer to the role this may be more of a problem for integration as they are more likely to need time to build relationships. This is considered more later in the section on integration in Chapter 3.

- Questions around the proportionality of the approach given the challenges and considerations set out. While it was considered necessary for areas with high levels of inappropriate referrals it was seen as less necessary for areas with lower levels. The monitoring of pre-referrals shows that overall 24% of pre-referrals were recommended not to be referred, varying from as high as 49% in Bury to as low as 7% in Salford.

- The burden that pre-referral information sessions can place on the individual conducting them as it has required talking in more depth to hundreds of people in difficult circumstances, facing challenges around their family life, cost of living, wellbeing and mental health.

- There is the risk that 'cherry picking' occurs (or is perceived to have occurred) with the programme identifying the easier to help for referrals. Safeguards against this include ICs recording reasons for declining referrals and a requirement to feed back to site managers on the reason for each declined referral. JCP staff said some WCs had expressed concerns but they themselves did not feel they were well-founded, and considered the declines as being made legitimately and with the aim of doing what was right for the individual and programme.

2.8   The main reflection on these challenges and considerations is the need for a pre-referral approach to be adequately resourced in line with the level of referrals, both to the programme overall and in individual areas. Doing so has the potential to negate against the downsides while realising the benefits listed previously. Some ICs reported spending less time in JCP because the time they did spend in JCP was now more purposeful and structured through the use of booked appointments, whereas other ICs reported spending having to spend longer in JCP and having less time for other aspects of their role.

2.9   Lastly, it is worth noting that the monitoring of the new referral process took time to implement and is not entirely comprehensive which has limited the insights that can be generated at this stage. For example, referral URNs were only recorded from the start of 2023 and since then have only covered a third of the referrals. This means it has not been possible to probe whether clients referred via this route have been different, whether they did ultimately join the programme or not, or whether clients who were deferred have subsequently been re-referred. Ensuring more comprehensive coverage would assist with this if these are points of interest for future evaluation.

ELSO referrals

2.10 In the last year there has been a greater emphasis placed on generating referrals via routes other than JCP which are nominally called ELSO referrals. ELSO refers to 'external local signposting organisations' but it can also cover referrals generated through people expressing interest to staff undertaking outreach and direct approaches. The intention of targeting ELSO referrals was to reach people who are appropriate for WHP support and motivated to find employment but less likely to be actively engaged with JCP.

2.11 All ELSO referrals go via JCP, with the prospective referral told to contact JCP or WHP staff contacting JCP on their behalf. Some staff fed back that it was an elongated process that could perturb people from joining the programme, although most persisted because they were keen to receive the support. Previous Annual Reports reflected on the challenges associated with JCP as a gatekeeper which are likely to still be an issue for some organisations that would otherwise refer onto WHP.

2.12 The monitoring of pre-referral information sessions over the last year shows 11% of these were with ELSO referrals. The sources for these referrals are not captured in a consistent way, but included:

- Referrals from community link workers, social prescribers, GPs, local authority teams, training providers, United for Ukraine and the Hong Kong North West Regional Strategic Migration Partnership

- Outreach at jobs fairs and referrals through the InWorkGM website and advertising in public areas such as GPs, libraries and community centres

- Handovers at exit from other support programmes such as Intensive Personalised Employment Support (IPES).

2.13 Some ICs reported greater difficulty generating ELSO referrals than others, with the time available to generate ELSO referrals and build relationships around pre-referral information sessions a key limiting factor. In some areas KWs have been more actively involved in generating ELSO referrals along with or rather than ICs, and the TGC EST also reported identifying some ELSO referrals through their outreach work and other provision they delivered.

Other developments relating to referrals and starts

2.14 Other developments have included:

- A shift in focus and language in JCP from 'referrals' to 'starts' to avoid WCs focusing on generating referrals who ultimately do not start or are not appropriate

- An emphasis placed on the referral of 'Early Entrants' for which there is no minimum length of unemployment, who have another priority characteristic such as being an ex-offender, a carer, homeless, a care leaver or a refugee[13]

- No return of any mandation to WHP which existed prior to the pandemic for the 'Long Term Unemployed' group who had accounted for nearly a quarter of the caseload.

Profile of Clients

2.15 This section considers the characteristics and barriers to work of clients that have started on the programme. It draws on information captured during the initial assessment with clients.

2.16 The section focuses on the extent the types of people joining the programme in the last year look the same or different to those joining in previous years. The time splits used are the 2023 Annual Report period (April 2022-March 2023), the 2022 Annual Report period, (April 2021-March 2022), the 2021 Annual Report period, (April 2020-March 2021) and prior to this (January 2018-March 2020), with the latter effectively considering those who joined the programme pre-pandemic. The total number of clients in each year and total number with an initial assessment are shown in Table 2-3 below. These give the maximum sample sizes, although often the actual sample sizes are slightly smaller due to missing information.

Table 2-3: Number of clients in each yearly cohort

	Pre-20/21	20/21	21/22	22/23
Total clients	9,858	4,816	5,414	3,410
Clients with a completed initial assessment	9,457	4,728	5,356	3,253

Source: WHP monitoring data

2.17 A more comprehensive set of data is presented in Table B-1 in Annex B, with this section drawing out the most significant messages.

Characteristics

2.18 Table 2-4 shows clients joining since the start of the pandemic have been more likely to be Health and Disability (H&D) clients and Early Entrant (EE) clients, and considerably less likely to be Long-Term Unemployed (LTU) clients. This pattern has continued in the last year, although the proportion of EE clients has increased to its highest level which likely reflects a change in emphasis and possibly the focus on ELSO referrals.

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[13] See for definition: https://www.gov.uk/government/publications/work-and-health-programme-including-jets-provider-guidance/chapter-2-participant-identification-eligibility-and-referral

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Table 2-4: Client type

	Pre-20/21	20/21	21/22	22/23	All starts
EE	6%	13%	13%	19%	11%
H&D	71%	84%	85%	78%	78%
LTU	23%	3%	2%	3%	11%

Source: WHP monitoring data

2.19 Data captured on client characteristics show:

- Clients are younger on average – prior to the pandemic the mean age was 46 and 5% of the cohort were aged 18-24 but in the most recent year the average age was 39 while 18-24 year olds accounted for 18% of the cohort

- Women have accounted for a higher proportion of starts in the last year compared to previously (43% versus 37% pre-pandemic)

- A majority of clients were White, although the proportion was lower than in previous years, while the proportion of Asian and Black clients increased.

Barriers to work

2.20 Table 2-5 shows the length of time clients have been out of work prior to joining WHP. The proportion of clients unemployed for less than a year is the highest it has been at almost half of all starters. This is comparable to starters in the first year of the pandemic but markedly different to other periods.

Table 2-5: Length of time out of work

	Pre-20/21	20/21	21/22	22/23	All starts
0-6 months	10%	20%	13%	28%	15%
7-12 months	13%	27%	16%	20%	18%
1-2 years	22%	21%	29%	17%	23%
3-5 years	20%	13%	20%	16%	18%
6-10 years	11%	5%	7%	5%	8%
10+ years	16%	5%	7%	6%	10%
I have never worked before	8%	8%	8%	8%	8%

Source: WHP monitoring data

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2.21 Table 2-6 shows the average number of barriers to work over time, based on fourteen key barriers identified during the initial assessment.[14] It shows that overall the number of barriers has remained similar for starters since April 2020 albeit this is lower than before. Points of interest include some areas have the lowest average score to date and the wide gap between the different areas. These are likely to be important considerations when comparing the relative outcome performance of the different areas and performance over time.

Table 2-6: Average number of barriers to work per client based on fourteen key barriers[15]

Local authority	Pre-20/21	20/21	21/22	22/23	All starts
Bolton	2.5	2.1	1.8	2.2	2.2
Bury	3.0	1.9	1.9	1.8	2.4
Manchester	2.2	2.0	2.1	1.8	2.1
Oldham	2.5	2.1	2.4	2.1	2.3
Rochdale	2.4	1.9	2.0	1.7	2.1
Salford	2.3	2.1	2.3	2.4	2.3
Stockport	2.5	2.0	2.4	2.4	2.3
Tameside	2.2	1.8	2.1	2.1	2.1
Trafford	2.1	1.8	1.8	1.7	1.9
Wigan	2.2	1.5	1.4	1.5	1.8
GM	2.4	1.9	2.0	2.0	2.1

Source: WHP monitoring data

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[14] The barriers included are: Housing - % that would like support with living situation; Finance - % reporting debt as a problem; Childcare - % reporting childcare responsibilities impact on ability to search for or take up work; Caring/Childcare - % currently caring for a friend or family member; Conviction - % convicted for a criminal offence; Family - % that would like support with family life challenges; Confidence - % who don't consider themselves to be a confident person; Skills - % that would like support to develop skills; Skills - % not confident with reading and writing (% saying 1-3 out of 6); Skills - % who need help with their English to find work or remain in work; Health - % reporting a health condition or disability that could affect their ability to get a job; Mental Health - % reporting they have suffered a recent bereavement; Addiction - % reporting they would you need to reduce drug or alcohol use if starting a job; Learning Disability - % who believe their learning disability makes it harder to find work

[15] See above.

2.22 The average scores given to five barriers that are scored 1-6 (where 1 is a significant barrier) are presented in Table 2-7. It shows some fluctuation between the years but mostly the scores in the last year are equal to the average for the programme to date.

Table 2-7: Average score given to scored barriers (scored 1-6 where 1=significant barrier and 6=no barrier)

Scored barriers	Pre-20/21	20/21	21/22	22/23	All starts
Health making it harder to secure work	3.6	3.6	3.4	3.5	3.5
Personal circumstances making it harder to secure work	3.7	3.8	3.6	3.8	3.7
Confident of success in a job	3.9	4.0	3.7	3.9	3.9
Job searching skills	3.9	3.8	3.7	3.8	3.8
Skills level making it harder to secure work	3.9	4.0	3.9	4.0	4.0

Source: WHP monitoring data

2.23 Other notable observations from Table B-1 in Annex B are that:

- Starters in the last year have been slightly higher qualified on average than in previous years.

- The level of demand for skills support remains considerable below the level it was for starters pre-pandemic, at 27% of starters in the most recent year compared to 62% pre-pandemic.

- The proportion of clients reporting debt as a problem has remained steady but there has been slight growth in the proportion saying they need help in budgeting and managing money. Although it is worth noting that staff have said clients were often unwilling to divulge this information during the initial assessment, so the true level facing money issues may be higher, especially given the cost of living crisis.

- Since the start of the pandemic the proportion of clients not in regular housing (i.e. no fixed address, temporary accommodation, supported housing, homeless/rough sleeping, hostel) has been higher than previously and remained higher in the last year, albeit with fewer wanting support with their housing situation in the last year.

- The proportion of clients starting in the last year reporting a health condition or disability that could affect their ability to get a job was around the average to date, while the proportion reporting it could affect their ability to stay in a job was slightly higher. Table 2-8 below shows the types of conditions reported by clients, with relatively fewer clients reporting physical health conditions, a slight decrease on the previous year in the proportion reporting a mental health condition, and an increase in the number with

pervasive or specific development disorder or learning difficulties. During the fieldwork an increase in (or possibly increased recognition of) neurodiverse clients was reported.

Table 2-8: Proportion of clients with different types of health conditions

Health condition	Pre-20/21	20/21	21/22	22/23	All starts
Any	53%	51%	54%	50%	52%
Mental	30%	33%	35%	32%	32%
Physical	36%	27%	30%	28%	31%
Pervasive or specific development disorder or learning difficulties (PDD/SDD/LD)	7%	5%	5%	7%	6%
Physical and mental/PDD/SDD/LD	17%	11%	13%	13%	14%

Source: WHP monitoring data

Reflections on characteristics and barriers to work

2.24 The initial assessment data shows that that in some ways those joining the programme have changed from previous years but in many ways they have not. Amongst the changes are clients being unemployed for less time, younger and more highly qualified, which the 2021 Annual Report showed were significant to the likelihood a client enters employment. On many other measures, including the number and types of barriers clients have, there is limited or no change.

2.25 There are additional variables that are less well reflected in the initial assessment. Motivation, buy-in and attitude have been repeatedly highlighted as significant during fieldwork for previous Annual Reports. Supporting this, Table B-2 in Annex B presents analysis of EO achievement rates based on the number of times an individual was referred to WHP as a proxy for motivation and buy-in – and shows clients who joined on their first referral were far more likely to achieve an EO than those referred multiple times. In this year's fieldwork a common (but not unanimous) view was that motivation and attitude had improved.

2.26 Some of these changes, especially motivation and attitude, appear to be the result of the introduction of the pre-referral information session. Yet while on some measures the cohort looks to be easier to support they nonetheless have many of the similar barriers, including around health, skills, job searching and confidence, and still appear appropriate for WHP. Some of the changes, such as in length of unemployment, may also reflect the influence of other provision, namely recruitment by Restart and the end of JETS and Kickstart.

2.27 Overall, the nature of the cohort joining in the most recent years should be expected to have a positive effect on programme performance. Given that the programme still appears to be supporting people it is appropriate for and start targets are being achieved, this does not

appear to reflect performance considerations prioritising programme aims. There are, however, questions about the types of people no longer likely to be supported by WHP, whether they need alternative support, whether this exists and, if so, whether they are being signposted or referred onto it. In particular, this includes people who have the capacity to work but who are not committed to work. There is a lack of systematic data captured to confirm this.

2.28 A final observation is that at the level of individual areas there appears to have been further divergence. This could reflect the nature of the local population in each area rather than differences in who JCP are opting to refer, but if it is the latter than pre-referral information sessions could be a tool to reduce any discrepancies. An important implication of this divergence is that it makes it more challenging to judge performance between areas.

3. Work and Health Programme – Support and Delivery Model

- The most common support provided to clients relates to work, followed by health, personal circumstances and skills. Nearly 80% of clients have been referred or signposted to some form of external support.
- Analysis comparing client needs against the support received shows that the provision of support is corresponding to need.
- Some of the areas of focus within the last year have been improving the engagement and progression of clients, support with the cost of living, and use of the Community Investment Fund for further investment in clients and the external local support landscape.
- Client satisfaction continues to be high.

3.1 An overview of the WHP support model was set out in Chapter 4 of the 2021 Annual Report. This is not repeated here, rather as the 2022 Annual Report did, this year's report focuses on the support delivered in the last year and new developments/observations on the support offer or delivery model.

Support delivered

3.2 This section uses monitoring data to explore the types of support clients have received. It reflects:

- Internally delivered support

- Externally delivered support accessed via signposts/referrals recorded via Ingeus Works and via Elemental (this is considered more later in this chapter)

3.3 Table 3-1 sets out the proportion of clients receiving support across the different 'My' areas.[16] It shows support relating to work is most common, followed by health, life and skills. Support delivered internally is most common, but 79% of clients have been signposted or referred for some form of external support (noting that the client may not have ultimately taken up that support). Use of external support appears to differ by provider at 83% for TGC, 80% for Ingeus and 56% for Seetec Pluss.

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[16] My Work relates to support around employability and securing a job, My Health relates to health, My Skills relates to skills and training, and My Life relates to various needs not covered elsewhere including caring responsibilities, finances and confidence.

Table 3-1: Proportion of clients receiving support by type and source

% of clients...	My Work	My Health	My Life	My Skills	Any
Received support	91%	77%	68%	59%	98%
Internal support	83%	63%	46%	39%	95%
External support	52%	52%	48%	40%	79%
via Ingeus Works	46%	51%	47%	38%	77%
via Elemental	6%	1%	1%	5%	12%
via Elemental (% of clients introduced)	10%	2%	1%	8%	18%

Source: WHP monitoring data

3.4 Analysis of the average signposts/referrals to external support per client within each quarter is shown in Figure 3-1. It shows the use of external support peaked in 2020 and has since decreased over time across all areas of support, with skills signposts/referrals now around their lowest level. The possible reasons for this decrease are considered later in this chapter.

Figure 3-1: Signposts/referrals per client on caseload by quarter
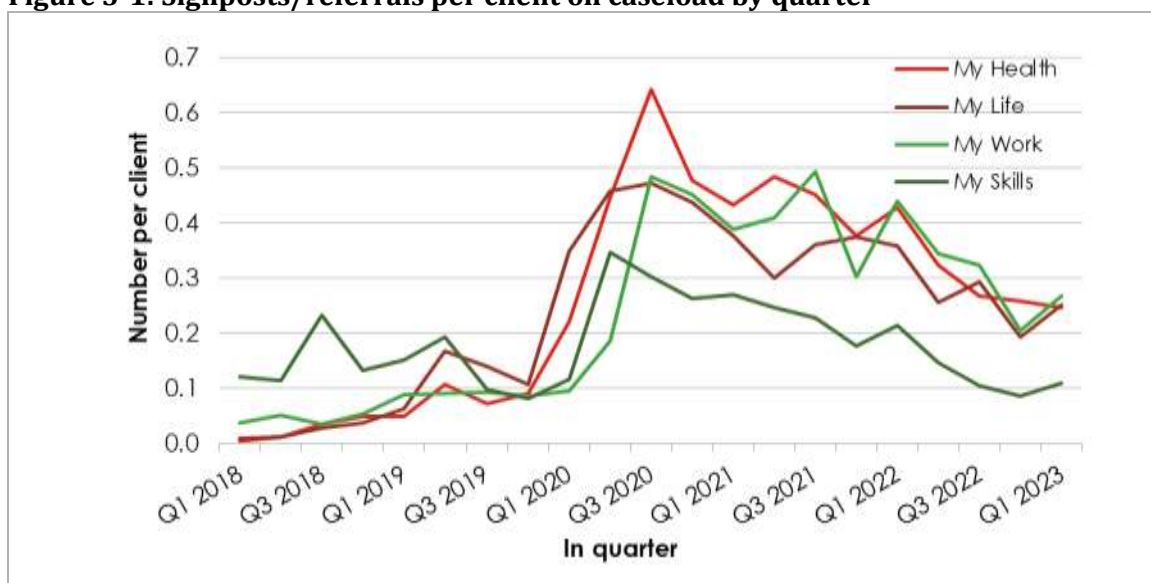
Source: WHP monitoring data

3.5 Considering the different routes to support further:

- The most common support interventions delivered internally are shown in Table B-3 in Annex B, and have been for Exploring job goals/career planning (53% of clients), Other skills (43%), Mental health (41%), Support network (39%), Job search techniques interventions (31%) and Physical health (31%),

- The most common support interventions delivered through signposts/referrals to external providers recorded via Ingeus Works are shown in Table B-4 in Annex B, and

have been for 'Mental health' (41% of clients), 'Physical health' (26%), 'Finances' (26%), Exploring skill set (21%) and CV/Cover letter development (20%). The organisations most commonly referred/signposted are shown in Table B-5 in Annex B and include GPs, National Careers Service, Indeed, Transport for Greater Manchester and Pathways for health support.

- The most common support interventions delivered through Elemental referrals are shown in Table B-6 in Annex B, and have been for Skills training/courses (6% of clients who started since Elemental launched), CV, job application and interview preparation (4%) and Employability and preparation for work (4%). The organisations most commonly referred/signposted are shown in Table B-7 and include the National Careers Service, Smart Works Greater Manchester, SSE, Finding Rainbows and The Growth Company (for training courses). Amongst the other organisations are a wide range of training providers.

Support versus need

3.6 A key question for the evaluation has been whether needs are being met by support. This is not straightforward to answer, including because: the categories of support do not all neatly correspond to the categories of need; the recording of needs often does not always reflect the severity of that need and needs may evolve over time; the recording of support does not reflect the intensity of support; and it is likely that there is some under recording of support, especially for support delivered directly by Key Workers

3.7 That said, a simple test that can be undertaken is whether participants with lower scores in a certain domain are more or less likely to receive corresponding support. Table B-8 in Annex B shows the provision of support in the broad 'My' areas of work, health, skills and life against the 1-6 scores given to these are during initial assessment. Positively, it shows that across the different areas of need clients indicating a higher level of need were more likely to receive support, or in the case of work about as likely. Comparing areas of support, high proportions of clients with low scores in health and work received corresponding support, at around nine in ten, whereas for skills and life it was lower, with two-thirds of clients receiving corresponding support. The finding with skills may reflect the demand from clients and support around life could reflect this support being more likely to be KW delivered and not recorded.

Developments/observations on the support offer

3.8 The notable developments and observations on the support offer or delivery model in the last year are consider in this section.

Engagement and progression

3.9 A focus during the last year has been on engagement and progression of those on the programme. A couple of factors appear to have driven this renewed focus. One factor was low active caseload levels during later 2022 and early 2023 due to low numbers of starts and levels of disengagement. Another was the success of JETS in re-engaging clients who had disengaged. Activity to enhance levels of engagement and re-engagement have included:

- A more consistent and targeted process for re-engagement, which has included identifying the clients on caseloads who are disengaged and reasonably might be re-engageable at that point in time to focus on, and discounting those who were not likely at that time (e.g. clients who moved out of the area or who were recovery from surgery).

- Running targeted non-work focused activities for clients who are disengaged and furthest from the labour market. This has included 'softer' activities such as coffee and cake mornings, afternoon tea, craft sessions and walking groups as well as sessions that meet particular participant needs, such as health needs or the cost of living.

- Undertaking more outreach in community settings and co-location, focused on localities with lower engagement. During the fieldwork various practical limiting factors were highlighted, such as the need for access to a printer to meet the requirement for client signatures, the time implications for travelling, the appropriateness of some venues for sensitive conversions, and laptops being suboptimal for sharing a screen with a client.

3.10 In addition, Ingeus analysed the impact of office locations on engagement based on the effects of re-locating two of their offices. The results were considered inconclusive, with other factors found likely to be important too. This will be considered by the evaluation further in the future.

3.11 Other activities focused more on enhancing progression have included:

- The introduction of a 'review and refresh' approach with caseload reviews at 6 and 12 months considering whether a change of KW might be beneficial for a particular client if they have not progressed.

- A new pilot project in Oldham focused on more job ready participants that provides more a more intensive and structured eight-week programme of support around moving into work.

- A continued programme of professional development for staff which has included a focus on specific cohorts and barriers to work (including neurodiversity, childcare and over 50s), action planning and caseload progression.

3.12 Positively, both ESTs suggested that clients referred across were more progressed and better prepared for work more recently. This could partly reflect the caseload but it was suggested it was also attributable to better support.

Cost of living

3.13 Support with the cost of living has been a focus in the last year given its impact on clients. This has included:

- Introducing the Money Management Service to WHP. This support had previously been delivered through JETS and partially opened up to WHP clients, and with the end of JETS it was adopted by WHP. The support offer is delivered by a dedicated member of staff, and has included helping clients around benefit entitlements and access to childcare, providing information around housing, mortgage and debts, and delivering better-off calculations. The advisor has also trained KWs so they are better equipped to provide some of the support.

- Practical support such as on-site food boxes and toiletries, access to foodbanks, community groceries and food vouchers, and registering the programme offices as 'warm hubs'.

- Delivery of a new five-week course called Eating Well on a Budget, which educates clients on how to cook food that is nutritious and cheap. Each week clients receive additional items to help with this and to encourage them to continue engaging (such as chopping boards, tupperware, utensils, pans, a slow cooker, an air fryer and cookbook).

- Ongoing signposts/referrals to external services, charities and support (such as foodbanks, fuel poverty support, energy efficiency advice, financial advice, council-distributed discretionary housing payments) and the ability to support clients to move into work through purchases to address financial barriers (such as identification, work clothes/equipment and travel costs) through the Community Investment Fund (considered later in this chapter).

3.14 Multiple consultees said that increasingly better off calculations results were showing that it was not financially advantageous for some clients to move into employment. A couple of consultees highlighted that this was especially the case for clients in temporary accommodation, who through going into work would face high housing costs, with clients who had done so often finding themselves in arrears[17]. It was queried whether a pilot could be run to trial support to clients in this situation.

Health and disabilities

3.15 Previous Annual Reports have highlighted the benefit Health Teams being included in the WHP offer, given the prevalence of health challenges for the cohort and difficulties accessing

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[17] This issue is identified in a report by the House of Commons Work and Pensions Committee: see Plan for Jobs and employment support, Eighth Report of Session 2022–23, p.24-25.

mainstream services. The value of the having the teams as part of the programme offer were reiterated in fieldwork for this Annual Report.

3.16 Findings from the fieldwork did, however, suggest that the capacity of these teams has not necessarily been in line with the level of demand for support from clients. In part this appears to reflect high demand and the value placed on this support, but capacity and range of specialisms with the teams also appears to have been a factor. Most notably:

- The size of the team available to TGC has been reduced from three to two full-time equivalents from January 2023. As well as impacting on capacity, it has limited the range of specialisms offered, with chronic pain management a notable gap. This compares to five full-time equivalents in the Ingeus Health Team.

- Challenges with recruiting and retaining staff have limited capacity for Ingeus, and led to gaps in specialisms for prolonged periods. This was attributed to the difficulty of recruiting staff in a competitive market with well-paid roles available to potential candidates.

3.17 To manage this, the Health Teams reported undertaking more triage, making more outward referrals, and providing more of the support in groups rather than one-to-one, and remotely where possible and appropriate (previous reports highlighted that remote support helped with accessibility and enabled the specialisms of individual staff to have a wider reach). This apparent scaling back and refocusing of the health offer contrasted with KW suggestions that there needed to be more health support available onsite and on a one-to-one basis. The use of CIF is understood to be increasingly getting used to resource additional types of health and disability support though, which is further later in this chapter.

3.18 The Health Teams also talked about cross-supply chain collaboration that had taken place, with the sharing of courses and resources, and opening up remote courses to clients with the other providers to an extent. However, it was suggested that constrained capacity was limiting the scope for doing this further.

3.19 An approach due to be piloted is to fill one such gap is student placements for physiotherapists in collaboration with the University of Salford. One KW suggested this approach could also be used for counselling, as had happened on a previous programme. Similarly, the other development in the health offer recently is the introduction of a pathway to receive dental care called Working Well: Roots to Dental. This is the result of collaboration by GMCA, the providers, GM NHS Integrated Care Partnership (ICP) and the University Dental Hospital of Manchester. An initial pilot will give 100 clients access to a round of routine dental care with students at the university. There is also a second pathway into Community Dentistry for those with more complex needs and/or high anxiety around attending a regular dentist.

Integration

Previous Annual Reports have considered integration in detail. This Annual Report focuses on developments/observations with integration and notable examples of integration

activities since the last Annual Report. Some of the changes have been around the resourcing and approaches to integration:

- The changing role of ICs was reported earlier in Chapter 2 as having meant some ICs had less time and less flexible/agile for integration-focused activities. However, some ICs reported having more time and the improved knowledge of client needs had driven integration activity for these ICs. In some areas ICs had also been supporting caseload reviews to help KWs identify relevant support for individual clients.

- The Head of Integration role which covered Restart, WHP and JETS no longer exists, with the responsibility picked up by the IC Manager and Head of Delivery instead.

- The closure of JETS has meant the three Adult Skills Coordinators are no longer contributing to integration with training providers in particular. These are considered more in Chapter 6.

- ICs have continued to work with Local Integration Leads (their equivalents on Restart) as appropriate. Examples of cross-programme working were mostly around clients accessing training, with the scale of participants on Restart and WHP together making it more viable to run some bespoke sessions in-house and in collaboration with training providers.

- The approach to local integration has evolved from earlier in the programme. For example, some ICs reported less regular liaison with their Local Leads, just one locality still had Integration Boards running (although other networks existed) and there was little use of local Integration Plans. This was generally considered to be fine given the programme's maturity, with relationships already established, activities more organic, responsive and targeted rather than structured. There could, however, be scope to assess the current situation as part of a GM-wide integration review feeding into a revised Integration Strategy.

- Multiple consultees with insights into how Greater Manchester operates versus elsewhere commented on the strength of local networks and relationships, that there is greater usage of external support due to the integration focus, and spoke of the value of GMCA's active role as a commissioner in supporting the programme and brokering opportunities. The Working Well: Roots to Dental pilot mentioned earlier is one example of this type of activity.

- The current Integration Strategy was designed to align with the Greater Manchester Strategy and the programme's social value commitments. It is due to be refreshed as the actions set previously are all completed or close to completion. The current strategy has been reported against quarterly to evidence progress and examples with integration, although it only reported the activities of Ingeus, so could benefit from reflecting the entire programme.

- Lastly, the Community Investment Fund has recently been driving much of the integration style activities. This is considered later in this chapter.

3.20 Some specific examples of integration activities and the resultant benefits from the last year include the following (amongst numerous other examples):

- Referrals of clients to Adult Education Budget funded provision, with Elemental providing a key routeway. Elemental is considered more below.

- ICs have worked with training providers to deliver courses that are more tailored to WHP clients where there is sufficient scale (sometimes with Restart). One example is a course being run by Bury Adult Learning for clients with autism and Aspergers on communication skills for employment.

- Clients have been supported to access volunteering activities, including through the Growing Hub allotment at Alexandra Park which will enable clients to grow food which will subsequently be used for on-site food boxes.

- More widely, the programme has linked up with the Good Things Foundation and National Databank to get clients access to digital equipment, internet and SIM cards.

3.21 One issue identified around integration during the fieldwork was the inability to refer WHP clients to Sector-Based Work Academy Programmes (SWAPs). Staff viewed these as an effective model for supporting clients into training and employment, and felt it was detrimental that clients could not access them. This had frustrated attempts to work with employers and training providers to establish new SWAPs that would meet client and employer training needs.

Elemental

3.22 The Elemental system was procured by the Greater Manchester Health and Social Care Partnership as a social prescription tool and was subsequently adopted by Working Well. The platform was intended to collate all available services and courses in one place, providing a single, uniform referral pathway from Working Well programmes to wider support services and providers. The use of this system has been set out in more detail in the last two Annual Reports, and reconsidered again briefly in this report as in 2023 the decision was made to extend the contract for use of Elemental.

3.23 As reported last year there was widespread buy-in to the concept of a system like Elemental which provided a live directory of provision and streamlined referrals. The introduction of Elemental was considered to have provided an impetus for strengthening relationships with skills training providers in particular.

3.24 However, views on the implementation through and practicalities of using Elemental have been mixed, and this year the views of the KWs who use the system were more negative which stemmed from:

- Elemental being a separate system that duplicated or detracted from existing directories of services

- The system is not integrated into the WHP CRM so requires KWs to log in separately

- The time-consuming process of registering clients to be able to make a referral

- Having to also record a referral on the main CRM system which duplicates the Elemental referral

- Poor descriptions of interventions uploaded by partners

- Referrals not being acknowledged or picked up by partners requiring KWs to chase

- A preference for communicating with the referral organisation and individuals within the organisation directly

- The interventions listed often being unavailable, due to partners not keeping it updated, meaning it was not a live directory.

3.25 As a result of the issues many KWs appear to be using Elemental to search for organisations and then contacting them directly rather than using the system. Some reported avoiding using Elemental at all. Monitoring data in Figure 3-2 below shows the use of Elemental decreasing over time and at its lowest level to date in the most recent quarter. Since it was launched Elemental has accounted for just 4% of recorded external referrals/signposts, with the other 96% recorded (but not processed) via Ingeus Works.

Figure 3-2: Elemental referrals per 1,000 clients on caseload by quarter
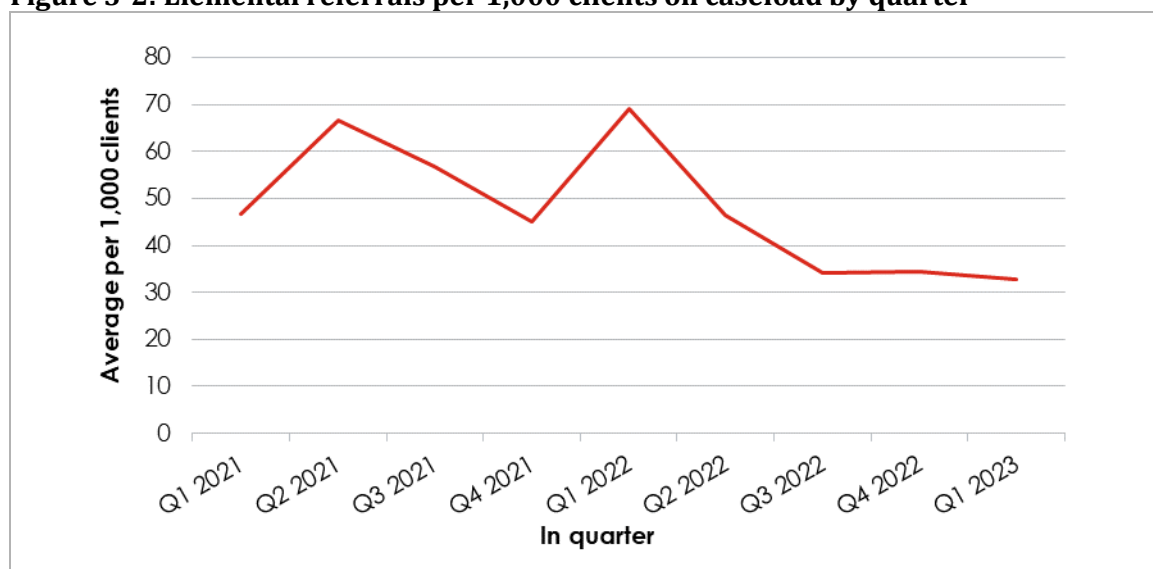
Source: WHP monitoring data

3.26 To remedy some of the issues with quality, maintenance and quality assurance processes have been built in including a quarterly review, meetings with referral organisations and quality reviews of entries, which has required a considerable amount of resource for what are sometimes low volumes of referrals to individual organisations.

3.27 Another limit to the value of Elemental is that the intelligence it was expected to generate, for example around the uptake of support and more detail about the nature of interventions, has not materialised due to limitations with the system and the onus for capturing that data being on referral partners rather than WHP staff. It has also complicated the reporting of support delivered for the evaluation.

3.28 Lastly, some queried whether a platform such as Elemental ought to be owned and maintained by GMCA going forwards rather than a provider delivering a subset of the Working Well programmes.

Social Value

3.29 A focus of the evaluation this year has been understanding the impact and value added from WHP's Social Value activities. Social Value was a key part of the original tendering process for WHP. This was ahead of its time, with building in and scoring this element as part of public sector procurement since becoming mainstream. Every six months InWorkGM reports its activities against the six GM priority objectives which have recently been updated to:

- Develop a local, GM based and resilient supply chain

- Provide the best employment that you can

- Keep the air clean in Greater Manchester

- Create the employment and skills opportunities that we need in GM

- Be part of a strong local community

- Make your organisation cleaner.

3.30 Staff reported a renewed focus on Social Value recently with a refresh of the monitoring and reporting to align with the updated GM social value objectives, and the implementation of quarterly Social Value reviews in each area.

3.31 The Social Values commitments are intended to align with programme delivery. The activities delivered are intended to be over and above the core model, to enhance the support offer available to clients, although this distinction is not necessarily clear to identify. Examples of reported Social Value activities include supporting clients with their health, digital inclusion, the cost of living, social isolation and access to AEB provision. All of which are likely to help clients progress towards and into employment.

3.32 Some of the outputs delivered, such as staff volunteering time and fundraising, could also be ascribed a monetary value. Examples include offering expertise and donations to local voluntary, community and social enterprise (VCSE) organisations, volunteering with food banks, and running Disability Confident events for employers. With these examples the programme is also impacting on the strength of local VCSE organisations and employer practices. Staff reported that such activities have been targeted so that they are likely to beneficial to programme clients, but that there would be spillover effects that benefit the

wider local community too. For some activities there has been a more explicit focus on ensuring benefits are felt more widely, for example opening access to events around fuel poverty up to local residents.

3.33 Staff identified less tangible benefits from Social Value activities too. These included positive impacts on staff attitudes, behaviour, morale and purpose. These are all likely to have some effect on how staff work and ultimately on performance, although this is difficult to evidence.

Community Investment Fund

3.34 One of the Social Value commitments made by the providers was the Community Investment Fund (CIF), which is a fund for investing 1% of the programme's value into things that are not part of the core support offer and into the external local support landscape. In the last year there has been a renewed focus on making use of this fund. This renewed focus was partly because the extension to WHP created an additional CIF fund. The original fund has been referred to as CIF 1 and the new fund as CIF 2. In total they have a value of around £2.2m. CIF 1 is intended to enable expenditure and purchases to benefit individual clients while CIF 2 is intended to enable programme-wide purchases that can then be offered to all clients.

3.35 Consultees talked about the importance of CIF spend having a positive impact on clients (on progression and quality of life, and ultimately contributing to programme performance), having a positive impact on the capacity and strength of the local VCSE sector, having genuine additionality, avoiding duplication of what is already available through the external support landscape, and linking expenditure with Social Value commitments.

3.36 To implement and oversee CIF spend a new CIF Manager role has been created and a monthly CIF Board attended by the providers and GMCA. The identification of ideas has come via ICs, KWs, Managers and Local Leads, and reviews of caseload needs, with more proposals for large expenditure requiring consideration and sign off by the CIF board. Part of the CIF Manager's responsibilities includes signing off and scrutinising lower level expenditure, including through case reviews.

3.37 Examples of how CIF has been used to support individual clients includes purchases relating to health (gym passes, diet clubs subscriptions, specialised glasses), purchases to develop skills (training courses) purchases to support the transition into employment (public transport tickets/passes, bikes for travel, work clothes/equipment, laptops, tablets) and purchases that support wider quality of life (white goods, mobile phone, a fan for a menopausal client). KWs reported feeling better able to support clients since the renewed emphasis on using CIF for higher value and more bespoke purchases.

3.38 CIF is also being used to bring in additional support from VCSE organisations and to fund purchases that benefit a cohort of clients. Many of the ways in which CIF is being used in this manner have already been set out in this report, including the investment in community groceries, coaching for neurodiverse (and suspected neurodiverse) clients, Eating Well on a Budget initiative, the softer engagement initiatives, in-house food parcels and toiletries, and

professional development for KWs. These activities have generally been piloted by the providers to test whether they work before rolling them out more fully. Additional recent investments have included in organisations providing self-employment support, specialist ESOL provision, further health and wellbeing support, access to counselling, training for the Health Team, support with substance misuse, and the purchase of laptops for job clubs. Longstanding CIF 1 investments in specific organisations that address particular needs have also continued, providing support around bereavement, access to online mental health support, and clothing for interviews.

3.39 One new initiative being progressed is a Community Hub in Bury, which will host various local services and organisations in a single location, including council services, training providers and VCSE organisations, alongside a couple of Ingeus staff. The planned site will be in central Bury as a more convenient location for WHP clients and Bury residents more widely to access various services.

3.40 Evaluating the impact of CIF spend is likely to be difficult. The spending to date has been diffuse and much of the spend will likely have low levels of impact to overall programme performance and so be difficult to isolate. Some of the impacts may be on things that are more difficult to measure, such as engagement, buy-in and motivation, which we know are important. Capturing qualitative feedback on an ongoing basis on the impact of CIF spend (and what would have happened without it) will therefore be important to understand its impact on client journeys. That said, a significant finding from the fieldwork is how CIF is driving reflection, analysis and creative thinking, with it clear that lots of ideas are being generated to support clients.

3.41 A final observation on CIF is how it has altered the model of integration on WHP. The ability to fund VCSE organisations to deliver support to clients and strengthen their capacity has given WHP more weight, and has enabled the offers to be more fully integrated into the programme offer, including on a contractual basis. Some of the support that would have previously been sourced externally and at no cost is now being brought in-house, with food parcels and bespoke training courses being two examples. This has meant that the support is more accessible and responsive than if it were accessed for free through traditional routes, which points to possible shortcomings in an integration approach. Ensuring that additionality and duplication are considered (and it is understood that they are) will be important.

Supply chain

3.42 Another significant change in the delivery model has been the addition of a Supply Chain Manager to work with TGC and Seetec Pluss. This was considered to have provided the resource and bandwidth needed in the relationship, and to have enhanced communication, accountability, transparency and support. As part of the new approach there were internal audits to identify areas for improvement, more regular meetings, quarterly reviews, and on an ongoing basis there has been greater utilisation of monitoring data, case reviews and site visits. This was viewed as beneficial for driving improvements and for sharing best practice. It also appears to have led to more sharing of opportunities across the supply chain, for

example between the Health Teams and Employer Services Team, and with professional development of KWs.

Unit cost and payment model

3.43 A major change for WHP has been in the available cost per client. At the extension this was increased from £1,760 to £2,120 (+20%). [18]Along with the increased funding available through CIF for discretionary spending on individual clients and for additional support this has the potential to quite significantly enhance the support offer.

3.44 The programme also changed its payment model. At the outset of the pandemic it switched from 'payment by results' to a 'cost plus' model. In April 2022 the payment model reverted back to payment by results.

Client feedback

3.45 Client satisfaction with WHP is broadly similar in 2022/23 compared to previous years, with the majority of clients satisfied or very satisfied with their experience of the programme, and positively fewer clients very dissatisfied.

Figure 3-3: Client satisfaction with the Work and Health Programme
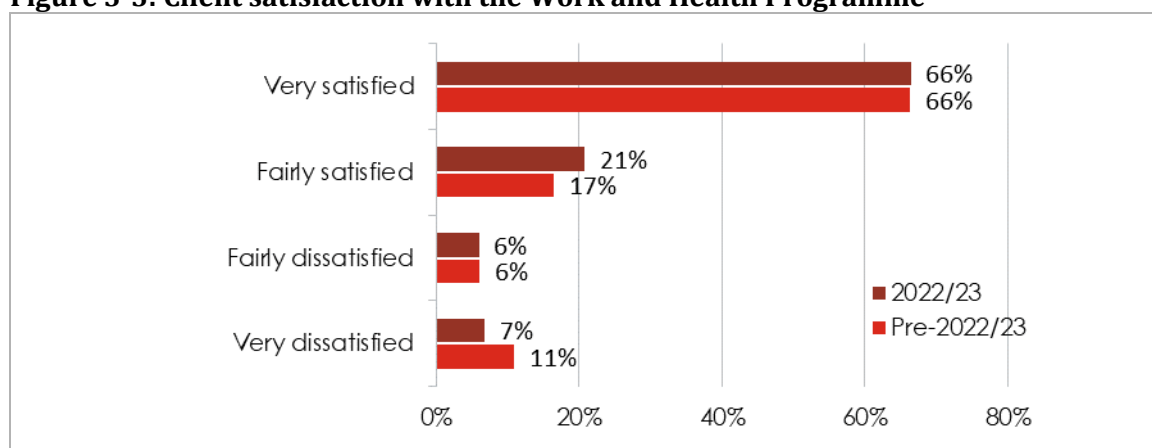
Source: WHP client survey

Non-employment outcomes

3.46 The next chapter considers employment outcomes for clients but it is also worth considering non-employment outcomes. Table 3-2 shows whether clients reported a higher or lower score between initial and intermediate assessment across the statements that use a ranking. These are more useful for gauging distance travelled than the binary yes/no questions which are less likely to change. The median time between the initial assessment and most recent assessment is 322 days. The results show the vast majority of clients did not report changes

[18] National Audit Office, 2022. The Restart scheme for long-term unemployed people, p.23.

across these scores, which is concerning. It is understood that how to better evidence distance travelled is under consideration.

Table 3-2: Changes in scores given to barrier statements (all scored 1-6) between initial and intermediate assessments (n=14,715-14,720)

Scored statement	Worsened	Same	Improved
To what degree do you think your skills level is making it harder for you to secure work?	2%	94%	4%
How confident are you with using a computer?	<1%	98%	2%
How confident are you with reading and writing?	<1%	99%	1%
How do you feel about your current level of job searching skills?	2%	95%	4%
How confident are you that you would be successful in a job if you took one today?	2%	95%	3%
To what degree do you think your health is making it harder for you to secure work?	3%	91%	6%
To what degree do you think your personal circumstances are making it harder for you to secure work?	3%	90%	7%

Source: WHP monitoring data

3.47 Validated health tools have also been used for some clients where deemed appropriate which help understand distance travelled on health. The use of these tools has been fairly limited and the results show little net change:

- EQ VAS measures participants' perception of their general health, by asking them to rank it on a scale of 1-100. Overall, 8,878 (38% of clients) have an initial score but just 732 also have a subsequent score (8% of those with an initial score) and for starters since April 2020 it is just 3%. For these clients, Table 3-3 shows around 4 in 10 clients reported an improved score but a similar proportion reported a worse score, so there is close to no net change.

- Generalised Anxiety Disorder Assessment (GAD-7) measures anxiety. Overall, 3,854 (16% of clients) have an initial score but just 470 also have a subsequent score (12% of those with an initial score). For these clients, Table 3-4 shows around a quarter experienced a significant improvement and a quarter experienced a significant worsening, which produces close to no net change.

- Patient Health Questionnaire-9 (PHQ-9) measures depression. Overall, 3,979 (17% of clients) have an initial score but just 445 also have a subsequent score (12% of those with an initial score). For these clients, Table 3-5 shows.

3.48 Improving the rate of use of these validated tools may help better evidence health progression – or help to identify if additional health support is needed.

Table 3-3: Changes in EQ VAS score

	Count	%
Improved	308	42%
No change	133	18%
Worsened	291	40%
Out of	732	-

Source: WHP monitoring data

Table 3-4: Changes in GAD-7 scores[19]

	Count	%
Significant improvement	111	23%
No significant change	256	53%
Significant worsening	113	24%
Out of	480	-

Source: WHP monitoring data

Table 3-5: Changes in PHQ-9 scores[20]

	Count	%
Significant improvement	97	22%
No significant change	258	58%
Significant worsening	90	20%
Out of	445	-

Source: WHP monitoring data

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[19] Significant improvement/worsening is based on minimal clinically important difference of ±4 as identified in Toussaint et al., 2020. Sensitivity to change and minimal clinically important difference of the 7-item Generalized Anxiety Disorder Questionnaire (GAD-7).
[20] Significant improvement/worsening is based on minimal clinically important difference of ±5 as identified in Löwe B et al, 2004. Monitoring depression treatment outcomes with the patient health questionnaire 9.

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4. Work and Health Programme – Job Starts and Earnings Outcomes

- By the end of March 2023 over 10,000 clients had achieved a job start (equivalent to 43% of all clients) and over 5,000 had achieved an Earnings Outcome (equivalent to 22% of clients). Performance has improved to its highest level to date for clients starting in the last year, although performance has been less strong for cohorts who were towards the end of their time on the programme.

- While disparities in performance remain all providers and nearly all localities have improved their outcome performance for more recent starters.

- Some uptick in performance is to be expected given the effects of a less challenging cohort. It is difficult to confidently assess whether improvements in performance are also the result of changes to the programme or the impact of the labour market. However, improved performance is evident amongst clients with more challenging barriers suggesting improved performance has not been at the expense of the harder to help. This supports the possibility that improved performance is also the result of changes made to programme delivery.

- Improving the contribution of the Employer Services Teams (EST), who undertake employer engagement, has been an area of focus. Various challenges, changes and benefits relating to the ESTs are considered in this chapter.

- More than half of jobs started in the last year paid the Real Living Wage (where the wage was known) and the vast majority of clients viewed their new job as either their 'ideal job' or 'a step towards a better future' rather than 'just a job'.

Outcome performance

4.1 To the end of March 2023, there had been:

- 10,031 clients with a job start[21] – equivalent to 43% of starters and 96% of target. Of the clients who started over 15 months ago (and therefore either started a job or had received the full 15 months of out-of-work support) 46% achieved a job start (up from 41% in the 2022 annual report).

- 5,274 Earnings Outcomes (EO) which are triggered when a client is employed and meets the accumulated earnings threshold – equivalent to working for 16 hours per week for

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[21] This counts anyone with a HMRC Real Time Information notification of earnings as having started a job.

SQW WORKING WELL *DOING THINGS DIFFERENTLY FOR GREATER MANCHESTER* GMCA GREATER MANCHESTER COMBINED AUTHORITY European Union European Social Fund

182 days at the adult rate (aged 25 or over) of the Real Living Wage[22] – within 15 + 6 months of starting the programme. This is equivalent to 22% of starters and 90% of target. Of the clients who started over 15 months ago 26% have achieved an EO.

- 3,649 Higher Earnings Outcomes (HEOs) which are triggered when a client reaches the EO threshold within six months of starting work.[23] This is equivalent to 15% of starters. Of the clients who started over 15 months ago 18% have achieved a HEO.

4.2 Figure 4-1 shows the proportion of clients achieving a job start over time for different cohorts. They show programme performance in recently years has been consistently above the pre-2020/21 average and recent quarters have performed strongly. Starters in 2021/22, who will have been on the programme and tracked to job start during the last year, mostly performed less strongly than 2020/21 though.

Figure 4-1: Proportion of clients with a job start by months after start, by quarterly start cohort
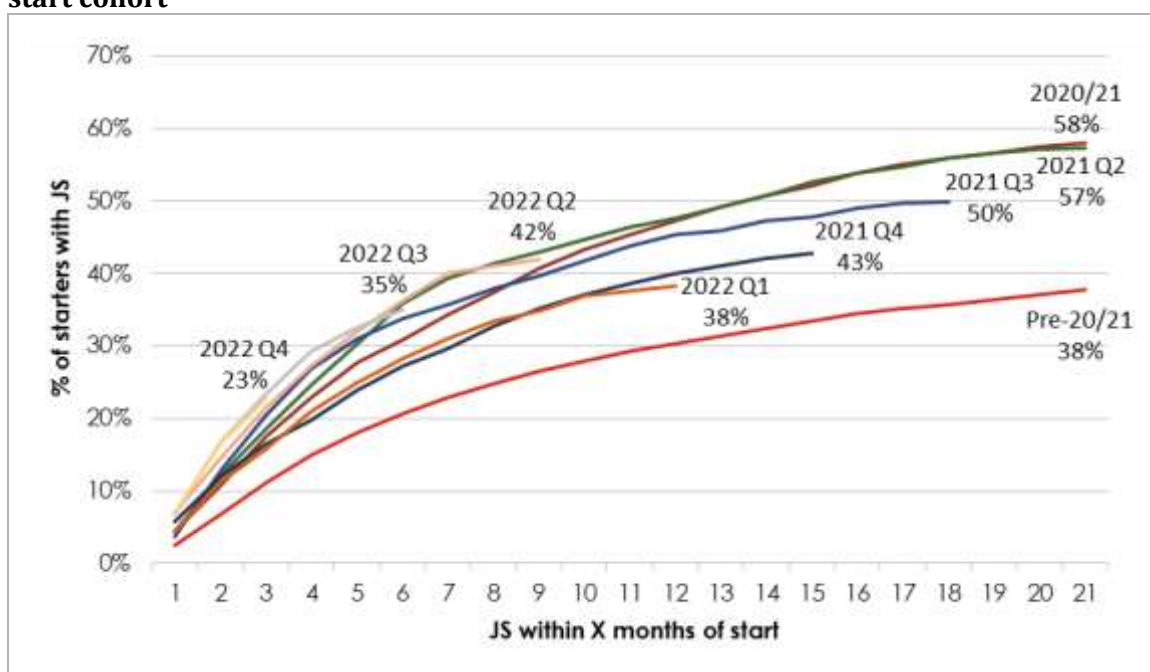
Source: WHP monitoring data

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[22] EOs and HEOs are used across the ten other Work and Health Programmes for performance management purposes, although are slightly different in Greater Manchester because: (1) the Earnings Outcome threshold is based on the Real Living Wage rather than National Minimum Wage; and (2) Higher Earnings Outcomes are only used in Greater Manchester and one of the devolved London programmes.
[23] Note that HEO notifications have a lag and are not considered to be fully reliable. In July 2023 a tranche of HEO notifications was received including some backdated as far as 2018.

4.3 Figure 4-2 similarly shows the proportion of clients achieving an EO over time for different cohorts. Broadly the same trends are observable for EOs as were for job starts. Later in this chapter the conversion of job starts to EOs are also considered.

Figure 4-2: Proportion of clients with an EO by months after start, by quarterly start cohort
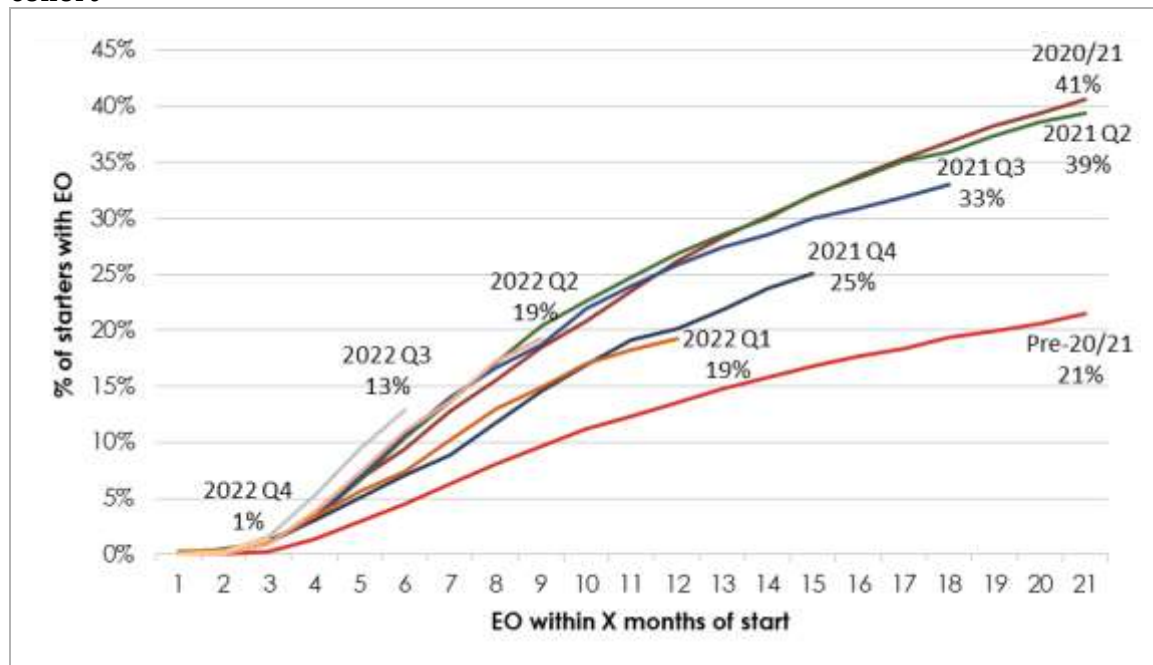
Source: WHP monitoring data

4.4 Figure 4-3 and Figure 4-4 present the same analysis in a different manner, by considering the proportion of clients achieving a job start and EO after a specific number of months on the programme and tracking it by quarterly cohorts. It further demonstrates the improvements for the cohorts joining in the last year, with the proportion of clients achieving a job start after three and six months the strongest to date. However, for clients who started prior to the last year it shows the dip in performance, suggesting challenges with the cohorts who were towards the end of their time on the programme.

Figure 4-3: Proportion of clients with a job start by months after start, by quarterly start cohort
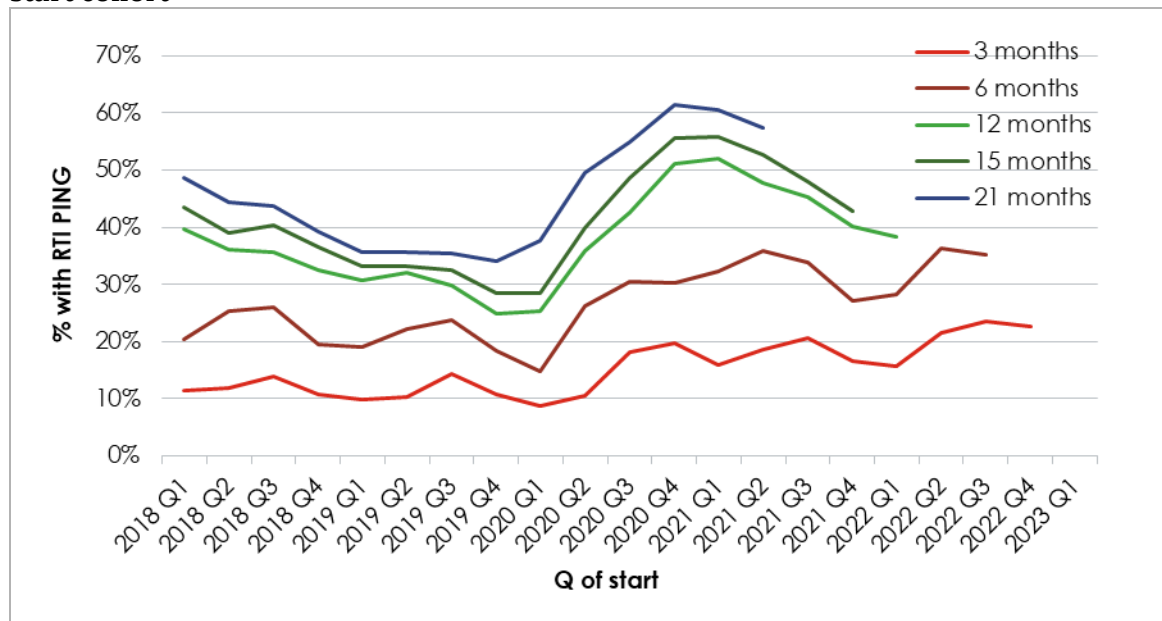
Source: WHP monitoring data

Figure 4-4: Proportion of clients with an EO by months after start, by quarterly start cohort
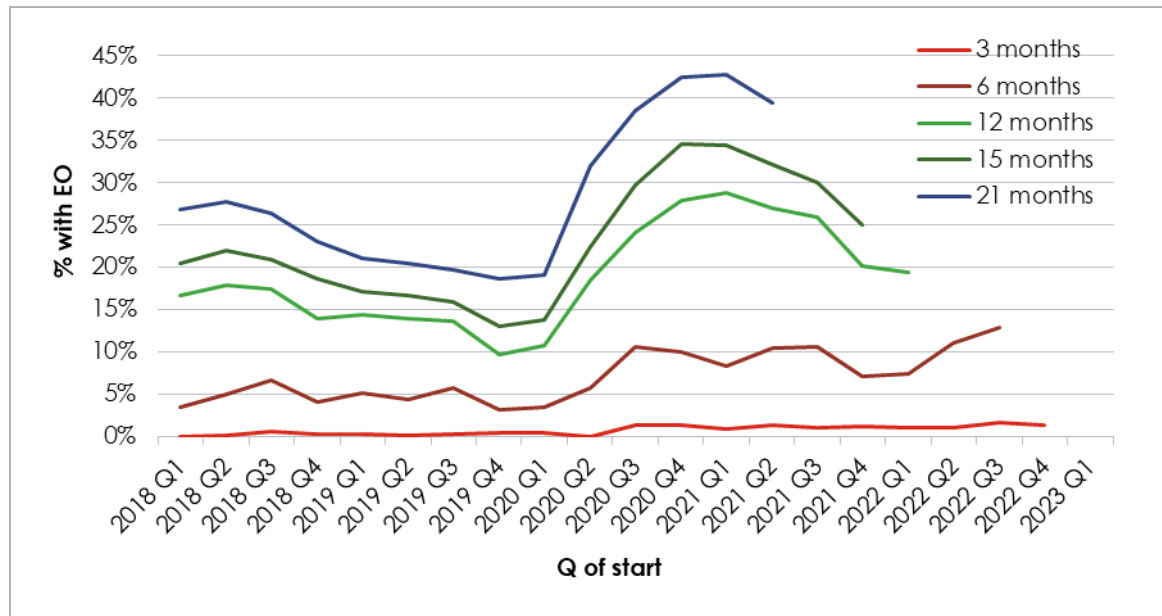
Source: WHP monitoring data

4.5 The characteristics/barriers of clients starting in the last year have changed in ways that are likely to have either a positive or neutral effect on outcome performance, so some uptick in performance is to be expected. This makes it difficult to confidently assess whether improvements in performance are also the result of changes to the programme. The labour market will also be a factor, although, during the fieldwork it was reported to be more challenging in the last year compared to the preceding two years when a tight labour market had advantaged clients. The labour market is considered more later in this chapter.

4.6 The programme's original job start target was 74% and the original EO target was 47%, but to date all quarters that have finished have been below this level, most of them considerably, although starters in Q4 2020 and Q1 2021 were very close at 42.5% and 42.8% respectively.[24] Difficulty reaching the original target has also been the case for the Work and Health Programme nationally as noted in previous Annual Reports. The previous Annual Reports attributed this to the target being unrealistically high, based on the nature of those joining the programme. As a result, performance management used profiles based on lower 'business case targets' which were set nationally as the minimum level for the programme to be cost effective, as well as comparisons between CPAs. More recently, with the extension, a reprofiled target of 34% has been adopted.

4.7 The programme's monitoring of performance against other CPAs has shown Greater Manchester performing relatively strongly for starters in the last year. The performance on EOs is stronger than job start performance reflecting strong conversion of job starts to EO in Greater Manchester.

Outcome conversions

4.8 Figure 4-5 and Figure 4-6 consider the conversion of a job start to an EO based on the quarter of job start. They show a slight decline in recent quarters, however it is important to note that recent quarters may improve retrospectively as often there is a lag. Overall, 65% of clients who achieved a job start 15 months or more ago have achieved an EO which exceeds the target of 63%.

4.9 There is a risk that pressure to move clients into employment leads to lower sustainment rates if the job starts are of lower quality or less aligned with client interests, skills and experience (although the evidence on the nature of jobs started later in this chapter suggests this is not the case) or if clients go into work prematurely. So the recent improvements in job entries will need to be considered along with eventual sustainment. Positively, the recent conversion rates do not appear significantly different.

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[24] The job start target is a non-contractual target but the contractual Earnings Outcomes target is based conversion of starts to job starts, and subsequently to EOs, so is worth considering.

Figure 4-5: Proportion of clients with a job start who achieve an EO by months after start, by quarterly job start cohort
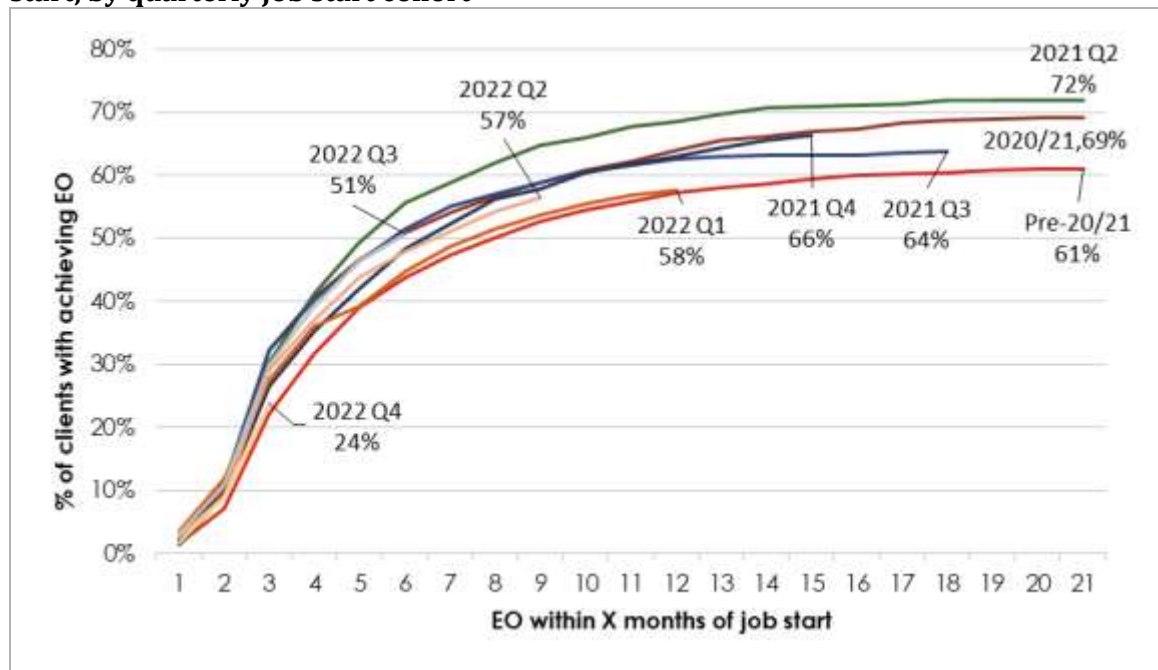
Source: WHP monitoring data

Figure 4-6: Proportion of clients with a job start who achieve an EO by months after start, by quarterly job start cohort
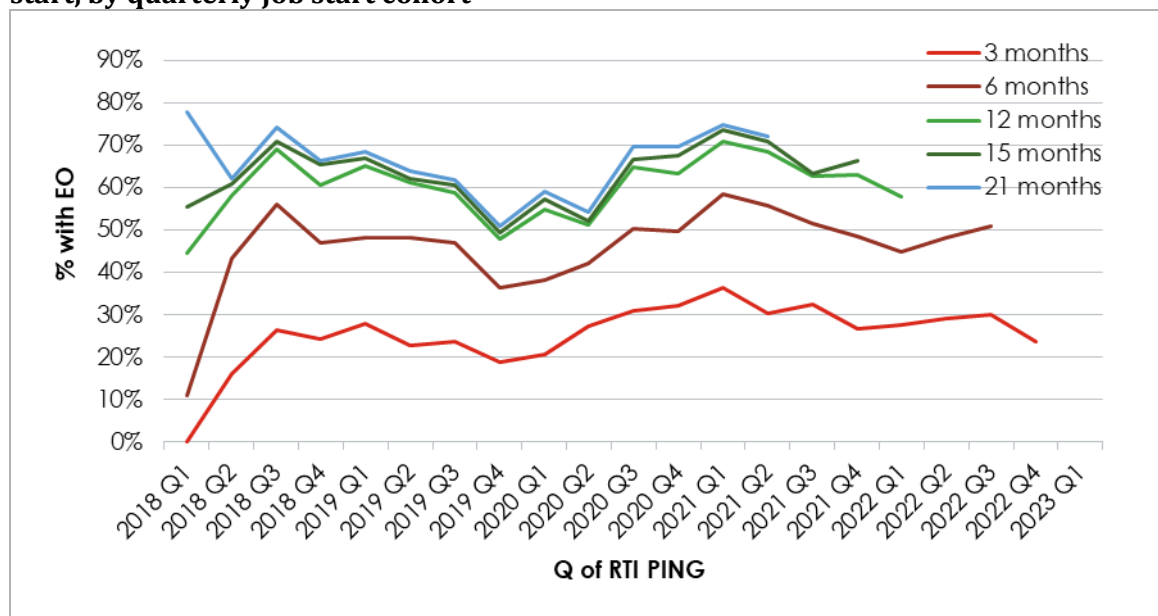
Source: WHP monitoring data

4.10 Analysis of conversions at different milestones, from a job start to a £1k threshold and £2k threshold, and from those thresholds to EOs, suggest the scope for greatest improvement is conversion of £2k to the EO threshold. This is to be expected though, given that the EO threshold increases each year in line with rises in the Real Living Wage. It is possible that the next rise could be considerably above any rise in wages given the increased cost of living. Greater Manchester uses the Real Living Wage to calculate the EO threshold rather than the

National Living Wage used by the DWP CPAs, so this could see its threshold rise disproportionately.

Job leavers

4.11 As of the end of March 2023, 4,981 clients were known to have left their initial job. This is equivalent to 49% of clients that had started a job, and equal to the proportion of clients who had left their initial job in last year's report. It should be noted that leaving a job is not necessarily a negative outcome, as clients may have secured a more suitable job.

4.12 Figure 4-7 shows the paths different clients are known to have taken in starting and leaving jobs, including subsequent jobs. It is important to note that this is based on updates from clients to the providers on starting/leaving jobs, which are not always forthcoming, rather than on RTI data. It shows 68% of clients who started a job were recorded as still in that job or in a subsequent job (upon leaving the programme or as of March 2023).

Figure 4-7: Client job entry/exits including initial and subsequent jobs
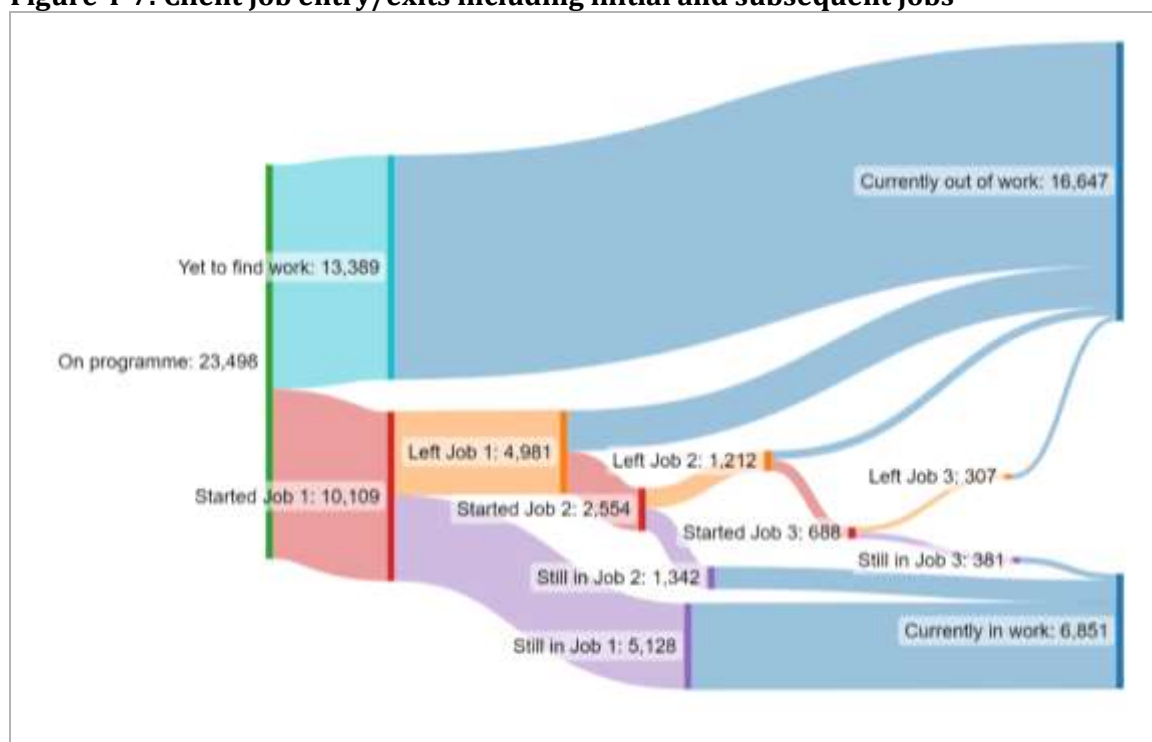
Source: WHP monitoring data. Note job start figure is different because it includes all with a job start date, including those without a HMRC earnings notification.

4.13 Clients who left their initial job are far less likely to have achieved an EO (33%) than those who did not (92%), while the pattern is similar for HEOs (27% vs 82%), which shows that job leavers are having a major impact on the achievement of EOs.

Performance by local authority and provider

Table 4-1 and Table 4-2 summarise outcome performance by local authority and provider. They contain various metrics, including the proportion of clients with job starts, EOs and HEOs, and achievement of job starts within 3/6 months for clients starting in 2022/23 and pre-2022/23 to test whether performance has improved recently. They show:

- A gap in outcome performance remains between providers and, while all have experienced recent improvements in performance, it is largest for Ingeus and so for now they look likely to remain ahead.

- Performance varies more widely by local authority, and while most areas have experienced improvements recently not all have and the extent is varied. Considering the change in job start achievement within 3 months for clients starting in 2022/23 versus pre-2022/23 shows the largest performance increase for Wigan (+15 percentage points), Bury (+13pp) and Rochdale (+13pp), with the latter recording job starts for more than half its starters in 2022/23. Salford, however, has not improved. Some of these differences may reflect the different implementation of pre-referral information sessions and how the nature of the cohorts in each area have diverged as noted in Chapter 2.

Table 4-1: Job start achievement by locality and provider

	Job starts	% of all clients with JS	% of clients starting 15 months+ ago with JS	% of clients with job start within 6 months (of those who started 6 months+ ago)		% of clients with job start within 3 months (of those who started 3 months+ ago)	
				Clients starting pre-2022/23	Clients starting in 2022/23	Clients starting pre-2022/23	Clients starting in 2022/23
LA							
Bolton	1,148	42%	45%	26%	38%	15%	25%
Bury	652	47%	50%	28%	44%	16%	29%
Manchester	2,007	42%	45%	25%	32%	14%	23%
Oldham	979	42%	46%	25%	44%	13%	23%
Rochdale	798	41%	44%	25%	54%	14%	27%
Salford	982	41%	45%	26%	18%	15%	15%
Stockport	775	44%	49%	27%	30%	15%	19%
Tameside	905	45%	48%	29%	36%	17%	16%
Trafford	611	43%	47%	25%	30%	14%	22%
Wigan	899	42%	42%	23%	43%	12%	27%
Provider							
Ingeus	5,467	44%	47%	27%	43%	15%	25%
TGC	3,678	42%	45%	24%	35%	14%	21%
Seetec	886	41%	44%	25%	27%	14%	20%
Total	10,031	43%	46%	26%	36%	14%	23%

Source: WHP monitoring data

Table 4-2: EO and HEO achievement by locality and provider

	EOs	% of clients with EO	% of clients starting 15 months+ ago with EO	HEOs	% of clients with HEO	% of clients starting 15 months+ ago with HEO	% of clients with EO who have HEO
LA							
Bolton	671	25%	28%	452	17%	19%	67%
Bury	381	28%	30%	231	17%	19%	61%
Manchester	979	21%	23%	662	14%	16%	68%
Oldham	531	23%	27%	398	17%	20%	75%
Rochdale	418	21%	24%	275	14%	16%	66%
Salford	434	18%	21%	324	13%	16%	75%
Stockport	448	26%	30%	339	19%	23%	76%
Tameside	499	25%	27%	343	17%	20%	69%
Trafford	301	21%	25%	213	15%	18%	71%
Wigan	458	21%	23%	299	14%	15%	65%
Provider							
Ingeus	3,080	25%	28%	2,114	17%	19%	69%
TGC	1,757	20%	23%	1,224	14%	16%	70%
Seetec	437	20%	23%	303	14%	16%	69%
Total	5,274	22%	26%	3,641	15%	18%	69%

Source: WHP monitoring data

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Outcomes by characteristics and barriers

4.14 Previous Annual Reports have included econometric analyses of WHP data, which considered the likelihood of a client starting a job based on their characteristics/barriers, when each characteristic/barrier is considered independently. It found that the characteristics with most effect on outcomes were length of unemployment, confidence in starting work, engagement with the programme and age. This analysis has not been repeated on the basis that there is unlikely to be much change.

4.15 Instead a summary table is presented in Table B-9 in Annex B. This summarises the likelihood of achieving a job start and EO based on various characteristics and barriers for information. The messages around who is more or less likely to have started a job remain similar to previous years.

4.16 More significantly, the analysis also considers achievement of job starts within 3/6 months for clients starting in 2022/23 and pre-2022/23. This tests whether performance has improved for clients with these different characteristics/barriers in the last year compared to previously. It shows improved rates of job starts have been experienced by clients with almost all characteristics/barriers, suggesting improved performance has not been at the expense of the harder to help. In fact, in some cases clients with characteristics/barriers that are more challenging have seen a proportionally higher increase in outcome rates – for example older clients, clients unemployed for longer and clients in less secure housing situations have seen proportionally larger increases. This supports the possibility that improved performance is the result of changes made to programme delivery.

4.17 Table B-10 and Table B-11 consider outcomes by reported health conditions and disabilities, with the former considering outcomes by the broad type of conditions and the latter by specific conditions. This is new analysis not included in previous Annual Reports. They show that:

- Clients with physical conditions combined with a mental health condition and/or pervasive or specific development disorder or learning difficulties (PDD/SDD/LD) are least likely to have a job start or EO. While clients with any type of condition have been more likely to achieve a job start more recently, the increase has been proportionately lower for clients with a physical health condition and those with a combination of a physical condition and mental condition/PDD/SDD/LD.

- Clients with no reported health conditions or disability are most likely to have started a job and achieved an EO, while the effect of specific health conditions and disabilities appear to vary quite widely. Most notably, clients with alcohol addiction have been least likely to achieve a job start of EO, while clients with Chronic Fatigue Syndrome and psychosis appear have low sustainment rates relative to their job entry rate.

Developments and observations relating to performance

Changes in the labour market

4.18 The national data on unemployment and vacancies set out in Chapter 1 shows a tight labour market. However, during fieldwork for the last couple of Annual Reports it has been suggested that this headline picture can be misleading as despite overall high vacancy levels these do not necessarily align with clients' interests, experience and skills. For example, clients have been reluctant to take up roles in sectors with high levels of vacancies, such as hospitality and care. While there is a focus on informing clients of the job roles available and identifying transferable skills, programme staff did report challenges in convincing participant to consider the roles. It is important to consider the risk that clients do not sustain employment if it is not appropriate or attractive for them.

4.19 Interviewees reported various challenges in the labour market. These included: less predictability in sectors impacted by economic uncertainty and supply chain difficulties (such as warehousing/production); employers hiring less or being more selective due to their increased costs; greater competition for the types of roles clients were applying for; wages not keeping pace with the increased cost of living in some roles making them less attractive to clients; and perceptions of a reduction in remote and flexible working roles which were well suited to WHP clients.

Changes to KW management

4.20 Changes have been implemented to how KWs are targeted across the three providers, with a greater emphasis on commencement of earnings and EOs rather than job starts. This ought to be a positive development, ensuring a focus on sustainable employment. It has been supported by improved access to data. However, some KWs did express concern that targets did not flex according to caseload sizes, which had been especially low in some areas more recently. This risks creating unrealistically high or insufficiently high targets if caseload sizes are lower or higher versus target respectively.

Employer Services Team

4.21 The role of the Employer Services Teams (EST) has been an area of focus for the evaluation this year. There are two of these teams for WHP: an Ingeus team which also supports Seetec Pluss and a TGC team. Both teams have seen various changes over the last year which are considered here.

4.22 The proportion of job starts attributed to the ESTs by period is set out in Table 4-3. It shows:

- A fall for the contribution towards job starts for Ingeus from a consistently high level in the previous two years. Amongst Ingeus areas the contribution in the most recent year

ranges from 17% in Bury up to 41% in Wigan. Interestingly, comparing this against Table 4-1 and Table 4-2 above (EO/JS performance) shows that high performing areas not necessarily using the EST Teams more and vice versa e.g. Bury is the highest performing area for JS/EO but the EST contribution is below average, while Wigan uses the EST Team most but has average JS/EO performance.

- A recovery for TGC following previous years decreasing over time, albeit with a contribution still considerably below the level of Ingeus. Amongst TGC areas there is wide variation in the most recent year, from a very low 5% in Salford to 22% in Manchester.

- A continued decrease for Seetec Pluss to the lowest level to date. Addressing this is a current area of focus.

Table 4-3: Proportion of job starts attributed to ESTs

	Pre-20/21	20/21	21/22	22/23	All starts
LA					
Bolton	28%	39%	37%	26%	32%
Bury	23%	25%	29%	17%	24%
Manchester	37%	24%	12%	22%	24%
Oldham	32%	38%	38%	24%	33%
Rochdale	19%	29%	33%	30%	29%
Salford	28%	11%	6%	5%	14%
Stockport	16%	24%	22%	19%	20%
Tameside	28%	43%	36%	28%	34%
Trafford	35%	25%	10%	10%	19%
Wigan	37%	45%	42%	41%	41%
Provider					
Ingeus	29%	37%	37%	29%	33%
TGC	34%	21%	10%	16%	20%
Seetec	16%	29%	19%	13%	19%
Total	30%	31%	26%	23%	27%

Source: WHP monitoring data

4.23 The ambition has been to increase the contribution of the EST up to 40%, which is expected to improve overall programme performance, although it would only increase performance if

those job starts are additional rather than achieved by moving clients into EST jobs who otherwise would have started a job through another route. Based on the fieldwork, some of the challenges for increasing the contribution of the ESTs have included:

- The size of the EST teams. The teams were larger for a period due to JETS, albeit the different nature of the cohorts may have limited the extent to which WHP clients benefitted from this greater scale, but the teams have since reduced again with the end of JETS. Restart continues to provide potential benefits in scale, especially as the cohorts were reported to be very similar in the types of jobs they were seeking and levels of need. However, the teams have tended to be under their expected headcount, often significantly, limiting the scale of contribution that could be expected. There is a risk that targeting the teams on a high contribution with under-resourced teams drives a focus on mass vacancies which may be less appropriate for the WHP cohort.

- Some KWs expressed frustration about the mismatch between the vacancies sourced and their caseload and perceptions that Restart was being prioritised (although it is understood the EST contribution is higher on WHP). Satisfaction appeared to vary by locality and according to individual relationships; which is likely linked to the different levels of contributions across the areas shown in Table 4-3 above.

- The extent of changes within the teams, in personnel and structure, appears to have contributed to some of the difficulties. Any such changes potentially impact relationships with KWs and with employers. Ingeus trialled a new model of having distinct EST roles that were employer-facing and client-facing, which was intended to help in resourcing a more personalised approach for clients, although the team recently reverted back to the original model. Both models were considered to have strengths and weaknesses, and views amongst interviewees differed on which was preferable. Similarly, TGC have also recently changed their model, removing Hub Guides who undertook a client-focused role similar in matching clients with vacancies and running job clubs. Their role has been replaced with a CRM system to undertake the matching instead; at the point of the fieldwork it was too early to tell how well this new model was working.

Despite these challenges, the common view during the fieldwork was that the situation had been improving. More recent monitoring data also shows an increase in the EST contribution. Some of the changes implemented to the EST have included:

- Both teams reported adopting a more client-focused approach. This included an emphasis on more one-to-one support, reverse marketing, involvement in caseload reviews, and an increase presence in WHP offices.

- Changes to EST targets shifting the focus from job starts to earnings commenced and EOs to better align with programme performance metrics and encourage a focus on sustainment.

- Improvements to data were considered beneficial to both of the above. This had helped the teams better understand conversions between milestones and identify issues such as

employers with poor sustainment. Both teams have also been developing their systems to better map data captured on caseload job goals, skills and experience against EST vacancies. For TGC this is their new CRM system. Ingeus have also introduced a job map so that KWs can more easily identify vacancies by location.

- Both ESTs reported undertaking more outreach to meet and visit employers, more speculative approaches, and bringing employers on site more to meet clients. The latter has included 'myth busting' about sectors and helping clients to understand employer expectations.

- Ingeus has implemented candidate pools so EST are not reliant on KWs submitting clients to individual jobs. The candidate pools have been widened to cover sectors and roles adjacent to those that clients express interest in, in order to help clients consider alternative jobs that their skills and experience are transferable to.

- There has been an emphasis on sharing vacancies and more collaboration between the providers which was seen as having improved. This partly been the result of a greater focus on and active monitoring of EST contribution amongst supply chain partners by the new Supply Chain Manager, which has included a focus on increasing Seetec Pluss submissions to Ingeus EST vacancies.

- EST staff have undertaken professional development including in supporting participants with specific needs, such as supporting neurodivergent clients.

4.24 These changes were considered positive developments but any impacts will likely to take time to embed and have an effect.

4.25 Beyond the proportional contribution that EST teams have made towards job starts there are other aspects of added value to consider, including who they are more likely to support, the types of jobs that clients start through them, and their wider work with employers. These are considered in the rest of the section.

- TGC clients who started 15 months+ ago and started an EST job were more likely to achieve an EO than those starting non-EST jobs (57% vs 51%) but there is no difference for Ingeus clients. TGC KWs remarked that clients starting jobs sourced via the EST team were equipped with a better understanding of what the role would entail which helped with sustainment.

- The support the EST provides around subsequent job starts can help clients move back into work quickly, and to progress to an EO. The proportion of initial and subsequent job starts EST have contributed have been similar over time, with the exception of the TGC EST in the most recent year when 35% of subsequent jobs came from the EST versus 17% of first jobs.

- Clients who are longer-term unemployed have generally been more likely to start an EST sourced role, with the exception of the most recent year although in the most recent year

for which it has been more mixed. Similarly, lower qualified clients have generally been more likely to start an EST role. This points to the role the EST can play in supporting those who are less likely to move into employment. However, considering the 'My' scores there does not appear to be a relationship between scores given and the likelihood of a client starting in an EST role. TGC clients with health conditions or disabilities have been less likely to start in an EST role than those without (17% vs 25%), whereas for Ingeus they are about equal.

- EST roles were proportionately more likely to be certain occupations, namely Elementary occupations, Process, plant and machine operatives and Sales and customer service occupations (although this has not been the case in the most recent year). Ingeus EST roles were also proportionately more likely to be Corporate manager and director occupations, likely in part due to the Executive Coach role, albeit these types of occupations have been less common overall.

- The EST pre-screen clients and support them with their interview and work readiness. Some of the clients spoken to in the fieldwork spoke positively about how the EST teams had supported them alongside their KW, helping them to identify roles they were interested in and getting them to consider different roles. There were also examples of members of the team accompanying clients to interviews where clients requested were neurodiverse or had low confidence.

- The EST are sometimes able to influence employer behaviour, mindsets and practices. This has included influencing wages, shift patterns, Equality, Diversity and Inclusion (EDI) practices, making role adjustments, and supporting employers to become Disability Confident employers and to sign up to the GM Good Employment Charter. This benefits clients, although the scale and actual impact is difficult to gauge.

- The EST have suggested ideas for CIF spend that would align with employer demand, for example around vocational training courses.

4.26 Some additional areas that could be developed to further enhance the role of the EST teams are:

- Link-up with local authorities to tap into job opportunities and business intelligence. This could include leveraging social value commitments made to local authorities around local recruitment for WHP clients. For example, Section 106 agreements were suggested as a potential source of vacancies for WHP clients. Developing the links between EST and local councils could be assisted by the Local Leads or GMCA.

- The link-up with JCP employer engagement teams source. Previous approaches to these JCP teams had not been fruitful, but there may be scope for exploring this further given that ultimately it benefits JCP customer. Again this could be assisted by GMCA.

- Lastly, during the fieldwork EST staff highlighted the difficulty of transport access for certain areas and employment sites where there are employers with vacancies but access

is poor for early/late starts. Manchester Airport and Wigan were highlighted as particularly challenging. This intelligence generation on transport issues for employment sites could be useful in the context of devolved franchising of bus services being underway within Greater Manchester.

Self-employment support

4.27 A dedicated self-employment champion has been introduced to provide assistance, including through referring to external self-employment support, and to oversee self-employment outcome claims. The referrals to external support has included a focus on referrals to Working Well: EnterprisingYou, including on exit, with 46 referrals known to have been made.

In-work support

4.28 The in-work support offer from Ingeus has continued to be refined. This is now provided entirely by the Response Team, who were discussed in previous Annual Reports and which consists of experienced KWs, which was considered to have strengthened the delivery of in-work support. This replicates the model that TGC use.

4.29 The in-work support is now provided by this team immediately after job start whereas previously it was after 28 days. Some Ingeus KWs highlighted concern about this immediate handover and lack of continuity. Given previous Annual Reports found that job leaving rates are highest in the first month this is the period of highest risk, so it will be important to test the impact of these changes.

Types of jobs started

4.30 This section briefly considers the types of jobs started on the programme in the last year compared to previous years. Analysis on the data captured on the nature of jobs started shows:[25]

- The types of occupations clients have started in are broadly similar to the previous year (see Table B-12 in Annex B)

- The proportion of job starts paying the Real Living Wage has increased considerably, from 36% in 2021/22 to 45% in 2022/23 when factoring in unknowns. Excluding unknowns more than half of job starts in 2022/23 paid the Real Living Wage. Although for Seetec Pluss just 18% of jobs in the last year are known to have paid the Real Living Wage due to a high level of unknowns – excluding unknowns it is 55%. Last year's Annual Report

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[25] Note the table includes all job starts, including initial and subsequent job starts, rather than just initial job starts.

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showed that jobs that paid the Real Living Wage were more likely to have converted to an EO.

- The proportion of jobs that were full-time has decreased slightly as more clients have started in part-time roles, with contracts that vary or are zero hours have remained steady (see Table 4-4 below). Last year's Annual Report showed that jobs that were full time were most likely to have converted to an EO followed by jobs that were part time, with varied contracts and zero hours least likely.

- Clients are asked how they view their job in a pre-work assessment. The proportion who viewed their new job as 'just a job' was at the lowest level to date in the most recent year (see Table 4-5 below) although it was higher for Seetec Pluss and TGC compared to Ingeus (at 23%, 19% and 12% respectively). Previous Annual Reports showed that how clients view their job influences the likelihood of it being sustained and converting to an EO so the change is positive.

Table 4-4: Contract type of job starts

	Pre-20/21	20/21	21/22	22/23	All starts
Full time	52%	65%	58%	52%	56%
Part time	33%	20%	30%	36%	30%
Varies	9%	7%	6%	6%	7%
Zero hours contract	6%	8%	6%	6%	7%

Source: WHP monitoring data

Table 4-5: Client views of their new job

	Pre-20/21	20/21	21/22	22/23	All starts
Your ideal job	11%	11%	11%	13%	11%
A step towards a better future	70%	69%	72%	72%	71%
Just a job	19%	20%	17%	15%	18%

Source: WHP monitoring data

5. Job Entry: Targeted Support (JETS) – Referrals, Starts and Profile of Clients

- Nearly 20,000 individuals started on JETS by the end of the programme.
- The types of people who joined JETS were generally those who were anticipated in terms of characteristics and barriers to work, although in 2021/22 clients appeared slightly further from work than in the first and last six months of recruitment.

Programme referrals

5.1 The Working Well: Work and Health Programme - Job Entry: Targeted Support (JETS) programme received 30,124 referrals in total, equivalent to 113% of its referral target. Of these referrals, 21,040 were unique individuals. Figure 5-1 shows the programme initially receiving high levels of referrals before a fall in July 2021 when Restart was introduced. Subsequently referral levels remained at a fairly consistent level.

Figure 5-1: Actual and target referrals by month
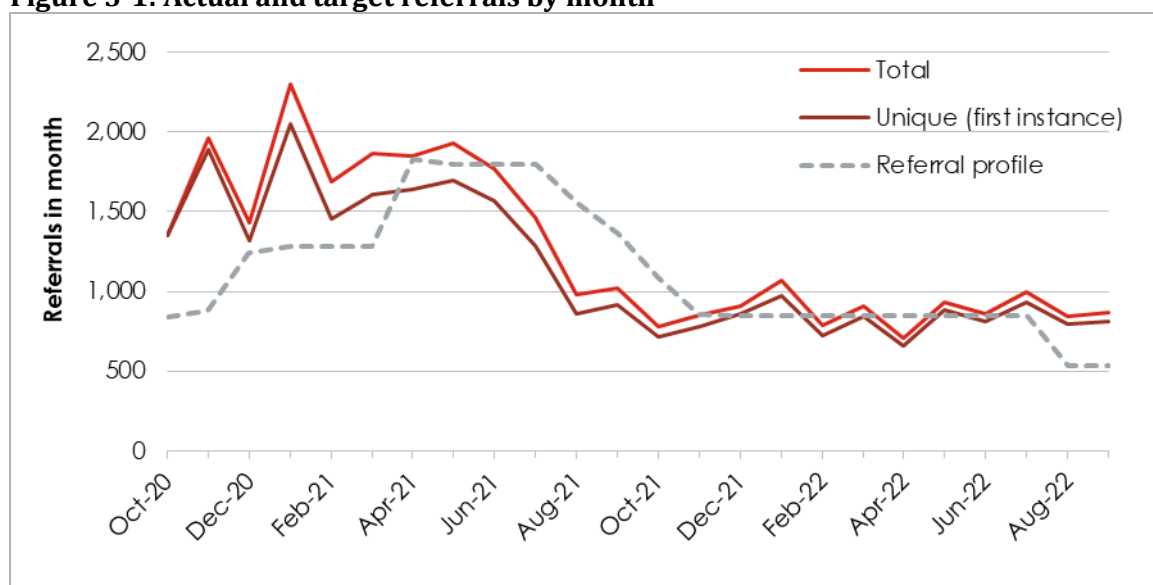
Source: JETS monitoring data

5.2 Figure 5-2 presents a breakdown of gross and unique referrals, and performance against target, by local authority. It shows all areas above profile, with the exception of Wigan (-1pp) and Stockport (-18pp). At a JCP site level there was considerable variation in the level of referrals – from 82% of profile in Stockport JCP to 152% in Hulme JCP.

Figure 5-2: Referrals by local authority
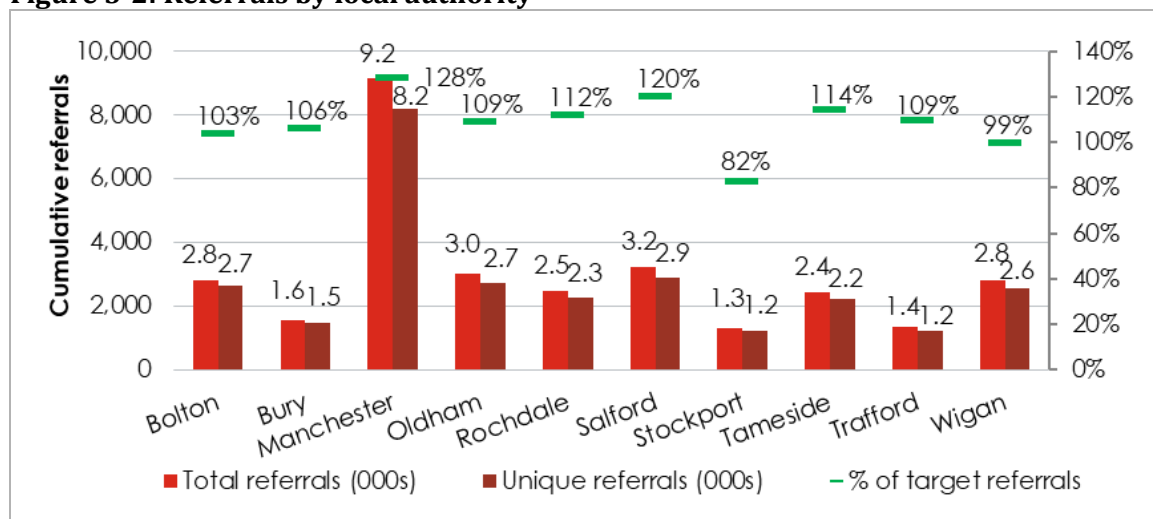
5.3 During the fieldwork, the strong performance on referrals was attributed to a few factors, most notably: the strong relationships and communication at both GM and local levels, which to an extent built on pre-existing relationships between providers, JCP and GMCA from the Working Well programmes (including WHP) and other local programmes; routine sharing of good quality monitoring data on referrals and starts between the provider and JCP which allowed any issues to be identified and addressed; pre-launch identification of an appropriate pool of referrals which created the surge observed at the start; the resourcing of mobilisation with two dedicated JCP Relationship Coordinators and outreach by Employment Coaches; WHP and Restart staff being knowledgeable about JETS so they could promote it where appropriate; and the provision of promotion material including good news stories.

5.4 The key challenges for referral levels had been the introduction of Restart and a decreasing pool of COVID-unemployed.

Programme starts

5.5 In total 19,696 individuals started on JETS, equivalent to 98% of its target number of starts. Given that referrals were over target this slight underperformance on starts reflected lower than expected conversion of referrals to starts. Figure 5-3 shows that this was due to the conversion rate earlier in the programme, as for most of the final year of referrals it was at or above target.

Figure 5-3: Conversion rate of gross referrals to starts by month
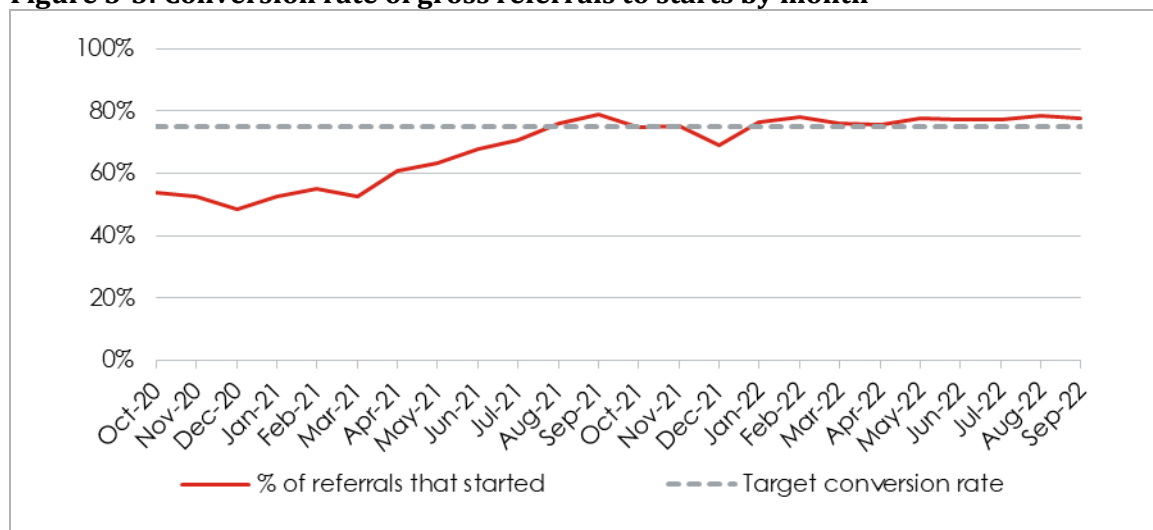
Source: JETS monitoring data

5.6 Table 5-1 sets out the number of starts, proportion of target achieved and conversion rates by local authority. It shows variation in achievement of start targets with Manchester, Rochdale and Salford furthest above target and Stockport considerably below. All areas were below the target conversion rate of 75% overall, however, like the headline conversion rate, all areas improved their conversion rate later into the programme.

Table 5-1: Starts and conversion of referrals local authority

Provider	Starts	% of start target	Total conversion rate
Bolton	1,970	97%	70%
Bury	1,107	100%	71%
Manchester	5,669	106%	62%
Oldham	2,059	99%	68%
Rochdale	1,731	105%	70%
Salford	2,102	105%	66%
Stockport	884	74%	67%
Tameside	1,462	92%	60%
Trafford	827	89%	61%
Wigan	1,883	89%	67%

Source: JETS monitoring data

5.7 Considering the providers, Get SET Academy had the highest conversion rate overall (72%). All providers improved their conversion rate in the later stage of delivery, with only Oldham Council below the 75% conversion target for referrals in 2022.

Table 5-2: Starts and conversion of referrals by provider

Provider	Starts	Total conversion rate	2022 Q1 conversion rate
Ingeus	8,599	69%	69%
TGC	7,411	61%	61%
Rochdale Council	1,322	70%	70%
Oldham Council	904	59%	59%
Bolton Council	858	70%	70%
Get SET Academy	602	72%	72%

Source: JETS monitoring data

5.8 Reasons for referrals not starting (DNSing) on the programme were set out in detail in the Annual Report for 2020. They included referrals not answering calls, issues with contact details, WCs not fully understanding the programme, WCs lacking knowledge of referrals' situations, and mis-selling of the programme. For DNS referrals in the final three months of referrals the most common reasons for DNSing were issues with contacting referrals (around half of DNS referrals), followed by referrals declining to join (around a quarter) and participants already being in work error (around a fifth).

5.9 The improvement in the conversion rate was the result of a strong focus on addressing the issue. Factors considered to have improved the rate include:

- Introducing dedicated teams for initial engagement of referrals

- Using different contact methods to engage referrals (enabled by more consistent sharing of various contact information) and attempting contact more times, and at different times

- Improved communication with JCP, including through regular calls with JCP site managers and JETS SPOCs (single point of contact), and addressing issues where individual SPOCs were not working well

- Allowing supply chain partners in areas with multiple providers to have direct contact with JCP site managers and SPOCs, including through weekly joint calls between the providers, SPOCs and site managers, whereas earlier in the programme all contact was via Ingeus

- Good use of data at a GM and JCP site level, including sharing weekly referral, start and DNS data dashboards

- Better communication between ECs and WCs (albeit not all were considered responsive), including through ECs undertaking outreach in JCP sites once pandemic restrictions were eased, providing opportunities to meet prospective referrals, educate WCs and answer their queries, and provide feedback more easily

- The removal of some eligibility criteria for referrals (although this was not communicated to all providers at the time, so some providers took longer to stop rejecting referrals on the basis of ineligibility).

5.10 While the improvement in the conversion rate was positive, some ECs talked about an expectation to accept all referrals regardless of whether they felt they would be better served by other programmes. This highlights the risk that too much of a focus on start numbers and rates leads to people joining a programme not well equipped to support them, which could be detrimental to the client and to programme performance. It could also reflect uncertainty about the 'best' programme for an individual, and the degree of judgement required in that decision. That said, amongst the providers, there were some managers that were more willing to decline referrals if they felt another programme would better serve their needs.

Profile of clients

5.11 This section considers the characteristics and barriers of JETS clients. It draws on information captured during the initial assessment with clients, which was completed by 96% of clients.[26] A full set of data is presented in Table B-13 in Annex B, with this section reflecting on the most notable messages.

5.12 In some places this section considers how the profile of clients changed over time. Where this is considered it uses financial years as this aligns with the previous Annual Report time periods and divides clients into three reasonably sized cohorts. The total number of clients in each year and total number with an initial assessment are shown in Table 5-3 below. These give the maximum sample sizes, although often the actual sample sizes are slightly smaller due to missing information.

Table 5-3: Number of clients in each yearly cohort

	2020/21	2021/22	2022/23
Total clients	5,279	10,216	4,171
Clients with a completed initial assessment	4,711	10,176	4,089

Source: JETS monitoring data

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[26] Clients starting in 2020 were least likely to complete an initial assessment with 15% uncompleted compared to just 1% of starters in 2022.

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Characteristics

5.13 Data captured on client characteristics show:

- there was a spread of client ages with a median age of 36 years (with 2021/22 distinctive for having 5% of clients aged under 25 years compared to 19% in 2020/21 and 2022/23)

- a majority of clients were male (60%)

- a majority were white (65%), with Asian (14%) and Black (10%) clients next most common.

Barriers to work

5.14 Previous Annual Reports considered how JETS clients compared to WHP clients. They found that broadly the right people appeared to be going onto the right programmes. In the fieldwork for JETS over the course of the evaluation it was suggested that while most clients are appropriate for JETS, over time they on average had greater barriers to work. Therefore this section considers how JETS clients have varied over time.

5.15 Table 5-4 shows the length of time clients were unemployed prior to starting on JETS. A majority were unemployed for less than a year (55%). The proportion of clients unemployed for longer increased in 2021/22, but it subsequently decreased again in 2022/23 with half of participants were unemployed less than six months. This may reflect the impact of Restart recruiting people unemployed for longer.

5.16 The proportion of clients unemployed for less than a year ranged from 64% in Stockport to 51% in Rochdale so was fairly consistent between areas. That Stockport had the highest proportion may explain its lower referral figures, suggesting that WCs were focusing to a greater extent on the appropriateness of referrals.

Table 5-4: Time last in work by year

Length of unemployment	2020/21	2021/22	2022/23	All
0-6 months	30%	26%	50%	32%
7-12 months	40%	17%	18%	23%
1-2 years	17%	25%	10%	20%
3-5 years	9%	19%	13%	15%
6-10 years	3%	7%	4%	5%
10+ years	2%	6%	4%	5%
Out of	4,566	9,861	3,966	18,393

Source: JETS monitoring data

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5.17 Table 5-5 shows the highest level of qualification held by clients. It shows that just under half (43%) were qualified to Level 3 or higher. Comparing between the years, starters earlier in the programme were on average qualified to a higher level.

Table 5-5: Highest qualification by year

Highest qualification	2020/21	2021/22	2022/23	All
Degree or higher	20%	16%	17%	17%
A levels / NVQ Level 3 (or equivalent)	27%	25%	25%	25%
5+ GCSEs at grades A*-C (or equivalent)	20%	16%	15%	17%
<5 GCSEs at grade A*-C (or equivalent)	16%	19%	19%	18%
Below GCSE level	7%	10%	9%	9%
No qualifications	3%	4%	8%	9%
Don't know	7%	10%	8%	5%

Source: JETS monitoring data

5.18 Table 5-6 shows the average number of barriers to work over time, based on twelve key barriers, which are identified during the initial assessment.[27] It shows that 38% identified none of the barriers. Broadly clients starting in different years were similar, although those joining in 2021/22 were somewhat more likely to have barriers. The average number of barriers differed between areas, ranging from 1.2 in Stockport to 1.7 in Oldham. Again this may suggest that WCs in Stockport were more focused on appropriateness.

Table 5-6: Number of barriers to work per client based on twelve key barriers [28]

Number of barriers	2020/21	2021/22	2022/23	All
0	41%	35%	41%	38%
1	26%	24%	24%	25%
2	15%	18%	14%	16%

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[27] The barriers included are: Housing - % that would like support with living situation; Finance - % reporting debt as a problem; Childcare - % reporting childcare responsibilities impact on ability to search for or take up work; Caring/Childcare - % currently caring for a friend or family member; Conviction - % convicted for a criminal offence; Personal circumstances - % ranking them as making it harder to secure work (% saying 1-3 out of 6); Skills - % not confident using a computer (% saying 1-3 out of 6); Skills - % without a GCSE pass or equivalent qualification in English or maths; Transport - % without a license or car to travel to work; Confidence - % not confident they would be successful in a job if they took one today (% saying 1-3 out of 6); Job searching - % not confident about their current job searching skills (% saying 1-3 out of 6); Wellbeing - % ranking it as making it harder to secure work (% saying 1-3 out of 6).
[28] As above.

Number of barriers	2020/21	2021/22	2022/23	All
3	8%	10%	8%	9%
4	5%	7%	6%	6%
5	3%	4%	4%	4%
6+	1%	3%	2%	2%
Average no.	1.3	1.5	1.4	1.4

Source: JETS monitoring data

5.19 Table 5-7 considers the scores given to five statements on a scale of 1-6, where 1 was the most severe and 6 was not an issue. It shows that confidence in job searching skills, skills levels and personal circumstances were on average the more significant barriers. Between the years confidence in job searching and success in a job decreased, while personal circumstances barriers were lowest in 2021/22. Very few participants scored any of the barriers 1 out of 6, ranging between 0.7% of clients for confidence in success in a job to 2.7% for personal circumstances. This likely reflects the focus of the programme on fairly recently unemployed people who were more employable than on other programmes.

Table 5-7: Average score given to barriers by quarter of start (1 most severe, 6 not an issue)

Barriers	2020/21	2021/22	2022/23	All
Confidence in job searching	4.5	4.4	4.3	4.4
Confidence in success in a job	4.9	4.8	4.7	4.8
Skills level	4.4	4.4	4.4	4.4
Personal circumstances	4.6	4.3	4.5	4.4
Wellbeing	4.8	4.8	4.8	4.8

Source: JETS monitoring data

5.20 Table B-13 in Annex B summarises a range of other barriers that data was captured on. The following are notable, either due to their prevalence or changes over time:

- Lack of a driving license (60%) and lack of access to a car (73%) were the most common barriers

- 25% of clients lacked a GCSE pass (or equivalent) in GCSE English and maths, and 21% of clients said they were not confident using a computer (scoring it 1-3 out of 6)

- 13% of clients reported not being fluent in English, rising from 10% of starters in 2020/21 to 16% of starters in 2022/23 (with lack of fluency in English repeatedly flagged as a

severe impediment to providing support in some areas if no JETS staff spoke their language or translation services were unavailable)

- 18% of clients were lone parents (with starters in 2021/22 almost twice as likely as in 2020/21 at 22% and 12% respectively) but just 5% of clients reported childcare responsibilities making it harder to find work (although in the fieldwork lack of access to childcare or lack of appropriate shift patterns were reported as a major barrier for some clients)

- 9% of clients reported having a criminal record, with 2021/22 the proportion highest in 2021/22 at 10%

- 2% of clients reported debt as a problem, doubling from 1.3% in 2020/21 to 2.7% in 2021/22 and 2022/23. Likewise, 4% of clients said they needed help with managing money, rising from 2.2% in 2020/21 to 4.2% in 2021/22 and 2022/23 – noting that staff said clients were often unwilling to divulge this information during the initial assessment, so the true level was likely higher

- The proportion of clients wanting help with their housing situation was small, but did grow over time from 0.6% in 2020/21 to 1.5% in 2022/23. The proportion of clients not in regular housing (i.e. no fixed address, temporary accommodation, supported housing, homeless/rough sleeping, hostel) similarly increased, from 2.7% in 2020/21 to 7.2% in 2022/23.

5.21 There were also barriers identified in the fieldwork for which corresponding data was not recorded:

- Mindset, motivation and confidence were reported as becoming more of a challenge, especially in 2021/22, reflecting more clients being medium- and long-term unemployed

- Health issues were reported as becoming more prevalent, both physical and mental, but especially mental in 2021/22 (although the 'wellbeing' scores do not strongly reflect this – but staff did say that often it might not present itself in the initial assessment)

- Lack of IT equipment, internet or IT skills was a key barrier for some clients, both in accessing JETS support and securing work.

Reflections on characteristics and barriers to work

5.22 In last year's Annual Report the evaluation concluded that, based on fieldwork findings and monitoring data, the clients joining in the most recent year had more barriers to work than earlier in the programme. This was considered to reflect the shift away from supporting participants unemployed as a result of the pandemic to participants that a consultee described as 'the traditional customer base' in JCP who were more likely to have had prior experience of unemployment, and whose support needs were often less light touch. It was also considered to have reflected clients being unemployed for longer on average, which may

have been the result of the cohort thinking they would find work by themselves and being unable to do so, and so only seeking support later, or due to shielding from Covid or having other means of financial support.

5.23 In the final period of delivery there appears to have been another shift, with clients overall appearing slightly less challenging on average, possibly because of Restart recruiting some of the more challenging people who may have joined JETS. Some barriers and issues such became more prevalent, however. Notably, this included issues with housing and finances, likely reflecting increases in the cost of living.

5.24 While there were these shifts over time, broadly the clients who joined JETS look to have been appropriate, with clients who had more challenging or complex barriers accounting for a very small minority of clients. The client group also appears to have been distinct from the WHP cohort.

6. Job Entry: Targeted Support (JETS) – Support and Delivery Model

- JETS was designed as a remote service but shifted to a hybrid model of remote and in-person delivery over time. The hybrid approach was considered to have worked well because, while a remote offer was sufficient for most, some people and activities benefitted more from in-person support.

- The support delivered was predominantly around employability and skills, but also addressed issues such as confidence, money management and health. The extent of demand for support with skills was lower than anticipated when designing the programme.

- Some of the features of JETS considered to have been conducive to good performance were the voluntary nature of the programme, the level of discretionary funding available, the focus on continuous improvement and use of data, recruitment of staff from backgrounds other than employability support, and relationships between the six delivery providers.

- Client feedback on the programme was positive and satisfaction was high.

6.1   The JETS support model was light touch compared to WHP. It was designed initially as a remote-only programme with clients having appointments with their EC roughly every 10 days over a period of six months. Alongside this, clients were able to access broader support through internal teams (most notably the Money Management and Employer Services Team (EST)), external services via signpost/referral and various online portals which hosted resources and support. The online portals included wellbeing and mental health-focused SilverCloud and Be Mindful, plus iWorks which offered a range of courses, tools and self-assessments that clients could access to develop their skills and improve their CV and job applications.

Figure 6-1: Overview of the JETS support model

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6.2 The consensus amongst staff and participant consultees was that the remote support model broadly worked well. Supporting clients via phone calls, video calls, email and text was convenient and accessible for clients and seen as sufficient for lighter-touch support. The remote approach, including ECs being able to work from home, was also considered to have been an efficient way of working by staff.

6.3 Once pandemic restrictions eased and the provision of in-person support was possible JETS did shift to more of a hybrid approach delivered through the providers' existing sites. ECs were given the flexibility to provide support in-person where they thought it would be advantageous or when clients indicated a preference. Examples where it was considered preferable included with participants who had more complex needs, participants who had limited IT skills or English, and clients who were not engaging well remotely. In-person support was considered preferable for forming a stronger relationship, trust and insight with clients. Ultimately, ECs reported feeling able to provide a higher quality and more tailored service through a flexible hybrid delivery. Much of the wider support offer (such as training courses, job clubs, IT support groups and health sessions) was in person too after the initial remote-heavy period.

Employability and job search support

6.4 The support delivered to clients was predominantly around searching for and securing work – including careers advice, identifying transferable skills, basic job search skills, developing CVs and job applications, interview techniques and exploring self-employment. Table B-14 in Annex B sets out the prevalence of these different types of support. Many JETS clients had been in their previous jobs for years, so needed this relatively simple support to better understand their options, how and where to search for jobs, and to increase their chances of securing a job. This support was primarily delivered via ECs, ESTs and iWorks, but also external services such as the National Careers Service which was the most common destination for Elemental referrals, accounting for 7% of all referrals.

6.5 JETS clients and staff spoke of the value of having an EC to support them throughout the process of applying for jobs, and in particular to cope with rejections. ECs provided clients with reassurance, hope and motivation to keep applying for jobs. ECs had also helped clients to consider new sectors and occupations based on their transferable skills. Clients wanting to change career particularly valued this support. ECs reported that the most challenging barrier to work they encountered were clients who lacked motivation to find work.

6.6 Table B-14 does suggest a decrease in the provision of some employability support over time – although it is possible this reflects less comprehensive recording of the support rather than a decrease in support provision.

6.7 The EST were also part of the employability and job search support offer. Clients were able to access account managed and wider labour market vacancies collated by the Employer Services Teams. The account managed vacancies often gave clients a better likelihood of securing work compared to competing in the wider labour market, and there were numerous

examples where clients had been supported into work rapidly through these vacancies. However, the EST was targeted with securing 35% of job starts but ultimately only contributed 15%. This is considered more in Chapter 7.

6.8 During delivery of the programme a cohort was identified that were aiming to secure management occupations, so an Executive Coach role was introduced to support this cohort. However, in practice the demand for this support was limited. Although this does show how active reviews of the job ambitions of the caseload were used to inform the support offer.

6.9 Similarly, JETS supported participants who wanted to move into self-employment to understand how to do so, and ECs could purchase work equipment for clients to enable this.

Skills support

6.10 The skills support delivered to clients included support identifying skills or skills development needs, advice around education and training, accessing short- and longer-term vocational courses, and support with basic skills including digital and ESOL. Table B-14 in Annex B sets out the prevalence of these different types of support. When designing JETS there was an expectation that clients would need support to upskill, reskill and identify transferable skills, especially where people had worked in a sector significantly impacted by the pandemic and so may need to move sector.

6.11 The programme introduced three Adult Skills Coordinators (ASCs) to resource the identification of skills needs across the cohort and liaise with training providers to support participants. ASCs also played an important role in signing training providers up to Elemental.

6.12 In practice, consultees said the need for reskilling had been limited due to the buoyancy of the labour market. Consultees also said many had been reluctant to upskill or reskill, preferring to move back into employment quickly rather than accessing training. The length of JETS was also considered an impediment to clients accessing skills support, either because the client needed to address other issues first, because waiting times were too long, or the courses themselves were lengthy. AEB provision in particular was considered too inflexible, lengthy, and/or not at the right level or pitch. Often the support needed for clients was more bite-sized. To overcome this issue JETS staff reported a focus on in-house delivery of training sessions, including by bringing in training providers. This enabled courses to be delivered sooner and in a shorter and/or more condensed format.

6.13 Issues with timely/appropriate provision was particularly acute for clients with ESOL needs. In some areas, the availability of timely formal and informal ESOL support was limited which presented a barrier to engagement with the programme and to the likelihood of securing employment.

6.14 While demand was lower than anticipated overall, ECs did identify a cohort of clients reluctant to go back into their previous sector or occupation (hospitality was a recurring example) who wanted support to reskill or upskill. In the initial assessment 32% of clients said indicated they were only interested in working in a different sector to their previous one,

rising to 44% for Catering Services. There was also evidence of participants accessing courses that were 'quick wins' where clients were supported to secure vocational qualifications, accreditation and/or skills that directly linked to available opportunities. Clients also received support with IT skills, which included basic IT skills and support with using specific software such as using Microsoft Teams or Zoom, which was particularly important for accessing remote support and access to family and friends when social distancing requirements or guidance was in place.

6.15 More detailed data on skills support comes from Elemental, which shows some of the referrals to external providers including Adult Education Budget (AEB) funded providers. Table B-15 Annex B shows referrals for skills accounted for the majority of Elemental referrals (55%) with 6% of all clients having a referral for skills. This is partly a reflection of Elemental hosting much of the training referral pathways. Table B-16 further shows vocational training referrals were most common (1,434 clients), followed by referrals for IT skills (250), ESOL (111) and functional skills (93). Some of the more common types of courses included CSCS cards, SIA licenses, forklift licenses, health and social care, food safety and hygiene, business administration, coding courses and HGV driving.

6.16 For clients interested in reskilling, sector-based work academy programmes (SWAPs) were seen as an effective model by programme staff. Amongst Elemental data there were 201 identifiable referrals to SWAPs across a range of sectors and occupations, although it is understood more referrals had taken place outside of Elemental. Where clients wanted more specialised training than was available through AEB the programme was also able to fund it where it was considered likely to lead to an employment outcome. The extent to which this happened is unknown.

Wider support

6.17 JETS also supported clients with their wider barriers to work. Table B-14 in Annex B shows the most common wider support was for confidence (10% of clients), motivation (8%), finances (7%) and mental health (2%). Table B-16 in Annex B shows very small numbers of JETS clients were referred externally via Elemental for wider needs.

6.18 Another important strand of support was helping or funding clients to access to IT equipment or the internet, which supported job searching, access to other support and remote jobs. Staff were able to fund purchases to address other barriers to work, such as transports costs, interview clothes, work clothes and equipment. Staff with experiences of delivering other employment support programmes remarked positively on the level and flexibility of discretionary spend compared to other programmes.

6.19 The Money Management Advice Service was included in JETS due to the expectation that many clients would be struggling with their finances due to the pandemic. While levels of need were not as high as anticipated initially, the uptake of support increased over time with 10% of all clients accessing the support. Consultees pointed to increased waiting lists for this type of support from organisations such as the Citizen's Advice Bureau, meaning support would be

less timely if relying on external organisations to provide the support. The most common support was around better-off calculations and Universal Credit advice, debt management and budgeting advice. Uptake of Money Management Courses varied considerably by provider, with 20% of Ingeus clients accessing the support compared to 10% of TGC clients and just 3% of the other providers' clients. The Money Management advisors also played a role in training ECs so they were more informed and better able to provide support around finances and fuel poverty.

6.20 ECs reported that the need for mental health support had been higher than anticipated and had increased over time. Lighter touch support was available online through access to SilverCloud and Be Mindful, and externally from other support organisations. However, some ECs felt the support they could offer was not sufficient or timely. As a result, some ECs suggested a need for more in-house provision; ECs from providers that had in-house mental health support offers, via wider council services, were more likely to report feeling better equipped. There were also activities to upskill ECs around how to support clients with mental health needs.

Support versus need

6.21 Econometric analyses were undertaken to consider whether clients with a particular support need were receiving corresponding support, finding that clients with needs were more likely to receive support. A full account of the methodology and results is set out in Annex C.

6.22 Table 6-1 below provides an example using the monitoring data (rather than econometric analyses) for simplicity. It shows clients with lower My Skills scores were more likely to receive support, and where that support came from.

Table 6-1: Support received by My Skills score given at initial assessment

My Skills score	% of clients	Received support	Received support internally	Received support externally
1	2%	42%	38%	9%
2	5%	41%	37%	9%
3	17%	37%	33%	10%
4	27%	34%	30%	8%
5	27%	32%	27%	7%
6	23%	27%	24%	5%

Source: JETS monitoring data

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Integration

6.23 Staff acknowledged that JETS benefitted from the extent of prior work around integration through WHP and previous Working Well programmes. This included the work of the WHP ICs, the Restart LILs, a Head of Integration who worked across JETS, WHP and Restart, with responsibility for an Integration Strategy, and ESTs who worked across the programmes. Likewise, WHP and Restart were considered to have benefitted from integration activity undertaken by JETS staff, including by Adult Skills Coordinators.

6.24 The full extent of JETS support delivered through integration is uncertain because signposts/referrals were only recorded via Elemental. For WHP just 4% of external signposts/referrals having been recorded via Elemental since it was launched, with the remaining 96% coming from Ingeus Works, which was not used for JETS. Therefore, the true scale is likely to be higher than Elemental data indicates.

6.25 Nonetheless it is useful to consider Elemental referrals even if they are a partial picture. Table B-15 shows the number of referrals by area, showing clients were most likely to be referred for 'My skills' interventions followed by 'My Work'. The number of clients referred for 'My Life' was small and 'My Health' very small, in part a reflection of Elemental hosting fewer of these referral pathways. Table B-16 in Annex B provides a further breakdown, with more detailed categories, showing that most common Skills - training/courses (6% of clients), Employability & Preparation for Work (2%), Exploring Job Goals / Skills Set and Career Planning (1%), and CV, Job Application and Interview Preparation (1%).

6.26 Table 6-2 considers the use of Elemental by the providers and over time. The use of Elemental was most common for participants starting in Q5, and decreased afterwards. TGC referred the highest proportion of clients via Elemental while Bolton and Rochdale referred just 1% each. During the fieldwork, consultees from the council-run providers did state a preference for using pre-existing referral pathways, as well as for utilising their in-house offers, with Elemental used as a back-up when provision could not be sourced through the usual routes.

Table 6-2: Proportion of JETS clients referred by quarter of start and provider

Quarter of start	Bolton Council	Get SET Academy	Ingeus	Oldham Council	Rochdale Council	TGC	All
Q1	1%	3%	2%	<1%	<1%	2%	2%
Q2	<1%	1%	4%	1%	<1%	10%	6%
Q3	1%	16%	7%	1%	<1%	20%	12%
Q4	1%	19%	12%	2%	<1%	23%	14%
Q5	1%	27%	18%	1%	2%	30%	20%
Q6	<1%	44%	14%	3%	2%	23%	15%

Quarter of start	Bolton Council	Get SET Academy	Ingeus	Oldham Council	Rochdale Council	TGC	All
Q7	<1%	23%	14%	6%	<1%	22%	16%
Q8	1%	11%	13%	11%	1%	19%	14%
Q9	<1%	<1%	14%	25%	<1%	13%	11%
Total	1%	14%	10%	3%	1%	18%	12%

Source: JETS monitoring data

6.27 The lack of referrals via Elemental does not mean that integration, referrals and signposts were not happening, although the common view was that the types of clients JETS supported had less need for external support. Where there were common needs staff often talked about that support being delivered in-house, as this was more timely and accessible, with some of the support around health given as an example where this was done. Positively, staff did consider themselves knowledgeable on external provision and recognised that there were directories and systems to help in accessing it.

Client engagement

6.1 Participation in the programme was voluntary for all clients. Therefore, as with WHP, one of the key challenges for the programme was keeping clients engaged. A client was marked as disengaged when they had not attended two appointments, three additional contact attempts had been made, and their WC had been contacted to seek any explanation and help in re-engaging them. Clients could also request to be marked as disengaged. Once disengaged, clients were still contacted to continue to try re-engaging them, ensure they were aware of the support available to them, and to continually share vacancies – unless they explicitly ask not to be contacted.

6.2 Overall 38% of clients were recorded as having at least one period of inactivity. Data on the reason for disengagement was collected through February 2022 to provide a snapshot for the evaluation. The results in Table 6-3 show that inability to contact was the leading reason, accounting for 68%. During the fieldwork, ECs attributed inability to contact to clients lacking motivation, lacking buy-in or facing disruptive events.

Table 6-3: Reasons clients were disengaged (February 2022 only)

Reasons	Disengaged clients	% of disengaged clients
Unable to contact	315	68%
Health reasons	52	11%
Other	44	9%

Reasons	Disengaged clients	% of disengaged clients
Health reasons of a dependent	20	4%
Job offer	10	2%
Personal circumstances	10	2%
Relocated outside of geographical area	8	2%
Returning to full time education	6	1%
Total	465	100%

Source: JETS monitoring data

6.3 Of the 38% of clients who were inactive at some point 68% did not become active again. Of the 32% who did subsequently became active again, 93% subsequently became inactive again. Overall, just 2% of those who disengaged subsequently re-engaged and remained active. This highlights the importance of keeping clients engaged as far as possible in the first instance, and further analysis points to the importance of the first two months as clients were most likely to become inactive in their second month on the programme.

6.4 Figure 6-2 shows inactivity increased over time before decreasing amongst starters in the final three quarters of the programme. The initial increase may have reflected better adherence to the disengagement process, which was an area of focus, or could have reflected the more challenge nature of the cohort (as set out in Chapter 5), or been an unintended consequence action to lower the DNS rate. The improvement in the engagement rate was attributed to a concerted effort although the changing cohort may also have contributed. Actions to improve the rate included a focus on the use of data, enhancing adherence to the engagement processes, running a re-engagement day for all ECs to highlight the issue, and resourcing attempts to re-engage clients including through a re-engagement team in TGC and a dedicated engagement consultant in Ingeus. Some of the methods found to work included calling at different times (including 'out of hours'), use of a single phone number, three-way calls with clients and their JCP Work Coach, running open mornings/days targeting disengaged clients including as part of Social Value commitments, and swapping ECs as a new EC might be able to form a better relationship.

Figure 6-2: Proportion of clients with a period of inactivity by quarter of start[29]
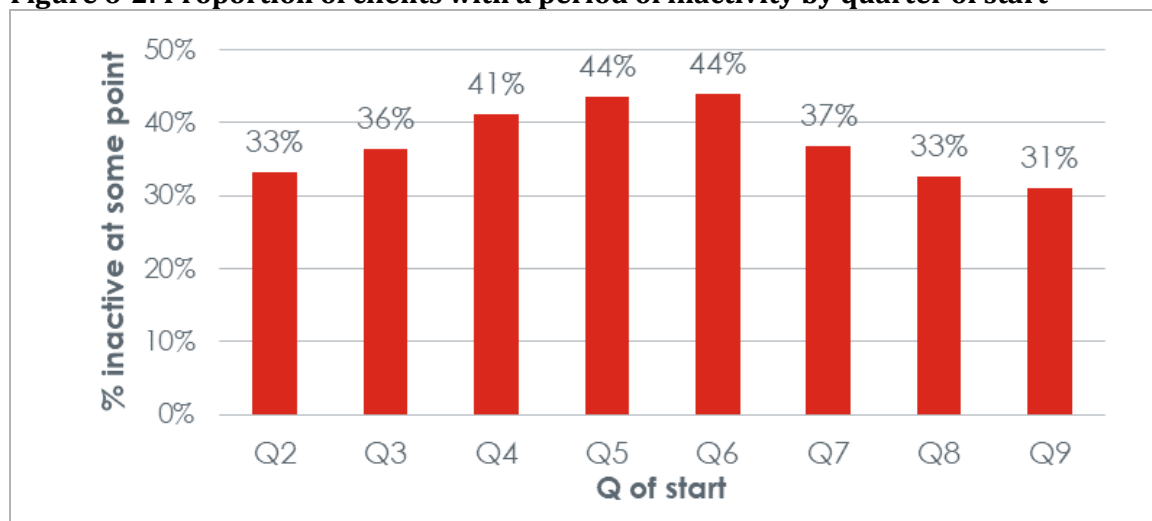
Participant feedback

6.5 Clients were sent a survey within a month after leaving the programme. The survey received 919 responses, equivalent to 5% of leavers.

6.6 Figure 6-3 shows responses to a question on how good the support they received was. Positively, the majority of respondents said 'very good' (57%), which is also true when only clients who did not secure a job are considered (56%). Comparing between the six providers, the results are broadly similar with the exception of Get SET Academy, for which less than half said 'very good' or 'good' although it is based on a small number of clients given Get SET had a 4% response rate and the smallest number of clients.

Figure 6-3: Client survey support satisfaction

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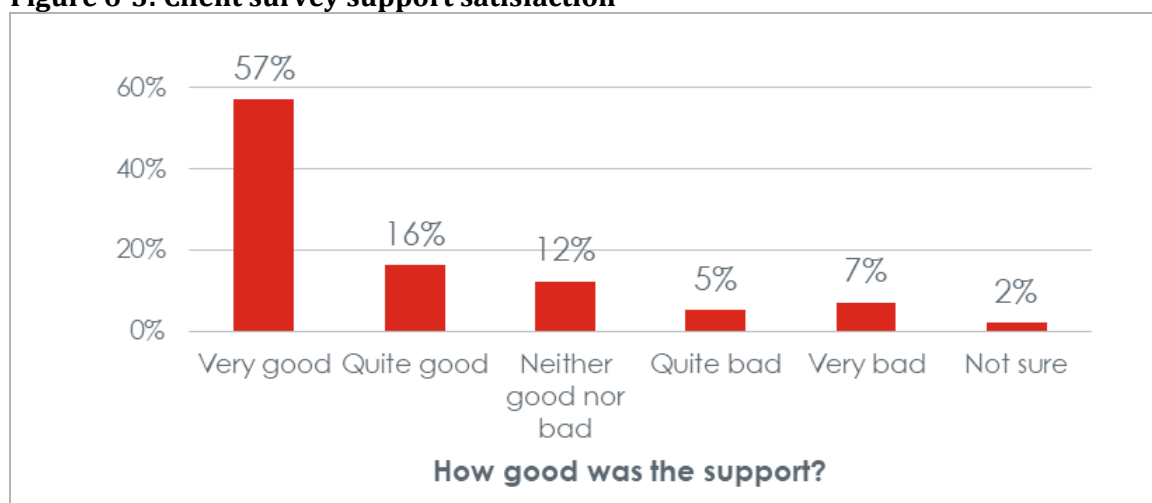
[29] The analysis compares monthly data exports, and due to a monthly export being missed it was not possible to consider Q1 in this analysis.

6.7 Of the responses, 12% said that the support was quite or very bad. When negative responses were received, they were explored with the client's EC to understand why, drawing on open text responses to questions on 'what you liked the most' and 'improvements that could be made' as well as client case notes.

6.8 The client survey included open text questions on what clients liked the most about JETS and what they thought could be improved. Table 6-4 shows coded responses to the question on what they liked most, which provides insight into the frequency of different feedback. Most commonly, clients commented on the staff themselves, and how they were understanding and personable. Other common responses were about job search support, encouragement received and the positive impact on mindset, motivation and confidence. Interviewed clients reflected positively on how the support differed from the support they received from JCP, which was felt to be more focused on benefit administration and number of hours spent job searching, rather than practical and personalised support.

Table 6-4: What clients liked most about JETS (out of 544 responses, excludes responses from fewer than 10 clients)

Coded responses	No. of responses	% of responses
Staff (understanding, personable, relatable)	212	39%
Job search support (inc CV, interview)	114	21%
Encouragement / impact on mindset, motivation, confidence	78	14%
None/negative	78	14%
Access to vacancies (inc targeted vacancies)	35	6%
Obtaining new skills/access to training	35	6%
Comprehensive/holistic/personalised	28	5%
Labour market advice / job goals	26	5%
Frequency of support	25	5%
IT/other equipment	19	3%
Providing/signposting to other support/opportunities	18	3%
Online workshops/seminars	16	3%
Check-up calls/communications	16	3%
iWorks/CV checker	15	3%

Coded responses	No. of responses	% of responses
Financial support	14	3%

Source: JETS monitoring data. Note: responses were open text; individual survey responses were coded multiple times if they contained multiple answers.

6.9 Table 6-5 shows coded responses to the question on what could be improved. The most common suggestions were about issues with communication and organisation, staff continuity and the extent to which support felt tailored.

Table 6-5: What clients thought could be improved about JETS (out of 416 responses, excludes responses from fewer than 10 clients)

Feedback	No. of responses	% of responses
Nothing	162	39%
Better communication & organisation (internal and external)	39	9%
Staff (inc continuity of staff)	39	9%
More personalised support	38	9%
Greater level of support/assistance/reassurance	29	7%
Greater provision of training opportunities/finance	25	6%
Everything/generally negative viewpoint	23	6%
Greater variety of jobs/sources	20	5%
Faster response times/greater staff availability	16	4%
More in-person support (rather than online/via telephone)	12	3%

Source: JETS monitoring data. Note: responses were open text; individual survey responses were coded multiple times if they contained multiple answers.

Learning around support

6.10 Overall JETS appears to have been well designed to support the short-term unemployed and those requiring lighter-touch support. In particular, the following aspects were considered to have been beneficial:

- The flexibility in delivery, with limited prescriptiveness around support enabling ECs to tailor the support offered. This had enabled the programme to flex to clients who were less work ready than anticipated. It is notable that the more structured six-week accelerator model first planned did not materialise, with ECs given more autonomy while still maintaining an emphasis on rapid progression.

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- The ability to offer a hybrid of remote and in-person support, despite initially being commissioned as a remote programme, as well as having an online offer for clients through iWorks with a strong emphasis on promoting the offer to clients so to achieve uptake. One caveat is that the receptiveness of clients to remote and online support may have been influenced by the unique circumstances of the pandemic, and so future programmes may find less buy-in to this approach.

- The programme being voluntary and short in length, meaning that clients who signed up were more likely to be motivated.

- The amount of discretionary funding available was frequently commented on as high relative to other programmes consultees had worked on, and had allowed barriers to support and work to be easily addressed.

- The focus on continuous improvement and use of data enabled continual refinement and targeted interventions, supported by GMCA as commissioner. The quality of data available was considered better than WHP at the time, with these improvements subsequently rolled out to WHP. Examples of changes resulting from the data-driven approach included the introduction of in-work support (considered more in Chapter 7) and strong focus on engagement of clients. Sharing of good practice also happened between the other areas Ingeus were delivering in, namely the wider North West and London.

- The recruitment of staff from backgrounds other than employability support, many of them unemployed due to the pandemic and therefore having had a similar experience to the early JETS cohorts. These staff were considered to have brought different knowledge, skillsets and contacts, fresh perspectives and enthusiasm, and been relatable for clients. Although this did require a considerable focus on induction and development, and they were supported by an experienced management team.

- While the EC model was considered to work well as it enabled the building of rapport and understanding, the 'one EC' model was not stuck to rigidly, with clients deemed not to be progressing moved to another EC to try address this. TGC sought to increase the likelihood of a good fit between clients and ECs through the initial engagement team allocating clients to ECs with similar employment backgrounds or characteristics.

- The focus on staff knowledge and skills, and running initiatives that highlighted areas of support and effective practices. Examples included a health-focused fortnight with courses that clients and staff could access, and 'performance optimisation days' for staff which were themed and included a day focused on re-engaging clients and another working with the EST.

- The Adult Skills Coordinator (ASC) role was generally well regarded, and helped in providing training opportunities for clients. While there was less demand for skills and training was less likely to be externally delivered than anticipated, the resourcing of the space made it easier to identify and work with training providers to deliver bespoke

courses and in-house courses where there was sufficient scale of demand amongst the caseload.

- The relationship between the six providers delivering JETS was considered to have worked well, especially later in the programme, with the Supply Chain Manager role seen as necessary to give it the resource and bandwidth required. It also benefited from the sharing of data, regular meetings and performance reviews between managers (which helped with sharing good practice), JETS-wide training/information sessions for staff, and JETS-wide access to resources such as iWorks and the EST; noting that some of these points took time to be more fully realised. The shift towards remote meetings was considered to have been useful in facilitating much of this. The number of providers was also considered to have driven 'healthy' competition between them.

7. Job Entry: Targeted Support (JETS) – Job Starts and Outcomes

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- By the end of March 2023 over 12,000 clients achieved a job start and nearly 10,000 achieved an Earnings Outcome which was far above target.

- All providers and areas finished far above target but there was considerable variation in the proportion of starters achieving an Earnings Outcome. To an extent the differences between areas and providers will reflect differences in who joined the programme.

- In total 75% of job starts where the wage was known paid the Real Living Wage.

- Econometric analyses found differences in the predicated probability of a client achieving an outcome based on various characteristics, including gender, age, ethnicity, length of unemployment, level of qualification and number of barriers to work. There were also some differences by provider and area. Clients starting in Q2 and Q3 of the programme had the highest predicated probability of achieving an EO, while those starting in subsequent quarters had a lower probability.

- JETS was an unusual programme in targeting the more recently unemployed and it is important to consider levels of additionality although it is not possible to assess this robustly by using a counterfactual. Based on the evidence available JETS may have helped clients to secure jobs more quickly and to secure jobs that better matched their aspirations.

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Job Starts and Earnings Outcomes achieved

7.1   To the end of March 2023, 12,087 JETS clients on achieved a job start.[30] Of these, 9,713 clients achieved an Earnings Outcome (EO), which is 49% of all who started the programme. This is equivalent to 220% of target or 224% of target based on actual programme starts. An EO was

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[30] This is the loosest definition of job starts which, counts anyone with a job start date (even where the start is unconfirmed) or an earnings commenced notification. This is because 72% of clients with an earnings commenced outcome don't have a job start confirmed, and 16% don't have a job start date. This reflects clients not updating ECs on job starts, and difficulties with evidencing the job starts. Conversely, just 13% of clients with a job start date do not have an earnings commenced notification.

achieved once a client was flagged as earning £1,000 via HMRC PAYE data or achieves a Self-Employment Outcome.[31]

7.2 The programme finished far above its EO target. While this reflected strong delivery of the programme the extent of the overperformance also reflected a fairly low programme target of 22% of clients achieving an EO given the intended client group. This target was set at a time of great uncertainty around likely labour market conditions, after which the labour market was more buoyant than anticipated.

7.3 Figure 7-1 shows the proportion of clients that achieved an EO by months after programme start, split out by the financial year of programme start. It shows consistently high performance, with the starters in the first six months and final six months performing strongest; some of which may reflect the nature of participants on the programme. It should be noted that EO notifications can take time to filter through so performance for 2022/23 may be stronger than the chart suggest.

Figure 7-1: Proportion of clients with an EO by months since programme start, by quarter of programme start
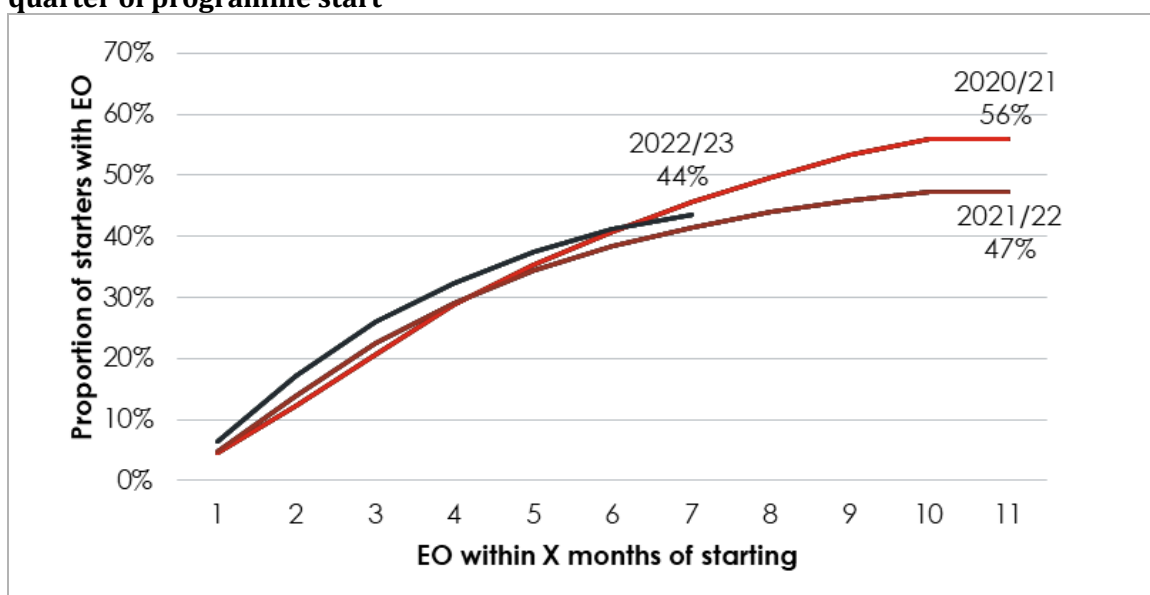
Source: JETS monitoring data

7.4 While there is no published data on JETS performance nationally, we understand that all areas across England and Wales performed well above target and Greater Manchester ranked highly amongst the areas.

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[31] An Earnings Outcome is achieved if a client earns £1,000 within 238 days of starting the programme (6 months programme duration + 56 days) which is tracked for up to 299 days from programme start (valid earnings period + 61 days). A Self-Employment Outcome is achieved if a client achieves a cumulative period of at least 56 days in self-employment within 238 days of starting the programme (6 months programme duration + 56 days).

Job starts and EOs by local authority and provider

7.5   Table 7-1 shows job start and EO performance by local authority and provider. It shows all areas and providers were far over target, but there was considerable variation in the proportion of starters achieving an EO. By provider TGC and Ingeus had the highest outcome performance and Get SET Academy the lowest. By local authority the gap was wider, with Stockport having the highest outcome performance and Bolton and Rochdale the lowest. The high performance of Stockport may reflect greater selectiveness in who was referred and the resultant cohort, as noted in Chapter 5. The differences in the average number of months to achieve an EO are fairly small.

Table 7-1: Job start and EO performance

LA	Count of job starts	Count of EO	% of clients with EO	% of EO target (based on actual starts)	Average months to achieve EO
LA					
Bolton	1,130	897	45%	205%	4.8
Bury	682	540	47%	214%	4.7
Manchester	3,280	2,588	49%	222%	4.7
Oldham	1,243	1,008	49%	224%	4.9
Rochdale	1,007	787	45%	204%	4.9
Salford	1,372	1,092	52%	236%	4.7
Stockport	582	494	57%	258%	4.7
Tameside	954	773	53%	239%	4.7
Trafford	629	521	53%	242%	4.7
Wigan	1,079	911	50%	227%	4.9
Provider					
Bolton Council	488	387	45%	205%	4.9
Get SET Academy	313	248	42%	189%	4.7
Ingeus	5,319	4,306	50%	228%	4.7
Oldham Council	530	432	48%	218%	5.0
Rochdale Council	738	585	44%	201%	4.9

LA	Count of job starts	Count of EO	% of clients with EO	% of EO target (based on actual starts)	Average months to achieve EO
TGC	4,699	3,755	51%	231%	4.8
Total	12,087	9,713	49%	224%	4.8

Source: JETS monitoring data

Likelihood of achieving an EO

Introduction to the econometric analyses

7.6 While this chapter has compared between local authorities and providers, it is not able to untangle how far any differences are due to local performance or the mix of clients coming on to the programme in different areas. This final evaluation of JETS therefore used a logistic regression technique to independently consider the effects of different variables simultaneously in a way that simple descriptive statistics do not. The analysis considered the likelihood of achieving an EO and the speed of achieving an EO. For a more detailed overview of the methodology and findings, please refer to Annex C. These techniques were used previously for the WHP evaluation, most recently in 2021.

7.7 Overall, the sample size for the model was 19,666 clients. The variables that were considered can be grouped into three broad categories: relating to programme delivery (provider, local authority and quarter of start), client characteristics (such as gender, age and ethnicity) and barriers to work (such as length of unemployment, qualification level and health conditions).

7.8 The full results are set out in Table C-7, Table C-8 and Table C-9 in Annex C, and summarised here. The results on likelihood of an EO show the percentage point difference in the likelihood based on the effect of changing one variable – from a base variable to an alternative variable – when all other variables are held constant at 'the average client'. So for example, by local authority Manchester is the base variable. The analysis tests the impact of changing the local authority while holding all other variables constant at their base variable. The effect is how many percentage points more or less likely a client in a different local authority is to have started a job versus if they were in Manchester. The effect is only considered when it is found to be statistically significant. The effect of a variable on the time taken to achieve an EO was considered in the same way.

7.9 Additional non-econometric analyses of the achievement of EOs by client characteristics/barriers is presented in Table B-13 in Annex B.

Results of the econometric analyses

7.10 The key findings from the analysis are:

- Older clients had a lower probability of achieving an EO. Clients who were 36, the median age, the predicted probability of them achieving an EO was 54%, compared to 57% for 18 year olds and 48% for 73 years old (the youngest and oldest ages of clients). However, older clients were found to take less time to achieve an EO than younger clients, although the effect was small with a 20-year age difference influencing EO speed by 0.2 months faster.

- Females were had a higher probability of achieving an EO at 57% compared to 52% for males.

- White and Black clients had a higher probability achieving an EO at 55% and 53% respectively, compared to 51% for Asian clients, 47% for Mixed ethnicity clients and 49% for clients with an 'Other' ethnicity.

- Higher qualified clients had a higher probability of achieving an EO, mostly along a gradient. For example, clients with no qualifications had a predicted probably of 48%, compared to 53% for clients with 5+ GCSEs at grades A*-C and 58% for clients with a degree or higher.

- Clients who spent longer out of work before starting JETS had a lower probability of achieving an EO. Clients unemployed for six months had a predicted probably of 57% compared to 52% for clients unemployed for a year and 33% for clients unemployed three years.

- Clients with more barriers had a lower probability of achieving an EO. Each additional barrier reduced the predicted probability of an EO by 2.4% from a maximum of 58% for participants facing none of a set of 12 barriers captured by JETS.

- Five of the barriers were found to have a statistically significant effect. Having unspent or spent criminal offences had the largest effect (-7 percentage points on predicted probability of an EO) followed by caring responsibilities for a friend or family member (-5pp), confidence in taking a job (-5pp), personal circumstances making it harder to work (-4pp) and lacking a GCSE pass or equivalent in maths or English (-2pp). It is interesting that a range of other barriers were not found to have a statistically significant effect for JETS clients achieving an EO, including wellbeing, job search skills, having a driving license and/or access to a car, confidence in using a computer, a need for housing support, debt as a problem and childcare responsibilities impacting on ability to search for/take up work.

- Clients with Get SET Academy had a -8 percentage point lower probability of achieving an EO. In part, this might be a reflection of the provider's cohort being different, as while the analysis holds characteristics and barriers constant to reduce its affect it can nonetheless still influence the outcome of the analysis. In some ways Get SET Academy did have a more challenging cohort (e.g. its clients were on average lower qualified and faced more barriers) although in others it did not (e.g. on average clients were unemployed for less time). Possible reasons that Get SET Academy may not have performed as well include

them being less well established as an employment support provider in Greater Manchester, having a smaller team and therefore less shared knowledge to draw together, and the lack of a physical presence in Greater Manchester making it difficult to offer in-person support when it became possible.

- Clients living in Stockport, Salford and Trafford had a higher probability of achieving an EO, at 59%, 56% and 56% respectively. As with provider, the nature of the cohorts within these areas may have an influence despite the analysis aiming to control for this. The possible greater selectiveness and resultant distinctiveness of the cohort in Stockport has been highlighted throughout. Local labour markets will also have had an influence.

- Clients who started later in Q2 and Q3 were had the highest predicated probability of achieving an EO, with those starting in subsequent quarters having a lower probability (noting the early cut-off for Q8 and Q9 may explain some of this difference for these quarters). Again, this may be a reflection of the cohort starting in each quarter, reflecting changes in the observable characteristics throughout the programme or possibly unobserved characteristics e.g. in personality or motivation. Other possible reasons for changes in performance include changes in the labour market and extent to which the programme was able to link into opportunities within the labour market (for example during the early stages of the programme there were successes in tapping into 'COVID economy' roles such as testing centre and call centre roles).

7.11 The effects of different variables on the speed of achieving an EO were generally quite small aside from for quarter of start. In later quarters clients were generally more likely to achieve an EO quicker. This may reflect refinement of the support as well as labour market conditions.

Types of jobs started

7.12 Some data was collected on the nature of jobs started by clients, including wage, contract type, occupation and how the client viewed the job.[32] These are considered in this section.

7.13 Table 7-2 shows the proportion of jobs that paid the Real Living Wage (RLW). For the jobs where it was recorded, 75% paid RLW. In total this was equivalent to 5,983 RLW job starts. It is, however, unknown for nearly a quarter of jobs started, and especially high for Get SET Academy. The level of unknowns makes comparisons between the providers less robust, although TGC does appear to have achieved a relatively high proportion.

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[32] The coverage is partial, as 16% of clients with an EO do not have a job start recorded. For some metrics the coverage is even more partial. Some of the recorded jobs may also not be the job that actually led to an EO.

Table 7-2: Jobs paying the Real Living Wage (shows percentage of those that are known, with percentage unknown also presented) by provider

Provider	Pays RLW	Unknown
Bolton Council	75%	20%
Get SET Academy	100%	92%
Ingeus	67%	24%
Oldham Council	68%	13%
Rochdale Council	65%	14%
TGC	86%	18%
Total	75%	22%

Source: JETS monitoring data

7.14 Table 7-3 shows the contract type for jobs. The majority, where it is known, were full time contracts. The level was broadly similar across the different providers.

Table 7-3: Contract type (shows percentage of those that are known, along with percentage unknown) by provider

Provider	Full time	Part time	Varies	Zero hours contract	Unknown
Bolton Council	58%	30%	6%	6%	19%
Get SET Academy	57%	29%	8%	5%	24%
Ingeus	59%	27%	9%	4%	15%
Oldham Council	56%	32%	9%	2%	22%
Rochdale Council	59%	24%	13%	4%	19%
TGC	59%	27%	8%	7%	13%
Total	59%	27%	9%	5%	15%

Source: JETS monitoring data

7.15 Table 7-4 shows the types of occupations started by clients, where captured. Most common were Elementary occupations (29%) and Sales and customer service occupations (19%). The table shows that the conversion rate for job starts to EOs was highest for Sales and customer service occupations and Administrative and secretarial occupations, and considerably below average for Skilled trades occupations.

Table 7-4: Occupation categories of known jobs, and JS to EO conversion rate

Occupation category	Count	% of JS	JS to EO rate (for JS 3 months+ ago)
Elementary occupations	2,829	29%	80%
Sales and customer service occupations	1,866	19%	85%
Administrative and secretarial occupations	1,722	17%	84%
Process, plant and machine operatives	1,010	10%	75%
Caring, leisure and other service occupations	840	8%	79%
Skilled trades occupations	642	6%	59%
Professional occupations	478	5%	76%
Associate professional and technical occupations	373	4%	77%
Managers, directors and senior officials	136	1%	71%

Source: JETS monitoring data

7.16 Considering the more detailed occupation categories, clients have moved into a wide range of occupations, covering 314 different occupation categories. The most common were Finance officers (7% of known jobs), Customer service occupations (6%), Elementary storage occupations (5%), Other administrative occupations (5%), and Cleaners and domestics (4%).

7.17 Lastly, clients were asked how they viewed their job in two different surveys. The first was a survey of clients who had started a job, which was implemented during the second year of delivery (12% response rate, 19% for job starters). The second was a survey of programme leavers (5% overall response rate, and 3% for job starters). The table below shows the results from both surveys. The results from the surveys are both positive, showing a majority viewing their job positively, and just a fifth and a quarter of clients viewing it as 'just a job'. As shown noted earlier for WHP, how participants view their new job is important to sustainment of employment.

Table 7-5: How client views their new job

View of job	Job starter survey	End of programme survey
My ideal job	44%	20%
A step towards a better future	34%	51%
Just a job	21%	25%
Responses	2,325	380

Source: JETS monitoring data

Learning around job starts and EOs

7.18 This section considers some of the notable activities, developments and evidence for JETS around achieving job starts and EOs.

Performance management

7.19 The overperformance against target necessitated a switch to performance management by measuring providers against each other and against other JETS areas nationally to push high performance and avoid complacency when targets were being over-achieved by so much. 'Stretch targets' were introduced to drive further performance. Reviews of EC caseloads included a focus on identifying clients who had not progressed so that remedial action could be taken, including moving the client to a different EC. These actions demonstrate a desire to support as many people as possible in to employment, well in excess of contracted targets.

Role of Employer Services Teams

7.20 The role of Employer Services Teams (EST) were considered earlier in Chapter 4 for WHP. JETS staff reported similar difficulties in fully realising the benefits of employer engagement. The key difference for JETS was that it had no EST staff attached specifically to the programme at any point, although ECs were supported by the team and benefited from some direct contact with EST staff where they shared an office space. Towards the end of JETS there was reportedly an increase in one-on-ones between EST staff and JETS clients, more tailored job searching and reverse marketing, enabled by a smaller caseload.

7.21 The proportion of job starts attributed to the EST by provider and period is set out in Table 7-6 below. It shows Ingeus having the highest proportion of job starts attributable to the EST team, although it fell over time from 37% of job starts in 2020/21 to 14% in 2022/23. This may reflect some of the factors set out earlier in Chapter 4, as well the changing labour market making it easier for clients to find their own jobs, and a shift away from mass recruitment vacancies in the 'COVID economy' that the programme was successful in tapping into during the early pandemic (e.g. in testing centres and call centres).

7.22 For the other providers the proportion of jobs attributed to the EST team was considerably lower. TGC also experienced a fall after 2020/21 but EST contribution was higher than for the other providers. This may have reflected limited vacancy sharing from the Ingeus EST to the rest of the supply chain, which was rectified later in the programme, although the impact appears to have been limited. The council providers did have their own employer engagement resource outside of JETS (as well as intelligence and links from business investment teams) which may not have been reflected in the monitoring data.

Table 7-6: Proportion of jobs starts attributed to EST by year of job start

Provider	Y1	Y2	Y3	Overall
Bolton Council	13%	4%	2%	7%
Get SET Academy	13%	4%	3%	6%
Ingeus	37%	25%	14%	23%
Oldham Council	3%	2%	2%	2%
Rochdale Council	8%	3%	7%	5%
TGC	17%	9%	11%	11%
Total	26%	15%	11%	15%

Source: JETS monitoring data

7.23 Considering the types of jobs started through the EST and conversion to EO:[33]

- Clients who started an EST job were less likely to be paid the Real Living Wage at 64% compared to 76% for clients who started non-EST jobs.

- Clients who started an EST job were more likely to be in a full-time role at 71% compared to 57% for clients who started non-EST jobs.

- Clients who started an EST job were more likely to convert to an at 84% compared to 78% for clients starting non-EST jobs.

- EST roles were proportionately more likely to be certain occupations, namely Sales and customer service occupations, Elementary occupations, and Process, plant and machine operatives. Ingeus EST roles have also been proportionately more likely to be Corporate manager and director occupations albeit these types of occupations were less common overall.

Changing sector

7.24 An expectation for JETS was that some clients would be looking to change sector in response to the pandemic-caused job losses experienced in some sectors. In practice, ECs reported some clients fitted this description, and there were also clients who were seeking to switch sectors that offered better pay and conditions, or a less pressurised environment, with reluctance to return to hospitality and care common examples.

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[33] The data comes from different sources and is matched based on client rather than specific job start, except for the final bullet point which is based on the specific job starts.

7.25 Data was collected on the sectors clients worked in previously and up to three sectors they wanted to consider jobs in. Table 7-7 summarises the extent to which clients were interested in working in the same or different sector as previously. Most clients (68%) were willing to consider the same sector as previously, and most were willing to consider different sectors (72%), while around a third would only consider their previous sector or a new sector. Amongst the more common previous sectors that clients had worked in, the sector that the most wanted to leave was Catering Services (44% different sector only).

7.26 Table 7-7 shows those open to considering their previous and other sectors were most likely to achieve an EO, those considering their same sector only were second most likely, and those considering a different sector only were least; the gap is quite small though, suggesting the programme was effective regardless of whether someone was a sector switcher or not.

Table 7-7: Sectors considered by clients versus their previous sector

Sectors considered	% of clients	% of clients with EO
Same and different sectors	39%	52%
Same sector only	28%	50%
Different sector only	32%	46%

Source: JETS monitoring data

7.27 Table 7-8 shows the number of sectors considered by clients. Most commonly, clients said they would only consider a single sector, but these clients were also the least likely to achieve an EO. Those open to three sectors were most likely to achieve an EO. ECs received training on how to encourage clients to consider other sectors, and the National Careers Service was commonly used to provide guidance on other sectors. These results point to the potential benefits of this approach, nothing that these views reflect their view at initial assessment, and may have changed during the programme. A lack of openness to vacancies in care and hospitality were cited as frustrating by the EST due to the availability of these roles. This reflects the challenges these sectors face with their attractiveness, and with getting employers to recognise this and change their employment practices.

Table 7-8: Number of sectors considered by clients

Number of sectors considered	% of clients	% of clients with EO
1	42%	47%
2	37%	50%
3	20%	53%

Source: JETS monitoring data

7.28 While the conversion to EO based on previous sector and considered sectors has been considered above, unfortunately it has not been possible to examine the extent to which clients did change sector – as for job starts the information collected was on occupations rather than sectors as expected, and they do not clearly map together.

Engagement

7.29 Analysis of disengagement shows that clients with a period of inactivity were far less likely to have achieved an EO. Overall, 59% of clients without a period of inactivity achieved an EO compared to 29% of clients with a period of inactivity, so the latter were almost half as likely. Some caution should be taken in interpreting this, as lower engagement may be a proxy for motivation to find work, with lower outcomes reflecting this rather than clients having received less support. Although it is such a large a gap that avoiding disengagement in the first instance is advisable, noting that this and re-engagement were areas of focus, as set out in Chapter 6.

In-work support

7.30 There was no formal in-work support planned for JETS, in expectation that the cohort would have recent employment experience and so would be less likely to need the support. However, as the conversion rate of 80% of job starts leading to EOs shows, there was some need for support. Therefore, the providers introduced an in-work support offer to ensure that clients were tracked and supported to achieve EOs. This entailed ECs having informal check-ins with clients once they had started work to provide reassurance and address any issues, and, if the client fell out of work and not reached the EO threshold, providing support to secure another job. In the second year of delivery Ingeus relaunched this support as a formal 'job start process' with a 'job start support team' to provide a month's in-work support.

7.31 The earning threshold for JETS was relatively low and so programme follow-up was fairly short term. One slight concern is from the follow up client survey, although this had a low response rate so should be treated with some caution. It showed 18% of respondents who had started a job reported having left their job, of which most (15%) had not started another job. For some this may well be a temporary situation, but it does highlight the need for on-going support and tracking, and in future programmes perhaps a more substantive earning threshold so that a focus on sustaining and sustainable employment is reflected in programme design.

Value Added

7.32 JETS was an unusual programme in targeting the more recently unemployed. It is therefore important to consider how far it generated additional value in supporting people back to work. The preferred way to do this would be to consider JETS clients against a matched comparison group, however this is not possible for this evaluation to do in a sufficiently robust manner. The sample available for matching through the Labour Force Survey is small

and lacks information on various characteristics that would ideally be used in a matching process. More extensive administrative data that would allow this was not available to the evaluation. Therefore this section considers the evidence that was available on added value in lieu of more robust evidence.

7.33 As shown in the econometric analyses, clients who were shorter-term unemployed (the target cohort) had a high likelihood of moving into work and Figure 7-2 shows many clients reaching an EO threshold of £1,000 within just 1-2 months, especially in the final year. This short period of programme support could suggest that many would have found work without JETS and alternatively, that for some a very small amount of support was all that was needed. That said, it is possible that some of JETS' additionality came through moving clients into work more quickly than they otherwise would have. Examples of how the programme enabled more rapid moves into work for clients included through the provision of accreditation/identification, the purchase of equipment, purchases that removed other barriers such as travel, and providing access to vacancies with engaged employers who started clients in a role quickly. Again, without a comparator group it is not possible to test the effect of the programme as a whole.

Figure 7-2: Proportion of clients achieving an EO by time since programme start
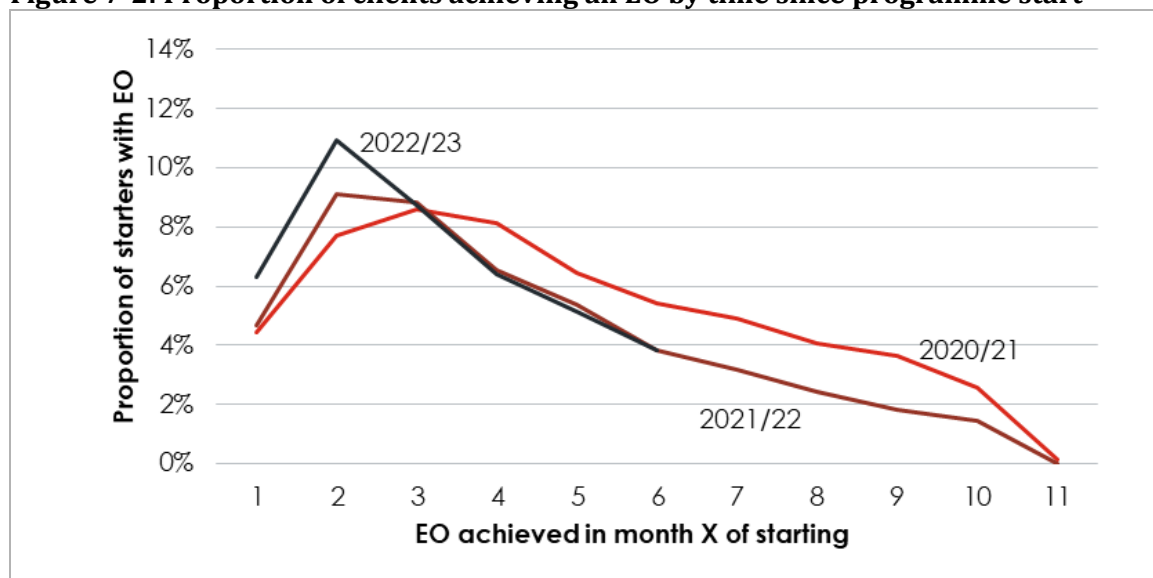
Source: JETS monitoring data

7.34 The end of programme client survey asked clients whether they thought JETS had helped them secure the job they started. With a response rate of just 3% of job starters the findings in Table 7-9 should be treated with caution, but it shows a majority agreeing the programme had helped, and half said it is unlikely they would have started their job without the programme. That said, one in four said they would have expected to have found a job anyway and this probably under-estimates the deadweight of the programme as people find it difficult to estimate what would have happened in the absence of support.

7.35 In the fieldwork, consultees emphasised the preventative nature of the programme – by providing support with careers guidance, job searching, interviewing, upskilling/reskilling,

and addressing financial barriers – some clients will have been prevented from becoming long-term unemployed, with all the negative implications that entails. It was suggested that JCP and the National Careers Service lacked the capacity to provide this light-touch support that can be instrumental in making the difference to people avoiding becoming long-term unemployed, or helping them to secure jobs more quickly or that better match their aspirations. This capacity issue was perhaps most acute through Covid and the sharp spike in unemployment that it brought about.

Table 7-9: Client view on whether JETS helped them start their job

Did JETS help you find the job you started?	Respondents	% of respondents
Yes – I would probably not have started this job without the programme	79	21%
Yes a bit – I probably would have started this job without the programme	201	53%
No – I would have started this job without the programme	100	26%
Respondents	380	-

Source: JETS monitoring data

7.36 Clients were also asked whether they were better or worse off financially in their new job compared to their old one. It found over half were better off, and just a fifth worse off. A further 73% of clients said they felt there were opportunities for progression in their job.

Table 7-10: Client view on whether they will be better off financially

Did the job mean that you were?	Respondents	% of respondents
Better off financially than you were in your last job	205	54%
The same financially as in your last job	103	27%
Worse off than you were in your last job	72	19%
Respondents	380	-

Source: JETS monitoring data

7.37 The earlier findings around jobs paying the Real Living Wage and the types of contracts clients started are also relevant considerations for value added.

Clients who did not achieve an EO

7.38 The evidence on progression for the 51% of clients who did not achieve an EO during their time on the programme is limited. Some data was captured on exit through the client leaver

survey for respondents who did not achieve an EO, which achieved a response rate of just 4% for this cohort so results should be treated with caution, but it showed:

- A majority (60%) of clients said they felt better equipped to find work than before they started the programme, although this does leave 41% who did not.

- A majority of clients reported receiving support for the barriers to work they wanted help with (see Table 7-11 below).

- The changes in a series of ranked barriers to work were mostly net negative (see Table 7-12 below). This may reflect deterioration for clients who did not find employment as a result of not doing so, or conversely not finding employment because of this deterioration, or it could reflect a better recognition of these barriers to work by clients which could be considered a positive outcome. It should also be cautioned that clients would not have had their initial score available to them to reflect on distance travelled in responding.

Table 7-11: Client views on whether they received support for their barriers

Response	Count	%
Yes, for all of the barriers to work that I wanted help with	162	42%
Yes, for most of the barriers to work that I wanted help with	77	20%
Yes, for some of the barriers to work that I wanted help with	70	18%
No, I did not receive support for the barriers to work that I wanted help with	73	19%
Out of:	382	-

Source: JETS leaver survey

Table 7-12: Changes in client scored barriers to work between initial assessment and leaver survey (n=353)

	Improved	Same	Worse	Net change
Personal Circumstances	28%	23%	49%	-21
Computer Skills	33%	34%	33%	-1
My Skills	30%	22%	47%	-17
Job Success	30%	31%	39%	-9
Job Searching Skills	38%	25%	37%	1
Wellbeing	24%	27%	50%	-26

Source: JETS leaver survey

7.39 It was suggested during the fieldwork that on reflection JETS ought to have built in better evidencing of progression for clients who did not achieve an EO while on programme. Another

suggestion was that there ought to have been some flexibility to the length of JETS with ~3 months additional support available for clients considered very close to finding a job rather than having a hard cut-off.

Where appropriate for clients who exited without an EO, ECs would undertake warm handovers with DWP WCs to help identify the client's next steps. For some clients this included the suggestion that they joined WHP.

8. Conclusions

8.1 This final chapter draws a series of reflections from the body of evidence presented in the report. It starts with reflections that are relevant to both WHP and JETS before considering each programme individually.

The external environment

8.2 The programmes have been delivered during extended periods of economic turbulence. In the last year the external conditions have been more settled compared to the two years prior. That said, the increased cost of living experienced by clients and cost of business experienced by employers created challenges have presented challenges to which the programmes have had to respond.

GMCA's role as commissioner

8.3 During the fieldwork consultees across both programmes commented on the active and supportive role that GMCA play as a commissioner. GMCA were valued for their ability to broker relationships and 'opening doors' that could benefit clients. A recent example of this has been the Working Well: Roots to Dental pilot highlighted earlier which will give clients access to dental treatment.

8.4 GMCA have also driven the focus on integration and social values. These were considered to have enhanced programme delivery and generated positive impacts for clients, as well as more widely for local communities. This includes impacts linked to employability plus a broader range of impacts that have enhanced quality of life. The extent of the focus on integration and social values has made the programmes distinctive to programmes delivered in other areas.

Generating learning for future programme design and commission

8.5 In the last year the Greater Manchester Trailblazer Devolution deal was published, which contained a commitment to co-design of future contracted employment support programmes and provides additional devolved powers around skills support. There is also funding available through the UK Shared Prosperity Fund to deliver these types of programmes. The learning generated through WHP and JETS in this report is important in this context.

8.6 While there is considerable valuable learning within the report it is also important to note that the report has identified various areas where the insights it has been possible to generate are not as robust as they could be. In places this is because the monitoring data quality or coverage could be improved. In others it is because it has not been possible for the evaluation to use counterfactuals. So for example the evaluation was unable to test the additionality of JETS. Sometimes, however, it just reflects the complexity of programmes like WHP and JETS.

The most notable example is the difficulty of separating out whether changes in programme performance are due to the changing nature of the cohort, improvements in the delivery of the programme or external factors. Even with the econometric analyses on JETS and previously with WHP it has only been possible to hypothesise the likely causes of changes in performance over time.

Work and Health Programme

Referrals, starts and profile of clients

8.7 WHP has consistently done well on the number of referrals and starts achieved over recent years, and is at its profiled number of starters to date. Despite this a decision was taken to introduce a pre-referral information session to improve the conversion rate and help ensure the people referred to the programme were appropriate. This process has delivered various benefits including an improved start rate, improved feedback to Work Coaches, Integration Coordinators having a better knowledge of the caseload, a reduction in less appropriate referrals, and possibly those joining have had greater motivation and buy-in to the support (which is difficult to determine).

8.8 There is, however, a need to reflect on how the process can be adequately resourced to ensure consistency across the supply chain and negate some of the challenges with implementation and potential negative consequences (e.g. around IC time for integration activities). There are also questions around: whether the approach is necessary and proportionate for all JCP sites; whether this process is doing what JCP ought to be doing more effectively; whether this type of triage role might need to be built into future programmes or operate across programmes; and whether those not referred due to lack of commitment need an alternative support offer or are being referred to other support.

8.9 Despite greater selectivity around programme entry the start profile is still being achieved because the start profile has been lower since the programme extension. The people joining the programme also look to be appropriate and who the programme was targeted at. In many ways they remain similar to those joining before the new process was introduced (e.g. in barriers scores and the prevalence of health conditions and disabilities) but in some important ways those joining since have been different (e.g. unemployed for less time, younger, more highly qualified, possibly motivation) which mean they should be less challenging to move into employment. This ought to have a positive effect on programme performance going forwards.

8.10 There appears to have been further divergence in the types of people joining in different areas. This could reflect the nature of the local population in each area rather than differences in who JCP are opting to refer, but if it is the latter than pre-referral information sessions could be a tool to reduce any discrepancies. An implication of this divergence is that it makes it more challenging to judge performance between areas.

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Support and delivery model

8.11 The delivery model and support offer has continued to evolve over the last year. Providing support relating to the cost of living has been an important focus in the last year, including through the introduction of the Money Management Service. Further changes have included a focus on engagement and progression, changes to KW targets, the introduction of a Supply Chain Manager, and the use of the Community Investment Fund for further investment in support for clients and the external local support landscape. The use of CIF offers an opportunity to learn what support is effective and might be added to the core offer through a 'test and learn' approach. This should also help with ensuring that CIF spend delivers genuine additionality. It is unlikely that it will be possible to confidently identify the impact of CIF on programme performance because it is just one factor amongst many other contributory factors and variables, and any effect will be relatively small. This means evaluating impacts at the level of individual activities/initiatives will be important for generating learning.

8.12 This year's report poses a question on whether the capacity of the Health Teams is in line with the level of demand on the programme. Past Annual Reports having highlighted the value placed on the support provided by these teams by both clients and KWs. The health offer is being expanded in other ways though, including through the use of CIF and more innovative approaches such as collaboration with local universities to provide physiotherapist placement opportunities and access to dental treatment.

8.13 Integration is now relatively mature and continues to be resourced through ICs. The impact of the pre-referral information sessions on their capacity for integration-focused activities has varied, with some ICs reporting now having more time while others reported less time and flexibility for these other activities. The extent to which Local Leads (and Integration Plans and Integration Boards) are actively involved with the programme is less consistent than in the early stages of the programme. This may be fine and simply reflect the maturity of relationships, but it is worth considering whether there is scope to refresh and advance some new areas of integration. One possible area to explore is the relationship between ESTs and relevant local authority teams. Strengthening this link could help WHP tap into additional employment opportunities for clients, including through social value commitments made to local authorities.

8.14 It is notable that CIF appears to have altered the WHP model of integration. The ability to fund VCSE organisations to deliver support to clients and strengthen their capacity has given WHP greater weight, and has enabled the offers to be more fully integrated into the programme offer. This has meant that the support is more accessible and responsive than if it were accessed for free through traditional routes, which points to possible shortcomings of relying on an integration approach. Ensuring that additionality and duplication are considered when funding these services will be important.

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8.15 The use of Elemental has decreased to its lowest level since its introduction. While there remains buy-in to the vision of a live, one-stop, streamlined referral system, there are various practical and platform-specific barriers to realising this with the Elemental system. It was hoped that such a system would generate intelligence on the support ecosystem that would support commissioning decisions, but the quality of evidence generated is not as useful as anticipated due to its limitations. There have been benefits generated through the process of introducing Elemental though, in that it provided impetus, a focal point and a more structured approach to integration and the relationships with the providers that signed up. In particular, it strengthened relationships with some local training providers. The system does also serve other programmes such as Restart, so may be of greater benefit across multiple programmes than appears to have been the case for WHP and JETS in isolation.

Programme outcomes

8.16 Performance has improved to its highest level to date for clients starting in the last year, although performance has been less strong for cohorts who were towards the end of their time on the programme. While there are still disparities in performance, all providers and nearly all localities have improved their outcome performance for more recent starters. The GM programme has also been performing strongly against other CPAs.

8.17 A key focus of the new Supply Chain Manager is improving the performance of TGC and Seetec Pluss to close the gap with Ingeus. The new role was considered to have provided the resource and bandwidth needed in the relationship. There has been a focus on the sharing of good practice and a structured and constructive approach to improving performance, which has been well received.

8.18 Improved performance is to be expected to an extent given that the cohort appears to be less challenging. It is difficult judge whether it is also due to changes made to support and the delivery model, or due to the impact of the labour market – but improved performance is evident amongst clients with more challenging barriers which suggests improved performance has not been at the expense of the harder to help. This supports the possibility that improved performance is also the result of changes made to programme delivery. Improved performance has also coincided with the programme reverting back to a payment by results model; whether this has had any influence is not known.

8.19 While there are signs of recent improvements to job start performance it will be important to monitor whether these job starts are sustained as there is a risk that a push for job starts comes at the expense of sustainment – although the evaluation did not find anything to suggest that people were being pushed into jobs that were inappropriate or prematurely. The refocusing of KW and EST targets to include a focus on achievement of EOs on should help maintain a focus on sustainable employment. More generally there appears to be a greater emphasis on the use of data to drive performance which has included a focus on the conversion of job starts to earnings thresholds.

8.20 The last Annual Report identified the TGC EST's low contribution to job starts in the most recent year. This most recent year has seen the contribution improve but it is still below previous levels. The Ingeus EST contribution also dropped slightly in the last year. Some of the key reasons for lower than expected contributions appear to be the level of resource within the teams, mismatches between vacancies and client demand, and disruption from changes in personnel and team structures. Various action is underway to address these issues and increase the contribution made. Monitoring data suggests contributions have since been improving and feedback was increasingly positive. The evaluation also identified various benefits delivered by the ESTs, including their ability to influence employer behaviour, mindsets and practices, and being more likely to support longer-term unemployed people into work.

8.21 Lastly, this report included analysis of distance travelled on outcomes other than employment including health. It found that quantifiable evidence of distance travelled was limited within the monitoring data. This is not to suggest that clients are not progressing as the evaluation has encountered a wealth of qualitative evidence and case studies that demonstrate this. It is concerning that this cannot be demonstrated at a programme level though. This could be an area of focus moving forward. This might entail a focus on improving distance travelled and/or better evidencing distance travelled.

JETS

8.22 JETS in many ways appears to have been a successful programme. It was mobilised quickly in response to the pandemic during a challenging period of time, provided a support offer that was considered as needed and appropriate, finished at around its target number of starts with those recruited broadly appropriate, it vastly over-exceeded its target number of outcomes, and surveys show high client satisfaction.

8.23 A key part of JETS' story is its distinctiveness. It was established to support people who were newly unemployed due to an unprecedented situation, many of whom were unaccustomed to being unemployed and highly motivated to find employment. There was insufficient capacity to support these people through JCP, with staff focused on the processing of new benefit claims, so JETS provided important additional capacity. The pandemic informed the design of the programme, with support designed to be remote and a focus on reskilling to help people move into sectors unaffected by the pandemic. Many of the staff recruited to deliver the programmes lacked a background in employment support because the pool to recruit from was limited. Having six providers involved in delivering the programme was also distinctive compared to other Working Well programmes.

Support offer and delivery model

8.24 The shift over time from a purely remote model to a hybrid model of remote and in-person delivery was an important change. The hybrid approach was considered to have worked well

because, while a remote offer was sufficient for most, some people and activities benefitted more from in-person support. In-person support was considered preferable for forming a stronger relationship, trust and insight with clients. Remote support tended to be more accessible and convenient for clients. Being able to offer both meant the offer was proportionate and better tailored, and this was appreciated by clients.

8.25 The support delivered by JETS mostly related to employability and job searching. This included careers advice, identifying transferable skills, basic job search skills, developing CVs and job applications, interview techniques and exploring self-employment. Many clients had been in their previous jobs for years so needed this relatively simple support to better understand their options, how and where to search for jobs, and to increase their chances of securing a job. Supporting clients with their confidence and to cope with rejections was also an important part of this process. Access to vacancies through the EST enabled some clients to move into work rapidly, most notably into 'COVID economy' roles such as testing centre and call centre roles – although the EST contribution to job starts declined over time and by the end of the programme was quite small.

8.26 The level of demand for skills support was lower than anticipated. In part this was due the buoyancy of the labour market, which meant it was less necessary for finding employment. Many clients stated a preference to move back into employment quickly rather than accessing training. However, for some clients this was an important part of the support offer, especially those wanting to change sector or occupation. Offering courses in-house appears to have been beneficial to the take-up and tailoring of skills support, but the ability to do this is often limited by scale. Cross-programme to identify larger cohorts has helped to overcome this in some cases.

8.27 While most clients did not need support with other issues, the holistic ethos of the programme meant that where clients did have other support needs there were attempts to provide corresponding support. Two common such support needs were mental health and finances.

8.28 For the most part support was delivered in-house because common support needs were built into the core offer, though the programme did also signpost and refer to external support. In this respect JETS was considered to have benefitted from the legacy of integration built up by previous Working Well programmes and WHP. The full extent of referrals/signposts is unknown, however, because only referrals made via Elemental were captured. Based on the data available through Elemental ECs were most likely to make referrals to external providers for skills training – but this system is heavily skewed towards skills and work related support.

8.29 Other features of JETS identified as having been conducive to its successes include: the programme being voluntary and short in length, meaning that clients who signed up were more likely to be motivated; the amount of discretionary funding available to address barriers; the focus on continuous improvement and use of data; the recruitment of staff from backgrounds who brought different knowledge, skillsets and enthusiasm; moving clients

between ECs when they were not progressing; and the relationships and sharing between the six providers which was supported by the Supply Chain Manager role.

Programme outcomes

8.30 JETS finished at 220% of its outcome target. To an extent this reflected strong delivery of the programme, with Greater Manchester ranking highly amongst the other CPAs. However, the extent of the overperformance also reflected the target of 22% of clients achieving an EO which was fairly low given the intended client group. This target was set at a time of great uncertainty around likely labour market conditions, after which the labour market was more buoyant than anticipated. The earnings threshold of £1,000 was also quite low and limits the ability of the evaluation to consider whether the jobs started were sustained beyond a short period.

8.31 There was considerable variation between providers and areas in the proportion of starters achieving an Earnings Outcome. To an extent the differences between areas and providers will reflect differences in who joined the programme, although the econometric analyses showed clients, with one provider having a lower predicted probability of achieving an outcome and three areas having a higher probability.

8.32 The econometric analyses found differences in the predicated probability of a client achieving an outcome based on various characteristics, including gender, age, ethnicity, length of unemployment, level of qualification and number of barriers to work. Many of these results are as might be expected. It also shows barriers to work such as criminal convictions, caring responsibilities and confidence in taking a job have been important. These results help in identifying the types of people that a programme like JETS might need to provide additional support for. Programme monitoring data also shows that clients open to working in a larger number of sectors and to working in both the same and different sectors to those they worked in previously were more likely to achieve an EO. This suggests that it is important to get clients to consider employment in alternative sectors and to support the identification of transferable skills.

8.33 Lastly, JETS was an unusual programme in targeting the more recently unemployed and it is important to consider levels of additionality. The preferred way to do this would be to consider JETS clients against a matched comparison group, however this is not possible for this evaluation to do in a sufficiently robust manner. Based on the evidence available JETS may have helped clients to secure jobs more quickly and to secure jobs that better matched their aspirations.

Annex A: Acronyms glossary

Table A-1: List of acronyms

Acronym	Meaning
ASC / ASCs	Adult Skills Coordination
CPA	Contract Package Area
EAM	Employment Account Manager
EC / ECs	Employment Coaches
EE	Early Entrant client type
EO	Earnings Outcome
EP	Earnings Present
EST	Employer Services Team
DNS	'Did not start' referrals
H&D	Health and Disability client type
HEO	Higher Earnings Outcome
IC / ICs	Integration Coordinator
JETS	Working Well: Work and Health Programme - Job Entry Targeted Support
JCP	Jobcentre Plus
KW / KWs	Key Worker
LTU	Long-Term Unemployed client type
RT	Response Team
VCSE	Voluntary, community and social enterprise
WC / WCs	Work Coach
WHP	Working Well: Work and Health Programme
WWE	Working Well: Expansion
WWP	Working Well: Pilot

Annex B: Additional data analysis

WHP analysis

Table B-1: Characteristics/barriers by year of start

	Pre-20/21	20/21	21/22	22/23	All starts
Age					
18-24	5%	14%	10%	18%	10%
25-34	21%	27%	26%	24%	24%
35-44	20%	21%	23%	22%	21%
45-54	22%	16%	20%	19%	20%
55-64	24%	18%	19%	16%	20%
65+	8%	3%	2%	1%	5%
Ethnicity					
White	80%	79%	80%	73%	79%
Asian	9%	10%	9%	13%	10%
Black	6%	5%	6%	8%	6%
Mixed	3%	3%	2%	3%	3%
Other	3%	3%	2%	3%	3%
Gender					
Female	37%	42%	44%	43%	40%
Male	63%	57%	56%	55%	59%
Transgender	<1%	<1%	<1%	<1%	<1%
Other	<1%	<1%	<1%	<1%	<1%
Prefer not to say	<1%	1%	<1%	1%	<1%
Marital status					
Single	81%	80%	80%	78%	80%
Married	9%	10%	9%	11%	10%
Cohabiting	4%	5%	5%	5%	5%
Other	6%	5%	6%	6%	6%

	Pre-20/21	20/21	21/22	22/23	All starts
Living situation					
Rented social housing	44%	32%	38%	32%	39%
Living with family	26%	30%	24%	30%	27%
Rented with private landlord	18%	22%	23%	21%	20%
Homeowner - outright	4%	4%	4%	5%	4%
Homeowner with mortgage	3%	5%	5%	5%	4%
Temporary accommodation	1%	3%	2%	3%	2%
No fixed address (e.g. staying with friends on a temporary basis)	2%	3%	2%	2%	2%
Supported housing	1%	1%	2%	1%	1%
Homeless/rough sleeping	<1%	1%	1%	1%	1%
Hostel	<1%	1%	0%	<1%	<1%
Highest qualification					
No qualifications	15%	11%	13%	11%	13%
Below GCSE level	12%	10%	11%	8%	11%
Under 5 GCSEs at grade A*-C (or equivalent)	23%	23%	24%	20%	23%
5 or more GCSEs at grades A*-C (or equivalent)	16%	19%	21%	19%	18%
A levels / NVQ Level 3 (or equivalent)	17%	19%	16%	21%	18%
Degree or higher	8%	10%	9%	14%	10%
Don't know	9%	7%	7%	7%	8%
My Life					
Housing: % that would like support with living situation	8%	4%	2%	3%	5%
Housing: % who have been in care	6%	5%	5%	4%	5%
Finance: % reporting debt as a problem	16%	15%	15%	15%	16%
Finance: % needing help to budget and manage money	9%	10%	10%	13%	10%

	Pre-20/21	20/21	21/22	22/23	All starts
Childcare: % reporting childcare responsibilities impact on ability to search for or take up work	6%	5%	7%	6%	6%
Caring/Childcare: % who are a lone parent	12%	12%	17%	13%	13%
Caring/Childcare: % currently caring for a friend or family member	6%	6%	6%	6%	6%
Conviction: % convicted for a criminal offence	16%	15%	14%	10%	14%
Conviction: % reporting a conviction would restrict access to jobs requiring a DBS check	5%	5%	5%	4%	5%
Family: % that would like support with family life challenges	6%	6%	7%	7%	6%
Confidence: % who don't consider themselves to be a confident person	27%	28%	30%	27%	28%
Skills: % without a car that could be used to get to and from work	85%	77%	78%	78%	81%
My Work					
Attitude: % not believing or not sure they can find and obtain work	19%	17%	18%	15%	18%
Confidence: % not confident they would be successful in a job if they took one today (% scoring 1-3 out of 6)	40%	37%	47%	42%	41%
Work Experience: % who have served in the armed forces	3%	3%	2%	3%	3%
My Skills					
Skills: % that would like support to develop skills	62%	33%	26%	27%	43%
Skills: % needing help with reading	11%	8%	7%	6%	9%
Skills: % needing help with writing	15%	10%	8%	8%	11%
Skills: % needing help with maths	15%	8%	6%	6%	10%
Skills: % not confident using a computer (% scoring 1-3 out of 6)	39%	31%	36%	32%	36%
Skills: % not confident with reading and writing (% saying 1-3 out of 6)	22%	22%	25%	25%	23%
Skills: % not fluent in English	9%	8%	9%	12%	9%

	Pre-20/21	20/21	21/22	22/23	All starts
Skills: % who need help with their English to find work or remain in work	4%	2%	2%	3%	3%
Skills: % already attending classes/ training to improve their English	3%	1%	1%	2%	2%
Skills: % without a GCSE pass (A*-C) or equivalent qualification in English or Maths	36%	27%	29%	26%	31%
Skills: % without a full driving licence that is valid in the UK	71%	65%	65%	66%	68%
My Health					
Health: % reporting a health condition or disability that could affect their ability to get a job	57%	55%	59%	58%	57%
Health: % reporting a health condition or disability that could affect their ability to stay in a job	46%	47%	52%	52%	49%
Health: % reporting they would you need 'reasonable adjustments' if moving into work	58%	55%	58%	55%	57%
Physical health: % that do not do any exercise	24%	20%	21%	19%	22%
Physical health: % that do not eat a healthy diet	25%	20%	20%	21%	22%
Mental Health: % reporting they have suffered a recent bereavement	22%	19%	20%	21%	21%
Addiction: % reporting they would you need to reduce drug or alcohol use if starting a job	6%	5%	6%	5%	6%
Learning Disability: % with a learning disability	4%	2%	2%	3%	3%
Learning Disability: % who require additional learning support	1%	1%	1%	1%	1%
Learning Disability: % who believe their learning disability makes it harder to find work	2%	2%	1%	3%	2%
% in receipt of Personal Independence Payments	13%	9%	10%	14%	12%
Dental: % with problem or pain in their mouth at the moment	9%	11%	11%	10%	10%

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	Pre-20/21	20/21	21/22	22/23	All starts
Dental: % with problems with teeth or mouth problems that stop them smiling or speaking without embarrassment	11%	10%	10%	8%	10%
Dental: % not registered with a dentist	34%	38%	44%	47%	39%

Source: WHP monitoring data

Table B-2: EO achievement for clients who started 15 months+ ago based on number of referrals to the programme

No. of referrals	Count	% with RTI PING	% with EO
1	16,222	47%	27%
2	2,045	38%	18%
3	344	32%	17%
4	85	31%	13%
5+	25	12%	4%

Source: WHP monitoring data

Table B-3: Internal support by type

Type of support	Instances	% of clients
Exploring job goals/career planning interventions	12,554	53%
Other skills interventions	10,168	43%
Mental health interventions	9,546	41%
Support network interventions	9,200	39%
Job search techniques interventions	7,350	31%
Physical health interventions	7,319	31%
CV/Cover letter development interventions	6,704	29%
Motivation interventions	5,382	23%
In Work interventions	5,043	21%
Employer expectations/relations interventions	4,372	19%
Exploring skill set interventions	3,409	15%
Basic Skills interventions	2,916	12%
Interview techniques interventions	2,470	11%
Planning and organisation interventions	2,314	10%

Type of support	Instances	% of clients
Finances interventions	1,749	7%
Exploring competencies interventions	1,598	7%
Exploring Strengths interventions	1,071	5%
Labour market knowledge interventions	1,031	4%
Housing interventions	1,002	4%
Confidence interventions	971	4%
IT skills interventions	888	4%
Work Experience interventions	828	4%
Socialisation interventions	629	3%
Communication skills interventions	541	2%
Customer service skills interventions	389	2%
Caring/Childcare interventions	302	1%
English Language skills interventions	272	1%
Addiction interventions	250	1%
Problem solving interventions	202	1%
Criminal Record interventions	74	<1%
Assertiveness interventions	68	<1%
Team working interventions	30	<1%

Source: WHP monitoring data

Table B-4: Signposts/referrals via Ingeus Works by type

Type of support	Instances	% of clients
Mental health	21,323	41%
Finances	12,086	26%
Physical health	10,557	26%
Job search techniques	9,032	19%
Support network	7,586	19%
Exploring skill set	7,315	21%
CV/Cover letter development	6,056	20%

Type of support	Instances	% of clients
Exploring job goals/career planning	5,336	14%
Socialisation	5,054	17%
Basic Skills	4,577	12%
Housing	3,834	10%
Other skills	3,437	11%
Employer expectations/relations	1,672	6%
In Work	1,588	5%
IT skills	1,469	5%
Labour market knowledge	1,429	5%
Work Experience	1,337	4%
Addiction	764	2%
Motivation	650	2%
Communication skills	474	2%
Interview techniques	435	2%
English Language skills	404	1%
Confidence	313	1%
Caring/Childcare	254	1%
Criminal Record	184	1%
Customer service skills	151	<1%
Planning and organisation	110	<1%
Exploring competencies	73	<1%
Exploring Strengths	37	<1%
Health	15	<1%
ESOL	4	<1%
Problem solving	2	<1%
Team working	1	<1%
Assertiveness	1	<1%

Source: WHP monitoring data

Table B-5: Top 10 organisations signposted to

Organisation	Signposts	% of signposts
GP	10,537	10%
NCS	7,615	7%
Indeed	6,119	6%
Transport for Greater Manchester	4,776	4%
Pathways Mental Health	4,673	4%
JCP	3,704	3%
Pathways Physical Health	2,775	3%
SSE	2,162	2%
Citizen's advice	1,413	1%
CV Library	1,235	1%

Source: WHP monitoring data

Table B-6: Top 10 Elemental referral reasons

Referral reason	Referrals	% of referrals	Clients	% of clients (since Elemental launched)
Skills - Training / Courses	1,244	28%	902	6%
CV, Job Application and Interview Preparation	880	20%	687	4%
Employability & Preparation for Work	771	17%	602	4%
Skills - IT	281	6%	199	1%
Exploring Job Goals / Skills Set and Career Planning	265	6%	195	1%
Bereavement	216	5%	168	1%
Finance, Benefits and Debt Advice	140	3%	95	1%
Skills - Functional Skills	137	3%	73	<1%
Self Employment	131	3%	109	1%
Personal Development	109	2%	80	<1%

Source: WHP monitoring data

Table B-7: Top 10 organisations referred to via Elemental

Organisation	Referrals	% of referrals	% of clients (since Elemental launched)
National Careers Service	674	16%	4%
Smart Works Greater Manchester	389	9%	2%
SSE	197	5%	1%
Finding Rainbows	183	4%	1%
The Growth Company	179	4%	1%
Jobskilla	145	3%	1%
Catch-22	141	3%	1%
JobGym/Mantra	101	2%	1%
Maximus Training	97	2%	1%
Jigsaw Neighbourhood Engagement Team	97	2%	1%

Source: WHP monitoring data

Table B-8: Proportion of clients receiving support based on 'My' scores (where 1=significant barrier and 6=no barrier)

	% of clients giving score	Of which: received support	Of which: received support internally	Of which: received support externally
My Life score				
1	7%	72%	53%	48%
2	11%	71%	50%	47%
3	30%	70%	47%	49%
4	22%	69%	46%	48%
5	17%	65%	43%	45%
6	13%	65%	38%	47%
My Health score				
1	9%	90%	79%	61%
2	16%	86%	75%	61%
3	28%	81%	68%	57%
4	19%	75%	60%	51%

	% of clients giving score	Of which: received support	Of which: received support internally	Of which: received support externally
5	15%	67%	51%	42%
6	13%	59%	44%	35%
My Work score				
1	7%	89%	81%	50%
2	10%	91%	84%	53%
3	25%	91%	82%	56%
4	24%	91%	82%	52%
5	18%	91%	85%	50%
6	16%	92%	86%	49%
My Skills score				
1	4%	65%	46%	44%
2	9%	64%	45%	43%
3	27%	62%	42%	42%
4	24%	59%	39%	40%
5	20%	56%	36%	38%
6	16%	56%	35%	39%

Source: WHP monitoring data

Table B-9: JS and EO achievement by characteristic/barrier

Characteristic/barrier	% with JS	% with EO	% of clients with JS within 6 months (of those who started 6 months+ ago)			% of clients with JS within 3 months (of those who started 3 months+ ago)		
			Clients starting pre-2022/23	Clients starting in 2022/23	PP difference	Clients starting pre-2022/23	Clients starting in 2022/23	PP difference
Client type								
H&D	44%	24%	27%	37%	9	15%	22%	7
LTU	32%	15%	17%	16%	-1	9%	16%	7
EE	45%	22%	29%	39%	10	16%	26%	10
Length of unemployment								
0-6 months	65%	36%	50%	54%	4	32%	36%	4
7-12 months	56%	31%	37%	44%	7	22%	24%	3
1-2 years	46%	25%	27%	32%	5	14%	20%	6
3-5 years	34%	17%	18%	19%	1	9%	12%	3
6-10 years	27%	13%	12%	25%	13	6%	10%	4
10+ years	19%	9%	10%	19%	10	4%	10%	6
I have never worked before	31%	14%	13%	31%	17	6%	18%	12
Age								
18-24	50%	23%	29%	35%	6	16%	23%	7
25-34	50%	26%	31%	39%	8	17%	24%	7

Characteristic/barrier	% with JS	% with EO	% of clients with JS within 6 months (of those who started 6 months+ ago)			% of clients with JS within 3 months (of those who started 3 months+ ago)		
			Clients starting pre-2022/23	Clients starting in 2022/23	PP difference	Clients starting pre-2022/23	Clients starting in 2022/23	PP difference
35-44	43%	23%	26%	37%	11	15%	25%	10
45-54	38%	21%	24%	34%	10	13%	20%	7
55-64	38%	21%	24%	33%	9	13%	21%	8
65+	32%	13%	17%	40%	23	10%	13%	3
Gender								
Female	43%	24%	26%	40%	14	14%	24%	11
Male	43%	22%	26%	33%	7	15%	21%	6
Transgender	39%	18%	14%	40%	26	9%	11%	2
Other	41%	15%	36%	-	-	14%	29%	15
Prefer not to say	46%	24%	32%	57%	25	19%	25%	6
Ethnicity								
White	43%	23%	26%	35%	10	14%	22%	8
Asian/Asian	41%	22%	24%	43%	19	13%	26%	13
Black/African/Caribbean/Black	50%	27%	32%	37%	5	18%	25%	7
Mixed/Multiple	43%	22%	25%	31%	6	14%	15%	1
Other	46%	22%	23%	54%	31	12%	25%	12

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Characteristic/barrier	% with JS	% with EO	% of clients with JS within 6 months (of those who started 6 months+ ago)			% of clients with JS within 3 months (of those who started 3 months+ ago)		
			Clients starting pre-2022/23	Clients starting in 2022/23	PP difference	Clients starting pre-2022/23	Clients starting in 2022/23	PP difference
Marital status								
Single	43%	23%	26%	36%	10	14%	23%	8
Married	44%	24%	28%	40%	12	16%	24%	8
Cohabiting	45%	25%	31%	35%	4	18%	23%	6
Other	40%	21%	24%	37%	13	12%	20%	7
Living situation								
Rented social housing	38%	20%	23%	31%	8	12%	17%	5
Living with family	48%	25%	29%	38%	10	16%	22%	6
Rented with private landlord	44%	23%	27%	35%	8	15%	26%	11
Homeowner - outright	45%	24%	31%	51%	20	15%	26%	11
Homeowner with mortgage	54%	33%	35%	48%	13	20%	28%	8
Temporary accommodationco	41%	19%	22%	54%	31	13%	32%	20
No fixed address (e.g. staying with friends on a temporary basis)	43%	21%	25%	23%	-2	14%	32%	18
Supported housing	34%	14%	21%	38%	16	12%	30%	18
Homeless/rough sleeping	37%	17%	24%	50%	26	16%	21%	5

Characteristic/barrier	% with JS	% with EO	% of clients with JS within 6 months (of those who started 6 months+ ago)			% of clients with JS within 3 months (of those who started 3 months+ ago)		
			Clients starting pre-2022/23	Clients starting in 2022/23	PP difference	Clients starting pre-2022/23	Clients starting in 2022/23	PP difference
Hostel	36%	14%	22%	60%	38	12%	27%	15
Highest qualification								
No qualifications	33%	16%	19%	30%	12	10%	18%	9
Below GCSE level	38%	18%	22%	33%	12	11%	24%	12
Under 5 GCSEs at grade A*-C (or equivalent)	43%	21%	26%	37%	11	14%	20%	5
5 or more GCSEs at grades A*-C (or equivalent)	47%	26%	30%	39%	9	18%	23%	5
A levels / NVQ Level 3 (or equivalent)	48%	28%	31%	34%	3	17%	21%	5
Degree or higher	51%	31%	32%	52%	20	17%	34%	17
Don't know	35%	16%	19%	20%	1	10%	17%	7
My Life								
Housing: % that would like support with living situation	39%	19%	22%	25%	3	12%	22%	10
Housing: % who have been in care	35%	17%	20%	19%	0	10%	15%	5
Finance: % reporting debt as a problem	44%	23%	26%	34%	7	15%	24%	10
Finance: % needing help to budget and manage money	42%	22%	25%	30%	5	13%	24%	11

Characteristic/barrier	% with JS	% with EO	% of clients with JS within 6 months (of those who started 6 months+ ago)			% of clients with JS within 3 months (of those who started 3 months+ ago)		
			Clients starting pre-2022/23	Clients starting in 2022/23	PP difference	Clients starting pre-2022/23	Clients starting in 2022/23	PP difference
Childcare: % reporting childcare responsibilities impact on ability to search for or take up work	34%	17%	18%	28%	11	9%	14%	5
Caring/Childcare: % who are a lone parent	39%	21%	22%	33%	11	11%	19%	8
Caring/Childcare: % currently caring for a friend or family member	38%	20%	22%	32%	10	13%	19%	7
Conviction: % convicted for a criminal offence	38%	19%	22%	29%	6	12%	21%	9
Conviction: % reporting a conviction would restrict access to jobs requiring a DBS check	36%	18%	22%	23%	2	12%	16%	4
Family: % that would like support with family life challenges	41%	21%	22%	34%	12	12%	24%	11
Confidence: % who don't consider themselves to be a confident person	36%	19%	21%	30%	10	10%	17%	7
Skills: % without a car that could be used to get to and from work	42%	21%	24%	36%	11	13%	22%	9
My Work								
Attitude: % not believing or not sure they can find and obtain work	26%	12%	13%	18%	5	6%	10%	4
Confidence: % not confident they would be successful in a job if they took one today (% scoring 1-3 out of 6)	31%	15%	17%	27%	10	8%	14%	6

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Characteristic/barrier	% with JS	% with EO	% of clients with JS within 6 months (of those who started 6 months+ ago)			% of clients with JS within 3 months (of those who started 3 months+ ago)		
			Clients starting pre-2022/23	Clients starting in 2022/23	PP difference	Clients starting pre-2022/23	Clients starting in 2022/23	PP difference
Work Experience: % who have served in the armed forces	47%	26%	30%	26%	-3	19%	19%	0
My Skills								
Skills: % that would like support to develop skills	41%	22%	23%	38%	15	12%	21%	9
Skills: % needing help with reading	36%	17%	20%	28%	8	10%	21%	12
Skills: % needing help with writing	37%	18%	20%	30%	11	10%	20%	10
Skills: % needing help with maths	38%	19%	20%	30%	9	10%	20%	10
Skills: % not confident using a computer (% scoring 1-3 out of 6)	35%	17%	20%	32%	12	11%	19%	8
Skills: % not confident with reading and writing (% saying 1-3 out of 6)	35%	16%	20%	30%	10	11%	18%	7
Skills: % not fluent in English	43%	21%	24%	40%	15	12%	20%	8
Skills: % who need help with their English to find work or remain in work	37%	18%	18%	69%	50	8%	31%	23
Skills: % already attending classes/ training to improve their English	38%	18%	17%	40%	23	8%	23%	15
Skills: % without a GCSE pass (A*-C) or equivalent qualification in English or Maths	37%	17%	21%	32%	11	11%	20%	9

Characteristic/barrier	% with JS	% with EO	% of clients with JS within 6 months (of those who started 6 months+ ago)			% of clients with JS within 3 months (of those who started 3 months+ ago)		
			Clients starting pre-2022/23	Clients starting in 2022/23	PP difference	Clients starting pre-2022/23	Clients starting in 2022/23	PP difference
Skills: % without a full driving licence that is valid in the UK	41%	21%	24%	35%	11	13%	22%	9
My Health								
Health: % reporting a health condition or disability that could affect their ability to get a job	38%	20%	22%	31%	9	11%	18%	6
Health: % reporting a health condition or disability that could affect their ability to stay in a job	37%	19%	21%	28%	7	11%	17%	6
Health: % reporting they would you need 'reasonable adjustments' if moving into work	38%	20%	22%	31%	9	12%	18%	6
Physical health: % that do not do any exercise	38%	18%	21%	36%	16	11%	18%	7
Physical health: % that do not eat a healthy diet	39%	20%	22%	40%	19	12%	21%	9
Mental Health: % reporting they have suffered a recent bereavement	38%	20%	22%	37%	15	11%	19%	7
Addiction: % reporting they would you need to reduce drug or alcohol use if starting a job	28%	14%	16%	16%	0	9%	14%	5
Learning Disability: % with a learning disability	39%	18%	22%	23%	0	9%	14%	5
Learning Disability: % who require additional learning support	39%	19%	18%	30%	12	7%	16%	9

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Characteristic/barrier	% with JS	% with EO	% of clients with JS within 6 months (of those who started 6 months+ ago)			% of clients with JS within 3 months (of those who started 3 months+ ago)		
			Clients starting pre-2022/23	Clients starting in 2022/23	PP difference	Clients starting pre-2022/23	Clients starting in 2022/23	PP difference
Learning Disability: % who believe their learning disability makes it harder to find work	43%	23%	22%	27%	5	12%	14%	3
% in receipt of Personal Independence Payments	33%	17%	17%	31%	14	9%	17%	8
Dental: % with problem or pain in their mouth at the moment	41%	20%	24%	36%	12	13%	22%	9
Dental: % with problems with teeth or mouth problems that stop them smiling or speaking without embarrassment	38%	20%	22%	35%	13	12%	22%	10
Dental: % not registered with a dentist	41%	21%	25%	35%	10	14%	22%	8

Source: WHP monitoring data

Table B-10: JS and EO achievement by type of health condition and disability

Characteristic/barrier	% with JS	% with EO	% of clients with JS within 6 months (of those who started 6 months+ ago)			% of clients with JS within 3 months (of those who started 3 months+ ago)		
			Clients starting pre-2022/23	Clients starting in 2022/23	PP difference	Clients starting pre-2022/23	Clients starting in 2022/23	PP difference
None	48%	26%	30%	42%	12	18%	29%	11
Any	38%	20%	22%	31%	9	11%	18%	6
Mental	38%	19%	22%	32%	11	11%	19%	7

Characteristic/barrier	% with JS	% with EO	% of clients with JS within 6 months (of those who started 6 months+ ago)			% of clients with JS within 3 months (of those who started 3 months+ ago)		
			Clients starting pre-2022/23	Clients starting in 2022/23	PP difference	Clients starting pre-2022/23	Clients starting in 2022/23	PP difference
Physical	35%	18%	21%	26%	6	11%	15%	5
Pervasive or specific development disorder or learning difficulties (PDD/SDD/LD)	40%	20%	23%	31%	8	10%	16%	6
Physical and mental/PDD/SDD/LD	33%	16%	18%	23%	5	9%	14%	5

Source: WHP monitoring data

Table B-11: JS and EO achievement by health condition and disability

Specific health conditions	% of clients	% with JS	% with EO
No health conditions	42%	49%	27%
Stroke/TIA- Transient Ischemic Attack	1%	47%	26%
Bipolar disorder	1%	47%	19%
Aspergers/Autistic Spectrum	3%	42%	22%
MS - Multiple Sclerosis	<1%	41%	23%
IBS - Irritable Bowel Syndrome	2%	39%	19%
Neurological	1%	39%	16%
Learning difficulties	3%	39%	18%
Other	10%	39%	20%
Anxiety disorders	26%	38%	19%
Post-Traumatic Stress Disorder	2%	38%	17%
CP - Cerebral Palsy	<1%	38%	26%
Depression or low mood	23%	37%	19%
Diabetes	3%	36%	16%
Psychosis	0%	36%	14%
Brain injury/trauma	1%	35%	20%
Addictions - substance misuse	<1%	34%	22%
Cancer	<1%	34%	18%
Skin conditions/allergies	1%	34%	18%
CFS- Chronic Fatigue Syndrome	<1%	34%	12%
Problems with feet	2%	34%	19%
Eating disorder	<1%	33%	16%
Difficulty in hearing	2%	33%	19%
Speech impediment	<1%	33%	17%
Problems with arms	2%	33%	18%
Problems with back	9%	33%	16%
Epilepsy	1%	33%	15%
Stomach digestion problems	2%	32%	16%

Specific health conditions	% of clients	% with JS	% with EO
Fibromyalgia	1%	32%	16%
Chest/breathing problems	5%	32%	16%
Obsessive Compulsive Disorder	1%	32%	14%
Problems with neck	2%	31%	16%
Arthritis - Rheumatoid	2%	31%	16%
Problems with hands	2%	31%	14%
Problems with legs	7%	31%	14%
Difficulty in seeing	1%	31%	14%
Arthritis - Osteo	4%	31%	13%
Problems with kidney/liver	1%	31%	13%
Obesity	<1%	30%	16%
Blood related disorder	1%	29%	16%
Heart/blood pressure	4%	29%	15%
Addictions - alcohol	1%	28%	11%

Source: WHP monitoring data

Table B-12: High level occupation categories of job starts by period (top ten most common)

Occupation	Pre-20/21	20/21	21/22	22/23
Elementary administration and service occupations	19%	14%	21%	21%
Customer service occupations	14%	17%	14%	11%
Process, plant and machine operatives	14%	15%	10%	8%
Elementary trades and related occupations	10%	11%	8%	7%
Caring personal service occupations	7%	10%	8%	11%
Sales occupations	9%	7%	7%	7%
Administrative occupations	7%	8%	8%	8%
Leisure, travel and related personal service occupations	4%	3%	4%	5%
Transport and mobile machine drivers and operatives	3%	3%	3%	4%
Skilled construction and building trades	2%	3%	3%	4%

Source: WHP monitoring data

JETS analysis

Table B-13: Starter characteristics/barriers by year and EO achievement

Characteristic/barrier	2020/21	2021/22	2022/23	All	% with EO
Gender					
Male	62%	58%	61%	60%	48%
Female	38%	41%	39%	40%	51%
Transgender	<1%	<1%	<1%	<1%	50%
Other	<1%	<1%	<1%	<1%	55%
Age					
17-24	18%	5%	24%	12%	57%
25-34	36%	35%	31%	34%	53%
35-44	25%	28%	24%	27%	47%
45-54	16%	16%	13%	16%	45%
55-64	13%	13%	9%	12%	47%
65+	2%	2%	1%	2%	36%
Marital status					
Single	78%	74%	77%	76%	50%
Married	13%	15%	15%	15%	46%
Cohabiting	5%	6%	5%	5%	49%
Other	5%	5%	4%	5%	47%
Ethnicity					
Asian/Asian British	14%	14%	15%	14%	46%
Black/Black African	9%	10%	11%	10%	51%
Mixed/Multiple	3%	4%	5%	4%	49%
Other ethnic groups	4%	5%	6%	5%	45%
Participant chose not to say	1%	1%	2%	1%	42%
White/White British	69%	66%	60%	65%	50%
Current Living Situation					

Characteristic/barrier	2020/21	2021/22	2022/23	All	% with EO
Living with family	40%	26%	34%	32%	53%
Rented with private landlord	26%	28%	25%	27%	48%
Rented social housing	19%	30%	25%	26%	45%
Homeowner with mortgage	8%	6%	5%	6%	55%
Homeowner - outright	4%	4%	3%	4%	49%
Temporary accommodation	1%	2%	4%	2%	47%
No fixed address (e.g. staying with friends on a temporary basis)	1%	1%	2%	1%	46%
Supported housing	<1%	1%	1%	1%	41%
Hostel	<1%	<1%	<1%	<1%	27%
Homeless/rough sleeping	<1%	<1%	<1%	<1%	42%
Is there any support you would like with your living situation?					
Yes	0.60%	1.10%	1.50%	1.10%	45%
No	98%	97%	94%	96%	44%
Not Sure	1%	2%	5%	3%	45%
Finances - Is debt a problem for you?					
Yes	1.30%	2.70%	2.70%	2%	48%
No	99%	97%	97%	98%	49%
Do you need any help to budget and manage your money?					
Yes	2.20%	4.20%	4.10%	3.70%	49%
No	98%	96%	96%	96%	49%
Does your childcare responsibilities impact on your ability to search for or take up work					
Yes	4%	6%	4%	5%	41%
No	96%	94%	96%	95%	50%
Are you a lone parent?					
Yes	12%	22%	15%	18%	45%

Characteristic/barrier	2020/21	2021/22	2022/23	All	% with EO
No	88%	78%	85%	82%	50%
Do you currently care for a friend or family member?					
Yes	6%	7%	6%	7%	44%
No	94%	93%	94%	93%	50%
Have you ever been convicted of a criminal offence?					
Yes, spent	4%	6%	4%	5%	39%
Yes, unspent	1%	2%	2%	2%	36%
Yes, spent and unspent	1%	1%	1%	1%	35%
Yes, unsure if spent or unspent	<1%	<1%	<1%	<1%	45%
I have a case pending	<1%	<1%	<1%	<1%	41%
No	93%	90%	92%	91%	50%
On a scale of 1-6 to what degree do you think your personal circumstances are making it difficult to secure work?					
1	3%	3%	2%	3%	35%
2	4%	6%	5%	5%	38%
3	14%	17%	15%	16%	43%
4	22%	24%	27%	24%	48%
5	24%	25%	28%	25%	52%
6	33%	24%	24%	26%	55%
Is English your first language?					
Yes	81%	75%	70%	76%	50%
No but fluent in English	9%	11%	14%	11%	49%
No	10%	13%	16%	13%	46%
Are you attending any classes or training to improve your English skills? (Out of those not fluent in English)					
Yes	24%	29%	23%	26%	45%

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Characteristic/barrier	2020/21	2021/22	2022/23	All	% with EO
No	63%	59%	69%	63%	45%
Not sure	13%	11%	9%	11%	44%
On a scale of 1-6 how confident are you with using a computer?					
1	3%	4%	3%	3%	33%
2	5%	6%	6%	6%	40%
3	11%	13%	11%	12%	43%
4	19%	23%	24%	22%	47%
5	24%	26%	30%	27%	51%
6	39%	28%	26%	30%	56%
Do you have a GCSE pass or equivalent in English or Maths?					
Yes - in both English & Maths	66%	59%	58%	60%	53%
Yes - English only	4%	4%	4%	4%	48%
Yes - Maths only	2%	2%	2%	2%	52%
Don't know	6%	8%	10%	8%	43%
No	22%	27%	26%	25%	42%
What is your highest qualification?					
Degree or higher	20%	16%	17%	17%	57%
A levels / NVQ Level 3 (or equivalent)	27%	25%	25%	25%	53%
5 or more GCSEs at grades A*-C (or equivalent)	20%	16%	15%	17%	51%
under 5 GCSEs at grade A*-C (or equivalent)	16%	19%	19%	18%	45%
Below GCSE level	7%	10%	9%	9%	44%
No qualifications	7%	10%	8%	9%	38%
Don't know	3%	4%	8%	5%	41%
Do you have a full driving licence that is valid in the UK?					
Yes - with penalty points	3%	3%	2%	3%	44%
Yes - no penalty points	40%	38%	32%	37%	50%

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Characteristic/barrier	2020/21	2021/22	2022/23	All	% with EO
No	57%	59%	65%	60%	49%
Do you have a car that you are currently able to use to get to and from work?					
Yes	29%	26%	22%	26%	51%
No	13%	14%	11%	13%	46%
Maybe	1%	1%	1%	1%	46%
N/A	57%	59%	65%	60%	49%
On a scale of 1-6 to what degree do you think your skills level is making is harder for you to secure work?					
1	2%	2%	1%	2%	28%
2	5%	5%	4%	5%	36%
3	18%	17%	16%	17%	44%
4	25%	27%	29%	27%	49%
5	24%	27%	31%	27%	52%
6	27%	23%	19%	23%	54%
Served in armed forces?					
Yes	<1%	1%	1%	1%	48%
No	100%	99%	99%	99%	49%
On a scale of 1-6 how confident are you that you would be successful in a job if you took one today?					
1	1%	1%	<1%	1%	29%
2	2%	3%	2%	2%	30%
3	10%	11%	12%	11%	41%
4	20%	22%	25%	22%	46%
5	30%	33%	33%	32%	51%
6	38%	31%	29%	32%	54%
On a scale of 1-6 how do you feel about your current level of job searching skills?					

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Characteristic/barrier	2020/21	2021/22	2022/23	All	% with EO
1	1%	2%	2%	2%	27%
2	4%	6%	7%	6%	39%
3	15%	15%	17%	15%	44%
4	25%	26%	27%	26%	49%
5	28%	28%	31%	29%	52%
6	26%	22%	17%	22%	55%
On a scale of 1-6 to what degree do you think your wellbeing is making it harder to secure work?					
1	2%	2%	1%	1%	39%
2	3%	4%	3%	4%	36%
3	12%	11%	10%	11%	45%
4	19%	19%	22%	20%	47%
5	23%	28%	29%	27%	50%
6	41%	36%	36%	37%	53%

Source: JETS monitoring data

Table B-14: Interventions by type and year of client start

Intervention	2020/21	2021/22	2022/23	All
My Work				
Employer Expectations/Relations	96%	86%	86%	88%
Exploring Job Goals/Career Planning	75%	69%	71%	71%
CV/Cover Letter Development	65%	57%	48%	57%
Job Search Techniques	42%	29%	18%	30%
Interview Techniques	21%	12%	10%	14%
Labour Market Knowledge	7%	6%	4%	6%
My Skills				
Exploring Competencies	16%	11%	12%	12%
Exploring Skill Set	20%	8%	10%	11%
Confidence	12%	9%	11%	10%

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Intervention	2020/21	2021/22	2022/23	All
IT Skills	2%	1%	1%	1%
Assertiveness	2%	<1%	2%	1%
My Life				
Motivation	7%	8%	9%	8%
Finances	5%	7%	8%	7%
Caring/Childcare	1%	1%	1%	1%
Housing	<1%	1%	1%	1%
Criminal Record	<1%	<1%	<1%	<1%
My Health				
Mental Health	5%	1%	1%	2%

Source: JETS monitoring data

Table B-15: Elemental referrals by 'My' area

'My' area	Referrals	% of referrals	Clients	% of clients
My Skills	1,894	55%	1,441	7%
My Work	1,302	38%	918	5%
My Life	229	7%	149	1%
My Health	28	1%	12	0%
Any	3,453	-	2,316	12%

Source: JETS monitoring data

Table B-16: Elemental referrals by type of referral

Support type	Referrals	% of referrals	No. of clients	% of clients
Skills - Training / Courses	1,434	41%	1,140	6%
Employability & Preparation for Work	465	13%	347	2%
Exploring Job Goals / Skills Set and Career Planning	389	11%	263	1%
CV, Job Application and Interview Preparation	268	8%	196	1%
Skills - IT	250	7%	180	1%
Self Employment	169	5%	147	1%
Personal Development	161	5%	117	1%

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Support type	Referrals	% of referrals	No. of clients	% of clients
Skills - ESOL	111	3%	86	<1%
Skills - Functional Skills	93	3%	66	<1%
Mental Health	26	1%	10	<1%
Socialisation & Support Network	22	1%	12	<1%
Finance, Benefits and Debt Advice	19	1%	11	<1%
Caring / Childcare Support	12	<1%	3	<1%
Low self-esteem/confidence	8	<1%	4	<1%
Motivation for Learning	6	<1%	6	<1%
In Work Support	5	<1%	4	<1%
Volunteering and Work Experience	4	<1%	2	<1%
Ex-Offender	3	<1%	1	<1%
Housing	3	<1%	2	<1%
Other	3	<1%	2	<1%
Travel Support	2	<1%	1	<1%
Physical Health	1	<1%	1	<1%
Financial Advice	1	<1%	1	<1%
Bereavement	1	<1%	1	<1%
Total	3,456	-	2,316	12%

Source: JETS monitoring data

Table B-17: Sought after occupation based on previous occupation (for top 10 most common previous occupations)

Previous occupation	Number of clients	Same sector only	Different sector only	Same and different sectors
Retail Sales and Customer Service	2,112	31%	23%	46%
Storage, Dispatching and Delivery	1,946	30%	27%	43%
General and Personal Services	1,129	31%	33%	36%
Catering Services	1,081	21%	41%	38%
Administrative and Clerical	804	36%	18%	46%
Construction	673	43%	22%	35%

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Previous occupation	Number of clients	Same sector only	Different sector only	Same and different sectors
Maintenance, Service and Repair	639	27%	36%	38%
Manufacturing and Engineering	554	26%	33%	41%
Education and Training	422	38%	24%	38%
Transport	390	36%	26%	39%

Source: JETS monitoring data

Annex C: JETS econometrics technical annex

Summary

- The econometric analysis set out to answer two research questions:
  - ➢ RQ1: Who does the programme work for?
  - ➢ RQ2: Does the programme meet the needs of participants?
- The analysis focused on the Earnings Outcome; specifically it considered two outcomes of interest:
  - ➢ whether a programme participant achieved the Earnings Outcome (out of the whole sample), and
  - ➢ how long, in months, it took a programme participant to achieve the Earnings Outcome (out of those who achieved the Earnings Outcome).
- Logit regression was used to model the likelihood of achieving the Earnings Outcome, and multiple linear regression were used to model the amount of time it took. Descriptive analysis and proportion tests were used to check whether the programme met the needs of participants
- **RQ1: Who does the programme work for?**

  Achieving the Earnings Outcome:
  - ➢ Controlling for other observable characteristics, a higher probability of success was associated with: being older, female, White and Black, having a higher qualification, less time in unemployment, facing fewer barriers to work and being resident in Salford, Stockport or Trafford.
  - ➢ Those who undertook the programme with the Get SET Academy Ltd as a provider and joined in later quarters of delivery, however, had a lower probability of success

  Time to achieve the Earnings Outcome:
  - ➢ Out of those participants who achieved the Earnings Outcome, a shorter time to the outcomes was observed for: older and Black beneficiaries, as well as those who started the programme later.
  - ➢ Participants who were female, had a higher degree, spent more time out of work, faced more barriers and undertook the programme with ELP Rochdale and Oldham Councils on average took longer.
- **RQ2: Does the programme meet the needs of participants?**
  - ➢ In general, JETS participants appear to be receiving interventions that reflect their needs

Introduction

C.1 This annex explains the use of econometric techniques in this report and outlines key findings from the analysis.

The sample

C.2 The analysis was carried out using monitoring data collected in the Job Entry: Targeted Start (JETS) Programme. Data were available for 19,666 programme participants.

C.3 A breakdown of personal characteristics of the sample is summarised in Table C-1.

Table C-1: Characteristics of the sample

Characteristic	Category	Frequency	Percent[34]
Age	18-24	2,328	12%
	25-34	6,530	34%
	35-44	5,046	26%
	45-54	2,942	15%
	55-64	2,227	12%
	65+	352	2%
Gender	Male	11,344	60%
	Female	7,585	40%
	Transgender	20	<1%
	Other	11	<1%
Ethnicity	White	12,890	69%
	Asian	2,713	15%
	Black	1,918	10%
	Mixed	267	1%
	Other	976	5%
	No qualifications	1,644	9%

[34] Percentages are calculated out of a total of non-missing observations for each characteristic.

Characteristic	Category	Frequency	Percent[34]
Highest qualification	Below GCSE level	1,637	9%
	Under 5 GCSEs at grade A-C (or equivalent)	3,485	19%
	5 or more GCSEs at grades A-C (or equivalent)	3,215	18%
	A levels / NVQ Level 3 (or equivalent)	4,819	27%
	Degree or higher	3,289	18%
Employment status[35]	Short-term unemployed	10,520	68%
	Long-term unemployed[36]	4,966	32%

Source: SQW analysis of JETS monitoring data

C.4 Table C-2 shows the local authority of residence of programme participants.

Table C-2: Local authority of residence

Local authority	Frequency	Percent[37]
Bolton	1,989	10%
Bury	1,145	6%
Manchester	5,296	27%
Oldham	2,042	10%
Rochdale	1,752	9%
Salford	2,101	11%
Stockport	872	5%
Tameside	1,469	8%
Trafford	979	5%

[35] Employment status was determined based on an individual's duration in unemployment, calculated by taking the difference between the date that they completed the JETS initial assessment and the date that they reported last being in work.

[36] Long-term unemployment is defined as being out of work for more than 12 months.

[37] Percentages are calculated out of a total of non-missing observations for local authority of residence; there were 62 missing observations.

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Local authority	Frequency	Percent[37]
Wigan	1,826	9%
Other	133	1%

Source: SQW analysis of JETS monitoring data

C.5 Table C-3 details the number of programme participants by JETS provider.

Table C-3: JETS Provider

Provider	Frequency	Percent
Bolton Council	857	4%
ELP Rochdale Council	1,322	7%
Get SET Academy	597	3%
Ingeus	8,591	44%
Oldham Council – Get Oldham Working	899	5%
The Growth Company	7,400	38%

Source: SQW analysis of JETS monitoring Data

C.6 Programme start timing was examined by calendar quarter. For the purpose of the analysis, the first quarter that the programme took on participants (October-December 2020) was denoted as Q1. The programme took on participants for 9 total quarters; this is described in Table C-4.

Table C-4: Quarter of programme start

Quarter	Dates	Frequency	Percent
Q1	October-December 2020	2,269	12%
Q2	January-March 2021	3,010	15%
Q3	April-June 2021	3,532	18%
Q4	July-September 2021	2,708	14%
Q5	October-December 2021	1,815	9%
Q6	January-March 2022	2,161	11%
Q7	April-June 2022	1,800	9%
Q8	July-September 2022	2,143	11%
Q9	October 2022	228	1%

Source: SQW analysis of JETS monitoring data

Methodology

C.7 The econometric analysis set out to answer two research questions:

- RQ1: Who does the programme work for?

- RQ2: Does the programme meet the needs of participants?

C.8 The analysis focussed on the Earnings Outcome, which is triggered when a client is employed and meets the accumulated earnings threshold of £1k within nine months of starting on the JETS programme.[38] Specifically, the analysis considered two outcomes of interest:

- (i) whether a programme participant achieved the Earnings Outcome, and

- (ii) how long, in months, it took a programme participant to achieve the Earnings Outcome.

Who does the programme work for?

C.9 The first research question is concerned with understanding which observable characteristics are associated with a higher probability of achieving the Earnings Outcome, and the time that it takes to do so.

C.10 Preliminary descriptive analysis, involving cross-tabulation of a range of personal and programme characteristics with the binary variable of interest, revealed that the following variables are individually statistically significant predictors of achieving the Earnings Outcome:[39]

Table C-5: Observable characteristic predictors

Variable	Form	Description
Age	Continuous	Values ranging from 18-73
Ethnicity	Categorical	White, Asian, Black, Mixed, Other
Gender	Categorical	Female, Male, Transgender, Other

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[38] An Earnings Outcome is achieved if a client earns £1,000 within 238 days of starting the programme (6 months programme duration + 56 days) which is tracked for up to 299 days from programme start (valid earnings period + 61 days). As a result of this, programme participants beginning in Q8 and Q9 did not have as much time as earlier cohorts for their Earnings Outcome to be recorded.

[39] For categorical variables, this is based on χ^2 tests, using a 5% significance level, i.e. leaving no more than a 5% chance of being wrong when concluding that the relationship exists.

For continuous variables, this is based on logit regression with no controls, also using a 5% significance level.

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Variable	Form	Description
Highest qualification	Categorical	No qualifications; Below GCSE level; Under 5 GCSEs at grade A-C (or equivalent); 5 or more GCSEs at grades A-C (or equivalent); A levels / NVQ Level 3 (or equivalent); Degree or higher
Marital status	Categorical	Single, Cohabiting, Married, Other
Days in unemployment	Continuous	Values ranging from 0-1,000
Barrier count[40]	Continuous	Values ranging from 0-12
Local authority of residence	Categorical	Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford, Wigan, Other
Provider	Categorical	Bolton Council, ELP Rochdale Council, Get SET Academy, Ingeus, Oldham Council – Get Oldham Working, The Growth Company
Quarter of programme start	Categorical	Q1 – Q9

Source: SQW

C.11 To isolate the effect of each of these variables on the outcomes of interest, i.e. control for the potential effect of other observable characteristics, and to estimate the magnitude of their impact, regression techniques were employed.

C.12 Logistic regression was used to model the probability of the binary outcome of interest, i.e. whether the Earnings Outcome was achieved. Two models were estimated:

- **Model 1**: the probability of achieving the Earnings Outcome, based on the set of explanatory variables listed in Table C-5.

- **Model 1a:** a modified version of Model 1, which replaces the barrier count with twelve binary variables, separately indicating whether each of the barriers was present for a particular beneficiary. This additional analysis provides a deeper insight into which barriers had the largest impact on the probability of success.

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[40] Based on 12 key barriers: indicating a desire for support on housing; indicating that debt is a problem; indicating that childcare responsibilities impact on ability to search for/take up work; having caring responsibilities for a friend or family member; having unspent or spent criminal offences; scoring 1-3 on confidence in using a computer; scoring 1-3 on personal circumstances making it harder to secure work; not having a GCSE pass or equivalent qual. in English or Maths; not having a drivers license and/or access to a car; scoring 1-3 on confidence in taking up a job immediately; scoring 1-3 on confidence in job search skills; scoring 1-3 on wellbeing making it harder to secure work

C.13 Multiple linear regression was used to model the linear outcome of interest – how long it took those who achieved the Earnings Outcome to do so. The following model was fitted:

- **Model 2:** the log-transformed number of months (unrounded) that it took to achieve the Earnings Outcome, based on the set of explanatory variables listed in Table C-5.[41]

C.14 A logarithmic transformation was used to improve statistical properties of the model and ensure distributional assumptions were satisfied (specifically the normality of errors). Further tests were carried out to check for heteroscedasticity and the degree of multicollinearity. Where necessary, robust standard errors were used.

Does the programme meet the needs of participants?

C.15 The analysis also sought to test whether participants with a particular need had a higher probability of receiving corresponding support, to help understand whether needs are being met.

C.16 The JETS monitoring dataset contained data on the frequency of 22 different intervention areas, grouped under four categories; these are detailed in Table C-6. The five interventions which no participant is recorded as receiving are denoted with an asterisk.

Table C-6: JETS interventions

Category	Intervention
My Life	Caring/Childcare
	Criminal Record
	Finances
	Housing
My Health	Mental health
	Motivation
My Skills	Assertiveness
	Basic skills*
	Communication*

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[41] Log-transformation means considering the natural logarithm of a variable rather than its level. This transformation is used to reduce the influence of outliers and meet the assumption of normality for distribution of residuals. An additional benefit of log-transforming data is that the coefficients can also be interpreted as percentage changes.
In Model 2, the explanatory variable age was also log-transformed.

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Category	Intervention
	Confidence
	Exploring competencies
	Exploring skill set
	IT skills
	Planning and organisation*
	Problem solving*
	Team working*
My Work	CV/Cover letter
	Employer expectations/relations
	Exploring job goals/career planning
	Interview techniques
	Job search techniques
	Labour market knowledge

Source: JETS monitoring data

C.17 Although the structure of the data lends itself to analysis of the intensity of interventions, the data were heavily skewed, given that most participants did not receive each particular intervention. As such, binary variables indicating whether a participant received support for that issue on at least one instance were created for use in the analysis.

C.18 It was determined in scoping that replicating **the approach used for RQ1**, i.e. using logistic regression to investigate the probability of achieving the Earnings Outcome and multiple linear regression to examine the length of time that it takes those who achieve the Earnings Outcome to do so, **was unsuitable**. **This is because of confounding**: receiving a certain intervention is likely to reflect a programme participants' needs, which also impact on their ability to achieve the Earnings Outcome. As a result, outputs from regressions with binary variables indicating receipt of an intervention may be misleading, as they can show that interventions are associated with 'negative' outcomes (lower probability of success or a longer time to reach the positive outcome).

C.19 Instead, **the analysis focused on assessing the match between participants' needs and the interventions that they receive.** To do this, binary variables indicating particular types of interventions were cross-tabulated against the barriers identified by beneficiaries. This allowed us to determine whether a statistically significantly higher proportion of participants exhibiting a specific need were receiving relevant support from JETS.

Findings

Who does the programme work for?

Achieving the Earnings Outcome

C.20 Table C-7 presents the outputs of the regression for Model 1, which focusses on the effect of observable characteristics on the probability of achieving the Earnings Outcome. We report the variables which are significant at a 10% significance level, as well as the significance level for each of the estimates.[42]

C.21 In a logistic regression the sign of the coefficients shows the direction of the effect (i.e. positive or negative); however, the coefficients cannot be interpreted directly as the magnitude of the effect on the outcome because of the non-linear nature of the model (the magnitude of the effect of a variable depends on its value).

C.22 For ease of interpretation, the effects of each variable on the outcome are also presented as changes in the average predicted probability of success associated with a change in the value of this variable.[43]

- For continuous variables, the results are presented as the effect of a one unit increase in the value of the variable on the probability of achieving the Earnings Outcome

- For categorical variables, the reference category identified below is the category to which the results for all other categories are compared to.

C.23 **In the sample, 51% of participants achieved the Earnings Outcome**; this is a 'baseline' probability of success against which the magnitude of the effect of each observable characteristics can be judged.

Table C-7: Regression outputs of Model 1c

Variable	Reference category	Category	Coefficient	P-value	Change in predicted probability (percentage points)
Age	n/a	n/a	-0.006	***0.000	-0.2

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[42] In statistical analysis, the level of statistical significance (p-value) represents the probability of a false positive outcome i.e. attributing an effect to a variable which in fact does not affect the outcome. The lower this value, the more confident we are the variable has an impact on the outcome.

[43] The average predicted probabilities for each value (or category) of a variable were calculated by applying that value all observations in the dataset, calculating the probability of success conditional on this new value and taking their average.

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Variable	Reference category	Category	Coefficient	P-value	Change in predicted probability (percentage points)
Ethnicity	White	• Asian	-0.155	***0.004	-3.7
		• Mixed	-0.336	**0.019	-8.0
		• Other	-0.263	***0.002	-6.2
Gender	Male	• Female	0.199	***0.000	4.7
Highest qualification	No qualifications	• Below GCSE level	0.206	**0.014	4.9
			0.248	***0.001	5.9
		• 5 or more GCSEs at grades A-C	0.329	***0.000	7.9
			0.448	***0.000	10.6
		• A levels / NVQ Level 3			
		• Degree or higher			
Days in unemployment	n/a	n/a	-0.001	***0.000	-0.03[44]
Barrier count	n/a	n/a	-0.104	***0.000	-2.5
Local authority of residence	Manchester	• Salford	0.160	**0.013	3.8
		• Stockport	0.303	***0.004	7.1
		• Trafford	0.157	*0.064	3.7
Provider	Ingeus	• Get SET Academy	-0.358	***0.008	-8.5
Quarter of programme start	Q1	• Q2	0.235	***0.000	5.5
		• Q3	0.201	***0.002	4.7
		• Q5	-0.252	***0.001	-6.0
		• Q6	-0.152	**0.040	-3.6
		• Q8	-0.378	***0.000	-9.0
		• Q9	-0.651	***0.000	-15.4

[44] Note that this is a predicted effect on the likelihood of achieving the Earnings Outcome for each additional day in unemployment prior to joining the programme.

C.24 From these findings, the following general patterns were uncovered around the effect of personal characteristics:

- **Older participants have a lower probability of achieving the Earnings Outcome**. The predicted probability for the sample median age of 36 is 54%; at the minimum age of 18 this figure is 57%, while for the maximum age of 73 it is 48%.

- **Females have the highest probability of all gender groups of achieving the Earnings Outcome.** With a predicted probability of 57% they are substantially more likely to do so than their male counterparts, who have a predicted probability of 52%. Although there were no statistically significant differences uncovered for transgender participants, and those who describe their ethnicity as 'Other', the lack of differences could be a reflection of small sample sizes for these subgroups.

- **White and Black participants have a higher probability of success than other ethnicity groups**. The predicted probabilities for White and Black participants were 55% and 53%, respectively, as compared to 51% for Asian participants, 47% for Mixed participants and 49% for participants with an 'Other' ethnic background.

- **Those with higher levels of qualifications had a higher probability of achieving the Earnings Outcome**, mostly along a gradient. As an example, a participant with no qualifications has a predicted probability of 48%; a participant with 5 or more GCSEs at grades A*-C faces has one of 53%; and a participant with a degree or higher has one of 58%. The only category for which there was statistically insignificant findings was 'under 5 GCSEs at grades A*-C'.

- **Those who spent longer in unemployment before starting on JETS have a lower probability of achieving the Earnings Outcome**. Being unemployed for six months is associated with a predicted probability of 57%; for a year this figure dips to 52%, and for three years it falls to 33%.

- **Those facing more barriers have a lower probability of achieving the Earnings Outcome,** with each additional barrier reducing the predicted probability of doing so by about 2.4%, from a maximum of 58% for participants facing none of the 12 barriers. The effects of individual barriers are detailed in Table C-8 discussed in further detail below.

- Those living in Salford, Trafford and Stockport have a higher probability of achieving the Earnings Outcome, with predicted probabilities of 56%, 56% and 59%, respectively.

C.25 The analysis also uncovered the following findings around programme characteristics; insight into these was supported by further interrogation of the data:

- Those who undertook the programme with Get SET Academy Ltd as a provider have a lower probability of achieving the Earnings Outcome. In part, this might be a reflection of the client base that the provider serviced; a higher proportion of its clients had lower levels of qualifications and faced more barriers.[45]

- **Those who started later in the programme generally have a lower probability of achieving the Earnings Outcome**. First, this may be a reflection of the client base beginning on the programme in each quarter. The changing profile of observable characteristics throughout the programme, as well as the possible influence of unobserved characteristics, e.g. in personality or motivation, may account for differences in probability of success. Alternatively, this result may reflect changes in the delivery of the programme as it wound down, particularly in Q8.[46]

C.26 To demonstrate the effects of specific barriers on the probability of achieving the Earnings Outcome, Table C-8 presents the outputs of the regression for Model 1a, for the 12 separate barrier variables.[47] For those barriers that have a statistically significant impact on the probability of achieving the Earnings Outcome, the table also presents the change in predicted probability associated with that barrier being present vs. not. For the barriers with no statistically significant impact, the change in predicted probability is denoted as 'n/a'.

Table C-8: Regression outputs for barrier variables in Model 1a

Barrier[48]	Number of participants with barrier	Coefficient	Standard Error	P-value	Change in predicted probability (percentage points)
Indicating a desire for support on housing	201	0.015	0.185	0.429	n/a
Indicating that debt is a problem	448	0.065	0.115	0.574	n/a

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[45] This was investigated through cross-tabulation and χ^2 tests of observable characteristics by programme provider.
We note that these characteristics were controlled for in the analysis, meaning that the model accounted for the fact that on average, people with e.g. lower qualifications were less likely to achieve the Earnings Outcome. However, the composition of the client base determines the success rate for each provider. For example, a provider could work only with long-term unemployed clients and because long-term unemployment is associated with a lower likelihood of achieving the Earnings Outcome, the observed probability of success if you are a client of this provider would also be low.
[46] As noted above, Q9 did not as much time as earlier cohorts for their Earnings Outcome to be recorded.
[47] Outputs are not presented for the remaining explanatory variables in the model.
[48] Five barriers are based on self-scoring on a scale of 1 to 6, where 1 denotes that an issue is a significant problem and 6 denotes that it is not a problem at all. For each of these questions, the presence of a barrier was defined by scoring oneself from 1 to 3.
Robustness checks revealed that an alternative definition of the presence of a barrier – a score of 1 to 2 – did not noticeably alter the regression outputs.

Barrier[48]	Number of participants with barrier	Coefficient	Standard Error	P-value	Change in predicted probability (percentage points)
Indicating that childcare responsibilities impact on ability to search for/take up work	692	0.060	0.117	0.605	n/a
Having caring responsibilities for a friend or family member	1,258	-0.231	0.081	***0.005	-5.4
Having unspent or spent criminal offences	1,659	-0.298	0.066	***0.000	-7.0
Scoring 1-3 on confidence in using a computer	4,022	-0.064	0.053	0.228	n/a
Scoring 1-3 on personal circumstances making it harder to secure work	4,540	-0.162	0.051	***0.001	-3.8
Not having a GCSE pass or equivalent qualification in English or Maths	4,796	-0.095	0.056	*0.092	-2.2
Not having a drivers license and/or access to a car	5,125	-0.015	0.042	0.720	n/a
Scoring 1-3 on confidence in taking up a job if one were to do so immediately	2,600	-0.199	0.066	***0.003	-4.7
Scoring 1-3 on confidence in job search skills	4,381	-0.077	0.051	0.133	n/a
Scoring 1-3 on wellbeing making it harder to secure work	3,073	-0.058	0.058	0.313	n/a

*Significance levels: * p<.1; ** p<.05, *** p<0.01*

Source: SQW analysis of JETS monitoring data

C.27 Controlling for other observable characteristics, five barriers were found to have a statistically significant effect on the binary variable of interest; the presence of each of these barriers reduces the probability of achieving the Earnings Outcome anywhere from 2 to 7

percentage points. Of these, having unspent or spent criminal offences (around -7 p.p.) and having caring responsibilities for a friend or family member (around -5 p. p.) have the largest effects. We note that, considering the target population of the programme, the lack of statistical significance in this test does not mean that a barrier has no negative effect on the individual, rather than the effect is less profound.

Time it takes to achieve the Earnings Outcome

C.28 Turning to the second component of the research question, Table C-9 presents regression outputs for Model 2, for all variables that had a statistically significant effect on the time it took for participants to achieve the Earnings Outcome. Because the outcome variable was log-transformed, the coefficients can be interpreted as percentage of changes in the outcome of interest, in this case the of months that it took to achieve the Earnings Outcome. For ease of interpretation, findings are also presented in absolute terms:

- For continuous variables, the average change in the predicted number of months to success that corresponds to a one unit increase in the variable

- For categorical variables, the average difference in the predicted number of months when compared to reference categories of a variable.

C.29 **The mean time to achieve the Earnings Outcome in the sample was 4.8 months.**

Table C-9: Regression outputs for Model 2

Variable	Reference category	Category	Coefficient	P-value	Change in months
Age	n/a	• n/a	-0.052	***0.010	<0.0
Ethnicity	White	• Black	-0.044	**0.032	-0.2
Gender	Male	• Female	0.024	**0.044	0.1
		• Other	-1.007	***0.000	-2.6
Highest qualification	No qualifications	• Degree or higher	0.068	**0.013	0.2
Days in unemployment	n/a	• n/a	0.000	***0.000	<0.1
Barrier count	n/a	• n/a	0.021	***0.000	0.1
LA of residence	Manchester	• Rochdale	-0.076	*0.092	-0.3
Provider	Ingeus	• ELP Rochdale Council	0.086 0.776	*0.059 **0.036	0.4 0.3

		• Oldham Council			
Quarter of programme start	Q1	• Q2	-0.064	***0.004	-0.3
		• Q3	-0.182	***0.000	-0.8
		• Q4	-0.219	***0.000	-0.9
		• Q5	-0.130	***0.000	-0.6
		• Q6	-0.165	***0.000	-0.8
		• Q7	-0.193	***0.000	-0.9
		• Q8	-0.323	***0.000	-1.4
		• Q9	-0.468	***0.000	-1.8

*Significance levels: * p<.1; ** p<.05, *** p<0.01*

Source: SQW analysis of JETS monitoring data

C.30 The following general patterns, most of which reflect changes of less than one month in the length of time to achieve the Earnings Outcome, were uncovered:

- **Older participants take shorter to achieve the Earnings Outcome**. Being one year older is associated with achieving the Earnings Outcome about 0.01 months faster; this can be better illustrated by a 20-year age difference, which corresponds to achieving the Earnings Outcome 0.2 months faster.

- Black participants take less time to achieve the Earnings Outcome, by about 0.2 months.

- Female participants take slightly longer to achieve the Earnings Outcome than male participants (0.1 months), while participants who indicated their gender as 'Other' take less time by approximately 2.6 months.

- Participants with a degree or higher take about 0.1 months longer to achieve the Earnings Outcome than those with no qualifications.

- **Those who had spent more days in unemployment take longer to achieve the Earnings Outcome.** One extra day in unemployment corresponds to roughly 0.003 additional months to achieve the Earnings Outcome; one additional month (30 days) in unemployment, then, corresponds to about 0.1 months longer to achieve the Earnings Outcome.

- Each additional barrier is, on average, associated with 0.1 months longer to achieve the Earnings Outcome.

- Residents of Rochdale achieved the Earnings Outcome faster, by about 0.3 months.

- Participants undertaking the programme with ELP Rochdale and Oldham Councils as providers take about 0.4 and 0.3 months slower, respectively, to achieve the Earnings Outcome than those with Ingeus.

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- **Those who started on the programme in later quarters tended to achieve the Earnings Outcome faster**, mostly along a gradient. For example, those beginning in Q7 achieved the Earnings Outcome about 0.9 months faster than those Q1 starters who did so.[49]

Support vs need

C.31 The second research question looked at whether programme participants expressing a particular need in the JETS initial assessment (i.e. having a particular barrier) received the corresponding type of intervention over the course of the programme.

C.32 The number of programme participants receiving each type of intervention, as well as the mean number of instances that they received that intervention is recorded in Table C-10.

Table C-10: Programme participants receiving each intervention

Intervention	Programme participants	Mean[50]
Caring/Child-care	151	1.6
Criminal Record	68	1.3
Finances	1,289	1.4
Housing	120	1.8
Mental health	401	1.4
Motivation	1,533	1.8
Assertiveness	206	1.1
Basic skills	0	0.0
Communication	0	0.0
Confidence	1,937	2.5
Exploring competencies	2,369	2.4
Exploring skill set	2,178	1.5
IT skills	253	1.4
Planning	0	0.0
Problem solving	0	0.0

[49] Q8 and Q9 results reflect the shorter tracking period.
[50] The mean is calculated for all participants who received at least one instance of the intervention.

Intervention	Programme participants	Mean[50]
Team working	0	0.0
CV/Cover letter	10,820	2.1
Employer expectations/relations	16,727	2.6
Exploring job goals/career planning	13,499	3.9
Interview techniques	2,676	1.7
Job search techniques	5,667	2.8
Labour market knowledge	1,048	2.0

Source: SQW analysis of JETS monitoring data

C.33 Table C-11 reports the χ^2 test results and interpretations for cross-tabulations of interventions and corresponding barriers, where there is an appropriate barrier-intervention match.[51] For each barrier-intervention pair, a low p-value (<5%) indicates a statistically significant relationship, meaning that there are more or fewer people with a particular barrier that receive that intervention from the particular pair than would be observed if there was no relationship.[52]

Table C-11: Need vs support, statistical relationships

Barrier	Intervention	χ^2 statistic (degrees of freedom, N =)	P-value
Having caring responsibilities for a friend or family member	Caring/Child-care	26.991 (1, N=18,974)	***0.000
Having unspent or spent criminal offences	Criminal Record	307.870 (1, N=18,947)	***0.000
Indicating that debt is a problem	Finances	194.951 (1, N=18,976)	***0.000
Indicating a desire for support on housing	Housing	433.266 (1, N=18,976)	***0.000

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[51] The following interventions did not have an appropriate barrier match, and were not considered in this analysis: mental health; motivation; assertiveness; employer expectations/relations.
[52] Higher values of the χ^2 statistic (further away from zero) indicate a higher probability that the allocation of intervention against a particular barrier is not random and corresponds to a lower p-value.

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Scoring 1-3 on confidence in taking up a job, if one were to do so immediately	Confidence	73.358 (1, N=18,974)	***0.000
Scoring 1-3 on confidence in taking up a job, if one were to do so immediately	Exploring competencies	1.431 (1, N=18,794)	0.232
Scoring 1-3 on confidence in taking up a job, if one were to do so immediately	Exploring skill set	8.733 (1, N=18,794)	***0.003
Scoring 1-3 on confidence in using a computer	IT skills	117.907 (1, N=18,974)	***0.000
Scoring 1-3 on job search skills	CV/Cover letter	12.302 (1, N=18,974)	***0.000
Scoring 1-3 on job search skills	Exploring job goals/career planning	21.767 (1, N=18,974)	***0.000
Scoring 1-3 on job search skills	Interview techniques	17.975 (1, N=18,974)	***0.000
Scoring 1-3 on job search skills	Job search techniques	16.768 (1, N=18,974)	***0.000
Scoring 1-3 on job search skills	Labour market knowledge	2.298 (1, N=18,974)	0.130

*Significance levels: * p<.1; ** p<.05, *** p<0.01*

Source: SQW analysis of JETS monitoring data

C.34 We note that it is possible that there were differences across providers in how provision was recorded, and that more informal discussions about specific topics might not be being picked up in the data as an intervention. This may introduce a negative bias, as those discussions may have been helpful for addressing the barrier but would not be captured as having that effect in the data.

C.35 **In general, participants appear to be receiving interventions that reflect their needs.** There are statistically significantly higher proportions of participants who face a barrier and receive a relevant intervention for most of the above pairs (compared to participants who do not face that barrier). Only in two cases did we observe a statistically significantly mismatch of needs and interventions (a) people with low confidence in taking up a job barrier but not receiving the 'exploring skillset' intervention, and (b) people with low confidence on job search skills and not receiving the interview techniques intervention.

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