

**Department for Work and Pensions**

**Research Report No 377**

# **New Deal for Disabled People: Second synthesis report – interim findings from the evaluation**

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A report of research carried out by the Centre for Research in Social Policy, the Institute for Employment Studies, the National Centre for Social Research and the Social Policy Research Unit on behalf of the Department for Work and Pensions

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# Abbreviations and acronyms

<b>DEA</b>	Disability Employment Adviser
<b>IBIS</b>	A computerised system used to calculate if clients would be 'better off' in work
<b>NDDP</b>	New Deal for Disabled People
<b>NDP</b>	New Deal for Partners
<b>WFI</b>	Work Focused Interview
<b>WFIP</b>	Work Focused Interviews for Partners



# Summary

The New Deal for Disabled People (NDDP) is the major employment programme available to people claiming incapacity-related benefits, and is an important part of the Government's welfare-to-work strategy. NDDP is a voluntary programme that provides a national network of Job Brokers to help people with health conditions and disabilities move into sustained employment.

The evaluation design incorporates a longitudinal dimension, and this report presents selected findings from the evaluation. It covers developments up to and including spring 2004, and synthesises findings from fieldwork with NDDP participants, employers, members of the eligible population, those delivering the programme (notably staff from Job Brokers and Jobcentre Plus offices), and from administrative data.

There are two recurrent themes running through this report: first, continuity and change in the programme, the institutions delivering NDDP and in respondents' views and experiences; and secondly, identifying 'what works' in terms of securing job entries and sustainable employment.

For findings covered in both synthesis reports, Chapter 2 maps the extent to which there has been continuity and change for selective aspects of NDDP. As might be expected there are some aspects of NDDP that are unchanged. However, there is also evidence of change and progression – for example, of improved relationships between Job Brokers and Jobcentre Plus locally.

## Registrations

Over the period July 2001 (when NDDP was launched nationally) to the end of March 2005, 146,340 people had registered with NDDP (Chapter 4). Nevertheless, the overall rate of take-up of NDDP for the year ending January 2005 is 2.4 per cent of the population flowing onto qualifying benefits. The rate of take-up is higher in Jobcentre Plus integrated offices and the Pathways to Work pilot areas.

## Participants' characteristics

People volunteering for the programme were more likely to be male, younger, on an incapacity benefit for a shorter duration, less likely to have a mental health condition and more likely to have musculoskeletal problems than the incapacity benefit population as a whole (Chapter 3). Notwithstanding the diversity of the client group, participants were more 'job ready' than members of the eligible population. Participants were more likely to report a better health status, to maintain that their health had less of an impact on everyday life, to possess a qualification and to be in or looking for work compared to members of the eligible population.

Moreover, Job Brokers are not dealing with a 'static' client group, and the implication is that Job Brokers need to be responsive and flexible in planning and adapting their service provision to meet individuals' needs. For instance, the perceived bridges and barriers to work of participants not in employment could change over time. Of the listed bridges and barriers to work, there were six bridges (for example, being able to work at home) and five barriers (for instance, not feeling able to work regularly) where 30 or more per cent of respondents changed their views about whether the bridges and barriers applied to them. In addition, over the two years prior to their registration for NDDP, many participants' relationship with the labour market had changed significantly. The most striking trends are in the proportion of respondents who were employees, (26 per cent decreasing to six per cent), and the percentage looking for paid work (12 per cent increasing to 21 per cent one month prior to registration).

## Job entries by participants

Of those registering between July 2001 and March 2005, 56,829 (39 per cent) had moved into paid work (defined as employee work, Permitted Work and self-employment) (Chapter 4). Most of these participants entered work within the first few months of registering with a Job Broker. Almost one-half (46 per cent) had entered work within one month of registration, seven out of ten (70 per cent) had started work within three months, and nearly nine out of ten (85 per cent) had started within six months. The overwhelming majority had commenced work within one year – only five per cent took longer than 12 months.

Overall, participants' bridges and barriers to work were similar to those at both waves of interviewing in the survey of participants. The most frequently mentioned measures that would help participants move into work were (percentages for Wave 2): if they could return to their original benefit if needed (66 per cent), being able to decide the number of hours worked (60 per cent), home-working (55 per cent) and being able to take breaks during the day when required (52 per cent). The principal perceived barriers to obtaining work were a belief that there were insufficient suitable job opportunities locally (59 per cent), a feeling that they would not be able to work regularly (54 per cent), that they could not work because of their health condition or disability (53 per cent) and a concern that they faced discrimination on grounds of their disability (45 per cent).

**Table 1** Factors influencing participants' movements into work**Job Brokers' characteristics and activities**

- Strong organisational support for the Job Broker service within the parent organisation.
- Availability of existing expertise and resources within the organisation.
- Higher outcome related payments for job entries.
- Strong management of the NDDP contract, including active use of management information.
- Close team-working and strong team support.
- Staff either worked on the Job Broker service exclusively or did not differentiate between their job broking work and their work on other contracts.
- A core adviser working with participants throughout their contact with the service.
- Proactive marketing, good links with other external services, and strong relationships with Jobcentre Plus.
- Possibly delivering wider ranging and more in-depth services.
- A proactive approach to maintaining contact with participants.

**Participants' characteristics**

- Women were slightly more likely to have found work than men.
- White respondents were more likely to have entered work than respondents from other ethnic groups.
- Participants aged 50 or over were slightly more likely than the younger participants to have entered work.
- Those with no problems with English or Maths were more likely to have entered work compared to those with problems with English or Maths.
- Respondents with a positive attitude towards work (at Wave 1) were more likely to have entered work at one year after registration than those with a neutral or negative attitude towards work.
- Participants with a musculoskeletal condition (that is, problems with arms, hands, legs, feet, neck or back) were more likely to gain employment compared to those with other types of disability or health condition.
- Participants at five months after registration who rated their health as (very) good or who said their health condition had no or little impact upon everyday activities were more likely to be in paid work than other participants.
- Participants with a partner 12 months after registration were more likely to have entered work.
- Respondents in work one month before registration were highly likely to be in work post-registration.

**Region**

- Compared to participants living in the South West, those in London, the North West, the West Midlands, the East of England and the South East were less likely to enter work.

The main factors affecting the likelihood of participants obtaining jobs were: Job Brokers' characteristics and activities, participants' characteristics and region. Table 1 gives further details about each of these factors.

Of those entering employment, the overwhelming majority of participants (93 per cent) were employees, and most of these worked full-time. Participants were more likely to enter routine, unskilled occupations (25 per cent) than any other occupational group. Two-thirds of participants worked 16 or more hours per week, and the median gross pay per hour for employees was £5.

## Sustained employment

Over the period July 2001 to January 2005, 63 per cent (or 31,640 participants) had achieved sustainable employment (Chapter 5). The proportion in paid work increased from 17 per cent in the month of registration to 36 per cent one year after registration. Over the year since their registration, 74 per cent of participants who had started work had just one spell of employment, whilst one-fifth had two spells (22 per cent), four per cent had three spells, and one per cent had four or more spells.

A number of factors were identified as undermining or supporting participants remaining in employment:

- Participants' health status – 43 per cent of those whose job had ended identified their health as playing some part in the job ending.
- Age of participant – participants aged 50 to 59 were more likely to be in the same job one year after registration (53 per cent) than those aged 16 to 29 (43 per cent).
- Some jobs were temporary and had come to a natural end – 23 per cent of participants whose first post-registration job had ended by Wave 2 said it had terminated for this reason.
- The job could be unsuitable for the participant in terms of hours worked, the nature of the work and/or the individual's unrealistic/realistic expectations about what they could do.
- Participants were more likely to stay in work if they were satisfied with their job.
- Job retention was assisted where employers were supportive and flexible in terms of making adaptations to the working environment and conditions of work.
- Financial advice from Job Brokers and the in-work tax credits participants received promoted job retention.
- Job Brokers providing a more pro-active in-work service achieved higher sustainability rates.

Of participants in contact with their Job Broker since registration, the majority (55 per cent) had discussed the provision of in-work support, such as training while in work (30 per cent) and provision of adaptations or equipment at work (23 per cent). In terms of actual in-work services provided, just under half (48 per cent) of those in employment received some form of support (for example, nine per cent had the use of a temporary helper or job coach). The qualitative research reveals that Job Brokers' arrangements for delivering in-work support differed; for instance, some but not all Job Brokers used specialist staff. However, not all participants in employment sought in-work services from Job Brokers even if they could have benefited from the support because, for example, they might not want their employer to know of their connection with NDDP.



## The changing nature of NDDP

Programmes like NDDP operate in a changing institutional environment (Chapters 1 and 6). There are changes within the programme itself, its organisational setting and broader policy context.

The Job Brokers as institutions have continued to evolve:

- The organisation of Job Broker services – there were instances where the profile of the job broking service within the parent organisation had risen, and where it had fallen; cases where NDDP had become more integrated with other services delivered by the organisation; and a mix in the use of generic and specialist staff, but generally more use of specialist workers, especially for providing in-work support.
- An increase in the number of referrals from Jobcentre Plus reported by some Job Brokers.
- The services provided – some Job Brokers were more focused on participants who were closer to work. There was more use of performance targets for Job Broker staff. An increase in the use of other internal and external services by providers, as well as more use of direct and indirect financial support for participants. The mix of services used by individual Job Brokers could also have changed.
- Funding and contractual arrangements – more Job Brokers reported during winter 2003/spring 2004 that the service was breaking even or was self-funding, or generating small surpluses. However, some organisations continued to cross-subsidise their job broking service, and some had decided to withdraw from providing the service.

## Job Broker relationships with Jobcentre Plus locally

Relationships between Job Brokers and Jobcentre Plus locally appeared to have improved: for instance, Job Brokers tended to say that Jobcentre Plus staff had a better understanding of the job broking service.

Job Brokers' use of Jobcentre Plus programmes varied considerably, in both range of provision and number of participants. Jobcentre Plus services used included: Work Preparation, Work Based Learning for Adults, WORKSTEP, the Adviser Discretionary Fund, Job Introduction Scheme, Job Grants, Return to Work Credits, better-off calculations and job search support. Job Broker staff said access was generally unproblematic. Jobcentre Plus staff could also get in touch with Job Brokers on behalf of their customers.

## Partners of participants

If someone eligible for NDDP has a partner, they are less likely to register for NDDP. However, they are more likely to achieve a positive outcome if they do participate.

Partners of participants were more likely to be in work than partners of those in the eligible population for NDDP. NDDP participant **couples**, therefore, appear to be more orientated towards work than couples in the eligible population as a whole. The evidence suggests that NDDP Job Brokers and Jobcentre Plus staff should consider involving the partner in discussions where partners are supporting participants in getting work.

## Conclusions

The conclusions comment on the two themes running through the report – continuity and change, and ‘what works’. For the issues covered in the report, change, rather than continuity, is the dominant motif for the programme. The discussion highlights that the changes in the participants’ circumstances emphasise the importance of regular adviser – initiated contacts with members of the client group. In general, the research evidence for the period covered by this report (mid-2001 to early 2004) is one of steady progress, in terms of outcomes and institutional developments. So, for example, Job Brokers’ relationships with local Jobcentre Plus offices have improved over time.

The research highlights a number of aspects to the organisation and management of job broking that Job Brokers can put in place in order to improve their effectiveness, such as reviewing how management information is used internally.

# 1 Introduction

The New Deal for Disabled People (NDDP) is the major employment programme available to people claiming incapacity benefits, and is an important part of the Government's welfare-to-work strategy. NDDP provides a national network of Job Brokers to help people with health conditions and disabilities move into secure employment. A consortium, lead by the Centre for Research in Social Policy (CRSP), has been commissioned by the Department for Work and Pensions (DWP) to evaluate the programme.<sup>1</sup> The evaluation design incorporates a longitudinal dimension, and this report synthesises the findings from the second wave of fieldwork with NDDP participants, employers, members of the eligible population, those delivering the programme (notably staff from Job Brokers and Jobcentre Plus offices), and from administrative data.

Findings from the first wave of fieldwork were summarised in Stafford et al., (2004). This second synthesis report presents selected interim findings from the evaluation. There are two recurrent themes running through this report: first, continuity and change in the programme, the institutions delivering NDDP and in respondents' views and experiences; and secondly, identifying what works in terms of securing job entries and sustainable employment.

This chapter outlines NDDP and its development (Section 1.1) and the evaluation framework (Section 1.2). Section 1.3 briefly outlines the sources and some conventions and terminology used in this report.

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<sup>1</sup> Other members of the consortium are: Abt Associates, Institute for Employment Studies (IES), National Centre for Social Research (NatCen), Social Policy Research Unit (SPRU), University of Nottingham and the Urban Institute.

## 1.1 New Deal for Disabled People

NDDP aims to help people move from incapacity benefits into sustained employment. The main features of the NDDP national extension are:

- it is voluntary. There is no compulsion for potential participants to participate and no sanctions are imposed on those who choose not to take part or who subsequently drop out;
- its target population is people on one of a number of incapacity benefits (see Table 1.1);
- it is delivered through individual Job Broker organisations. Organisations awarded contracts include voluntary and other not-for-profit bodies, commercial companies, and public sector organisations. Many provide services in (formal and/or informal) partnership with other organisations. Some have specialist expertise in a specific disability whilst others are generalists; most have extensive experience of working with the client group. They could bid to provide services in a single local authority or cover a larger area - some have a regional or national remit. More than one Job Broker may be providing a service in any given area. The number of organisations providing Job Broker services has varied slightly, although it has remained at around 65<sup>2</sup>;
- Government funding for Job Brokers is outcome-related. Job Brokers received a registration fee and roughly equal outcome payments for both job entries and sustained employment.<sup>3</sup> The amount of the job entry and sustained employment payments varied between Job Brokers and was negotiated as part of the contract procurement process with the Department.

There is a focus on sustained employment outcomes for participants.

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<sup>2</sup> The NDDP website, <http://www.jobbrokersearch.gov.uk/> provides contact details for local Job Broker organisations.

<sup>3</sup> The DWP defines sustained employment as paid work that has lasted for up to 13 weeks.

**Table 1.1 NDDP qualifying benefits**

The NDDP is available to people claiming one of the following 'qualifying benefits':

- incapacity benefit
- Severe Disablement Allowance
- Income Support with a Disability Premium
- (Since October 2004) Pension Credit with a Disability Premium or doctor's certificate
- Income Support pending the result of an appeal against disallowance from incapacity benefit
- Housing Benefit or Council Tax Benefit with a Disability Premium – provided participants are not in paid work of 16 hours a week or more, or getting Jobseeker's Allowance
- Disability Living Allowance – provided participants are not in paid work of 16 hours a week or more, or getting Jobseeker's Allowance
- War Pension with an Unemployability Supplement
- Industrial Injuries Disablement Benefit with an Unemployability Supplement
- National Insurance credits on grounds of incapacity
- Equivalent benefits to incapacity benefit being imported into Great Britain under European Community Regulations on the co-ordination of social security and the terms of the European Economic Area Agreement

NDDP as a programme has evolved over time (see Table 1.2). A set of NDDP pilots were run from September 1998 (see Hills et al., (2001) and Loumidis et al., (2001) for evaluation results), and the current national programme was introduced in July 2001. This version of the programme is due to come to an end in March 2007.

**Table 1.2 Key milestones in development of NDDP**

<b>Date</b>	<b>Milestone</b>
1998/09 - 2001/02	NDDP pilots, comprising 24 Innovative Schemes and 12 Personal Adviser Service pilots
November 2000	Prospectus and Invitation to Tender issued for 'NDDP National Extension', which introduced the Job Broker model
April 2001	NDDP contracts awarded to Job Brokers, was due to end March 2004
July 2001	NDDP delivery started. During 2002 there were some negotiations held with Job Brokers in order to improve national coverage. A number of Job Brokers added new areas, and Jobcentre Plus in-house brokers were set up in new regions
July 2003	Contract extension to March 2006 announced, with funding changes and improvements to minimum requirements
August 2003	Existing Job Brokers invited to bid for contract extension in current and new areas, at existing fee rates and subject to accepting new minimum requirements, including minimum performance standard to be achieved by March 2004. Contract extensions effective from 1 October 2003, but some began later as not signed until minimum performance was achieved. The performance standard includes a registration to job entry conversion minimum requirement of 25 per cent
October 2003	Pathways to Work pilot commences in three Jobcentre Plus districts with NDDP a key element

Continued

**Table 1.2 Continued**

<b>Date</b>	<b>Milestone</b>
November 2003	Open procurement launched in 30 Jobcentre Plus districts to improve coverage. This was open to new and existing providers, and contract fee rates different from existing rates could be bid. Four new providers join NDDP
February/March 2004	Contracts from November open procurement signed, to begin April 2004. All contracts now run to April 2006
April 2004	Pathways to Work pilot extended to four Jobcentre Plus Districts
June 2004	Over-performance by Job Brokers identified as a potential risk to budget and service delivery to March 2006
September 2004	Contract stocktake meetings held with all Job Broker contractors to assess implications of over-performance by some Job Brokers
November 2004	Extra £30m funding announced for 2005/06 only
December 2004	Limited procurement exercise held to support coverage and continued contracts to March 2006. Providers could only bid for Jobcentre Plus districts in regions where they held existing contract, at current or reduced fee rates
January - March 2005	Post tender discussions and/or repeat stocktake meeting to agree basis for continuing provision of NDDP by Job Brokers to March 2006
July 2005	Government announces further extension of NDDP to March 2007

Key milestones include, in July 2003, the Government announcing improvements to funding and new requirements for performance and service standards. Existing Job Brokers were able to bid to continue their operation, provided they met new standards of performance and service. This included the minimum requirement that existing Job Brokers convert 25 per cent of registrations to job entries.<sup>4</sup> The main changes to the programme were:

- Job Brokers, when registering new participants, must agree, with customers, appropriate 'back to work' plans to support people wanting to move into work, and must review and use these jointly with the participant. (In recognition of this, the Job Brokers' registration fee was increased from £100 to £300 in October 2003.)

<sup>4</sup> The 25 per cent minimum requirement was introduced in October 2003, and if existing Job Brokers' contracts were to be extended had to be achieved by March 2004 or earlier.

- Sustained full-time employment was originally defined as when a participant was in work for at least 26 weeks out of the first 39 weeks following job entry. When a participant achieved sustainable employment the Job Broker could claim an outcome-related payment; this was in addition to the job entry payment the Job Broker would already have received.<sup>5</sup> Originally claimed for 26 weeks, from October 2003, Job Brokers could claim the sustained outcome payment from 13 weeks' employment. However, Job Brokers are required to continue to provide ongoing support for a minimum of six months after someone has moved into work.
- A few existing Job Brokers decided not to tender to have their contracts extended, whilst many extended their area of operation. Following the extension of the procurement process with existing Job Brokers, a number of areas remained with insufficient provision and in November 2003 an open procurement exercise covering 30 Jobcentre Plus districts, was launched, to which any organisation could bid. As a result, new contracts were awarded to three existing Job Brokers and to four organisations who were new to NDDP.

The changes were designed to improve the programme for users and help Job Brokers with their funding situation.

Some Job Brokers have been very successful in securing job outcomes for participants. Indeed, towards the end of 2004 it was apparent that some Job Brokers were likely to secure job entries and sustainable employment outcomes in excess of the numbers outlined in their contracts with the DWP (Lupton, 2004). Jobcentre Plus took stock with all Job Brokers of their performance and projections to the end of the contract period, March 2006. On 2 December 2004 the Chancellor of the Exchequer announced, in his Pre-Budget Speech, a further £30m for NDDP in 2005/06 (see HM Treasury, 2004). To allocate this additional funding, the Department organised a limited procurement exercise amongst existing Job Brokers, then agreed with all Job Brokers a basis on which they will manage the remainder of their contracted delivery within agreed contracted geographical and funding profiles.

Jobcentre Plus Personal Advisers have continued to inform customers of NDDP and to make referrals to Job Brokers where agreed by the customer. The nature of this role has also changed. At the time of the first synthesis report, Jobcentre Plus required staff to be impartial and not promote one Job Broker over another, with the expectation that equal amounts of information about each local Job Broker would be imparted. By the time of the fieldwork for this second report, revised guidance had been introduced which allowed advisers to identify features of Job Broker services best suited to a customer's needs, supported by detailed information (map and pen picture) on local Job Brokers' provision placed on the Job Broker search

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<sup>5</sup> This is the definition of sustainable employment underpinning the analysis presented in Chapter 5, as it applied to participants when the fieldwork was being conducted.

website ([www.jobbrokersearch.gov.uk](http://www.jobbrokersearch.gov.uk)). Guidance was that the customer should always make the final choice of Job Broker. However, following discussion of all local Job Brokers, the adviser could help the customer make a full and informed choice by matching their needs with services available, and could assist the customer in deciding which Job Broker might be most suitable.

NDDP has also been affected by the introduction and roll-out of Jobcentre Plus, which brings together the services of the former Employment Service and Benefits Agency to provide a single point of delivery for jobs, benefits advice and support for people of working age. The first 56 Jobcentre Plus Pathfinder offices were established in 17 districts across the UK in October 2001, offering a fully integrated work and benefits service. Jobcentre Plus was formally launched in April 2002, and should be fully rolled-out by 2006.

A key feature of the new integrated way of working is the Work Focused Interview (WFI). In the Jobcentre Plus process model (see Davies *et al.*, 2003) new and repeat claimants make initial contact by telephone with a Contact Centre, in which information is sought and arrangements made for the customer to attend a WFI. This takes place at a local Jobcentre Plus public office, after an appointment with a Financial Assessor who checks the claim and answers any questions about financial aspects. Customers then meet their Personal Adviser who explains Jobcentre Plus services, identifies barriers to work and help that might be needed, and agrees future contact and activity.

During the course of the evaluation staff and participants' exposure to this integrated office model has increased. Indeed, the qualitative research reported here focused as far as possible on advisers within integrated offices who were carrying out WFIs, (as well as interviews with Disability Employment Advisers (DEAs)).

In addition, lessons learnt from the Pathways to Work pilots (or incapacity benefit Reform pilots, see below) have led to the introduction of specialist incapacity benefit Personal Advisers in all integrated Jobcentre Plus offices (HM Treasury, 2004). Furthermore, the 2004 Pre-Budget Report announced that all people claiming incapacity benefits in integrated Jobcentre Plus offices will be required to complete an action plan with an adviser and to attend a WFI eight weeks after the commencement of their claim in order to help them consider returning to employment (see also DWP, 2005). The latter was implemented during 2005 (that is, outside the period of fieldwork covered by this synthesis report) (DWP, 2005).

NDDP was one of the strategies adopted by the Government to provide active help and encouragement to incapacity benefits' recipients to enter, re-enter or remain in employment. Other strategies included reform of the tax and benefit system, and



the introduction of Permitted Work.<sup>6</sup> The Green Paper, *Pathways to Work: Helping People into Employment* (DWP, 2002), put forward proposals for reform perceived to provide a more coherent way of supporting people moving onto incapacity benefits. Reforms based around increasing financial incentives to return to work, a better support and referral framework via Jobcentre Plus, innovative rehabilitation programmes and more support to people who have to move from incapacity benefits to Jobseeker's Allowance, were introduced in three initial pilot areas in October 2003, and extended to four more areas in April 2004.<sup>7</sup>

The new package of support within Jobcentre Plus within the pilot areas includes:

- mandatory WFIs, eight weeks into a new claim for incapacity benefits;
- new specialist adviser teams of incapacity benefit Personal Advisers, DEAs and occupational psychologists;
- linking the timing of the medical assessment process for new claims with the WFIs;
- interventions (Choices package) to support return to work, including existing Jobcentre Plus services and programmes (including NDDP), and work-focused condition management programmes (developed by Jobcentre Plus and local NHS providers);
- a Return to Work Credit, of £40 per week for up to 52 weeks for people where their gross earnings are less than £15,000; and
- improving employer and GP awareness of the consequences of sickness absence.

All incapacity benefits customers in the Pathways to Work pilot areas have equal voluntary access to the Choices package, the Return to Work Credit and the Adviser Discretion Fund. Jobcentre Plus staff in the pilot areas are also encouraged to build on the existing range of provision available to help customers claiming incapacity benefits, in relation to providing access to a comprehensive range of support. Included here are NDDP Job Brokers, Work Preparation and WORKSTEP, and staff are encouraged to look first to NDDP.

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<sup>6</sup> Permitted Work was introduced in April 2002 and replaced rules on therapeutic work (Dewson et al., 2004). Under the Permitted Work Rules claimants of incapacity benefits can try some work whilst receiving benefit with the aim of helping them to progress to full-time work in the longer term. The rules allow claimants to work up to 16 hours per week and earn no more than £78 per week for 26 weeks. This period can then be extended with the agreement of a Job Broker, DEA or Personal Advisers for another 26 weeks. The Rules also allow claimants to earn up to £20 per week indefinitely. Some claimants working under supervision can also earn up to the £78 per week limit indefinitely.

<sup>7</sup> There is a separate, and extensive programme of evaluation of the Pathways to Work pilots. See, for example, Corden et al. (2005).

The introduction of the Pathways to Work pilot in 2003 meant that some of the fieldwork was conducted in local areas in which Jobcentre Plus staff had new responsibilities and roles, and some participants were taking part in mandatory interviews designed to focus their thoughts on future employment.

For the fieldwork covered by this report, the Pathways to Work pilots covered new incapacity benefit claimants and existing customers who volunteered to take part. However, since February 2005 the mandatory work-focused regime in the seven pilots has been extended to those claiming incapacity benefits for up to three years. A Job Preparation Premium, worth £20 per week, has also been introduced to encourage these long-term customers to take steps towards gaining employment. In addition, the Pre-Budget Report 2004 announced the extension of the Pathways to Work pilots to a further 14 Jobcentre Plus districts from October 2005 (HM Treasury, 2004).

## 1.2 The evaluation framework

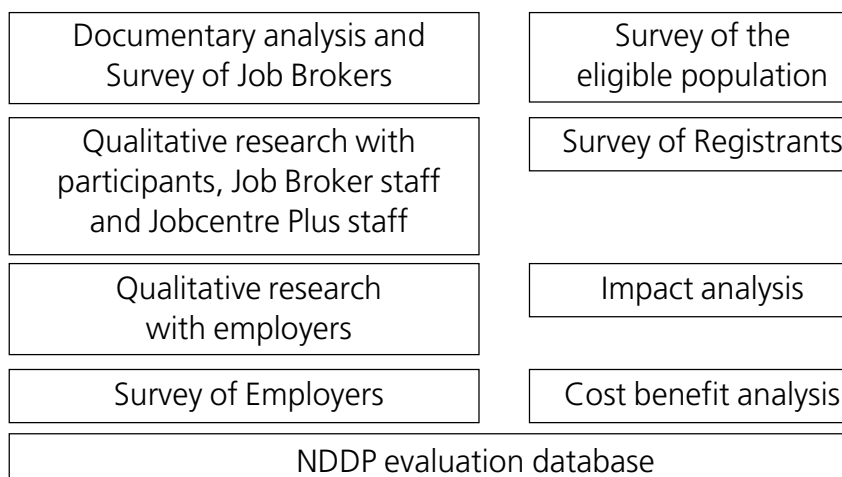
### 1.2.1 Aims of the evaluation

The evaluation of NDDP is a comprehensive research programme and in summary is designed to establish the:

- experiences and views of NDDP stakeholders, including Job Brokers, participants, the eligible population, employers and Jobcentre Plus staff;
- operational effectiveness, management and best practice aspects of the Job Broker service;
- effectiveness of the Job Broker service in helping people into sustained employment and the cost effectiveness with which this is achieved.

### 1.2.2 Evaluation design

The evaluation framework is multi-method, blending qualitative and quantitative methods. It comprises the following components:



Separate, but complementary, reports are being produced for each component:

- The Survey of the Eligible Population is designed to obtain information about those eligible for the programme. The survey aims to establish the characteristics of this population, their work aspirations and their awareness of, attitudes towards and involvement with NDDP. The survey interview, carried out in three separate waves, is administered a few months after people were scheduled to have been informed about NDDP, usually by letter. The sample is a probability sample drawn from benefit records. The interviews are conducted by telephone and average 20 minutes. This synthesis report draws upon the findings from the third wave of interviewing, fieldwork for which was conducted between 22 January and 21 April 2004. Results are presented separately for longer-term recipients (those in receipt of a qualifying benefit before 28 July 2003) and for newer recipients (those making a claim during the four weeks between 28 July and 23 August 2003). The latter is further divided into the 'flow mandatory' – that is, those that had a Work Focused Interview - and the 'flow voluntary' – those not having a mandatory interview. In the third wave, there were 658 longer-term recipients and 1,626 newer recipients. (The first wave of interviewing comprised 1,168 interviews that took place between 12 August and 25 October 2002, and the second wave comprised 1,303 interviews that took place between 8 May and 29 June 2003.)
- The Survey of Registrants is designed to obtain information about NDDP participants' characteristics, their experiences of, and views on, the programme and of getting employment. The survey involves three cohorts of individuals who have registered with NDDP: The first cohort is based on registrations made in May and June 2002, and the second cohort is based on registrations in September and October 2002. The third cohort is based on registrations made in September and October 2004. The first and second cohorts had two rounds of face-to-face interviews, or 'waves', including a short partner interview each time. The first wave was four to five months after registration, and the second wave was 13 to 14 months after registration. The timing of each wave for each cohort is outlined in Table 1.3. The total number of interviews at Wave 2 was 4,082, which represented 78 per cent of those interviewed at Wave 1. The sampling frame used was the DWPs' NDDP Evaluation Database. The interviews were conducted using Computer Assisted Personal Interviewing, and the mean duration of interviews was one hour for Wave 1, and 40 minutes for Wave 2. This report is based on findings using data from waves one and two of **both** cohorts; the cohorts have been merged because the profile of participants in each cohort is very similar, and a detailed analysis of data for Wave 1 by cohort showed that there were very few differences between cohorts (Kazimirski et al., 2004). As appropriate, the analysis in this report is sometimes comparative (comparing Wave 2 results to Wave 1), and sometimes cumulative (combining Wave 2 results with Wave 1) to cover the year after registration. The average time between registration and the Wave 2 interview was actually 14 months, but as the minimum time was 12 months, Wave 1 is referred to as 'five months after registration', and Wave 2 is referred to as 'one year after registration'.

**Table 1.3 Waves of interviews for Survey of Registrants**

	<b>Cohort 1</b>	<b>Cohort 2</b>
Months of registration	May-June 2002	September-October 2002
Wave 1 timing <sup>†</sup>	October-December 2002	February-April 2003
Wave 1 number of interviews	3,014	2,192
Wave 2 timing	July-September 2003	November 2003-January 2004
Wave 2 number of interviews	2,400	1,682
Wave 2 overall response	80%	77%

<sup>†</sup> The months shown are the main months of fieldwork – in each wave a small number of interviews were conducted in the month after the ones shown.

Source: Survey of Registrants, Cohorts 1 and 2, Table 1.1

- The Qualitative Research aims to explore the organisation, operation and impacts of the Job Broker service from the perspective of key stakeholders, and uses a range of qualitative research techniques to collect data from key actors associated with Job Broker services. The research is being conducted in three waves. The Wave 1 research (summer/autumn 2002) focused on 18 Job Brokers. A further six Job Brokers were included in Wave 2 (winter 2003/spring 2004), to ensure that the research included a sufficient number of Job Brokers who had achieved higher job entry and sustained work levels. This report draws upon the findings reported in the Wave 2 research, which consisted of:
  - 23 in-depth interviews with Job Broker managers;
  - 17 group discussions with Job Broker staff;
  - 45 telephone interviews with participants selected from those who were interviewed at Wave 1 (to focus on the longer-term outcomes of NDDP participation);
  - 45 face-to-face interviews with 'new' participants who had recently registered for NDDP services;
  - 23 in-depth interviews with DEAs, including repeat interviews with Wave 1 respondents where possible; and
  - 14 group discussions with Jobcentre Plus advisers.

The fieldwork for Wave 3 is planned to be completed during 2005.

- The Qualitative Research with Employers is designed to assess employers' awareness, understanding and experiences of NDDP and to explore if and how these change over time. The research design consists of two waves of in-depth face-to-face interviews with employers. Wave 1 involved interviews with 80 employers, and was conducted during spring and early summer 2002. Wave 2, findings which are included in this report, comprised in-depth interviews with 50 employers, all of whom were known to have taken part in NDDP. These employers were selected on the basis that they were nominated by Job Brokers

as examples of those demonstrating good practice. In addition, the research design ensured that the employers covered a range of geographical locations, employer types in terms of size, sector, etc., and types of Job Broker. Fieldwork for Wave 2 was conducted during late 2003 and January 2004.

- The Survey of Employers aims to provide a quantitative assessment of the nature and scale of employer involvement with the programme. The survey is a representative national survey of 1,428 employers who had recruited individuals registered under the NDDP during the period July 2002 to July 2003. The main stage of the survey fieldwork was held between January 2004 and June 2004.
- The Documentary Analysis and the Survey of Job Brokers seek to establish information on the range and nature of individual Job Broker organisations, the services they provide and supply details for the selection of Job Brokers for the qualitative research and the cost study element of the cost benefit analysis (see below).
  - The Documentary Analysis is a content analysis of the tenders of the 64 organisations that successfully bid to deliver job broking services. The bids were produced in response to the NDDP national extension prospectus and Invitation to Tender issued in November 2000. As anticipated, there was variation in the size and content of the submitted documents. For the analysis in some instances incomplete, missing or inconsistent information was supplemented using organisations' Internet sites, the NDDP extranet website and sources within the DWP. The documentary analysis is complemented by the Survey of Job Brokers, which was used to collect more complete information on selected aspects of Job Brokers' operations.
  - The Survey of Job Brokers is a postal questionnaire sent to Job Brokers operating in summer 2002. The sample comprised Job Brokers included in the documentary analysis and an updated list of providers supplied by the DWP. In some cases, a single organisation with multiple sites was awarded one contract by the Department, in other cases each site had a separate contract. The questionnaires were sent to each contract holder (that is, each site with a contract), hence, the sample size is greater than the total number of Job Brokers delivering NDDP because some organisations have multiple contracts. In total, 95 Job Broker questionnaires were sent out, 76 questionnaires were returned, giving a response rate of 80 per cent.
- The Impact Analysis is designed to assess the net additionality of the NDDP. The evaluation team, in co-operation with the Department, has investigated the feasibility of basing the impact analysis upon statistical analyses of survey and administrative data, and a long-run impact analysis is being conducted.
- The Cost Benefit Analysis will provide an assessment of overall value for money of the programme. It will be based on findings from a survey of the costs of administering NDDP in 19 Job Brokers (which was completed in summer 2003), other cost data provided by the Department and findings from the impact analysis and the survey of registrants.

Moreover, underpinning these evaluation components is the NDDP Evaluation Database, which contains details of NDDP participants and is managed by the DWP. The database contains information provided by Job Brokers on participants, as well as data extracted from administrative records on benefits and access to other programmes, etc. The database provides a sampling frame for the surveys of registrants and qualitative research referred to above. It also allows the programme's performance to be monitored and reported on. Analysis of the database is incorporated in this synthesis, alongside the evaluation findings.

The DWP has already published a number of research reports prepared by the consortium (see Table 1.4). In addition, the following elements of the evaluation are ongoing and will be reported in due course:

- Survey of Registrants – the third cohort;
- qualitative research – third wave of interviewing;
- Survey of Employers; and
- the impact analysis and cost-benefit analysis.

Table 1.4 NDDP evaluation consortium reports and Department for Work and Pensions' database

Component name	Bibliographical reference	Principal research consortium member
Survey of the Eligible Population	<p>* Kazimirski, A., Pires, C., Shaw, A., Sainsbury, R. and Meah, A. (2005) <i>New Deal for Disabled People Eligible Population Survey Wave Three, forthcoming.</i></p> <p>Woodward, C., Kazimirski, A., Shaw, A. and Pires, C. (2003) <i>New Deal for Disabled People Eligible Population Survey Wave One</i>, DWP Research Report W170, Sheffield: DWP.</p>	National Centre for Social Research
Survey of Registrants	<p>* Kazimirski, A., Adelman, L., Arch, J., Keenan, L., Legge, L., Shaw, A., Stafford, B., Taylor, R. and Tipping, S. (2005) <i>New Deal for Disabled People Evaluation: Registrants' Survey - Merged Cohorts (Cohorts one and two, Waves one and two)</i>, DWP Research Report No. 260, Leeds: CDS.</p> <p>Ashworth, K., Hartfree, Y., Kazimirski, A., Legge, K., Pires, C., Reyes de Beaman, S., Shaw, A. and Stafford, B. (2004) <i>New Deal for Disabled People National Extension: First Wave of the First Cohort of the Survey of Registrants</i>, DWP Research Report W180, Sheffield: DWP.</p> <p>Adelman, L., Ashworth, K., Legge, K., Mangla, J., Pires, C., Reyes de Beaman, S., Shaw, A. and Stafford, B. (2004) <i>New Deal for Disabled People: Survey of Registrants - Report of Cohort 1 Waves 1 and 2</i>, DWP Research Report W213, Sheffield: DWP.</p>	Centre for Research in Social Policy National Centre for Social Research
Qualitative research	<p>* Lewis, J., Corden, A., Dillon, L., Hill, K., Kellard, K., Sainsbury, R. and Thornton, P. (2005) <i>New Deal for Disabled People: An In-Depth Study of Job Broker Service Delivery</i>, DWP Research Report No. 246, Leeds: CDS.</p> <p>Corden, A., Harries, T., Hill, K., Kellard, K., Lewis, J., Sainsbury, R. and Thornton, P. (2003) <i>New Deal for Disabled People National Extension: Findings from the First Wave of Qualitative Research with Clients, Job Brokers and Jobcentre Plus Staff</i>, DWP Research Report W169, Sheffield: DWP.</p>	Centre for Research in Social Policy National Centre for Social Research Social Policy Research Unit

Continued

Table 1.4 Continued

Component name	Bibliographical reference	Principal research consortium member
Qualitative Research with Employers	<p>* Aston, J., Willison, R., Davis, S. and Barkworth, R. (2005) <i>Employers and the New Deal for Disabled People: Qualitative Research, Wave 2</i>, DWP Research Report No. 231, Leeds: CDS.</p> <p>Aston, J., Atkinson, J, Evans, C. and O'Regan, S. (2003) <i>Employers and the New Deal for Disabled People: Qualitative Research: First wave</i>, DWP Research Report W145, Sheffield: DWP.</p>	Institute for Employment Studies
Survey of Job Brokers	<p>McDonald, S. Davis, A. and Stafford, B. (2004) <i>Report of the Survey of Job Brokers</i>, DWP Research Report W197, Sheffield: DWP.</p>	
Impact analysis	<p>Orr, L., Bell, S. and Kornfeld, R. (2004) <i>Tests of Nonexperimental Methods for Evaluating the Impact of the New Deal for Disabled People (NDDP)</i>, DWP Research Report W198, Sheffield: DWP.</p>	
First synthesis	<p>* Stafford, B with Ashworth, K., Davis, A., Hartfree, Y., Hill, K., Kellard, K., Legge, K., McDonald, S., Reyes De-Beaman, S., Aston, J., Atkinson, J., Davis, S., Evans, C., Lewis, J., O'Regan, J., Harries, T., Kazimirski, A., Pires, C., Shaw, A. and Woodward, C. (2004) <i>New Deal for Disabled People (NDDP): First synthesis report</i>, DWP Research Report W199, Sheffield: DWP.</p>	
Administrative analysis	<p>* In-house analyses of the NDDP Evaluation Database by the Department for Work and Pensions.</p>	Department for Work and Pensions

\* Reports the second synthesis report primarily draws upon.



## 1.3 The second synthesis report

### 1.3.1 Sources used for this report

This second synthesis report highlights key findings from the evaluation based mainly on Wave 2 fieldwork. It draws upon the reports of findings listed in Table 1.4, in particular on the following components of the evaluation:

- Survey of the Eligible Population (Wave 3);
- Survey of Registrants (Waves 1 and 2 of Cohorts 1 and 2);
- qualitative research (Wave 2);
- qualitative research with employers (Wave 2).

In addition, the DWP has analysed NDDP registrations and employment outcomes using the NDDP Evaluation Database, and findings from these analyses are included in the report. The Department has also analysed the data on partners of NDDP participants using the Survey of Registrants and this is reported in Chapter 7 of this report.

This report updates the first synthesis report, which was published in August 2004 and covered the first 18 months of the nationally extended NDDP. The second synthesis report covers the period up to spring 2004, approximately two and a half years after the commencement of the programme. The aim of this report is not to present conclusions on the success, or otherwise, of the programme. Its findings should also be treated with some caution as they may, for instance, no longer reflect current Job Brokers' practices and participants' experience. Nevertheless, this second synthesis report does provide an insight into the development of NDDP.

### 1.3.2 Structure of the report

As this is the second synthesis report, Chapter 2 updates selected research findings and shows that there has been both continuity and change in NDDP over time. Chapter 3 briefly considers the number of registrations before outlining who participates in NDDP. What works, in the sense of identifying the factors associated with participants moving into paid work, is considered in Chapter 4, and those linked with securing sustainable employment in Chapter 5. The evolution of the programme, and how Job Brokers and their relationships with Jobcentre Plus have developed are considered in Chapter 6. The partners of participants are considered in Chapter 7. Some conclusions are presented in Chapter 8.

### 1.3.3 Conventions and terminology used

The synthesis report is based on four reports of findings, which are referenced throughout this report. However, to aid the reader in identifying the source for a reported finding the name of the component is given rather than the more conventional authors' names and year of publication. The component names used and the associated reports are listed in Table 1.4.

In addition, the people who registered with Job Brokers can be referred to in different ways by stakeholders, for example, as claimants, clients or customers. In this report, for reasons of consistency, people who have registered with Job Brokers are referred to as '*participants*'. Although on a few occasions, to improve the readability of the report, they are called clients or the client group. The term '*customers*' is used to refer to individuals using the services of Jobcentre Plus, whilst '*claimants*' covers those who have made a claim for, and '*recipients*' denotes people in receipt of, a social security benefit.

In the tables presented in this report, percentages have been rounded and as a consequence may not always sum to 100 per cent. The following conventions have also been used:

[ ] indicates that the unweighted base is less than 50;

+ indicates that the percentage is less than 0.5 based on the weighted number of cases.

## 2 Continuity and change in the New Deal for Disabled People

The design for the evaluation of New Deal for Disabled People (NDDP) includes a longitudinal dimension, and as a consequence it is possible to map changes in respondents' perspectives and experiences over the period of the study. The first synthesis report (Stafford et al., 2004) covered findings from Wave 1 of the qualitative and survey fieldwork that represents the first 18 months of the programme. This second synthesis report covers developments up to, and including, the fieldwork conducted mainly at Wave 2 (that is, up to spring 2004).

Table 2.1 maps the extent to which there has been continuity and change for selective aspects of NDDP. The first column of the table is based on the Summary of the first synthesis report, and the second column is a brief commentary showing the relevant situation at Wave 2. The structure of the table is dictated by the Summary for the first synthesis report, as this allows the extent to which there has been any change to be gauged. The features of NDDP included in the table have been selected on the basis that there are relevant findings in both synthesis reports.

As might be expected, the table demonstrates that some aspects of NDDP at Wave 2 were broadly similar to those previously observed at Wave 1. However, there is also evidence of change and progression – for example, of improved relationships between Job Brokers and Jobcentre Plus locally.

In this second synthesis report the theme of continuity and change is also taken up in the discussions of who participates in NDDP (Section 3.2.2) and who secures sustainable employment (Chapter 5).

**Table 2.1 Selective comparison of findings from the first and second synthesis reports**

First synthesis report	Second synthesis report
<p data-bbox="316 443 343 701"><b>Accessing NDDP</b></p> <p data-bbox="352 443 478 701">The three main methods of marketing NDDP to the public were: national marketing; Job Brokers' advertising and promotional campaigns; and indirect and other sources (for example, health and social services, media reporting, and friends and relatives).</p>	<p data-bbox="316 701 478 1814">The same methods of marketing were used at Wave 2. The key change noted was an increase for some Job Brokers in the role of referrals from Jobcentre Plus (Section 6.1.2). In addition, reissued guidance to Jobcentre Plus staff meant that they could now identify the features of a Job Broker that best suited a customer, and no longer had to avoid giving any guidance in order to be seen to be completely impartial (Section 1.1). There is qualitative evidence that all the best performing Job Brokers did extensive marketing, obtained participants from a wide range of sources and were less reliant on Jobcentre Plus for referrals than poorer performing Job Brokers (Section 4.3.1).</p>
<p data-bbox="619 443 742 701">There is some evidence from the qualitative research that Job Brokers sought to register the most job ready and to prioritise them once registered. Where a registration did not take place, the Job Brokers directed the customers towards more appropriate services.</p>	<p data-bbox="619 701 742 1814">The qualitative research at Wave 2 reveals that NDDP outcome funding arrangements had led a number of Job Brokers to focus more on participants who were closer to work (Sections 6.1.3 and 6.1.4). In their registration practices there was more active consideration of the support that a given Job Broker could provide. The introduction of the Department for Work and Pensions' (DWP) minimum requirement of converting 25 per cent of registrations to job entries also influenced registration decisions, and whether any pre-registration activity with individuals was warranted. However, some Job Brokers said they had not changed their registration practices and continued to make the service widely available. Indeed, the highest performing Job Brokers were generally not more selective in their registration practices and some used other programmes for early intensive work with people prior to registration (Section 4.3.1).</p>
<p data-bbox="962 443 989 701"><b>Registrations</b></p> <p data-bbox="1007 443 1038 701">Over the period July 2001 to November 2003, 67,983 people had registered with NDDP.</p>	<p data-bbox="962 701 1038 1814">Registrations continue to grow; by the end of March 2005 there were 146,340 registrations (Section 3.1). The number of registrations per quarter since July 2001 shows an increase in the number of registrations up to the quarter ending June 2002, then some fluctuation in the number of registrations, but an increase in the number of registrations from March 2004 onwards. In the quarter ending June 2004, there were 18,465 registrations, compared to 11,562 in the previous quarter and 12,460 in the quarter ending June 2003.</p>

Continued

Table 2.1 Continued

First synthesis report	Second synthesis report
<p>The take-up of the programme was relatively low at 1.9 per cent of the eligible population.</p>	<p>Whilst the rate of take-up of NDDP has increased since July 2001, the overall rate for the year ending January 2005 is 2.4 per cent of the population flowing onto qualifying benefits (Section 3.1.1).</p>
<p>Take-up was higher for those Job Brokers in areas where WFI's were conducted.</p>	<p>The rate of take-up remains higher in the Jobcentre Plus integrated offices and was even higher in areas operating Pathways to Work pilots (Section 3.1.1).</p>
<p><b>Participants' characteristics</b></p>	<p>These characteristics have not changed since the first synthesis report. This second report goes further and shows that, notwithstanding the diversity of the client group, participants are more 'job ready' than members of the eligible population. Further, the research shows that Job Brokers are not dealing with a 'static' client group, and the implication is that Job Brokers need to be responsive and flexible in planning and adapting their service provision to meet individual's needs (Section 3.2).</p>
<p>Although participants could identify a number of bridges to obtaining work they faced significant barriers to getting jobs. The most often mentioned measure that would help participants move into work was if they could return to their original benefit if needed (71 per cent), implying knowledge of the 52 week benefit linking rule was low.</p>	<p>Overall, participants' bridges and barriers to work were similar to those at Wave 1: again, the most frequently mentioned measures that would help participants move into work were: if they could return to their original benefit if needed (66 per cent); being able to decide the number of hours worked (60 per cent); home-working (55 per cent); and being able to take breaks during the day when required (52 per cent) (Section 4.2.1). Similarly, the principal perceived barriers to obtaining work were a belief that there were insufficient suitable job opportunities locally (59 per cent), a feeling that they would not be able to work regularly (54 per cent) and a concern that they faced discrimination on grounds of their disability (45 per cent) (Section 4.2.2). In addition, and possibly reflecting that some of those closer to the labour market at Wave 1 had moved into employment, 53 per cent said that they could not work because of their health condition or disability.</p>
<p>Other key 'bridges' were being able to decide the number of hours worked (65 per cent), home-working (57 per cent) and being able to take breaks during the day when required (54 per cent). The main perceived barriers to gaining employment were a belief that there were insufficient suitable job opportunities locally (63 per cent), a feeling that they would not be able to work regularly (54 per cent) and a concern that they faced discrimination on grounds of their disability (47 per cent).</p>	<p>Continued</p>

Table 2.1 Continued

First synthesis report	Second synthesis report
<p><b>Job Brokers' institutional and working arrangements</b></p> <p>The Job Brokers themselves were a mix of private, public and voluntary sector organisations. They varied in the size of area they covered, whether they were 'generalists' or specialised in certain types of disability, and how they organised themselves internally and related to any parent organisation. Job Brokers tended to work with 'partner' organisations, although the nature of these relationships varied widely.</p>	<p>Job Brokers continued to be a mix of types of organisation, and to vary in the areas they covered. At Wave 2 there were: instances of where the profile of the job broking service within the parent organisation had risen, and of where it had fallen; cases where NDDP had become more integrated with other services delivered by the organisation; and a mix in the use of generic and specialist staff, but generally more use of specialist workers, especially for providing in-work support (Section 6.1.1). However, the better performing Job Brokers tended to make less use of specialist staff (Section 4.3.1).</p>
<p>The outcome-related funding regime (which was amended by the Department in October 2003), whilst receiving general support in principle was criticised by some Job Brokers because, although they specified in their bids the level of outcome payment sought, they had difficulties recovering their costs. In part this was due to the lower than expected take-up of the programme and many participants being harder to place than anticipated by Job Brokers, so they were not meeting their registration, job entry and sustained employment targets. Lower income was leading to increased pressure on advisers, higher caseloads, cross-subsidisation from other activities, creaming of job ready participants, etc.</p>	<p>More Job Brokers at Wave 2 reported that the service was breaking even or was self-funding, or generating small surpluses (Section 6.1.4). Notwithstanding improvements to the funding regime (compare with Section 1.1), some organisations continued to cross-subsidise the job broking service; for some this situation was not a problem, but for others it meant the future was uncertain or had led to the decision to withdraw from providing the service.</p> <p>As mentioned above, the funding regime had led some Job Brokers to focus on people who were closer to the labour market.</p>
<p><b>Working with participants</b></p>	<p>Job Broker staff and managers continued to be supportive of the principle of outcome-related funding.</p>
<p>Job Brokers did not provide a set menu of services, rather different Job Brokers provided a package of services, which could include basic skills assessments, help with job search, training, work placements, financial advice, etc. Overall, a wide range of services was provided in-house and/or by other/partner organisations. Most provided job search – related services. However, there was limited use of work placements and Permitted Work. There was also relatively little provision of in-work support services.</p>	<p>Generally, there was a fair amount of similarity in the main types of help provided by Job Brokers, although differences in emphasis, breadth and in the ways in which different kinds of help are given (Section 6.1.3). A wide range of services were provided: advice about vocational direction and whether work is an appropriate objective; in-house training or support with accessing external training; work experience and placements; advice about the financial implications of working and help with tax credit applications; advice about job search approaches and information about vacancies; help with interviews, CVs and job applications; financial support on entry into work; and in-work support.</p>

Continued

Table 2.1 Continued

First synthesis report	Second synthesis report
<p>Participants' views on how Job Brokers could help them find employment varied. Some thought Job Brokers would help them identify jobs, others that the advisers would find the job or contact the employer for them, and others that they could provide job search – related support and advice. There were also participants who held more unrealistic expectations, for instance, that Job Brokers had lists of job vacancies. Participants' expectations on the closeness of the links between advisers and employers were not met. They could be surprised and disappointed by this.</p> <p><b>Engaging employers</b></p> <p>The qualitative research with employers reveals that, in general, participants secured jobs on the basis of their own efforts rather than due to the intervention of Job Brokers; although Job Brokers could improve participants' chances by, for example, improving job search skills and developing job interview skills. This is notwithstanding that Job Brokers links with employers tended to be vacancy-driven, rather than designed to promote the job broking organisation or NDDP.</p>	<p>Of participants entering paid work, 19 per cent entered Permitted Work as their first post-registration job (Section 4.4.1).</p> <p>By Wave 2, just under half (48 per cent) of participants starting a post-registration job, or whose pre-registration job had changed, received some form of in-work support, such as advice, a job coach or personal assistant, and aids and adaptations (Section 5.6). In terms of actual in-work services provided, just under half (48 per cent) of those in employment received some form of support (for example, nine per cent had the use of a temporary helper or job coach). However, not all participants in employment sought in-work services from Job Brokers even if they could have benefited from the support, for example, because they might not want their employer to know of their connection with NDDP.</p> <p>Job Brokers provided job matching and vocational guidance services in part to help manage participants' expectations and to steer them towards realistic employment goals (Sections 4.3.1 and 5.5.3). Job Broker staff continued to encounter participants with what they regarded as unrealistic employment expectations.</p> <p>In general, Job Brokers' contacts with employers continued to be 'client-led' (Section 4.3.1). It terms of the impact of the Job Broker service on employers' recruitment and selection decisions, it seems that in some cases at least, appointments would not have been made without the interventions of the Job Broker. It is more difficult to assess the direct impact that NDDP had on employers where the Job Brokers focused their attentions on participants and had no contact with the employers who recruit them. However, it is possible that the impact of NDDP on these employers was that as a result of the programme, they recruited someone who, without the support of a Job Broker, may have found it more difficult to secure employment.</p> <p style="text-align: right;">Continued</p>

Table 2.1 Continued

First synthesis report	Second synthesis report
<p><b>Working with Jobcentre Plus</b></p> <p>Relationships between Job Brokers and Jobcentre Plus were seen as an important aspect of NDDP. The links between them operated at a number of different levels and involved different staff. Initially, relationships had been undermined by feelings of suspicion, but had improved over time. In some instances Job Brokers were able to build upon existing or previous successful contacts for other Jobcentre Plus programmes.</p>	<p>In general, the more effective Job Brokers had strong links with Jobcentre Plus local offices (Section 4.3.1). Moreover, Job Brokers generally reported feeling that Jobcentre Plus staff had better understanding of their services than previously (Section 6.2). This was generally felt to be the result of more communication between the two services. However, some Job Broker staff felt that Jobcentre Plus staff did not always know in detail what services the Job Broker provided. Advisers working in areas where there were larger numbers of Job Brokers (eight or nine) were no longer trying to retain knowledge about all of them. These staff chose, instead, to deal mainly with a small number of Job Brokers from their list, usually including those who made regular visits to the Jobcentre Plus office.</p> <p>For Jobcentre Plus staff it was important that Job Brokers kept them informed of customers they had referred to them, and that they had an appreciation of the target system used in Jobcentre Plus. Feedback was required so that Jobcentre Plus staff could claim 'points' when NDDP participants had obtained a job. Nevertheless, both Job Brokers and Disability Employment Advisers (DEAs) said that there had been a growing mutual understanding of how Jobcentre Plus and Job Broker staff could help each other to achieve job entries.</p>
<p><b>NDDP outcomes</b></p> <p>Of those registering between July 2001 and November 2003, 32 per cent (21,913 people) had found jobs and of these 39 per cent (8,565) had achieved sustained employment up to the end of May 2003. The main factors affecting participants' movements into work were: characteristics of the participants; Job Brokers' characteristics and their activities with participants and the impact of Jobcentre Plus, that is, Work Focused Interviews.</p>	<p>Of those registering between July 2001 and March 2005, 39 per cent (56,829 people) had entered a job (Section 4.1.1). The increase in the proportion of job entries to 39 per cent partly reflects a higher rate of job entries by later cohorts of participants. Furthermore, of those participants entering work, 63 per cent (or 31,640 participants) achieved sustainable employment (Section 5.3). The factors explored in the report that influence movements into work are considered under three headings: Job Brokers' characteristics and activities; participants' characteristics; and other (Section 4.3). This second report also explores the factors supporting or undermining the likelihood of participants remaining in employment (Section 5.5.).</p>



## 3 New Deal for Disabled People participants

### Summary

- There were 146,340 people registered on New Deal for Disabled People (NDDP) by the end of March 2005.
- The overall rate of take-up of NDDP for the year ending January 2005 is 2.4 per cent of the population flowing onto qualifying benefits. The rate of take-up is higher in Jobcentre Plus integrated offices and the Pathways to Work pilot areas.
- Participants were more likely to be male, younger, and on benefits for a shorter period of time than the incapacity benefit population. They were also less likely to have a mental health condition, but more likely to have musculoskeletal problems.
- In general, participants were closer to the labour market than non-participants:
  - Participants were more likely to say that their health was fair, and less likely to say it was (very) bad than were members of the eligible population.
  - Participants' health status tended to have less of an impact upon everyday life than it did for members of the eligible population.
  - Participants were more likely to have possessed a qualification, especially at S/NVQ Levels 3 and 4, than members of the eligible population.
  - Participants were more likely to be in, or looking for, work when interviewed; although a similar proportion of recent claimants in the eligible population who had had a Work Focused Interview (WFI) were looking for employment.

Continued

- The extent to which participants' circumstances and views changed over time varied:
  - Participants reported type of health conditions or disabilities did not change much over time.
  - More participants reported an improvement in their perceived health status than reported a deterioration. There was a corresponding reduction in the extent to which respondents' health conditions and disabilities were seen to limit their normal everyday activities. For instance, whilst seven per cent of participants reported no limitation on daily activities five months after registration, this increased to 11 per cent one year after registration.
  - Over the two years prior to their registration for NDDP, many participants' relationship with the labour market had changed significantly. The most striking trends are in the proportion of respondents who were employees, (26 per cent decreasing to six per cent), and the percentage looking for paid work (12 per cent increasing to 21 per cent one month prior to registration).
  - For those participants not in employment, their perceived bridges and barriers to work could change over time. Of the listed bridges and barriers to work, there were six bridges (for example, being able work at home) and five barriers (for instance, not feeling able to work regularly) where 30 or more per cent of respondents changed their views about whether the bridges and barriers applied to them.

This chapter covers the number of registrations for NDDP, and the take-up of the programme (Section 3.1). The participants' key characteristics are outlined and compared with the wider incapacity benefit population (Section 3.2.1). In addition, any changes in participants' circumstances and views are discussed (Section 3.2.2).

### 3.1 Registrations

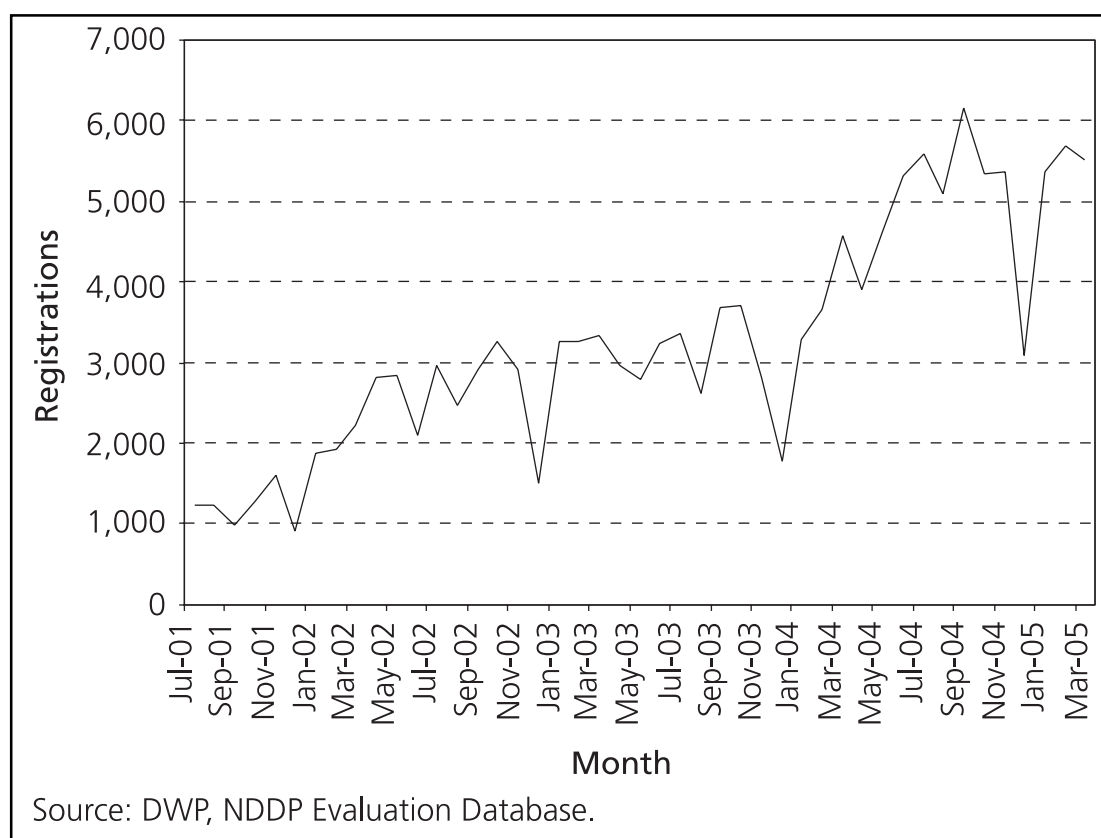
People wishing to join NDDP must register with a Job Broker. There were 146,340 people registered on NDDP by the end of March 2005 (administrative analysis).<sup>8</sup> Although the number of registrations per month varies (see Figure 3.1), a graph of the cumulative monthly registrations since July 2001 shows that there has been a steady build-up in the number of registrations over this period (Figure 3.2). Nonetheless, there are marked dips in the number of registrations during December, which can be partly attributed to the Christmas period, and during one of the summer months (June to August), which may reflect the holiday period.

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<sup>8</sup> The Department publishes figures on NDDP registrations and job entries in its Statistical First Release series. Copies are available at <http://www.dwp.gov.uk/asd/nddp.asp>.

The number of registrations per quarter since July 2001 shows an increase in the number of registrations up to the quarter ending June 2002, then some fluctuation in the number of registrations, but an increase in the number of registrations from March 2004 onwards. In the quarter ending June 2004, there were 18,465 registrations, compared to 11,562 in the previous quarter and 12,460 in the quarter ending June 2003.

**Figure 3.1 NDDP registrations per month, July 2001 – March 2005**

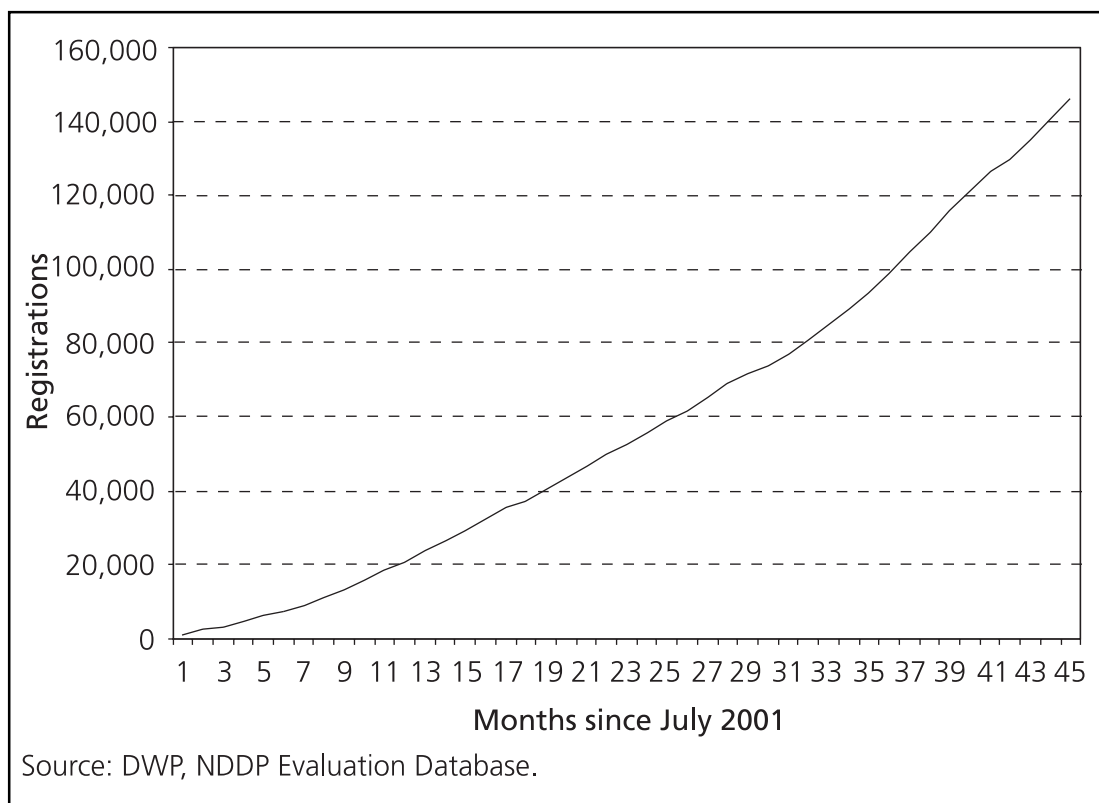


The number of registrations by Job Broker varies markedly. For the 56 Job Brokers currently with a contract, the median number of registrations is 1,004, ranging from 132 to 36,594 registrations. One-half of all registrations have been secured by the six biggest Job Brokers. There are 28 Job Brokers each with over 1,000 registrations and they account for 88 per cent of all the registrations between July 2001 and March 2005. A wide variation in the number of registrations by Job Broker is to be expected given that:

- the length of time some of the Job Brokers have operated varies (although many have continued to operate throughout this period, a few have terminated their contracts, and there are some who became providers of NDDP later on);
- the size of the area they serve and hence, their contract size and number of potential participants differed;
- Job Brokers operating in districts where Jobcentre Plus has been rolled-out can be expected, other things being equal, to have higher rates of registration than those working elsewhere because new claimants of incapacity benefit will have Work Focused Interviews (see also Section 3.1.2).

- similarly, other things being equal, registrations may be higher for Job Brokers operating in Pathways to Work pilot areas. In Jobcentre Plus districts where the Pathways to Work pilots are in operation, NDDP is an important part of the 'Choices' package and Job Brokers can expect substantial increases in referrals and registrations, especially as there is a mandatory Work Focus Interview regime and mandatory preparation of customer action plans (although implementing the plans is voluntary);
- Job Brokers had different registration practices. Some Job Brokers when the programme commenced, sought to maximise their registrations, but any participants who were subsequent de-registrations are not removed by the Department from the administrative database, and hence are counted in the figures reported here. Similarly, the introduction by the Department of a minimum requirement for Job Brokers of converting 25 per cent of registrations to job entries may have led some Job Brokers to register people only when confident that the individual was close to entering employment (see also Section 6.2.4);
- there appear to be differences in the effectiveness of Job Brokers that may account for some of the variation in number of registrations (see also Section 4.3.1).

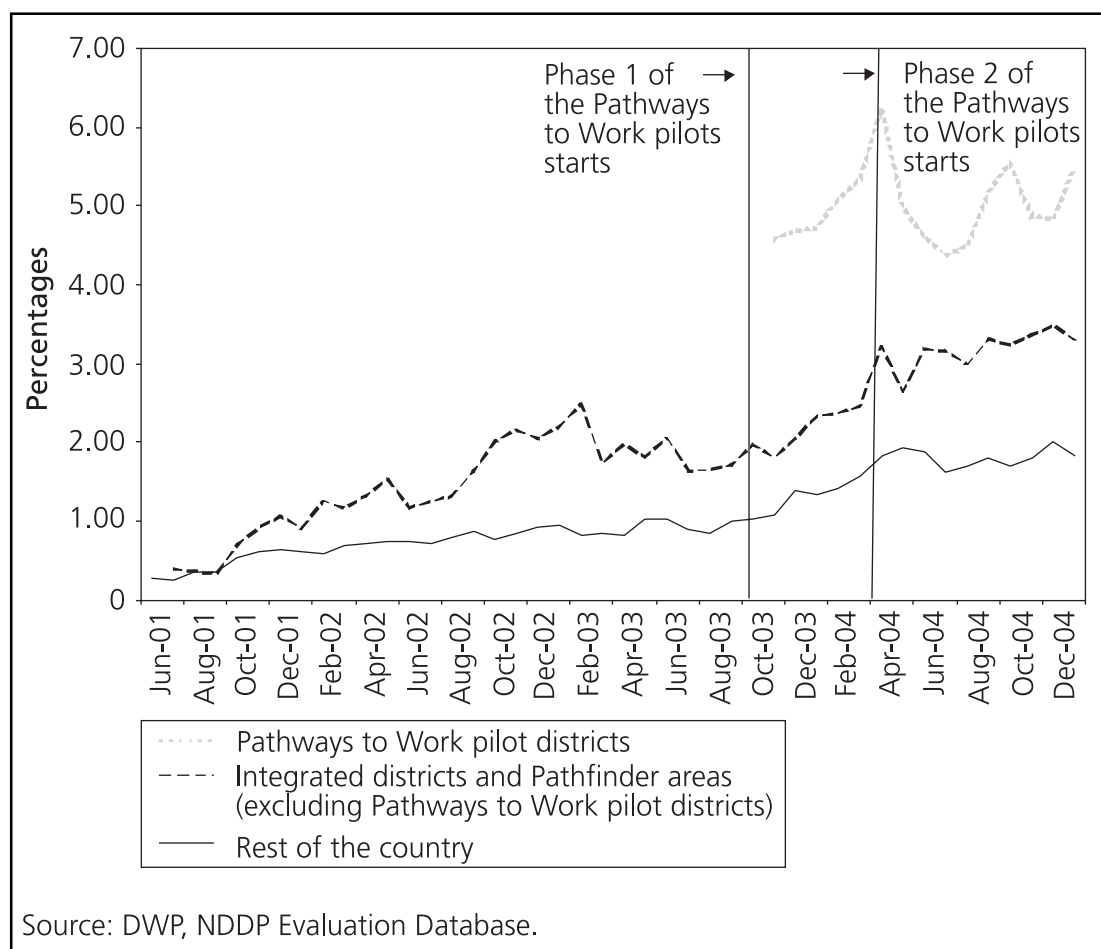
**Figure 3.2 Cumulative NDDP registrations per month, July 2001 - March 2005**



### 3.1.1 Take-up of the New Deal for Disabled People

The rate of take-up of NDDP amongst those flowing onto the qualifying benefits has increased over time (Figure 3.3). Whilst there are monthly fluctuations, the underlying trend has been of an increase in the rate of take-up since September 2003. The overall take-up rate for the year ending January 2005 is 2.4 per cent of the eligible recent claimant population (administrative analysis).<sup>9</sup> Take-up rates also vary depending upon whether a participant lives in a Pathways to Work pilot area or has a Work Focused Interview (WFI). The take-up rate of NDDP is notably higher in the Pathways to Work pilots; in January 2005 it was 5.5 per cent, compared to 3.3 per cent in Jobcentre Plus integrated offices and one per cent in non-integrated offices (see also DWP, 2005). As Jobcentre Plus is rolled-out nationally, more and more new claimants of incapacity benefit will hear about NDDP from a Jobcentre Plus Personal Adviser at a Work Focused Interview.<sup>10</sup>

**Figure 3.3 NDDP take up within six months of claim start by type of Jobcentre Plus office**



<sup>9</sup> Take-up is defined as the percentage of qualifying claims that result in an NDDP registration within six months of the start date of the claim.

<sup>10</sup> A Work Focused Interview was mandatory in ONE pilot areas and Work Focused Interview extensions offices, as well as Jobcentre Plus Pathfinder offices.

## 3.2 Who participates in the New Deal for Disabled People?

The evidence from administrative and survey data is that participants in NDDP differ in certain respects from the eligible population, that they are a diverse group and that their circumstances can change over time.

### 3.2.1 Comparing participants with the incapacity benefit population

NDDP participants are a heterogeneous client group in terms of their demographic and socio-economic characteristics. Notwithstanding this diversity, they also differ in a number of important respects from the wider incapacity benefit population. Moreover, the combined effect of the differences between participants and members of the eligible population is that the former are comparatively more 'job ready', in the sense that they are more likely to have characteristics associated with increased chances of entering employment. This sub-section compares participants and the incapacity benefit population using administrative data and then compares the two populations using survey data from the evaluation.<sup>11</sup>

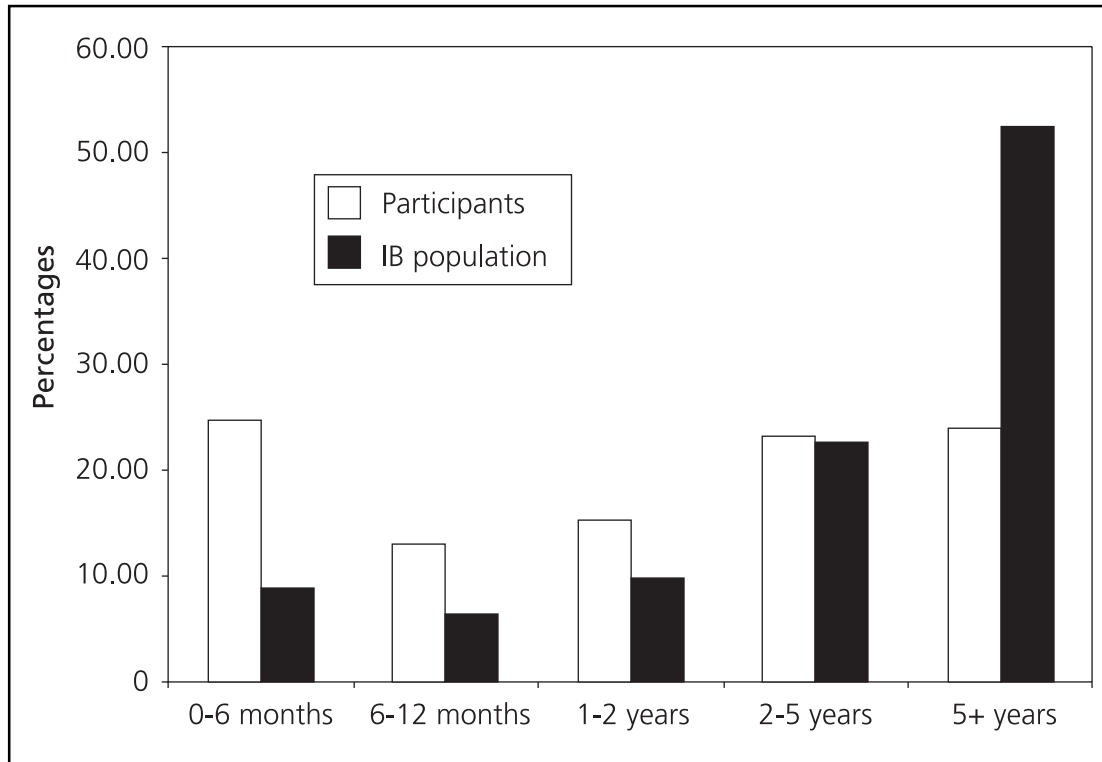
Administrative data shows that (administrative analysis):

- a slightly higher proportion of participants were male (63 per cent) compared to the incapacity benefit population (59 per cent);
- participants were younger compared to the incapacity benefit population; 30 per cent were aged between 50 years and state pension age compared to 46 per cent of the incapacity benefit population;
- participants had, on average, claimed benefit for shorter periods of time, and this could be an indication that they were less distant from the labour market compared to the incapacity benefit population. A half (53 per cent) of NDDP participants had, for their latest benefit claim, claimed an incapacity-related benefit for less than two years, compared to a quarter (25 per cent) of the incapacity benefit population (see Figure 3.4). Furthermore, whilst a quarter (24 per cent) of participants had claimed for five or more years, a half (52 per cent) of the eligible population had done so;

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<sup>11</sup> The incapacity benefit population data only refers to people in receipt of incapacity benefit and Severe Disablement Allowance, it does not include claimants of other NDDP qualifying benefits. Most of those registering for NDDP are in receipt of incapacity benefit. The incapacity benefit data are for February 2005, whilst further details about the Surveys of Registrants and the Eligible Population are given in Section 1.2.2.

**Figure 3.4 Claim duration times for NDDP participants and eligible population**



- there are some differences in the main disability or health conditions of NDDP participants and the incapacity benefit population as a whole. NDDP participants were less likely to have a mental health condition, but more likely to have musculoskeletal problems than the incapacity benefit population. Thirty-nine per cent of the incapacity benefit client group had a mental health condition compared to 31 per cent of participants. The second largest sub-group for the incapacity benefit population was the fifth (19 per cent) with musculoskeletal problems. NDDP participants are classified slightly differently but by combining three related groups,<sup>12</sup> they constituted over a third (34 per cent) of the client group. The largest sub-groups amongst the 'musculoskeletal' group were problems with neck and back (14 per cent of NDDP participants) and problems with legs and feet (12 per cent).

Tentative comparison of the surveys of the NDDP eligible population and of NDDP registrants shows:<sup>13</sup>

<sup>12</sup> Problems with arms/hands, legs/feet and back/neck.

<sup>13</sup> The comparison is tentative because the data were collected using different sample designs and data collection methods.

- when asked to assess their own health status at the time of their interviews, participants were more likely to say that their health was fair, and less likely to say it was (very) bad than were members of the eligible population. Over two-fifths (44 per cent) of participants judged their health to be fair (Table 3.2). A quarter viewed their health as bad or very bad (24 per cent). Whilst longer-term claimants in the eligible population described their health as bad or very bad (55 per cent), around one-third of the more recent claimants reported bad or very bad general health (claimants not having a WFI 36 per cent and those having a WFI 33 per cent) (Table 3.1).

**Table 3.1 Eligible population: health status at time of interview**

	Longer-term claimants	Recent claimants	
	%	Did not have WFI %	Had WFI %
Very good	2	9	9
Good	11	21	21
Fair	32	34	37
Bad	38	28	26
Very Bad	18	8	8
<i>Base: All respondents</i>			
<i>Weighted base</i>	656	654	966
<i>Unweighted base</i>	655	654	966

Source: Survey of the Eligible Population, Wave 3, based on Figure 2.1.

**Table 3.2 NDDP participants: self-assessment of general health at Wave 1**

	<i>Column per cent</i>
	<b>All %</b>
Very good	8
Good	24
Fair	44
Bad	20
Very bad	4
<i>Base: All respondents</i>	
<i>Weighted base</i>	4,070
<i>Unweighted base</i>	4,072

Source: Survey of Registrants, Cohorts 1 and 2, based on Table 2.7.



- participants' health status tended to have less of an impact upon everyday life than it did for members of the eligible population. For all groups in the eligible population most said their health condition affected their ability to 'carry out normal day to day activities' 'a great deal' (67 per cent of longer-term claimants, 57 per cent of recent claimants not having an WFI and 50 per cent of those having a WFI) (Table 3.3). In contrast, most participants (43 per cent) maintained that their health condition somewhat affected their ability to engage in everyday activities (Table 3.4). Although broadly similar proportions of participants and recent claimants said it affected them just a little or not at all.

**Table 3.3 Eligible population: extent of effect of health condition on day-to-day activities**

	Longer-term claimants	Recent claimants	
	%	Did not have WFI %	Had WFI %
Yes, a great deal	67	57	50
Yes, some	27	29	35
Yes, just a little	6	11	11
Not at all	1	3	4
<i>Weighted base</i>	638	579	875
<i>Unweighted base</i>	637	578	882

Source: Survey of the Eligible Population, Wave 3, based on Table 2.10.

**Table 3.4 NDDP participants: extent of effect of health condition on day-to-day activities, Wave 1**

	<i>Column per cent</i>		
	%	<i>Weighted base</i>	<i>Unweighted base</i>
Yes, a great deal	37	1,250	1,260
Yes, some	43	1,686	1,700
Yes, just a little	13	520	518
Not at all	7	429	424
		3,885	3,902

Source: Survey of Registrants, Cohorts 1 and 2, based on Table 2.7.

- Participants were more likely to have a qualification than members of the eligible population. Of participants three-quarters (77 per cent) had an academic and/or vocational qualification (Table 3.6). The proportions of the eligible population with an academic and/or vocational qualification were 54 per cent for long-term claimants and around 61 to 63 per cent for new claimants (Table 3.5). Again, these findings may indicate that those registering for NDDP were more 'job ready' than the wider incapacity benefit population.

**Table 3.5 Eligible population: whether has academic or vocational qualifications**

	<i>Multiple response</i>		
	Longer-term claimants	Recent claimants	
	%	Did not have WFI %	Had WFI %
Has academic qualifications	42	51	48
Has vocational qualifications	29	38	37
Has no qualifications	46	37	39
<i>Base: All respondents</i>			
<i>Weighted base</i>	658	657	969
<i>Unweighted base</i>	658	657	969

Source: Survey of the Eligible Population, Wave 3, Table 3.9.

**Table 3.6 NDDP participants: whether have academic or vocational qualifications**

	<i>Column per cent</i>
	All %
Vocational and academic	39
Academic only	22
Vocational only	16
No qualifications	24
<i>Base: All respondents</i>	
<i>Weighted base</i>	4,075
<i>Unweighted base</i>	4,077

Source: Survey of Registrants, Cohorts 1 and 2, based on Table 2.2.

- Moreover, in terms of highest qualifications, participants were more likely to possess S/NVQ Levels 4 (Degrees) and 3 (A levels) than respondents in the eligible population (Tables 3.7 and 3.8). For NDDP participants, the highest qualification reported by around one-third of respondents was at S/NVQ Level 1 or 2 (32 per cent), 16 per cent reported their highest qualification as S/NVQ Level 3, and a further 22 per cent had qualifications at S/NVQ Level 4 or 5 (Table 3.7). Although qualifications at S/NVQ Levels 1 and 2 were the most common for both participants and the eligible population, around one in eight more participants possessed a Level 3 or 4 qualification than in the eligible population. Once again, this suggests that, at least, a significant minority of participants were closer to the labour market compared to the eligible population.

**Table 3.7 Eligible population: NVQ equivalents of highest qualifications**

	Longer-term claimants	Recent claimants	
	%	Did not have WFI %	Had WFI %
Did not have WFI%	Had WFI%		
S/NVQ level 5 (Higher degree)	2	2	1
S/NVQ level 4 (Degree or equivalent)	13	13	12
S/NVQ level 3 (A level equivalent)	10	12	10
S/NVQ level 2 (O level/GCSE Grade A-C equivalent)	17	24	24
S/NVQ level 1 (GCSE Grades D-G)	6	7	7
Has qualification, level not known	7	5	6
No qualifications	46	37	39
<i>Base: All respondents</i>			
<i>Weighted base</i>	658	656	969
<i>Unweighted base</i>	658	657	969

Source: Survey of the Eligible Population, Wave 3, Table 3.10.

**Table 3.8 NDDP participants: NVQ equivalents of highest qualifications**

	<i>Column per cent</i>
	<b>All %</b>
S/NVQ Level 1	6
S/NVQ Level 2	26
S/NVQ Level 3	16
S/NVQ Level 4	20
S/NVQ Level 5	2
Unclassified level	5
No qualifications	24
Has qualification, does not know level	+
<i>Base: All respondents</i>	
<i>Weighted base</i>	<i>4,069</i>
<i>Unweighted base</i>	<i>4,071</i>

+ <0.5 per cent

Source: Survey of Registrants, Cohorts 1 and 2, Table 2.4.

However, the Survey of Registrants also shows that a significant minority of participants (16 per cent) said they had problems with basic skills compared with members of the eligible population.

- There may also be differences in the two populations' work expectations or attachment to the labour market. Direct comparisons are problematic, not just for the reasons previously given, but also because of different response categories used in the surveys. Nonetheless, it appears that participants were more likely to be in or looking for work when interviewed; although a similar proportion of recent claimants in the eligible population who had had a WFI were looking for employment (Tables 3.9 and 3.10).

Within the eligible population, longer-term claimants were further from the labour market than those of the more recent claimant groups (Survey of the Eligible Population). More than one in two of the longer-term claimants said they did not expect to work in the future (56 per cent), in comparison to a still substantial one in four of the recent claimants not having a WFI and one in five of the claimants having a WFI (24 per cent and 20 per cent respectively). Similar proportions of respondents in all sample groups expected to work in the future, although had not looked for work in the 12 months before the survey interview (see Table 3.9).

Encouragingly, the proportion of longer-term claimants who had looked for work in the last year or expected to work in the future (33 per cent) reflects the estimate of the proportion of all benefit claimants who want work (over three-quarters of a million out of 2.7 million; DWP, 2002).

One year after registration, over one-third of participants were in work at the time of the interview and a further third were currently looking for work (37 and 34 per cent, respectively) (Table 3.10). Almost one-fifth expected to work in the future but were not currently looking for work, around one-half of whom expected they would work within a year. Over one in ten participants stated that they did not expect, or were unsure about, working in the future.

**Table 3.9 Eligible population: work expectations**

	<i>Column per cent</i>		
	<b>Longer-term claimants</b>	<b>Recent claimants</b>	
	%	<b>Did not have WFI</b>	<b>Had WFI</b>
	%	%	%
Currently in work	5	19	14
Looked for work in past 12 months	13	28	37
Expects to work in the future	20	26	25
Does not expect to work in future	56	24	20
Does not know	6	4	4
<i>Base: All respondents</i>			
<i>Weighted base</i>	657	657	969
<i>Unweighted base</i>	657	657	969

Source: Survey of the Eligible Population, Wave 3, taken from Figure 3.1.

**Table 3.10 NDDP participants: work expectations at Wave 1 and 2**

	<i>Column per cent</i>	
	<b>Wave 1</b>	<b>Wave 2</b>
	%	%
In work now	32	37
Currently looking for work	40	34
Expects work in future - but not looking	22	18
Does not expect/unsure about working in the future	6	12
<i>Base:</i>		
<i>Weighted base</i>	4,075	4,082
<i>Unweighted base</i>	4,076	4,082

Source: Survey of Registrants, Cohorts 1 and 2, taken from Table 5.1.

- The household characteristics of participants and members of the eligible population were broadly similar. For example, in both the eligible and NDDP populations around four out of ten lived with a partner, over a quarter lived alone, and a further tenth lived with parents or relatives.<sup>14</sup>

### 3.2.2 Participants' changing circumstances and views

The longitudinal design of the Survey of Registrants means that it is possible to look at changes in the respondents' circumstances and views over time. This section focuses on observed factors that did change over time. Whilst some characteristics and views will have been stable over time, the research does show that Job Brokers are not dealing with a static client group, and the implication is that they need to remain in regular contact with participants and to be responsive and flexible in planning and adapting their service provision.

#### *Type of disability, and self-reported health status*

From the survey it is possible to examine changes in participants' disability, health condition and health status and whether this affected everyday activities by comparing individuals' responses at five months after registration (Wave 1) with those given seven months later (Wave 2). Participants reported **type** of health conditions or disabilities did not change much over time (Survey of Registrants). For instance, only two per cent of respondents who had reported a health condition or disability five months after registration reported a different condition or disability as their main condition or disability seven months later.

Overall, more participants reported an improvement in their perceived health **status** than reported a deterioration. (Here health status was measured on a five-point scale from 'very bad' to 'very good', with 'fair' as a mid-point category). Between five months and twelve months after registration, just under one-third (30 per cent) of respondents reported an improvement in their general health, whilst just under one-half (47 per cent) reported the same health status and less than one-quarter (23 per cent) a deterioration. Thus, at five months after registration, 32 per cent of respondents described their health as good or very good, this had increased to 35 per cent by 12 months after registration (Table 3.11). Of those self-assessing their health status to be 'very bad' five months after registration, just one-quarter (26 per cent) reported this to be the case 12 months after registration; whereas over one-third (37 per cent) of those reporting 'bad' health at five months after registration gave the same response seven months later, as did two-fifths of those with 'very good' or 'good' health (41 and 42 per cent respectively).

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<sup>14</sup> Based on the Survey of the Eligible Population, Wave 3 and the Survey of Registrants, Cohort 1, Wave 1.

**Table 3.11 Changes in general self-perceived health**

<i>Column per cent</i>						
Self-perception of general health Wave 2	Self-perception of general health Wave 1					Total Wave 2
	Very good	Good	Fair	Bad	Very bad	
Very good	41	17	4	2	2	10
Good	38	42	22	10	6	25
Fair	17	34	58	43	26	45
Bad	3	6	14	37	41	17
Very bad	1	1	2	9	26	4
<b>Total Wave 1 (row per cent)</b>	<b>8</b>	<b>24</b>	<b>44</b>	<b>20</b>	<b>4</b>	
<i>Base: All respondents not too ill/ distressed to continue</i>						
<i>Weighted base</i>	393	1,018	1,814	674	164	4,063
<i>Unweighted base</i>	392	1,019	1,823	666	164	4,064

Source: Survey of Registrants, Cohorts 1 and 2, Table 7.1

There was a corresponding reduction in the extent to which respondents' health conditions and disabilities were seen to limit their normal everyday activities. For instance, whilst seven per cent of participants reported no limitation on daily activities five months after registration, this increased to 11 per cent one year after registration (Table 3.12).<sup>15</sup> In particular, over one-third (36 per cent) of those who reported 'a great deal' of limitations five months after registration reported a decrease to just 'some' limitations seven months later.

<sup>15</sup> The base for this analysis is all respondents with the same health condition or disability at Waves 1 and 2.

**Table 3.12 Changes in limitations to daily activities**

Limitations to daily activities Wave 2	Limitations to daily activities Wave 1				Total Wave 2
	Yes, a great deal	Yes, some	Yes, just a little	Not at all	
Yes, a great deal	54	24	12	11	32
Yes, some	36	53	42	27	43
Yes, just a little	7	15	22	17	13
Not at all	3	8	24	44	11
<b>Total Wave 1 (row per cent)</b>	<b>37</b>	<b>43</b>	<b>13</b>	<b>7</b>	
<i>Base: All respondents with the same health condition or disability</i>					
<i>Weighted base</i>	<i>1,250</i>	<i>1,686</i>	<i>520</i>	<i>429</i>	<i>3,885</i>
<i>Unweighted base</i>	<i>1,260</i>	<i>1,700</i>	<i>518</i>	<i>424</i>	<i>3,902</i>

Source: Survey of Registrants, Cohorts 1 and 2, Table 7.2.

However, there were significant minorities of participants who found that their health condition or disability increasingly limited their normal everyday activities. For example, two-fifths of those with 'just a little' limitation at five months had 'some' limitations 12 months after registration (42 per cent), and over one-quarter had deteriorated from no limitations to 'some' limitations over the same period (27 per cent).

In total, around one-half of participants reported the same degree of limitations (48 per cent), just under one-third reported less limitations (30 per cent) and one-fifth greater limitations (21 per cent).

This degree of change suggests that Job Broker advisers have to be flexible when planning a participant's return to work, or other activities.



### *Economic activity*

The survey collected information on participants' economic activity over the two-year period prior to registration.<sup>16</sup> Figure 3.5 presents the overall picture of the labour market activities of respondents who provided full information about their labour market status over the period. The registration date occurred in month zero. Month one represents the month prior to the registration month, month two represents two months prior to the registration month, and so on, until month 24 that represents two years prior to the registration month.<sup>17</sup> It is possible that some respondents in addition to the main activity they identified were claiming benefit or had been ill or disabled at the time. By implication, the 'benefit' activity is an underestimate of the proportion in receipt of benefit, and differences between the various economically inactive categories should be interpreted with caution.

Two years prior to registration, respondents were split equally between being active in the labour market in some way and being inactive. Nearly one-third of respondents were in some form of paid work – comprising 26 per cent in employee work, two per cent self-employed, one per cent in Permitted Work and one per cent in full-time education and part-time paid work. A further 12 per cent were looking for work, and four per cent were in education or training (as their main activity).

One-fifth of respondents (21 per cent) described themselves as having a health condition or disability, and 13 per cent described their main activity as looking after the home or the family. A further ten per cent were not participating in any of the listed activities, having described themselves as claiming benefit.

Figure 3.5 shows how participants' relationship with the labour market can substantially change in the two years leading up to their registration. The most striking trends between the start and end of the two-year period are in the

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<sup>16</sup> At the Wave 2 interview, respondents were asked about their activities over the two years prior to registration. Their experience was collected by asking about their current status at the Wave 2 interview (and the date that it started), and then their previous status. The questions were repeated until the period between the Wave 2 interview and two years prior to registration had been covered, allowing for any known period of work collected at the Wave 1 interview. The time period in Figure 3.6 is an extract of respondents' experiences that relates to the two years before registration. Two per cent of respondents have been omitted from the analysis because full histories had not been given. In addition, less than two per cent of the remaining analysis sample had missing dates imputed to fill gaps in the histories. The figure does not attempt to link the experiences to the labour market conditions of the time.

<sup>17</sup> Note that the calendar month represented by each month in the figure differs for each respondent. For example, if the respondent registered on 9 May 2002, month one will be April 2002, and if the respondent registered on 16 October 2002, month one will be September 2002.

proportion of respondents who were employees (26 per cent decreasing to six per cent), and the percentage looking for paid work (12 per cent increasing to 21 per cent one month prior to registration). The proportion in paid or unpaid work, or looking for paid work decreased up to five months before registration then remained stable until registration (46 per cent decreasing to 36 per cent). However, in these last five months before registration the proportion working decreased each month, being replaced with people looking for work. There were also slight increases in the proportion of respondents who described their main activity as living with a health condition/disability (21 per cent increasing to 24 per cent), and who were claiming benefits (ten per cent increasing to 14 per cent). The changes in other activities are small.

Over the period as a whole, one-third (35 per cent) of respondents had experience of at least one month of paid work (defined as employee work, self-employment, Permitted Work or part-time work while in education). Of the sub-group who had paid work at some point in the two years before registration, most had only one spell of work (84 per cent). Of those who had worked, 38 per cent were working for less than half of the time, 44 per cent were working for more than half of the time but not all the time, and 18 per cent were working every month before registration. Overall, a quarter of respondents had worked in the year before registration, 12 per cent had worked between one to two years before registration, and 65 per cent had not worked for at least two years.<sup>18</sup> The group that had experienced more than one spell of paid work (up to four spells over the two years) tended to have spell lengths of less than a year.

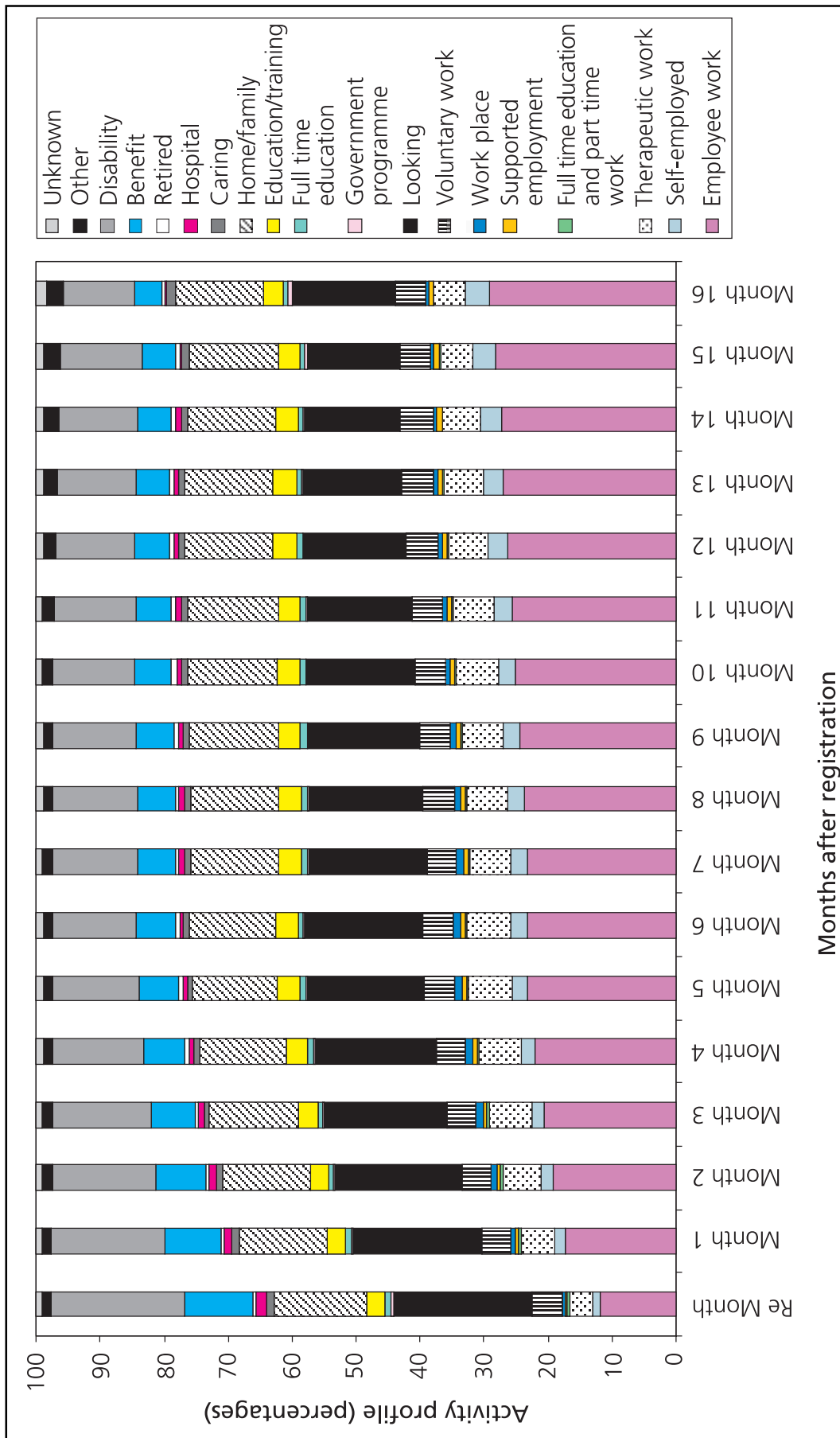
One-quarter of respondents had looked for work in the two years before registration. Ninety-three per cent of the respondents who had looked for work had just one spell where this was their main activity, and for half of those who had done just one spell it lasted most of the two years before registration.

Seventeen per cent had been looking after the home or family as their main activity at some point in the period, and almost all of these respondents (99 per cent) had done just one single spell, which lasted most of the two years for around three-quarters of cases.

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<sup>18</sup> In comparison to the eligible population, this represents proximity to the labour market which falls between that of longer-term claimants and recent claimants, although the data are not fully comparable. Fourteen per cent of longer-term claimants were either in work or had been in work in the previous 19-22 months before interview, and 69 per cent of recent claimants were either in work or had been in work in the previous 19-22 months before interview (Woodward et al., 2003).

**Figure 3.5 Participants self-reported labour market activities over two years prior to registration, by month**



Base: 4,002 (weighted) 4,001 (unweighted).  
Source: Survey of Registrants, Cohorts 1 and 2, Figure 2.2.

At each interview, respondents who had no paid job were asked whether a series of potential 'bridges to work' would enable them to work. It is thus possible to explore the extent to which those who were in work at neither wave identified specific bridges to work (which is discussed in Section 4.2.1); and, at the individual level, to what degree bridges identified at Wave 1 remained in place at Wave 2 (see below).

Whilst the global figures for each bridge are similar at five and 12 month interviews (see Section 4.2.1), each bridge was cited by a substantial minority of respondents at one but not at both waves. For all of the leading bridges this minority amounted to close to one in three of the entire group. For example, 17 per cent of respondents felt at Wave 1 but not at Wave 2, that being able to work at home would enable them to undertake paid work (Table 3.13). Only slightly fewer (13 per cent) changed their response in the opposite way. Thus, the net change of only three per cent on this measure masks a 'gross' movement of 30 per cent. These underlying shifts were found also in the less commonly cited bridges relating to support or special equipment at work and transport.

**Table 3.13 NDDP participants: bridges to work combinations at Waves 1 and 2 for those working at neither interview**

	<i>Row per cent</i>			
	<b>Bridge in both waves</b>	<b>Bridge in Wave 1 only</b>	<b>Bridge in Wave 2 only</b>	<b>Bridge in neither wave</b>
I knew I could return to my original benefit if I needed to	54	19	12	15
I could decide how many hours I worked	47	19	13	21
I could work at home	41	17	13	28
I was able to take breaks when I needed to during the day	38	18	14	30
Someone could support me at work at least some of the time	21	20	10	48
Something else	18	21	16	45
Public transport was better	16	16	11	58
I had my own transport	15	16	12	57
I had access to affordable childcare <sup>1</sup>	3	3	2	92
I had special equipment to do the job	10	11	7	72

*Base: Respondents not in work at both waves  
(<sup>1</sup> 36 and 27 per cent at Waves 1 and 2 respectively of those who had responsibility for children)*

*Weighted base: 2,235*

*Unweighted base: 2,223*

Source: Survey of Registrants, Cohorts 1 and 2, Table 4.36.

Similarly, for barriers to work the levels of underlying change are significant (Table 3.14). For all seven leading barriers between 10 and 18 per cent of respondents mentioned the factor at Wave 1 but not at Wave 2. Similar proportions changed their responses in the opposite direction. In total, these 'changers' often matched or outnumbered those who referred to a barrier both times. So it seems the perceived obstacles faced by participants who remain out of work may change rapidly.

**Table 3.14 NDDP participants: barriers to work combinations at Waves 1 and 2 for those working at neither interview**

	<i>Row per cent</i>			
	<b>Barrier in both waves</b>	<b>Barrier in Wave 1 only</b>	<b>Barrier in Wave 2 only</b>	<b>Barrier in neither wave</b>
There aren't enough suitable jobs locally	42	18	16	23
I am not sure I would be able to work regularly	38	16	16	30
Other people's attitudes about my health condition/disability make it difficult for me to work	29	18	16	37
I cannot work because of my health condition or disability	33	12	20	35
I haven't got enough qualifications and experience to find the right work	30	14	16	40
I don't feel confident about working	23	14	15	48
I'm unlikely to get a job because of my age	23	10	10	57
I'm not sure I'd be better off in work than on benefits	19	14	17	51
My doctor has told me not to go to work	18	11	15	56
I cannot work because of my childcare responsibilities	2	1	2	95
I am caring for someone who has an illness or disability	1	2	3	94

*Base: Respondents not in work in both waves*

*Weighted base: 2,235*

*Unweighted base: 2,223*

Source: Survey of Registrants, Cohorts 1 and 2, Table 4.38.

These changes in respondents' perceptions of bridges and barriers may reflect changes in their health status, attitudes towards work and/or assessment of the effect their health has on their ability to undertake everyday activities. Or changes in perceived bridges and barriers might be due to respondents having gained useful advice, information and/or support from Job Brokers (and possibly others). However, the observed changes may also reflect a degree of randomness in how respondents would answer the questions posed. In any event, the implication is that Job Brokers have to be alert to short- and long-term changes in participants' perceptions of the barriers and bridges to work they face.



## 4 What works? Job entries

### Summary

- Of the 146,340 registrations between July 2001 and March 2005, 56,829 (39 per cent) resulted in a job entry.<sup>19</sup> Whilst the Survey of Registrants reveals that one year after registration, 47 per cent of participants had commenced paid work (including Permitted Work).
- Most participants who entered work did so within the first few months of registering with a Job Broker. Nearly one-half (46 per cent) of those who had entered work had done so within one month of registration, seven out of ten (70 per cent) had started work within three months, and nearly nine out of ten (85 per cent) had started within six months. There was, however, a small proportion (five per cent) who entered paid work after 12 or more months.
- Overall, the participants' main bridges to work were, first, if they knew that they could return to benefit if a job did not work out, and secondly, if they could decide their own hours of work. Their main barriers to work were, first, there were not enough suitable jobs available, and secondly, participants were not sure they were able to work regularly.
- Factors that appear to be affecting movements into employment are listed overleaf.

Continued

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<sup>19</sup> These figures represent Jobcentre Plus authorised Job Broker job entries and do not include Jobcentre Plus NDDP job entries.

### **Job Brokers' characteristics and activities**

Analysis of qualitative data shows that there is no single model of Job Broker delivery associated with higher performances in securing job entries. However, there is a suggestion of a link between effectiveness in obtaining job entries and the following factors:

- strong organisational support and a high profile for the Job Broker service within the parent organisation;
- availability of existing expertise with the client group and resources within the organisation to provide a foundation and support for the Job Broker service;
- higher outcome-related payments for job entries;
- strong proactive management of the NDDP contract, with more involvement of managers in the service and active use of management information;
- close team working and strong team support (including help from administrative staff);
- staff either worked on the Job Broker service exclusively or did not differentiate between their job broking work and their work on other contracts;
- a core adviser working with each participant throughout their contact with the service, either providing all support or drawing on specialist staff to complement their own role;
- an outward facing approach with proactive marketing, good links with other external services, and strong relationships with Jobcentre Plus;
- possibly wider ranging and more in-depth support. Participants and staff from Job Brokers and Jobcentre Plus highly valued certain services. Providing in-depth vocational guidance, job search support and assistance with job applications seemed to be particularly important. What underlies these services is that they helped to develop the confidence of participants;
- a more proactive approach to maintaining contact with participants. Participants valued regular contact with their Job Broker adviser, and feeling that they were progressing at the right pace – that the process was not too slow nor pressurised.

Whilst some high performing Job Brokers in their registration practices targeted people more closely to the labour markets, on the whole they were not more selective in whom they registered than other Job Brokers. Indeed, there seemed to be more use of targeted registrations by the poorer performing Job Brokers. Moreover, to be effective in securing job entries, Job Brokers did not need to develop close and extensive links with employers. Indeed, most contacts with employers were 'client-led', a response to a specific vacancy. In many cases the participant made the initial contact with the employer.

Continued



### **Participants' characteristics**

Multivariate analysis of the Survey of Registrants, which helps to identify factors that independently explain movements into employment, shows:

- women were slightly more likely to have found work than men;
- white respondents were much more likely to have entered work than respondents from other ethnic groups;
- participants aged 50 or over were slightly more likely than the younger participants to have entered work;
- those with no problems with English or mathematics were more likely to have entered work compared to those with problems with English or mathematics;
- respondents with a positive attitude towards work (at Wave 1) were more likely to have entered work at one year after registration than those with a neutral or negative attitude towards work;
- participants with a musculoskeletal condition were more likely to gain employment compared to those with other types of disability or health condition;
- participants at five months after registration who rated their health as (very) good or who said their health condition had no or little impact upon everyday activities, were more likely to be in paid work than other participants;
- participants with a partner 12 months after registration were more likely to enter work;
- respondents in work one month before registration were highly likely to be in work post-registration.

In addition, the qualitative research reveals that lack of access to transport, poor local public transport networks and lack of a driving licence were seen as having an adverse impact on participants' progress to work. Furthermore, where respondents were caring for dependants, this was a factor that influenced participants' work-related progress.

### **Region**

The Survey of Registrants suggests that compared to those living in the South West, participants in London, the North West, the West Midlands, the East of England and the South East were less likely to enter work:

- The majority of participants (71 per cent) entered full-time employee work. More participants (25 per cent) entered routine, unskilled occupations than any other occupational group. Two-thirds of participants worked 16 or more hours per week. The median gross pay per hour for employee work was £5.

Continued

This chapter focuses on 'what works' in terms of highlighting the factors associated with participants' movements into employment (defined as employee work, Permitted Work and self-employment) (Section 4.3). However, the chapter begins by outlining the number of jobs secured by participants and the time taken by participants to move into work (Section 4.1). Participants' perceived bridges and barriers to work are briefly discussed (Section 4.2). The types of paid work participants enter are also summarised (Section 4.4).

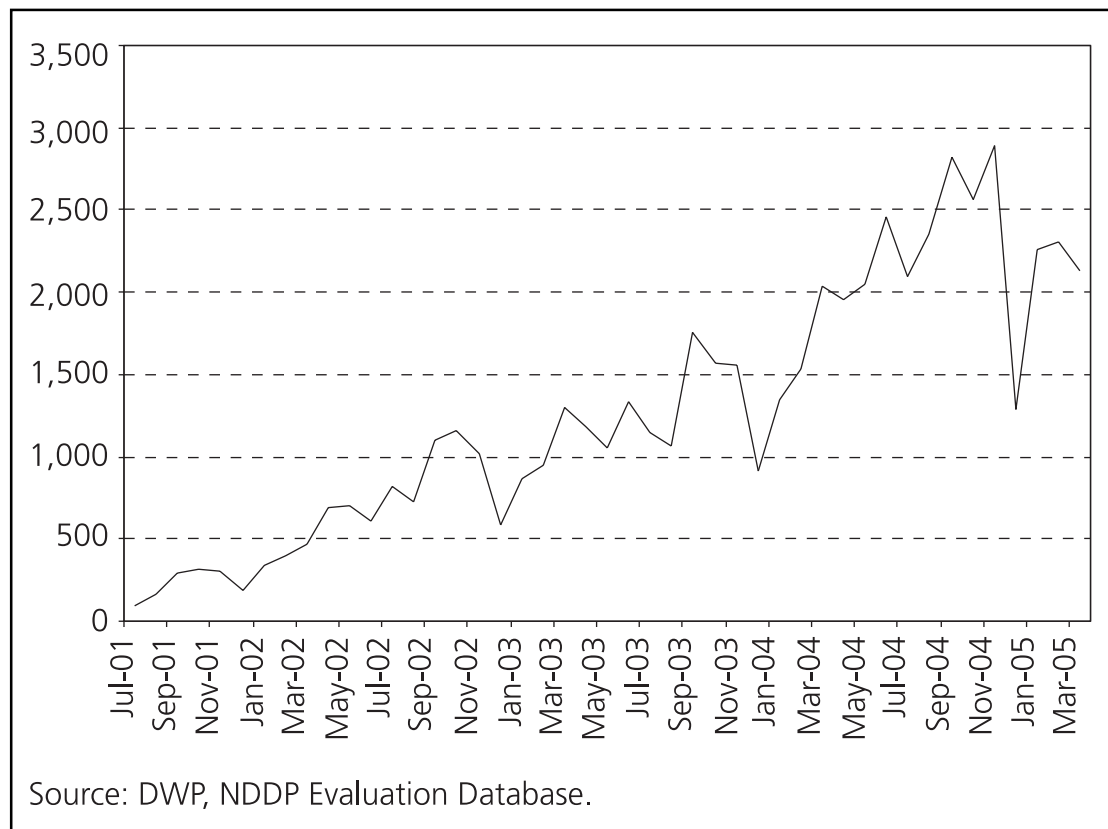
Job entries are not the only possible outcomes from NDDP. The next chapter focuses on sustainable employment outcomes.

## 4.1 Participants' job entries

### 4.1.1 Number of job entries

Of the 146,340 people who had registered with NDDP between July 2001 and March 2005, 56,829 (39 per cent) had found jobs by March 2005 according to Job Brokers' records (administrative analysis). As would be expected, the number of job entries has gradually built up over time as the programme has evolved (see Figure 4.1). Since July 2001, the mean number of job entries has been 1,263 per month. There are, as with registrations (Section 3.1), notable dips in the numbers of job entries during the December of each year, which can be attributed to the Christmas period. Likewise, there tends to be reductions in the number of job entries around the Easter period and at some point over the summer holidays. (Although there was no corresponding fall in numbers in April 2002.)

The Survey of Registrants reveals that one year after registration, 47 per cent of participants had commenced paid work (including Permitted Work).

**Figure 4.1 Job entries by month, July 2001 – March 2005**

#### 4.1.2 Time taken from registration to first job entry

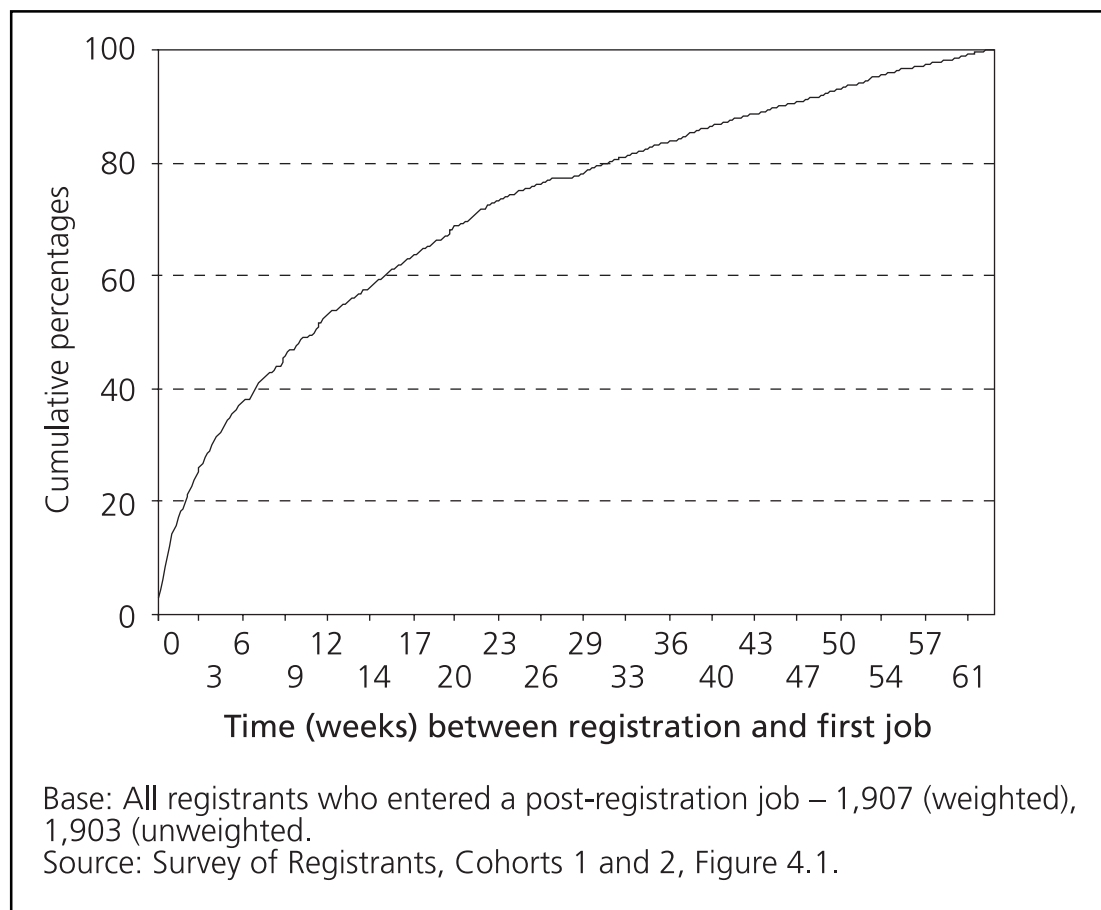
Most participants who entered work did so within the first few months of registering with a Job Broker. Administrative data shows that nearly one-half (46 per cent) of those who had entered work had done so within one month of registration, seven out of ten (70 per cent) had started work within three months, and nearly nine out of ten (85 per cent) had started within six months. There was, however, a small proportion (five per cent) who entered paid work after 12 or more months.

The survey data also shows that most participants entered paid work within the first few months of registration, albeit at a slightly slower rate. Figure 4.2 shows the cumulative entry into work by week since registration, illustrating the slowing down of job entry over time – the convex shape of this curve is typical of labour market programmes (although the high rate of job entries at 52 weeks is less common). Almost one-third (32 per cent) of those who had entered work had done so within one month of registration (Survey of Registrants). Indeed, 14 per cent had entered work within one week of registration; and some of these would have been in work or were about to accept a position when they registered (qualitative research).<sup>20</sup>

<sup>20</sup> There are a number of possible reasons why a few participants appear to be in employment when they registered for NDDP. They could have sought help from Job Brokers because they were in part-time work, were on sickness absence but still with a contract of employment or were wanting to extend their Permitted Work for six months.

Over half (55 per cent) had started work within three months, and three-quarters (76 per cent) had started within six months (Survey of Registrants). The overwhelming majority has commenced work within one year – only six per cent took longer than 12 months.

**Figure 4.2 Time taken to enter first post-registration job**



There were some associations between participants' characteristics and the time taken to enter first post-registration job. Those with educational qualifications tended to take longer to enter their first post-registration job, for example, of those with qualifications entering a post-registration job, 19 per cent commenced employment between six months and one year after registration compared to 15 per cent of those without any qualifications. Perhaps a few more of those with qualifications were willing to spend longer finding higher-skilled jobs that suited their experience; or perhaps it became relatively more difficult for some of those without qualifications to secure work after this length of registration. However, participants with basic skills problems were more likely to take over a year to enter their first post-registration job than those without (ten per cent and six per cent respectively). Respondents with no problems with basic skills were more likely to start work within six months (but not within one month) than those with these problems (45 per cent compared to 36 per cent).

Although entering work is associated with better health (see Section 4.3.2), this is only reflected to a limited extent when looking at the time taken to enter work. Those whose health at five and 12 months after registration remained bad or very bad but who nevertheless entered work, were in fact more likely to do so within one month of registration than those whose health remained good or very good (42 per cent compared to 31 per cent). Possibly those who continued to suffer bad health were less likely to persist in looking for work if they were not successful early on. In contrast, those whose health remained good or very good were more likely to take over a year to enter their first post-registration job than those whose health remained bad or very bad (seven per cent compared to two per cent).

Similarly, those whose health improved to fair, good or very good, tended to take slightly longer to enter work than those whose health declined. So whilst around one-half (50 per cent) of those whose health had declined to fair, bad or very bad had entered work within one and six months of registration, over one-third (39 per cent) of those whose health improved to fair, good or very good had done so. Indeed, 22 per cent of those whose health improved entered work between six and 12 months after registration, whilst only 15 per cent of those whose health declined entered work in this time. This suggests that more entries into work occurred around the time of better health (early on for those who started off in good health but whose health later declined, and later for those who started off in poor health but whose health improved).

The times taken to enter work were largely unrelated to household type; although lone parents were the least likely to enter their first job over six months but less than one year after registration. There were no relationships between the time taken to enter work and gender or age.

## 4.2 Participants' perceived bridges and barriers to work

That participants' perceived bridges and barriers to work can change over time was highlighted in Section 3.2.2. This sub-section focuses on the aggregate findings for bridges and barriers to work; and is based on analysis of the Survey of Registrants.<sup>21</sup>

### 4.2.1 Bridges to work

Overall, there was some stability in the bridges identified at both waves of interviewing (Table 4.1). At Wave 1, three-quarters (74 per cent) of the respondents (not in employment at either wave) said that they would be able to work if they knew they could return to their original benefit if necessary. This level had fallen a little by a year after registration, yet two-thirds (66 per cent) still cited this factor as a bridge to work. This seems to imply a (continuing) relatively low level of awareness or understanding of, or confidence in, the 52-week benefit linking rule which provides

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<sup>21</sup> Respondents who were not in paid employment were asked at each interview to identify from lists of possible bridges and barriers to work, all of those that applied to them.

some protection against reduced benefit entitlement (see also Ashworth et al., 2004).

This pattern – slightly fewer but still substantial volumes of responses at Wave 2 – was repeated for other bridges to work. Indeed, the proportions of the respondent group citing the next three most common bridges – deciding on number of hours of work, working at home and taking breaks when necessary – remained above one in two.

**Table 4.1 Bridges to work at Waves 1 and 2 for those working at neither interview**

	<i>Cell per cent</i>	
	<b>Wave 1</b>	<b>Wave 2</b>
	%	%
I knew I could return to my original benefit if I needed to	74	66
I could decide how many hours I worked	67	60
I could work at home	58	55
I was able to take breaks when I needed to during the day	57	52
Someone could support me at work at least some of the time	42	31
Something else	39	34
Public transport was better	32	26
I had my own transport	31	29
I had access to affordable childcare <sup>1</sup>	6	5
I had special equipment to do the job	21	17

*Base: Respondents not in work at both waves  
(<sup>1</sup> 36 and 27 per cent respectively of those who had  
responsibility for children)*

*Weighted base: 2,235*

*Unweighted base: 2,223*

Source: Survey of Registrants, Cohorts 1 and 2, Table 4.35.

The two-wave design also enables analysis of whether the identification of bridges by those out of work at Wave 1 is related to work outcomes observed at Wave 2. That is, does referring to a bridge five months after registration indicate an increased or reduced chance of having started work seven months later? One bridge has a strong association of this kind: substantially fewer of those who indicated that having someone to provide support in the workplace would enable them to work actually were in work at Wave 2 (14 per cent compared to 23 per cent of others). Thus, while this bridge might identify a means of supporting some respondents into work, it perhaps also identifies a potential need which may be more difficult or costly to address. Similarly, those who cited returning to their original benefit at Wave 1 were somewhat less likely to be in work at Wave 2 (18 per cent compared to 24 per cent). Again, this perhaps reflects a degree of anxiety or vulnerability that hinders work transitions.

### 4.2.2 Barriers to work

As with bridges to work, gross changes between Waves 1 and 2 were negligible (Table 4.2). In both waves, six in ten of those out of work on both occasions felt that lack of suitable, local jobs was a barrier. In addition, around half cited each of four further barriers:

- I am not sure I would be able to work regularly;
- other people's attitudes about my health condition/disability make it difficult for me to work;
- I cannot work because of my health condition or disability; and
- I haven't got enough qualifications and experience to find the right work.

Another set of four barriers were referred to on each occasion by roughly one in three respondents out of work on both occasions:

- I don't feel confident about working;
- I'm unlikely to get a job because of my age;
- I'm not sure I'd be better off in work than on benefits; and
- my doctor has told me not to go to work.

**Table 4.2 Barriers to work among those not working at either interview: Wave 1 and Wave 2 frequencies**

	<i>Cell per cent</i>	
	<b>Wave 1</b>	<b>Wave 2</b>
	%	%
There aren't enough suitable jobs locally	60	59
I am not sure I would be able to work regularly	54	54
Other people's attitudes about my health condition/disability make it difficult for me to work	47	45
I cannot work because of my health condition or disability	46	53
I haven't got enough qualifications and experience to find the right work	44	47
I don't feel confident about working	37	38
I'm unlikely to get a job because of my age	33	33
I'm not sure I'd be better off in work than on benefits	33	35
My doctor has told me not to go to work	29	34
I cannot work because of my childcare responsibilities <sup>1</sup>	3	4
I am caring for someone who has an illness or disability	3	4

*Base: Respondents not in work at both waves  
(<sup>1</sup> 23 per cent at each wave among those who had responsibility for children)*

*Weighted base: 2,235*

*Unweighted base: 2,223*

Source: Survey of Registrants, Cohorts 1 and 2, Table 4.36.

All of the top five barriers, except 'I cannot work because of my health condition or disability', have overall similar percentages for Waves 1 and 2. The increase for 'my health condition or disability' barrier, from 46 per cent to 53 per cent, might reflect that some of those closer to the labour market at Wave 1 had moved into employment, so that of those out of work proportionally more gave this as a barrier at Wave 2.

In addition, barriers, in contrast to bridges, tend to be more closely associated with outcomes. For the following four barriers, those citing any one at Wave 1 were found to have Wave 2 job entry rates seven to 11 per cent **lower** than others:

- I am not sure I would be able to work regularly;
- I cannot work because of my illness or disability;
- I don't feel confident about working; and
- I'm not sure I'd be better off in work than on benefits.

The cumulative effect of barriers was also evident. Of those reporting no or only one barrier at Wave 1, 33 per cent were in paid work at Wave 2. This proportion then declines sharply, such that only half as many (18 per cent) of those with four or five Wave 1 barriers were in work when interviewed again. In general, tackling barriers to work seems a promising strategy for increasing job entries. Although it is important to remember that these are self-reported barriers, and to some extent will reflect participants' perceptions as well as actual barriers. This is in line with the qualitative research which suggests that measures to increase participants' self-confidence are effective (see Section 4.3.1).

### 4.3 Factors associated with movements into work

The research to date provides some indication of the factors that may affect participants' movements into work. These factors can be considered under the following three broad headings and are considered in turn below:

- Job Brokers' characteristics and activities;
- participants' characteristics; and
- region.

#### 4.3.1 Job Brokers' characteristics and activities

Early findings from the evaluation established that the services provided by Job Brokers vary (Stafford et al., 2004). The number of registrations and hence, job entries by Job Broker also vary widely. The qualitative research has sought to draw out the features of Job Broker service organisation and practice which are associated with effective performance, defined in terms of proportion of registrations which result in a job entry, and the proportion of job entries which result in a sustained job payment. This involved classifying the 23 Job Brokers in the qualitative research into



four groups based on their relative performance, taking into account differences in their client profile and then exploring reasons for their performance.<sup>22</sup>

The four performance groups are:

- higher performers – comprising Job Brokers who were in the highest performing third in terms of job entries, and in either the higher or the middle group in terms of sustainability of work. Two were organisations that worked intensively with participants and specialised in one type of impairment, with participants generally likely to face more barriers to work. The remainder served people who were closer to work;
- middle performers – these were Job Brokers in the middle group in terms of job entries and either the high or middle group in terms of sustainable jobs, or with high job entry rates but low sustainability rates. All worked with participants who might be expected to be closer to work;
- varied performers – a small group of Job Brokers in the lower group in terms of job entries, but with high sustainable job entry rates, who worked with clients who might be expected to be further from work. These Job Brokers all provided a particularly in-depth service that was designed to meet the needs of participants who faced more barriers to work, and would need more contact with the service to move towards or into work. Although their job entry rates are relatively low this might be expected given the nature of their client groups, and high sustainability rates were achieved with those who did move into work; and
- lower performers – Job Brokers with generally lower performance levels encompassing:
  - middle job entry rates and low sustainability rates;
  - low job entry rates and low or middle sustainability rates; or
  - low job entries and high sustainability rates but with a closer to work client profile which distinguished them from the third group described above.

The lower performers' performance compared less well with the three preceding groups even taking into account the fact that some worked with participants who might be expected to face more barriers to work.

The analysis undertaken does not distinguish between individual organisations that form part of a consortium or partnership to deliver Job Broker services. Data are available only at the level of the partnership as a whole, so where the in-depth study had involved one partner only, it was not possible to match the performance data with that specific job organisation. Further, it was not possible to reflect differences in local areas, in terms of labour markets or the provision of relevant services, in the analysis. It is also important to note that the number of sustained jobs, job entries and, less often, registrations was below 100 for some Job Brokers, and sometimes

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<sup>22</sup> Further details of the approach used are outlined in Chapter 7 of Lewis et al., (2005).

below 50. This means that quite small changes in the number of participants, job entries or sustained jobs could change the group to which an individual Job Broker was allocated. The allocation of Job Brokers between groups was, however, agreed across the research team.

The resultant analysis is tentative; the differences between those Job Brokers judged to be high performers and the rest were often nuances rather than clear-cut distinctions, and there could also be exceptions to the more general finding within each group. Moreover, there was no single model of delivery that could be identified that was a recipe for success; rather, the analysis suggests that the following areas may be associated with Job Brokers helping participants into work.

#### *Nature of the parent organisation and the role of the NDDP contract*

There does appear to be some association between effective performance and both strong organisational support for the Job Broker service and availability of existing expertise and resources within the organisation on which to build. Although the associations are not clear-cut, three factors appear to be influential:

- **The profile of the Job Broker contract within the organisation**

Among the more effective performers, some Job Broker managers and staff commented on the high profile of the Job Broker contract within the organisation as a whole. They highlighted, for example, the high proportion of the work of the organisation that it represented, describing it as an important or prestigious contract, talking about it being seen as a successful part of the organisation's activity, or one that made valued financial or other contributions to the organisation. In contrast, among the Job Brokers with middling or lower performance levels, there were comments about job broking being only a small part of the organisation's activity, not being widely valued or seen as prestigious, or about management questioning the continuation of the service.

- **The organisation's prior experience**

Learning from past experience appears to have increased performance. There were some organisations where provision of a service aimed directly at disabled people was a new direction, and possibly as a result none of these organisations were among the higher performing Job Brokers.

In addition, four Job Brokers in the study sample which had operated during the earlier Personal Adviser Service phase of NDDP (see Chapter 1) were all among the highest performing Job Brokers, and the two Jobcentre Plus Job Brokers were in the highest and middle performance groups. Notwithstanding these Job Brokers' prior experience of NDDP, it is likely that it is their experience of the client group that is relevant here. This is because the analysis of the Survey of Registrants shows that respondents who were registered with organisations involved with the pilots were not significantly more likely to enter work than those of other Job Brokers.

- **The degree of integration or access to other services/resources within the organisation**

Job Brokers differed in how far advisers could make use of other services or resources within the organisation to augment their own work with NDDP participants. Where advisers were able to draw on other internal provision and/or on more intensive programmes of support that could be used to prepare people for NDDP, the organisation tended to be one of the better performing Job Brokers. The picture was more mixed amongst those with medium and lower performance, some had access to other services and resources, whilst others did not.

The qualitative analysis also shows that public, private and voluntary sector organisations were found across all the performance groups, implying that there is no strong association between sector and effectiveness.

Furthermore, the analysis of the Survey of Registrants data suggests that people who registered with Job Brokers providing a generic service were more likely to enter work than those registered with one focused on a particular type of disability or health condition. This might be because specialist Job Brokers register people further from the labour market.

#### *Funding arrangements*

There is some evidence of the higher performers having better funded contracts; although there were also Job Brokers with high job entry and sustainable job levels that were on lower payment contracts.

#### *The management of the NDDP contract*

There are indications that proactive management of the Job Broker contract is associated with effectiveness. There were three aspects to the management of the NDDP contract that appear to be influential:

- **The extent of selection of people for registration**

The highest performing Job Brokers were **not** on the whole more selective in their registration practices, although some were, and some had other programmes that could be used for early intensive work before registration for NDDP. But there were also more effective Job Brokers that seemed not to target or select and which did not operate other contracts alongside job broking. There seemed to be more use of targeting registrations among the Job Brokers with less effective performance rates, some of whom also used other contracts before registering individuals. In some cases this reflected the push to achieve 25 per cent job entry rates in order to retain the Job Broking contract (see Section 1.1), but in others it was a practice of longer standing. However, among those with high sustainability rates working with relatively disadvantaged clients, selection in registration had either been avoided or was a more recent, and not a warmly embraced, approach.

- **The use of management information to monitor and review the service**

Almost all the strongest performing Job Brokers were making active use of management information. They described circulating information about performance across the team, comparing the performance of different teams, having team or individual targets, regularly reviewing performance and adapting the service in the light of it, and using management information systems to chase progress. Although the picture among Job Brokers with lower performance levels was mixed, overall they spoke less about using management data, or described it as a recent change in their approach often prompted by concern about meeting the 25 per cent job entry minimum requirement.

- **The role of the manager in the job broking service**

There appeared to be differences between Job Broker organisations in how directly involved the manager was in the local Job Broker service, how large a part of their role it was, and how much detailed knowledge they had of the practices of their team. For several of the Job Broker managers with lowest performance levels, the management of the Job Broker contract was only a small part of their work, while this was the case for only one of the most effective Job Brokers. There is likely to be some circularity here: the more effective the service, the more it is likely to be seen as an important aspect of a manager's roles.

### *The organisation of staffing*

How staff working on the NDDP contract were organised appears to have affected performance in three ways:

- **Extent of team working**

There did seem to be a pronounced emphasis on the experience and value of close team working among the better performing Job Brokers who, with only one exception, described themselves as having strong teams. The closeness of the team was sometimes commented on by both managers and staff, who described good support for team members from within the team, sharing of information and discussion of ideas and ways forward. Among the better performing Job Brokers were also some who emphasised the important role played by administrative staff in the team. The picture was more mixed among other Job Brokers. Although some described strong team relationships in the way that the more effective Job Brokers had, others did not comment on team support, and there were also some where managers or staff felt they did not work particularly closely as a team, or where they said they did not feel they shared good practice or information enough.

- **The scope of the adviser's job**

Effectiveness appeared to be linked with staff either working on the Job Broker contract exclusively, or working across different contracts but not differentiating between the Job Broker contract and their other work. The situation amongst other Job Brokers was more mixed – some Job Broker teams were dedicated staff; others worked across more than one differentiated contract, and others did not differentiate between job broking and the other contracts on which staff worked.

- **Whether staff had generic or specialist roles**

The highest performers made less use of specialist staff: they either used generic staffing patterns so that an individual worked with a participant throughout their contact with the service, or designated only in-work support for a specialist role, or in one case, a core adviser worked with each participant throughout the process, drawing upon specialist staff when required. Again, the picture was more mixed among other Job Brokers with both completely generic, generic plus in-work support specialists, and wider specialist staffing structures.

#### *Links with Jobcentre Plus and other organisations*

In general, the more effective Job Brokers were more outward facing with proactive and extensive marketing of their services, good links with other external services, and strong links with Jobcentre Plus.

All the best performing Job Brokers did extensive marketing. They used multiple strategies and either had access to specialist advice, or had made marketing a designated part of all or some Job Broker staff's responsibilities. These Job Brokers had a wider range of sources of participants and seemed to be less reliant, from the accounts of managers and staff, on Jobcentre Plus for referrals. In contrast, there was rather more emphasis among the Job Brokers with poorer performance levels on registrations being generated through Jobcentre Plus and letters from the Department to incapacity benefits claimants.

The Job Brokers with better performance levels also tended to have had good relationships with at least some Jobcentre Plus staff, although like others they sometimes found differences between, and within, Jobcentre Plus offices.<sup>23</sup> There was also more emphasis here on proactive approaches to Jobcentre Plus offices, with managers and staff describing having initiated presentations to Jobcentre Plus staff, setting up meetings, attending each other's regular meetings, using Jobcentre Plus premises to see participants or otherwise maintaining a visibility in Jobcentre Plus offices. Amongst the other Job Brokers there were some who similarly described good relationships and proactive approaches, but others said their links were poor and described little or no activity on the part of Job Brokers to build relationships.

Central to good relations between Job Brokers and Jobcentre Plus was how well Job Broker advisers provided feedback to Jobcentre Plus staff about customers referred to them, and understood the Jobcentre Plus outcome target system. There was a difference in the extent to which Job Broker advisers were explicit about the significance of outcomes targets for Jobcentre Plus staff and provided feedback to staff about participants' job entries. Although across the performance groups there were Job Brokers with very good systems for feedback, and Job Brokers who seemed to have little or no awareness of Jobcentre Plus targets, giving regular feedback and understanding the significance of targets was more pronounced among the best performing Job Brokers.

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<sup>23</sup> Job Brokers' relations with Jobcentre Plus are discussed in Section 6.2.

In terms of relationships with non-Jobcentre Plus external organisations, there was greater emphasis amongst the better performing Job Brokers on the importance of good links with other service providers. They commented on the high quality of their own services with other organisations providing, for example, career guidance, training or placements; voluntary sector disability organisations; and mental health, learning disability or other care support networks. Again, the picture was more mixed among other Job Brokers. There were examples of Job Brokers who described their links with other services as very strong, but others described few or no organisations with whom they had good relationships. Those that were mentioned were mostly local colleges or impairment-specific voluntary sector organisations.

#### *Provision of pre-work services<sup>24</sup>*

Whilst the associations between services delivered and Job Brokers' performance are complex, there are three aspects of service provision that can be highlighted: the range of services provided, the nature of the adviser's contacts with participants, and advisers' contacts with employers.

#### *Range of services provided*

Job Brokers vary in the services provided (Stafford et al., 2004) and in the emphasis or focus of the services delivered. Three types of Job Broker were identified in the qualitative research:

- those whose services focused on the immediate barriers to employment. Where more personal barriers, such as lack of confidence, were addressed, this was in an unstructured way and took the form of informal support from the individual's adviser;
- those with a broader focus that addressed both the immediate and more personal barriers. While the former were addressed in a similar way to the previous group, the more personal or underlying barriers were dealt with in a more structured and formalised manner. Programmes and courses were specifically developed to help build participants' confidence and develop increased motivation for entering work;
- those who also addressed both sets of barriers, but through providing a particularly in-depth service. Sometimes this was within the supported employment model and it involved working with participants with more enduring impairments or conditions with a greater impact on working who were generally perceived to be further away from work, for example, those with mental health conditions or with learning difficulties.

In terms of the performance groups, all three types of service were apparent among the highest performing group and among the middle group, with no obvious bias.

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<sup>24</sup> Provision of in-work services and sustaining employment is discussed in the next chapter.

The Job Brokers with lower entry levels but higher sustainability rates who worked with participants likely to be further from work (the 'varied performers') all provided a broader and more in-depth service. Among the Job Brokers with lower performance levels, there was more focus on immediate labour market barriers.

In addition, the provision of specific services appears to be related to performance. The 'performance group' analysis suggests the following associations:

- **Vocational guidance** – There was more explicit emphasis on vocational guidance among the highest performance group. Among those participants who said they had moved into work with the help of the Job Broker service, some attributed this, at least in part, to the provision of vocational guidance. Even where they thought that they would eventually have found work by themselves, they felt that the support received by the Job Broker service had accelerated the process or resulted in getting a job that was preferable or more appropriate than might otherwise have been achieved. This type of support had helped them develop a clearer idea about the type of work they were aiming for. Whilst among participants who had not moved forwards despite using the Job Broker service, people reported that they either had limited (if any) discussions with the adviser about the type of work they could do, or already had some ideas about what work they wanted and the advisers did not explore this further.

Job Brokers varied in the extent to which, and how, they provided this kind of guidance. Some delivered it in a structured way and saw it as a central part of their service, while others provided it in a less formal manner. Some carried out forms of 'vocational profiling' which explored participants' likes and dislikes and used this to build up a picture of what job they would like to do and explore new areas. Other Job Brokers provided access to a specialist vocational guidance service, either internally or externally. Specialist staff mentioned by Job Brokers included an occupational psychologist and a careers adviser, other Job Brokers used the Adult Directions computer package with participants to provide guidance. Where vocational guidance was provided less formally, advisers talked to participants about what they would like to do and made suggestions, based on participants' capabilities, about what they might do.

The Survey of Registrants shows that the overwhelming majority of participants received some form of vocational guidance. Over the year since registration, 80 per cent of respondents who had been in contact with their Job Broker had discussed the '*work they might do*' and 74 per cent had talked about their '*previous work or other experience*'. It is possible that what distinguishes the higher performing Job Brokers from other organisations is the emphasis they place on delivering vocational guidance.

- **In-house training or funding for external training** – There was much less emphasis on providing in-house training or funding for external training among the poorest performing group of Job Brokers. Some participants who had said they had moved into or towards work with the support of the service, had undertaken courses that were provided by the Job Broker, and which they felt had helped prepare them for returning to work. These courses covered subjects

such as applying for a job, assertiveness and anger management. These were felt to have helped build their confidence and develop skills that would help them cope with returning to the work environment and to deal with any possible anxiety that might arise. These participants had been out of the labour market for some time (up to 16 years) or had a mental health condition. More job specific training had also been received by some participants which had helped them obtain a specific certificate or qualification that enabled them to do a certain job, or in areas such as ICT training and health and safety. The Job Broker had contributed to the financial cost of undertaking the training, without which participants felt it would have been very difficult for them to participate. However, in other cases where (access to) training was provided, it was not always perceived by participants to be appropriate to their needs. This was the case where people already had a fairly clear idea of what they wanted to do or already had the relevant skills and were able to move forward towards or into work without undertaking training.

While some Job Brokers saw themselves as having a role to play in providing (access to) training, others did not. The latter saw it as incompatible with a funding or contractual regime that focused on job entry outcomes. Providing access to short training courses that were specifically aimed at developing work-related skills (e.g. ICT skills, driving) was seen as valuable by some Job Broker staff. Some Job Brokers also provided training in-house (e.g. ICT skills, basic skills training, doing job interviews). The Survey of Registrants shows that of those respondents who had been in contact with their Job Broker since registration, just over a half (53 per cent) had discussed the training or qualifications they might need.

- **Tackling low confidence and other personal barriers** – There was much less emphasis on confidence and other personal barriers, among the poorest performing group. Where participants spoke about having developed confidence in the course of their contact with the Job Broker, this tended to be more of an overall outcome from having accessed the various components of the service and the nature of their relationship with their adviser, than a specific separate component of the service. Although advisers mentioned more specific elements of the service they felt helped build participants' confidence, including paying for participants' gym membership, courses in personal effectiveness and assertiveness training. Among those who had moved into or towards work with the help of the Job Broker service an increase in confidence was often mentioned, which had been brought about through a variety of ways, including the adviser's encouragement and '*belief*' in them and their ability to get work, mixing with other people of similar circumstances in small group settings, or simply as a result of making an appointment and attending the Job Broker meetings. Specific elements of the service that participants reported as increasing their confidence were job interview preparation techniques such as mock interviews. Such increases in confidence were reported as particularly important for those who had not worked for some time and contributed to them feeling generally more positive and less daunted by the prospect of moving into work.



- **The use of financial payments to clients either as incentives or to cover costs such as clothing and equipment** – Not all the best performing Job Brokers used them, but it was here that the use of more extensive and higher payments was concentrated. Among the medium performers there was a mixture of Job Broker services which used incentives and those that did not, but there was little use of them among the poorer performers whose access to direct financial support for participants was mostly through either internal or Jobcentre Plus discretionary funds. Where participants had been unaware of tax credits prior to contacting the Job Broker, finding out about them sometimes strongly supported their decision to take a job. Where people had previously, but unsuccessfully, sought advice about tax credits and other in-work benefits they might have been eligible for, they welcomed this advice from the Job Broker. In some cases this had lessened concerns that they had about starting work and losing benefits.

Some participants received direct financial support from their Job Brokers, which they sometimes saw as instrumental in helping them to move towards or into work. This included grants to assist in training, paying for a medical assessment and HGV driving licence application, or payments when people started work such as covering benefits or wages before the first pay packet or assistance with mortgage payments during the early stages of entry to work. There were also examples of participants receiving a small grant (around £100) from the Job Broker when they moved into work. While the grant was felt to be very useful while they were waiting for their first wages, it did not appear to be directly associated with their decision to take a job. Generally, participants gave more salience to these financial incentives where there had been fairly minimal support into job entry, for example where a participant had already secured a job interview at the time of engagement with the Job Broker service. Where participants had received more intensive support, whilst the financial incentive was appreciated as useful, it was a less important aspect of the provision, with more emphasis placed on the impact of the practical or motivational support received.

Job Brokers varied in the extent to which they provided advice on tax credits and did better-off calculations. While some felt confident about their ability to provide such advice, others felt less qualified to do so and referred clients on to relevant services. Despite this, Job Broker staff saw the provision of, or access to, financial advice as an important feature of the service. However, the Survey of Registrants reveals that of those respondents contacting their Job Broker during the year after registration, only one-tenth discussed '*benefits/financial aid*', but two-fifths (43 per cent) did discuss what they could '*expect to earn*' in employment.

Although not revealed in the 'performance group' analysis, both advisers and participants identified the following services as having helped people move towards or into work:

- **Undertaking voluntary work or work placement** – Some participants and staff thought that providing opportunities for undertaking voluntary work or work placements were useful tasters for different types of work, as well as

providing the opportunity for the participant to find their feet in a job, build confidence or generally adjust to being in work. Access to these opportunities was provided by some Job Brokers but not others. Where respondents had done an unpaid work placement, this had occasionally led to further work with that employer, either as Permitted Work or paid employment. Where Job Brokers did not provide opportunities for participants to undertake voluntary work or secure work placements, some participants identified this as a gap in the services.

However, most participants did not engage in voluntary work. Nine per cent of participants had started voluntary work five months after registration and this increased to 12 per cent at 12 months after registration (Survey of Registrants).

- **Job search support** – Among both those who had moved into work and those who had moved towards work, job search support received from their Job Broker was reported to have been beneficial (qualitative research). Help that participants highlighted as particularly beneficial included accompanying them to the Jobcentre Plus office, providing guidance on using the internet to search for jobs, providing specific website addresses for job vacancies or more generally providing an environment for conducting job searches (such as a job club, or somewhere with Internet access and local papers). Some people also reported that the Job Broker had identified the job for them by bringing their attention to a vacancy that they might not have considered previously. Nevertheless, there were instances where people felt that they had been given inappropriate details of vacancies. In some cases this was because the job was unsuitable, while in others it was because they were out of date or were too far away to travel to.

One year after registration, three-fifths of respondents who were in contact with their Job Broker had had discussions with them about getting a job (39 per cent had not) (Table 4.3; Survey of Registrants).<sup>25</sup> The most common topic of discussion was about where to look for suitable vacancies (53 per cent).

Job Broker staff varied in what they perceived to be the appropriate level of involvement they should have in a participant's job search (Qualitative Research). Some offered guidance and support but felt the onus should be on the participant to carry out the job search. Other Job Broker staff took a more active role by providing participants with a list of suitable vacancies; but this was said to be time-consuming which prevented some Job Brokers from doing it.

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<sup>25</sup> Proportionally more participants (94 per cent) had discussed work or training issues with their Job Broker, but not all participants had talked about the process of getting a job.

**Table 4.3 Discussions about getting a job**

	<i>Multiple response</i>		
	<b>Wave 1</b>	<b>Wave 2</b>	<b>Cumulative</b>
	%	%	%
Where to look for suitable vacancies	50	23	53
How to complete a job application	32	15	34
How to prepare for job interviews	28	14	31
Advice on how to present yourself at a job interview	22	11	24
None of these	41	70	39
<i>Base: All registrants who had been in contact with their Job Broker since registering</i>			
<i>Weighted base</i>	3,532	2,199	3,691
<i>Unweighted base</i>	3,557	2,228	3,710

Source: Survey of Registrants, Cohorts 1 and 2, Table 3.8.

- Help with applying for jobs** – Participants expressed concerns about what to put an application form, particularly with regard to health and gaps in employment history (qualitative research). Respondents who had moved towards or into work since contacting the Job Broker service, included those who had sought and received help in completing job application forms and thought that this had increased their chances of being offered interviews. Indeed, some felt that this resulted in the offer of a job interview, which they would have not otherwise obtained. Other examples of help in applying for jobs included advice in writing a covering letter to employers, running ‘mock’ interviews, and creating different versions of a CV to suit different types of jobs.

Some Job Brokers reported that they provided participants with extensive help when completing application forms, while others took a less active role. The Survey of Registrants reveals that around one-third had discussed how to complete a job application (34 per cent) or how to prepare for job interviews (31 per cent) (Table 4.3). A slightly smaller proportion, around one-quarter of registrants had discussions with their Job Broker about how to present themselves during an interview (24 per cent).

As with the job search support they offered, Job Broker staff varied in what they perceived to be the appropriate level of involvement they should have in helping people apply for a job (Qualitative Research). Some gave the same reasons mentioned above for why the onus should be on the participant to complete the application form.

- **Advice about Permitted Work** – There were instances where participants reported that Job Broker advice about Permitted Work had led them to taking up work that they may not have originally considered, by alleviating concerns that they may have had about losing benefits and being worse off if they took up a job (qualitative research). Job Brokers did not focus on facilitation of Permitted Work as a key part of their service and not all provided it. Where it was provided, Job Broker staff mentioned difficulties in finding employers who were willing to accept people on Permitted Work. Nonetheless, a fifth (19 per cent) of participants entering all types of work had obtained Permitted Work as their first post-registration job (Survey of Registrants).

### *The nature of the adviser's contacts with participants*

Across the four performance groups, advisers and managers stressed the importance of maintaining contact with participants. It was rare for advisers or managers to be self-critical of the level of contact or to say that participants often initiate contact or that they focus more of their activities on participants who contact them, but where this did occur it was among the medium or poorer performing Job Brokers.

Certainly, amongst those who had either moved into or towards work with the help of the Job Broker service, participants placed a lot of emphasis on the value of the relationship they had developed with their adviser. Participants cited the importance of maintaining regular contact with the Job Broker in helping them to move forward: where they had not moved forward, contact with the adviser was often either not regular, or not maintained. Amongst those who had moved forward, contact with an adviser was often reported in positive terms, and had been instrumental in increasing respondents' confidence and '*pride*', and subsequent self-belief and motivation to find work.

On the other hand, there were instances where contact with the participant had declined, or had been very irregular. People sometimes found it difficult to take the initiative in maintaining contact, particularly if they were anxious or unconfident and if they felt that the Job Broker was '*not bothered*' (qualitative research). The Survey of Registrants shows that if the 27 per cent of respondents who de-registered over the year following registration are excluded, 58 per cent of registrants had contact before and after the five month Wave 1 interview, 29 per cent only had contact in the first period and four per cent only in the second, and nine per cent of registrants had no contact with the Job Broker throughout the year after registration (n=2,902). Where this dwindling contact occurred, people reported being demotivated and demoralised (qualitative research).

It was also important that the pace of work with an adviser was right for the participant. Not feeling '*rushed*' or '*pushed into anything*' was associated with raising confidence and self-esteem. Participants within this group included those who had progressed with the Job Broker, including those moving into work. Other participants felt that the pace of the service was not suited to their needs. These concerns were generally because they felt that the emphasis on paid work at the outset was too premature for them.

Whilst advisers caseloads can vary between Job Brokers (see Section 6.2.1), the 'performance group' analysis did not reveal any clear pattern between caseload size and performance.

### *Advisers' contacts with employers*

Job Brokers described most of their contacts with employers as '*client led*' and there were some doubts about the efficacy of other approaches such as setting up arrangements for notification of vacancies or more general marketing and awareness-raising activity. The number of Job Brokers who placed emphasis on the proactive development of relationships with employers, rather than a client-led approach, was relatively small. However, none of those placing most emphasis on proactive approaches were among the highest performing Job Brokers; those that appeared to be more active here, or who were planning to become more active, were all in the medium or lower performance groups.

From the employers' perspective, there were a number of reasons which they felt had provided the initial impetus for contact between their organisation and a Job Broker (qualitative research with employers). These were:

- **Broker initiated: Client-led, a response to a specific vacancy** – Some employers reported that initial contact was made because of a specific vacancy that the adviser or participant had seen, and felt could be suitable. Initial contact was usually with reference to a specific vacancy; less frequently it was an '*on spec.*' contact regarding a participant. Job Brokers focused mainly on filling vacancies and recruitment, and employers were most usually reactive, whether this was regarding vacancies or support, following job entry. In some instances, this type of contact was an isolated event, but in others, it was the start of interaction on a more regular basis. There was considerable variety, and some uncertainty, amongst employers about how and why such a one-off contact had led to a more established relationship. The professional competence of the Broker, the willingness of the Broker to initiate further contact, the extent to which the employer actually sought to employ people with health conditions and disabilities were all mentioned. However, the key factor underpinning the prospects for future relationships was the suitability of the potential recruit for the position in question. In effect, the more the Job Broker acted as a good source of suitable and reliable applicants for vacancies, the less likely the employer was to be put off by worries about the individual's health condition or disability, and the more likely they were to put themselves out to find ways of accommodating an impairment and to take part in a developing relationship with the Job Broker.
- **Broker initiated: general NDDP marketing** – There were instances when Job Brokers had made contact with employers, to build links generally, and raise employers' awareness of the services they offered. This was often followed later by ongoing contact, or contact made for more specific reasons, for example, with regard to a particular vacancy or participant. There were also examples of

employers being contacted by Job Brokers initially to discuss the types of vacancies they might have, with a view to building up a relationship in the future, or with a particular customer in mind.

- **Employer-led contact** – Although typically the Job Broker had made the initial contact, there were a few examples where employers had made the first contact, either to seek advice on a specific matter, or to make links more generally with the Job Broking organisation. These approaches did not appear to be prompted by NDDP; in fact, it was more likely to be to tap into the range of potential community-based services offered by the Job Broker, rather than being as a result of any particular programme with which they were involved. There were occasional instances where employers had been introduced to the Job Broker through other agencies with which they were already involved, for example, Business Link.

Although all of the employers in the qualitative research are known to have recruited an NDDP participant, some employers stated they had not taken anyone on under NDDP, many did mention that they had been in contact with a Job Broker, especially when prompted with the Job Broker name. However, this contact appeared to be minimal in some cases, and many employers could recall only one specific, and usually isolated, occasion.

In terms of the impact of the Job Broker service on employers' recruitment and selection decisions, it seems that in some cases at least, NDDP had been a critical factor. Employers reported that they felt these appointments would not have been made without the interventions of the Job Broker. The role that Job Broker advisers can have in increasing the confidence of participants also emerged as a key issue here (see previous discussion). Other employers felt that the mediating role of Job Brokers had played an important part in ensuring the success of the placements, and in some cases, in ensuring the employees were retained within the organisation.

Not all participants recruited through the programme had necessarily worked out, but this had not generally created bad feeling or a reluctance to recruit again through the Job Brokers. Virtually all of the employers who were 'aware' of the programme said that they would be willing to use the programme in the future.

It is more difficult to assess the direct impact that NDDP had on employers where the Job Brokers focused their attentions on participants and had no contact with the employers who recruit them. However, it is possible that the impact of NDDP on these employers was that as a result of the programme, they recruited someone who, without the support of a Job Broker, may have found it more difficult to secure employment.

The qualitative research with employers demonstrates that even for the relatively low level and fairly unskilled jobs to which they had recruited among NDDP participants, employers often had quite extensive lists of selection criteria, involving a mix of educational attainment, vocational skills, work experience, and personal

characteristics. These might be explicit or implicit, or a mix of both, and the list might be longer or shorter according to the formality brought to the selection process by the employer, and the level of skill/seniority that the vacant post entailed. A key condition that Job Brokers needed to meet, both for the one-off 'hidden-hand' placement under NDDP, and for any more extensive relationship, was to understand these selection criteria, and to have applied them to the jobseeking participant before submitting them for the vacancy.

Leaving aside those employers who positively sought to employ disabled people and people with health conditions, it was the presentation of individuals with the right skills, qualifications, experience and personal characteristics to get and do the job in question, which ultimately formed the basis for an ongoing relationship between employer and Job Broker. Their ability to help with any needs the potential recruit might have on account of their disability was certainly also valuable, but entirely irrelevant if the former requirements were not met.

#### 4.3.2 Participants' characteristics

The previous section drew upon the qualitative research with staff and participants and to a lesser extent on the qualitative research with employers and the Survey of Registrants. This section, which outlines the personal characteristics of participants associated with movements into their first post-registration job, is primarily based on the analysis of the Survey of Registrants.

The analysis suggests that the following respondents were more likely to enter paid work (defined as employee work, self-employment and Permitted Work):<sup>26</sup>

- **Women** – Women were slightly more likely to have found work than men (49 per cent compared to 45 per cent). This is despite men being more likely than women to have either worked or looked for work in the two years prior to registration, and for more men than women to have registered for NDDP.
- **White respondents** – White respondents (48 per cent) were much more likely than Black respondents (31 per cent), Asian respondents (33 per cent) and respondents from other ethnic groups (38 per cent) to have entered work.
- **The 50-59 year old age group** – Those aged 50 or over were slightly more likely than the younger participants to have entered work (49 per cent compared to 46 per cent). This might seem slightly surprising, given that those aged 50 or over were more likely not to have qualifications (and hence, be further from the labour market) and, more generally, a high proportion of the sub-group were

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<sup>26</sup> These findings are based on a multivariate analysis of participants' movements into first post-registration work, where work is defined in terms of types of work that qualify for an outcome payment for Job Brokers. The logistic regression model used is presented in Appendix A. The percentages quoted in the text are taken from cross-tabulations of those in paid work with the relevant variable.

economically inactive. However, the proportion of working age people aged 50 and over who are economically inactive has declined in recent years (from 31 per cent in the mid-1990s to 28 per cent from October 2003 onwards) and the employment rate for older working age people is increasing (National Statistics, 2004). Older registrants, therefore, might be benefiting from more general labour market trends, despite their lack of qualifications.

- **Those without basic skills problems** – Those with no problems with English or Maths were more likely to have entered work (49 per cent) compared to those with problems with English or Maths (34 per cent).
- **Those with a positive attitude towards work** – Respondents' attitudes towards work were associated with their likelihood of entering work. One-half (50 per cent) of those with a positive attitude towards work (at Wave 1) had entered work at one year after registration, whereas 39 per cent of those with a neutral or negative attitude had entered work.
- **Those with a main musculoskeletal condition** – Participants with a musculoskeletal condition were more likely to gain employment compared to those with other types of disability or health condition.
- **Participants at five months after registration who rated their health as fair or (very) good or who said their health condition had no or little impact upon everyday activities**

For example, over one-half (55 per cent) of participants whose health remained good or very good had entered work since registration, whilst just over one-quarter (27 per cent) of those whose health remained bad or very bad had done so. The qualitative research also shows that a key factor influencing whether or not people were able to move forward was their health. Some participants said their health had deteriorated to the extent that they were not able to consider working, and had withdrawn from the Job Broker service. Equally, however, improvements in health could accelerate progress towards work.

- **Those who had a partner one year after registration** – Participants with a partner 12 months after registration were more likely to enter work. Whether the respondent had responsibility for children was not statistically significant once other possible factors are taken into account. Indeed, a cross-tabulation of household type by job entry shows that single people without children were the least likely to enter work. Partners possibly provide additional support to participants that enables them to take work. (Partners of participants are discussed further in Chapter 7.)



- **Those who had been in work one month before registration**<sup>27</sup> – Respondents who were closer to the labour market, in the sense of having been in work one month before registration were highly likely to be in work post-registration.

In addition, the qualitative research reveals that lack of access to transport, poor local public transport networks and lack of a driving licence were seen as having an adverse impact on participants' progress to work. Furthermore, where respondents were caring for dependants, this was a factor that influenced participants' work-related progress.

### 4.3.3 Region

The Survey of Registrants also suggests that the region within which respondents lived was important. Compared to those living in the South West, participants in London, the North West, the West Midlands, the East of England and the South East were less likely to enter work. The reasons for this particular combination of regions are unclear. It might reflect differences in labour demand for the types of jobs participants entered (see Section 4.4), for instance, more seasonal employment being available in the South West. Alternatively, it might reflect regional differences in the effectiveness of Job Brokers, for example, advisers in the South West might have made more use of a particular effective service, such as financial incentives (see Section 4.3.1), than those in the other regions. Unfortunately, there are no available data on the extent to which there are regional variations in the use of service by Job Brokers.

## 4.4 Types of jobs participants obtained

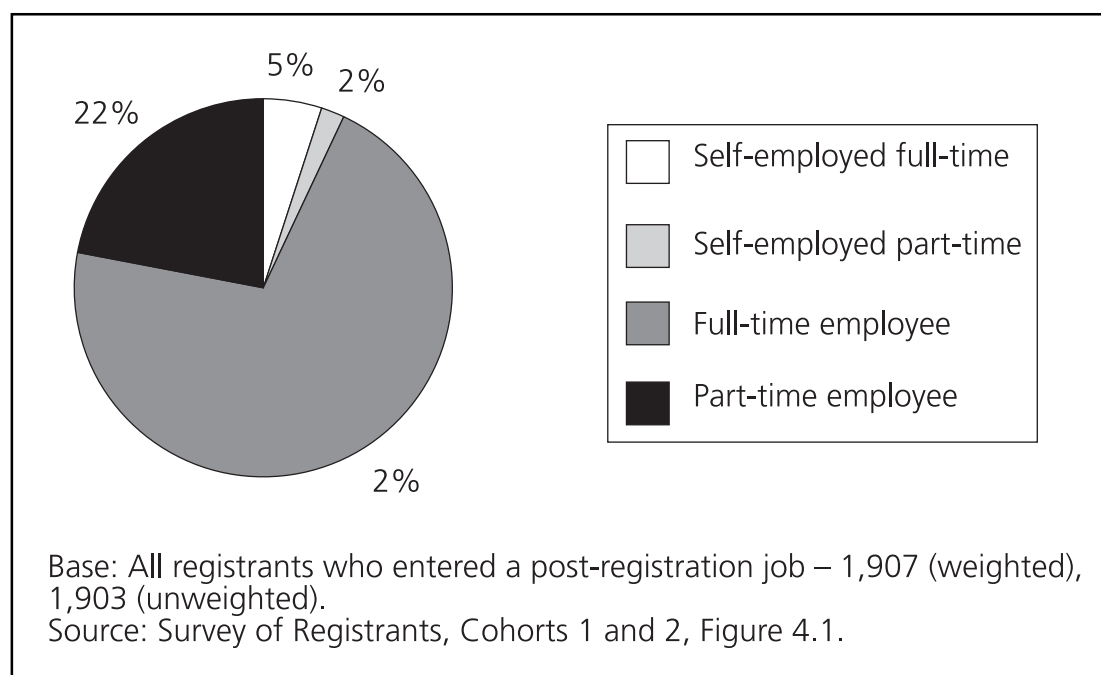
This section describes the types of jobs NDDP participants obtained and draws upon survey and administrative data.

### 4.4.1 Type of job

The administrative data reveals that over nine out of ten of the participants obtaining a job were employees, with most in full-time employment, and seven per cent were in self-employment, again most working full-time (Figure 4.3). Moreover, the Survey of Registrants reveals that of participants entering paid work, 19 per cent entered Permitted Work as their first post-registration job. The restriction on the number of hours worked under Permitted Work to up to 16 hours per week, means that those participants doing Permitted Work are working part-time.

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<sup>27</sup> This factor was not included in the statistical analysis presented in Appendix A, rather it emerges from a multinomial analysis run to investigate which types of respondents had work and intermediate outcomes. The relevant work outcome model is presented in Appendix B.

**Figure 4.3 Type of employment**

The Survey of Registrants further shows that there was an association between type of first post-registration job and age. A greater proportion of 16 to 29 year olds than all other groups entered an employee job (Table 4.4). In contrast, those aged 16 to 29 were less likely to have entered self-employment than all the older age groups. Sixteen to 29 year olds were also significantly less likely than both those aged 40 to 49 and those aged over 60 to have entered Permitted Work (14 per cent compared to 20 per cent of 40 to 49 year olds; and 29 per cent of those aged 60 or over).

**Table 4.4 Type of first post-registration job by age**

	<i>Column per cent</i>				
	16 to 29 %	30 to 39 %	40 to 49 %	50 to 59 %	60+ %
Employee	83	72	69	71	60
Self employed	3	9	11	11	11
Permitted Work	14	19	20	18	29
<i>Base: All registrants who entered a post-registration job</i>					
Weighted base	297	408	569	568	62
Unweighted base	271	385	581	610	56

Source: Survey of Registrants, Cohorts 1 and 2, Table 4.3.

The extent to which a respondent's health condition or disability affected their daily activities (as measured at both five months and one year after registration) appeared to be correlated with the type of post-registration work the respondent entered. Those whose health condition limited them a great deal at both time points, were less likely to enter an employee job as their first post-registration job than those whose health condition did not limit them at all (60 per cent compared to 81 per cent). The opposite pattern was found for self-employment, such that 15 per cent of those whose health condition or disability limited them a great deal and six per cent of those whose health condition did not limit them at all at both time points, entered this kind of work. This suggests that the greater flexibility of self-employment makes work more accessible to those with a more limiting health condition or disability. Indeed, those in self-employment were more likely to work at home, which does avoid some of the issues around travelling to work, access to a workplace and inflexibility of working conditions. Those whose health condition or disability limited them a great deal were also more likely to enter Permitted Work than those who were not limited (25 per cent compared to 13 per cent). This reflects the aims of Permitted Work, which include allowing people who may not be able to sustain full-time work to maintain contact with the labour market.

#### **4.4.2 Occupational group and nature of work**

Registrants entered all the major occupational groups in significant numbers (Table 4.5). Overall, though, significantly more participants (25 per cent) entered elementary occupations (or routine, unskilled occupations) than entered any other group.<sup>28</sup> This was not the case for those who had become self-employed with 41 per cent entering the managerial/professional/technical sector, and 22 per cent the skilled trade sector.

For all occupation sectors, apart from managerial/professional/technical, the proportion of men and women entering differed substantially. Women were more likely to enter the administrative and secretarial sector (20 per cent compared to eight per cent), the personal service sector (17 per cent compared to six per cent) and the sales and customer service sector (22 per cent compared to 12 per cent). In contrast, men were more likely to enter a skilled trade (12 per cent compared to two per cent), an elementary occupation (29 per cent compared to 18 per cent), or the process, plant and machine sector (19 per cent compared to four per cent). This distribution reflects the gendered nature of occupations within the U.K.

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<sup>28</sup> This pattern contrasts with that among the wider population of long-term disabled people in employment. The Disability Rights Commission reports in its Disability Briefing (January 2004) that on the basis of the Labour Force Survey, Summer 2003, 14 per cent of this population worked in Elementary occupations.

**Table 4.5 Occupational group by type of work**

	<i>Column per cent</i>			
	<b>Employee work %</b>	<b>Self- employed %</b>	<b>Permitted Work %</b>	<b>All types of work %</b>
Managerial/professional/technical	13	41	14	16
Administrative and secretarial	14	4	12	13
Skilled trade	7	22	6	8
Personal services	10	7	14	11
Sales and customer service	17	6	17	16
Process, plant and machine	14	15	9	13
Elementary	26	6	29	25
<i>Base: All registrants who entered a post-registration job and who provided information about their first job</i>				
<i>Weighted base</i>	<i>1,303</i>	<i>171</i>	<i>332</i>	<i>1,807</i>
<i>Unweighted base</i>	<i>1,290</i>	<i>169</i>	<i>339</i>	<i>1,798</i>

Source: Survey of Registrants, Cohorts 1 and 2, Table 4.20.

The type of first post-registration job entered also varied by whether the respondent had any qualifications. Almost one-fifth (19 per cent) of participants with qualifications entered the managerial/professional/technical sector whereas less than one in twenty (four per cent) of those with no qualifications entered this sector. Those with qualifications were also more likely to enter an administrative or secretarial job (14 per cent compared to five per cent). Those with no qualifications were more likely to enter the process, plant and machine sector (20 per cent compared to 12 per cent) and the elementary sector (39 per cent compared to 21 per cent).

#### **4.4.3 Hours worked**

Two-thirds of respondents (68 per cent) who entered employment worked 16 hours or more per week when they began their first post-registration job, including one-quarter (24 per cent) who worked 38 hours or more. Around a quarter worked between eight and 15 hours per week (23 per cent), for which Job Brokers would have been entitled to a half payment of the outcome fees for participants entering 'part-time' work. Just under one in ten were working less than eight hours per week (nine per cent), for which Job Brokers would not have received an outcome payment.

The number of hours worked by those in self-employment was even more varied than this overall pattern, with 17 per cent working less than eight hours and 28 per cent working 38 hours or more.

The overall hours worked figures for NDDP are arguably skewed downwards by those undertaking Permitted Work. As expected, the overwhelming majority (82 per cent) of those in Permitted Work were working for under 16 hours (because this is a requirement of the scheme). The use of Permitted Work means that it is unlikely that the hours worked by NDDP participants will resemble the distributions for customers of mainstream employment programmes. For those saying they were in Permitted Work and working 16 or more hours, this suggests either some confusion exists around employment terminology, or respondents' self-reported hours possibly being greater than what might have been reported by their employers, this is likely to reflect the well-known tendency of survey respondents to report longer working hours than would their employers.

As in the labour market more generally, male respondents were substantially more likely to work 38 hours or more per week than female respondents (34 per cent compared to 10 per cent; Table 4.6). Women were more likely to work about half that number of hours (23 per cent of women worked 16-21 hours compared to 13 per cent of men), or indeed, less than 16 hours a week.

**Table 4.6 Hours per week worked at start of first post-registration job by gender**

	<i>Column per cent</i>	
	<b>Men %</b>	<b>Women %</b>
Less than 8 hours	7	12
8-15 hours	21	27
16-21 hours	13	23
22-37 hours	26	29
38 hours or more	34	10
<i>Base: All registrants who entered a post-registration job and who provided information about their first job</i>		
<i>Weighted base</i>	1,095	705
<i>Unweighted base</i>	1,090	702

Source: Survey of Registrants, Cohorts 1 and 2, Table 4.15.

Hours worked also varied by age of participant. Those aged 50 and over were less likely to work 38 hours or more per week (21 per cent compared to 26 per cent) and more likely to work eight to 15 hours than the 16 to 49 age group (29 per cent compared to 21 per cent).

#### 4.4.4 Earnings

Using the Survey of Registrants, median earnings can be calculated for those that entered employee or Permitted Work as their first post-registration job (Table 4.7). As inherent in the rules, those in Permitted Work earned less, with £56 gross pay per week, £50 net pay, and £4.50 per hour (gross).<sup>29</sup> Average pay for those in employee work was £158 gross pay per week (£130 net), and £5 per hour (gross).

**Table 4.7 Median earnings per week at start of first post-registration job (entered employee or permitted work<sup>30</sup>)**

	<i>Median£</i>	
	<b>Employee Work £</b>	<b>Permitted Work £</b>
Gross pay per week (median)	158.00	56.00
Net pay per week (median)	130.00	50.00
Gross pay per hour (median)	5.00	4.50
<i>Base: All registrants who entered an employee or Permitted Work post-registration job and who provided information about their first job</i>		
<i>Weighted base</i>	1,090-1,215	251-286
<i>Unweighted base</i>	1,075-1,200	255-292

Source: Survey of Registrants, Cohorts 1 and 2, Table 4.19.

Differences in weekly pay reflected the differences in hours worked; for example, men and younger respondents were higher earners.

<sup>29</sup> The maximum earnings allowed was £67.50 a week (Permitted Work Higher Limit) at the time of the survey fieldwork.

<sup>30</sup> Self-employed respondents are not included due to the small base and different method of measuring income.

## 5 What works? Sustainable jobs

### Summary

- The participants' work histories from registration until one year later shows that the proportion whose main activity was in paid work (employee, Permitted Work, or self-employment) or looking for work increased from 39 per cent in the registration month to 52 per cent one year after registration.
- Three-quarters of participants (74 per cent) who had started work had just one spell of employment between registration and one year later, while one-fifth had two spells (22 per cent), four per cent had three spells, and one per cent had four or more spells.
- Administrative data reveal that of those participants entering work by January 2005, 63 per cent (or 31,640 participants) achieved sustainable employment (defined as employment lasting 13 or more weeks).
- The majority of participants (70 per cent) in employment had not experienced any changes to their pay, hours or level of responsibility. The most likely change was an increase in pay, with 17 per cent having had a pay rise.
- The Survey of Registrants shows that one year after registration, a half of participants who had started paid work since registering on New Deal for Disabled People (NDDP) were still in their initial job. The factors undermining or supporting participants remaining in employment were:
  - Participants' health status: Giving up work for health or disability reasons was the principal reason for jobs finishing; with 43 per cent of those whose job had ended (or 21 per cent of those entering a first post-registration job) identifying their health as playing some part in the job ending.

Continued

- Age of participant: Older participants, that is, those aged 50 to 59 were more likely to be in the same job one year after registration (53 per cent) than those aged 16 to 29 (43 per cent).
- Some jobs were temporary and had come to a natural end; 23 per cent of participants whose first post-registration job had ended by Wave 2 said it had terminated for this reason. Participants who had undertaken Permitted Work were more likely to cite this as a reason.
- The job could be unsuitable for the participant in terms of hours worked, the nature of the work and/or the individual's unrealistic expectations about what they could do.
- Participants were more likely to stay in work if they were satisfied with the job. Participants valued developing positive relationships with colleagues and working in a friendly environment. In the Survey of Registrants when participants were asked what they most liked about their first post-registration job the most frequently mentioned aspect was the company, or getting out of the house (44 per cent).
- Job retention was aided where employers were supportive and flexible in terms of making adaptations to the working environment and conditions of work.
- Financial advice from Job Brokers and the in-work tax credits participants received both promoted job retention.
- Job Brokers providing a more proactive in-work service (which could involve use of management information to monitor progress, and adviser initiated regular and personal contacts with participants who were in-work) achieved higher sustainability rates. Some of the more effective Job Brokers involved administrative staff or designated adviser staff in provision of in-work services.
- By Wave 2, just under a half (48 per cent) of participants starting a post-registration job or whose pre-registration job had changed received some form of in-work support (for example, nine per cent had the use of a temporary helper or job coach). The qualitative research reveals that Job Brokers' arrangements for delivering in-work support differed. However, not all participants in employment sought in-work services from Job Brokers even if they could have benefited from the support, for example, because they might not want their employer to know of their connection with NDDP.

The principal aim of NDDP is to help participants secure sustainable employment. This chapter considers 'what works' in promoting employment sustainability by identifying the factors that support or undermine a participant retaining their first job following registration on NDDP (Section 5.5). The focus is on the ending of respondents' first post-registration job because the Survey of Registrants provides more data on this initial employment, even though there are participants who had had more than one job by the time of the Wave 2 survey interview. The context for



this is first set through outlining the participants' work histories since registration (Section 5.1), the number of post-registration jobs entered (Section 5.2), the duration of first post-registration jobs (Section 5.3), and changes within jobs since registrations. The chapter also discusses the provision of in-work support by Job Brokers (Section 5.6).

## 5.1 Participants' work histories since registration

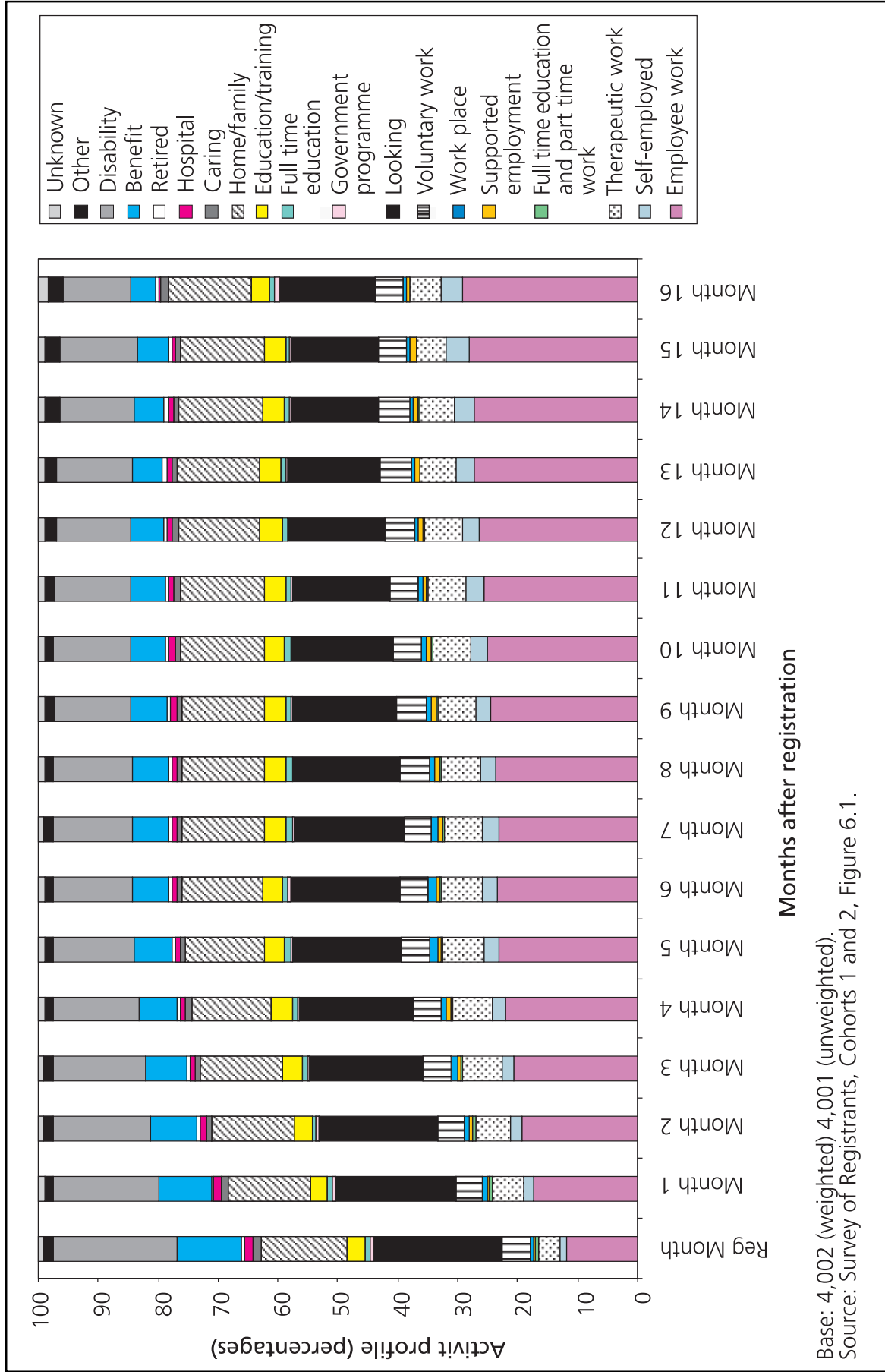
The time taken by participants to enter work was discussed in Section 4.1.2. Reflecting the time taken to enter work, the proportion of participants either in paid work (defined as employee work, Permitted Work, or self-employment) or looking for work increased from 39 per cent in the month of registration to 52 per cent one year after registration (Figure 5.1). For the registration month, this economically active group comprised 17 per cent who were in paid work (with 12 per cent in employee work, four per cent in Permitted Work, and one per cent in self-employment) and 22 per cent who were looking for work.

Five months after registration, the proportion in employee work had risen from 12 per cent to 22 per cent, and one year after registration was 26 per cent. This is the same state of affairs as for two years before registration (see Section 3.2.2), where the proportion in employee work was also 26 per cent. Nevertheless, the **overall** participation in the labour market was slightly higher three years on. One year after registration, three per cent of participants were in self-employment and six per cent in Permitted Work, bringing the proportion in paid work up to 36 per cent (compared to 30 per cent two years before registration), and 15 per cent were looking for work (compared to 12 per cent two years before registration).

Grouping activities, ten per cent of participants were doing one of the following other activities in the registration month: voluntary work; education or training; supported work; work placement; a Government programme. For all these activities, the proportion for whom it was their main activity stayed constant throughout the year after registration.

There was a small number of respondents in the sample who did a single activity from registration until the Wave 2 interview. Six per cent were in employee work only (including education and part-time work), one per cent were self-employed only and two per cent were in Permitted Work only. Very few people were in supported or placement work only. A further eight per cent of respondents were looking for work throughout the period. A larger proportion of respondents (23 per cent) were inactive in the labour market from registration until their Wave 2 interview.

**Figure 5.1 Labour market activity over 16 months after registration<sup>31</sup>**



Base: 4,002 (weighted) 4,001 (unweighted).  
 Source: Survey of Registrants, Cohorts 1 and 2, Figure 6.1.

<sup>31</sup> Labour market activity over the two year period prior to registration is shown in Figure 3.5.

## 5.2 Number of post-registration jobs

Three-quarters of participants (74 per cent) who had started work had just one spell of employment between registration and one year later, while one-fifth had two spells (22 per cent), four per cent had three spells, and one per cent had four or more spells (Survey of Registrants).<sup>31</sup>

Those who had started self-employment or Permitted Work were more likely to have had only one spell of this type of work (96 per cent and 89 per cent respectively in comparison to 75 per cent of employee work) (Table 5.1).

**Table 5.1 Number of post-registration jobs**

	<i>Column per cent</i>		
	<b>Employee work %</b>	<b>Self- employed %</b>	<b>Permitted Work %</b>
1	75	96	89
2	21	4	9
3	3		1
4 or more	1		
<i>Base: All registrants who had done that type of work</i>			
<i>Weighted base</i>	1,454	157	401
<i>Unweighted base</i>	1,444	156	410

Source: Survey of Registrants, Cohorts 1 and 2, Figure 4.3.

## 5.3 Length of employment spells and sustainability of first post-registration job

A key objective of NDDP is to promote sustainable employment. Administrative data shows that of those participants entering work by January 2005, 63 per cent (or 31,640 participants) achieved sustainable employment (defined as employment lasting for 13 or more weeks). This is probably an underestimate as Job Brokers are unlikely to maintain contact with all participants achieving sustainable employment. The analysis of the Survey of Registrants' data shows that by the Wave 2 interview, that is, around one year after registration, half of participants who had started work

<sup>31</sup> In a small number of cases, the type of work for the first post-registration job as provided in the work history (Wave 2 interview), if started before the Wave 1 interview, did not match the type of work provided at the Wave 1 interview. The number of spells is based on analysis of the work history module only (unlike the rest of the chapter which prioritises the Wave 1 data for type of work).

were still in their initial job (Table 5.2). However, those in self-employment were more likely to have sustained this job, with over six out of ten still in the same job. Although Permitted Work is time-limited and intended (at least for some who undertake it) to be a stepping stone to more substantial work, those in Permitted Work were not significantly more likely than employees to have finished this spell of work by one year after registration. This is probably because NDDP participants qualify for a 52-week period of Permitted Work, a point that may not have been reached at the time of the second survey interview.

**Table 5.2 Whether still in first post-registration job one year after registration**

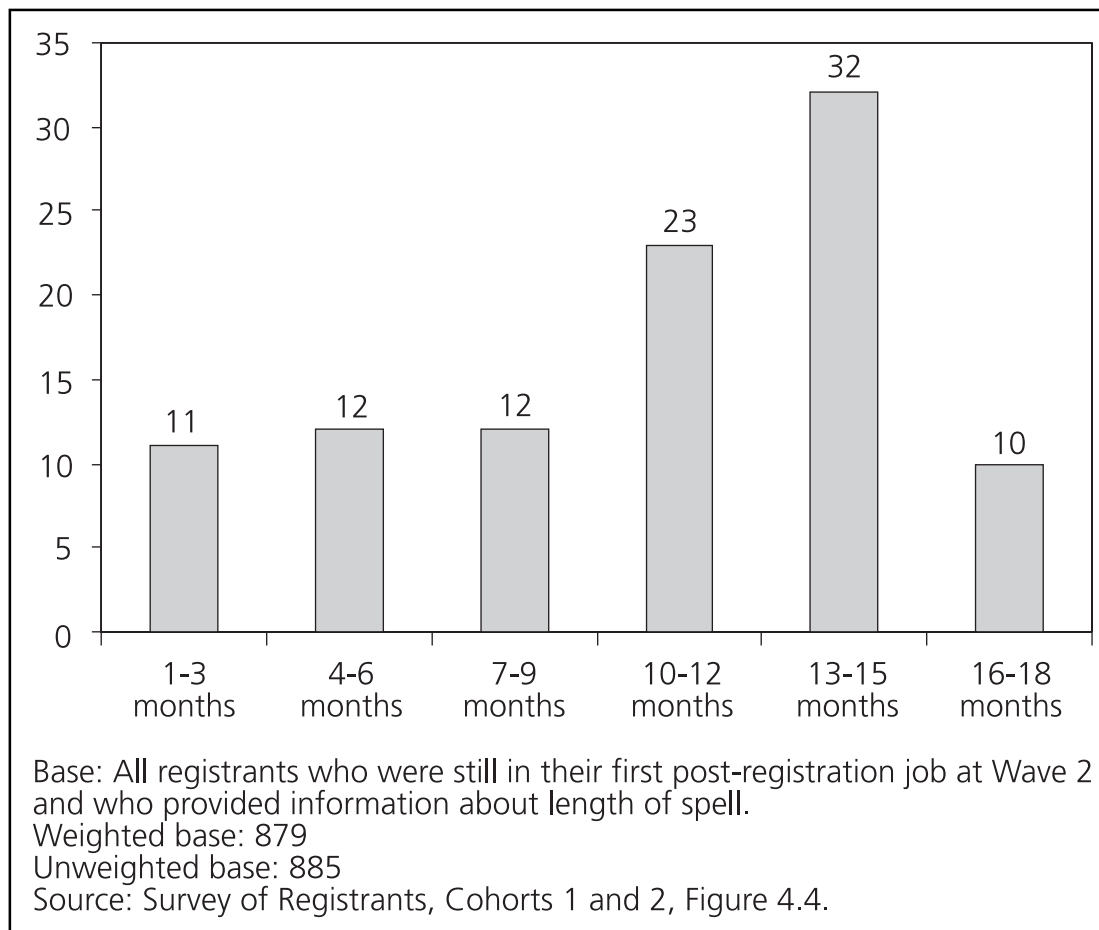
	<i>Column per cent</i>			
	<b>Employee work %</b>	<b>Self- employed %</b>	<b>Permitted Work %</b>	<b>All types of work %</b>
Yes	50	62	46	50
No	50	38	54	50
<i>Base: All registrants who entered a post-registration job</i>				
<i>Weighted base</i>	<i>1,307</i>	<i>170</i>	<i>333</i>	<i>1,809</i>
<i>Unweighted base</i>	<i>1,293</i>	<i>168</i>	<i>340</i>	<i>1,801</i>

Source: Survey of Registrants, Cohorts 1 and 2, Table 4.31.

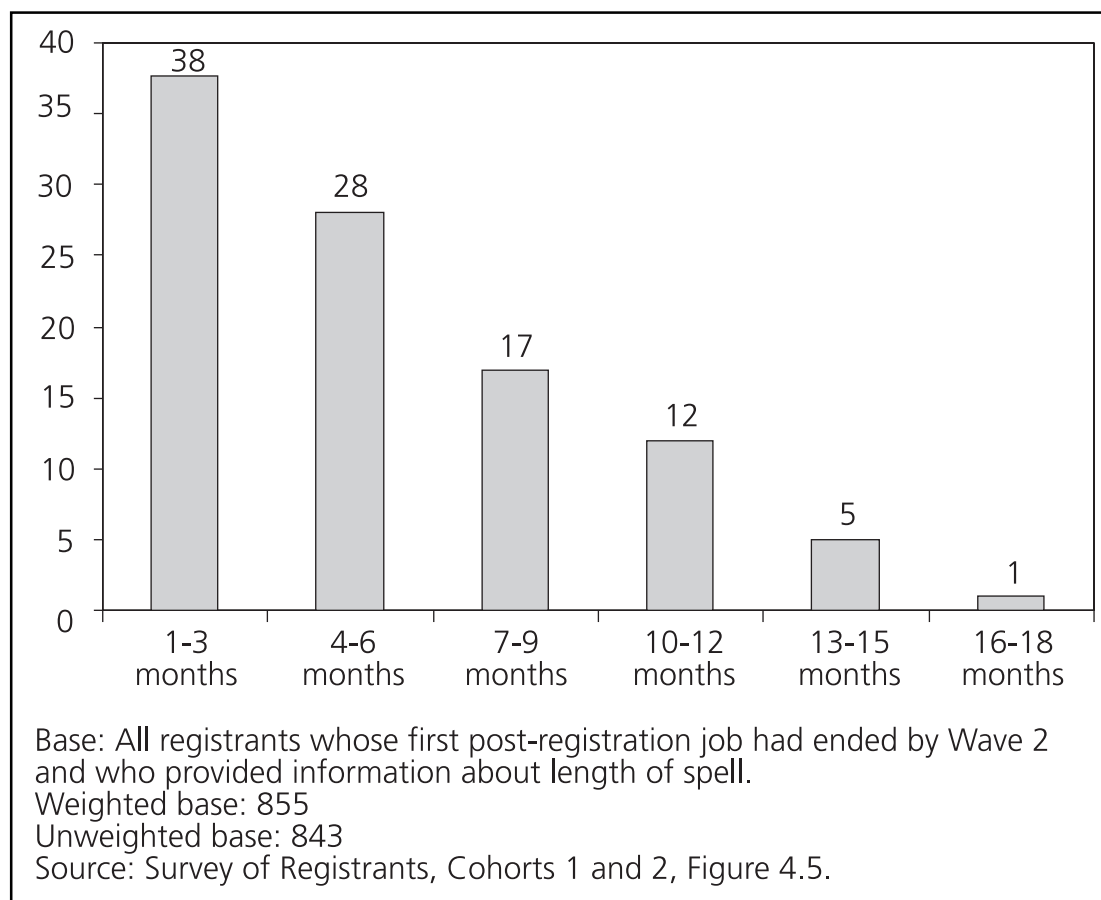
Moreover, of those participants that had started a post-registration job and were still in that job at Wave 2, three-quarters (76 per cent) had reached at least the 26 weeks definition of sustained employment within the first year after registration (Figure 5.2).<sup>32</sup>

<sup>32</sup> Here, sustainable work is defined as employment that lasts for a minimum of 26 weeks over a 39-week period since job entry and it applies to first jobs only. This definition applies to the period of the survey fieldwork. However, since October 2003, as part of a package of funding improvements, Job Brokers have been able to claim the sustained outcome fee at 13 weeks, although they have continued to be required to offer in-work support for 26 weeks. In addition, this is an estimate, as exact dates were not collected for jobs starting after the Wave 1 interview.

**Figure 5.2** Length of first post-registration job spell so far (if still in it)



For those whose first post-registration job had ended by the Wave 2 interview, two-thirds (65 per cent) had left their jobs within the first six months (Figure 5.3).

**Figure 5.3 Length of first job spell (if ended)**

## 5.4 Changes within jobs and progression

Having employment that is sustainable is only one aspect of job quality. Other dimensions are progression in terms of pay and responsibilities. Respondents in the Survey of Registrants were asked if there had been any changes in their first post-registration job in terms of pay, hours and responsibilities since they had started the job (those whose first post-registration job had ended were asked if there had been changes throughout the period of their job).

The majority of participants (70 per cent) had not experienced any change to their job (Table 5.3). The most likely change was an increase in pay, with 17 per cent having had a pay rise. This proportion, however, went down to nine per cent of those in self-employment and 13 per cent of those in Permitted Work (compared to 19 per cent of employees). For those participants who had increased their pay, their median gross pay increased from £171 to £212 a week, while their net pay increased from £140 to £164 a week.<sup>33</sup>

<sup>33</sup> Sample sizes for decrease in pay were too small for analysis.

To some extent, the increases in pay reflect increases in hours worked, although this is not the whole explanation, since increases in pay seem to be greater than changes in hours. The proportion experiencing an increase in hours worked, 13 per cent, is slightly less than the proportion with a pay rise (17 per cent). This suggests that most of those receiving a pay increase did so, at least in part, through working longer hours, but some will have gained an increase without working more hours. This is especially true of employees, where the 19 per cent having a pay increase is accompanied by only 13 per cent working more hours. For those in Permitted Work the proportion with changes in pay are similar to those for changes in hours worked. In contrast, some of those in self-employment worked longer hours (20 per cent compared to 13 per cent of each of the two other groups) but a much smaller proportion experienced a pay increase (nine per cent). Indeed, the self-employed were more likely to experience a pay decrease than the other two groups (ten per cent compared to just two to three per cent of the other two types of work).

**Table 5.3 Changes within first post-registration job by type of work**

	<i>Multiple response</i>			
	<b>Employee work %</b>	<b>Self- employed %</b>	<b>Permitted Work %</b>	<b>All types of work %</b>
Hours increased	13	20	13	13
Hours decreased	4	8	5	5
Responsibilities changed	12	7	7	11
Pay increased	19	9	13	17
Pay decreased	2	10	3	3
No changes	68	69	75	70
<i>Base: All registrants who entered a post-registration job and who provided information about changes to their first job</i>				
<i>Weighted base</i>	<i>1,321</i>	<i>169</i>	<i>332</i>	<i>1,823</i>
<i>Unweighted base</i>	<i>1,311</i>	<i>168</i>	<i>340</i>	<i>1,819</i>

Source: Survey of Registrants, Cohorts 1 and 2, Table 4.28.

Those in employee work were the most likely to have changed their responsibilities – 12 per cent compared to seven per cent of those in the other two types of work.

Those whose responsibilities had changed were asked whether the amount of responsibility they had at the time of the interview (or at the end of the job if the job had ended) was more, less or the same as when they had started the job. Nine out of ten had increased responsibility (89 per cent), while five per cent had reduced responsibilities and for seven per cent their responsibilities stayed the same.

Table 5.4 summarises the type of changes experienced by participants who had started work, by grouping respondents according to whether they experienced increases or decreases for each type of change. The first group consists of individuals whose pay, hours or responsibility increased without being accompanied by a decrease in any one of these factors. The second group consists of those whose pay, hours or responsibility decreased without being accompanied by an increase in one of the factors. This summary shows more clearly that the majority of changes experienced by participants who had started work represented an upward move in the labour market. One-quarter of participants (24 per cent) had experienced increases in hours, pay or responsibilities during their first post-registration job, while just five per cent experienced decreases in hours, pay or responsibility.

**Table 5.4 Summary of changes by type of work**

	<i>Multiple response</i>			
	<b>Employee work %</b>	<b>Self- employed %</b>	<b>Permitted Work %</b>	<b>All types of work %</b>
Hours/pay/responsibility increases (no hour/pay decrease)	26	19	18	24
Hours/pay/responsibility decreases (no hour/pay increase)	4	8	5	5
Other combination of changes	2	4	2	2
No changes	68	69	75	70
<i>Base: All registrants who entered a post-registration job and who provided information about changes to their first job</i>				
<i>Weighted base</i>	<i>1,322</i>	<i>169</i>	<i>332</i>	<i>1,823</i>
<i>Unweighted base</i>	<i>1,311</i>	<i>168</i>	<i>340</i>	<i>1,819</i>

Source: Survey of Registrants, Cohorts 1 and 2, Table 4.29.

Those who had been in contact with their Job Broker since the Wave 1 interview were asked about whether the Job Broker had helped with these changes (unless the changes were not wanted; and 34 per cent said they did not want the changes). Out of those who wanted the changes, just 15 per cent received help from their Job Broker with these changes.

## 5.5 Factors undermining or supporting participants remaining in employment

Both the qualitative research and the Survey of Registrants identify a number of factors that helped participants stay in work, or conversely lead to an exit from employment.



### 5.5.1 Participants' health status

Giving up work for health or disability reasons was the principal reason for jobs finishing. When asked 27 per cent of participants whose first post-registration job had ended gave their health or disability as the main cause (Table 5.5). Those who had not mentioned health as a reason for a job finishing (and whose job had not come to a natural end) were asked if health had played a part, and a further 16 per cent identified health as a reason. This means 43 per cent of those whose job had ended identified health as playing some part in the job ending.

**Table 5.5 Main reason for a job finishing**

	<i>Column per cent</i>
	<b>All types of work</b>
	<b>%</b>
Gave up for health/disability reasons <sup>a</sup>	27
Natural end (temporary/seasonal/casual/fixed-term contract)	23
Resigned or decided to leave	16
Company went out of business/made redundant	9
Started a new job	8
Dismissed or sacked	6
Gave up for family or personal reasons	2
Other	10
<i>Base: All registrants whose first post-registration job had ended</i>	
<i>Weighted base</i>	893
<i>Unweighted base</i>	878

<sup>a</sup> The survey data cannot distinguish between those who give up entirely of their own volition from those who may, to some extent, have been 'forced' to give up, for example due to discrimination or inflexible practices at their workplace.

Source: Survey of Registrants, Cohorts 1 and 2, Table 4.34.

Moreover, an analysis of whether a participant remained in the same job one year after registration showed:

- those whose health remained bad or very bad were substantially less likely to have stayed in the same job (31 per cent compared to around half of all other groups). However, those whose health declined were not less likely to stay in their job than those whose health remained good, or improved; similarly
- those whose health condition or disability continued not to limit them in the conduct of everyday activities (55 per cent) were more likely to still be in their first post-registration job than those whose health condition or disability limited them a great deal (41 per cent).

People had left jobs when they had become too physically demanding for them or where they became 'stressed' by work (qualitative research). Difficulties in travelling to work could also exacerbate health problems. For example, one person had reluctantly left a job because she could not manage the combination of high volumes of work and a long walk and bus journey to and from work. She had not been informed of the availability of any assistance with transport prior to starting work.

Some participants whose contract had not been renewed or who had been laid off felt that this may have been linked to their health. For example, one participant was sacked on the grounds of his sickness record and failure to reach targets, both of which he disputed.

Job Broker staff reported that some participants' health conditions deteriorated after entering work or that secondary health problems had arisen. Some advisers had participants who had left their jobs as a result of these health problems. Some Job Broker staff said that if they were aware of the problems they would offer to approach the employer on the participant's behalf to negotiate some time off or renegotiate the conditions of the job. They also described helping some participants to obtain special equipment through Access to Work. However, providing this support was difficult or impossible where employers were unaware of the person's involvement with NDDP.

### 5.5.2 Age of participant

Older participants, that is, those aged 50 to 59 were more likely to be in the same job one year after registration (53 per cent) than those aged 16 to 29 (43 per cent).

### 5.5.3 Jobs ending naturally

The Survey of Registrants suggests that a natural end to a job, such as a fixed-term contract ending, was the next most common reason. Twenty-three per cent of participants whose first post-registration had ended by Wave 2 said it had terminated for this reason (Table 5.4). Participants who had undertaken Permitted Work were more likely to say their job had come to a natural end.

### 5.5.4 Suitability of the job and type of work

The suitability of the job and the type of work undertaken could affect job retention in the following three ways (qualitative research):

- **Hours of work** – Some participants who did full-time work found it difficult to cope with long hours, particularly if it involved shift work, overtime, or a long travelling time. Participants appeared not to have anticipated these difficulties before taking the job, and it was not clear whether they had discussed them with Job Brokers. When people had attempted to negotiate a reduction or adjustment in hours with their employer, the employer was unwilling to amend their hours of work.

- **The work involved** – Examples include where employers asked people to do jobs or tasks that they were not qualified or experienced enough to do (for example, certain types of care work), or tasks that they had not expected to be asked to do (for example, cleaning toilets). Often, these difficulties were not apparent or did not occur until after the early weeks in work and thus, it may have been difficult for a Job Broker or participant to predict them. The demands work placed on people were also relevant, for example, heavy physical work could take its toll on people and lead them to leaving a job. Conversely, where job tasks were within what people felt they were able to cope with, they were more likely to stay in work.
- **Participants' unrealistic expectations** – As already mentioned (Section 4.3.1), Job Broker organisations provided job matching and vocational guidance to varying degrees as part of their service. In part, these services were to help manage participants' expectations and guide them toward what were considered realistic employment goals and so sustainable jobs. Some Job Broker staff expressed concerns about participants having unrealistic expectations of the kind of work they were able to do and recognised that not being able to sustain a job would have a negative impact on their confidence. Although they said they tried to help a participant to see the ways in which a vacancy might not be optimal, they recognised that ultimately, participants made their own choices. If participants found vacancies themselves the Job Broker might not be aware of them until after the participants had decided to or had actually applied. Discussing possible vocational directions with participants and carrying out job matching were seen as time-consuming, although Job Brokers said that investing time and effort at this stage reduced the need for further support at a later stage. Work placements and job 'tasters' were also seen as helpful for participants to develop an understanding of the realities of a particular type of work.

### 5.5.5 Job satisfaction

Job satisfaction was a reason for staying in work, and developing positive relationships with colleagues and working in a friendly environment were important aspects (qualitative research). People also valued doing '*something*' and being out of the house, even if they had not been able to stay in work. Interestingly, in the Survey of Registrants when participants were asked what they most liked about their first post-registration job the most frequently mentioned aspect was the company, or getting out of the house (44 per cent) (Table 5.6). Those in Permitted Work were the most likely to appreciate this factor, and those in self-employment the least likely, as would be expected given that more of these people work at home.

It was also important to some people that their work both contributed something and had an intrinsic value (qualitative research). Overall, in the survey over a tenth (12 per cent) said what they liked most about their jobs was doing something interesting and stimulating (Survey of Registrants).

However, perhaps reflecting their higher salaries, those in employee work were more likely to mention money as the aspect they liked most (13 per cent compared to five to six per cent of the other two groups). In contrast, those in self-employment were twice as likely to cite using their skills (12 per cent compared to five to six per cent of the other two groups). Moreover, one-fifth (22 per cent) of those in self-employment mentioned having flexibility or freedom, compared to just eight per cent of those in employee work and five per cent in Permitted Work. Just five per cent of participants who had started a job could not identify anything they liked about it.

Job satisfaction generally helped to increase confidence although it could take time for people's confidence to be built up (qualitative research). However, where people had been less satisfied with their job, for example because it was unsuitable (as discussed already) or because of difficult workplace relationships, confidence had not generally increased and they could be disappointed with their apparent lack of progress. Encouragingly, just over one-third of respondents in employee work said there was nothing they disliked about their job (32 per cent: Table 5.7) – amongst those in self-employment and Permitted Work these proportions rose to 42 per cent and 44 per cent respectively.

The condition of their workplace was the most important aspect of their jobs that respondents disliked, although this was mentioned by just around one in eight. Other dislikes varied widely (see Table 5.7).

**Table 5.6 Likes about the job, by type of work**

	<i>Multiple response</i>			
	<b>Employee work %</b>	<b>Self- employed %</b>	<b>Permitted Work %</b>	<b>All types of work %</b>
The company/getting out of the house	43	28	52	44
Interesting/stimulating	12	12	11	12
Money	13	5	6	11
Rewarding	10	15	14	11
The flexibility/freedom	8	22	5	9
The boost in confidence/self-respect	7	8	8	7
The focus to my life	7	8	8	7
Using my skills	5	12	6	6
Contact with people	2	1	2	2
Learning/gaining experience	+	+	1	+
Other (positive)	14	12	10	13
Nothing	5	2	4	5
<i>Base: All registrants who entered a post-registration job and who provided information about their first job</i>				
<i>Weighted base</i>	<i>1,306</i>	<i>170</i>	<i>333</i>	<i>1,808</i>
<i>Unweighted base</i>	<i>1,293</i>	<i>168</i>	<i>340</i>	<i>1,801</i>

Source: Survey of Registrants, Cohorts 1 and 2, Table 4.26.

**Table 5.7 Dislikes about the job, by type of work**

	<i>Multiple response</i>			
	<b>Employee work %</b>	<b>Self- employed %</b>	<b>Permitted Work %</b>	<b>All types of work %</b>
Nothing	32	42	44	35
Workplace conditions	12	8	10	12
Type of hours	7	4	6	7
Not making use of my skills	6	2	6	6
My health condition makes it difficult	5	7	5	5
Not enough money	6	7	2	5
Travelling	4	4	3	4
Too many hours	3	5	1	3
My manager(s)	2	1	2	2
The stress/hard work	2	1	2	2
Everything	2	1	1	2
Not enough hours	1	1	3	1
My colleagues	2	1	1	1
Other (negative)	19	22	18	19
<i>Base: All registrants who entered a post-registration job and who provided information about their first job</i>				
<i>Weighted base</i>	<i>1,305</i>	<i>171</i>	<i>333</i>	<i>1,807</i>
<i>Unweighted base</i>	<i>1,292</i>	<i>168</i>	<i>340</i>	<i>1,800</i>

Source: Survey of Registrants, Cohorts 1 and 2, Table 4.27.

### 5.5.6 Employment environment, working conditions and employer behaviour

The support and flexibility of employers influenced job sustainability (qualitative research). Employers could support the likelihood of job retention by, for example, gradually increasing the hours at the request of the participant to enable them to adapt to the job, being flexible in the hours worked over a period of ill-health, and generally being understanding about the consequences or implications of a health condition.

By contrast, where employment had ended, or appeared to be at risk of ending, people reported specific difficulties with employers increasing the number of hours they were expected to work and increasing their workload without apparent consideration of the impact it may have on the employee. Few people said they had raised these issues with their employer and even fewer said they had asked a Job Broker to help.

However, Job Brokers said that participants did sometimes contact them when they found that their job or work environment had become unsuitable. In some cases

employers appeared to have changed the terms or conditions of the job and while participants could do the original job, they found the new role too much. Where participants wanted it, Job Brokers offered to act as an advocate and negotiate with the employer, or advised participants on how they might respond. However, amongst the participants interviewed in the qualitative research, there were only a few instances where the Job Broker had been in touch with employers.

### **5.5.7 Financial issues**

Financial issues did not generally emerge as a very strong factor affecting job retention, although the increase in income from working was certainly valued (qualitative research) (see also Section 5.5.4 and Table 5.6). However, this could lead to people feeling under pressure to stay in work, and to work full-time hours, because of financial commitments, and some felt quite concerned about this. This was typically the case where the participant was the main earner in their household and less so where there were other earners in the home or where they lived at home with parents. Similarly, a decline in income once someone was in work could lead to doubts about staying in employment.

There was also concern about the financial impact of the Permitted Work period ending. For example, one participant had returned to professional work using Permitted Work but was concerned that, once the period ended, she would be unable to find other work that paid enough for her to come off benefits, and was worried she would end up in a worse position than while she was doing Permitted Work.

Financial advice from Job Brokers and the in-work tax credits participants received were both important in promoting job retention (qualitative research) (see also Section 4.3.1). Three-quarters of participants who were in contact with their Job Broker discussed financial/benefits-related issues in the year following registration (Survey of Registrants). The most common areas of discussion regarding financial/benefit-related issues concerned how starting work could impact on the benefits and tax credits participants claimed (61 per cent) and about the in-work benefits/tax credits that can be claimed whilst in work (50 per cent).

Pre-employment concerns about being better or worse off once in work were common among participants (qualitative research). The fact that financial issues did not generally emerge as an influence on leaving jobs suggests that financial support needs were largely addressed by tax credits and other in-work financial support, and by the help of Job Brokers in setting them up and resolving any issues.

People also occasionally received a payment from the Job Broker when they had stayed in work for 13 weeks, which they found helpful.

### 5.5.8 Job Brokers services

The qualitative research shows that there was diversity in the priority given to providing in-work support, in whether Job Brokers were proactive or reactive in making contact with participants who were in work and whether they had a standardised approach to this, and in what help they provided. The previously discussed 'performance group' analysis of the qualitative data (see Section 4.3.1), also shows that all of the Job Brokers who were providing a more proactive or extensive service – involving regular and standardised contact, personal contact rather than just by letter, contact initiated by the adviser rather than just in response to the participant, and generally, a broad awareness of the types of problems that participants face in work – were achieving high or medium sustainability rates. Some of these Job Brokers involved administrative staff, or designated adviser staff, in making contact with participants and thought this had helped to free up time for this aspect of the service. None of those achieving low sustainability rates described this proactive or standardised approach to in-work support.

However, there were some Job Brokers who had high sustainability rates but who appeared not to place much emphasis on in-work support, did not have standardised procedures and talked about it being difficult to make time to maintain contact with participants once they had started work. It may be that the quality of job matching here explains their high sustainability rates. It is also important to note that the numbers of people in sustained jobs was very low for some Job Brokers and the distinctions drawn between the performance groups inevitably crude. The picture is mixed, but there is some evidence that suggests that more proactive, tightly managed and resourced services are linked with higher sustainability rates. There is likely to be a circular dynamic here. A Job Broker service that is more effective at maintaining contact with participants in work is in a better position to provide the support that might be important to sustaining work. But it also increases the likelihood of the Job Broker obtaining the evidence required for sustained job payments, irrespective of whether in-work support was needed, and thus, securing more funding for service development.

The 'performance group' analysis also shows that Job Brokers using management information systems to manage their caseloads had higher sustainability rates. Moreover, as already mentioned, the better performing Job Brokers either had completely generic staff roles, or designated only in-work support for a specialist role, with the exception of one where specialist roles were designed to complement the support provided by core advisers who maintained contact with participants throughout.

## 5.6 In-work support

Of participants in contact with their Job Broker since registration, 55 per cent had discussed the provision of in-work support (Survey of Registrants). The topics most often discussed were training while in work (30 per cent), help or support to keep a job (26 per cent) and provision of adaptations or equipment at work (23 per cent). In

addition, one in five had discussed help with transport to work (20 per cent), and a smaller proportion had discussed the use of a personal assistant (16 per cent) or job coach (15 per cent).

Survey respondents who had started a post-registration job or whose pre-registration job had changed after registration, were asked about any in-work support they needed and what support, if any, was provided. This support could comprise further advice or support from the Job Broker and/or help with a particular service. During the year after registration around one in ten participants said they **needed** help with travel to, or in, work (13 per cent), the use of special adaptations or aids (ten per cent) or the use of a personal assistant/support worker (eight per cent). Of course, not all participants would have encountered problems for which the Job Broker might have been a useful source of support. However, there were participants who encountered the type of problems which Job Brokers say they can help participants with, but who did not make contact with their Job Broker and who were sometimes unable to resolve the problem themselves (qualitative research). There were also people who felt, on reflection, that contact with the Job Broker might have been helpful. For example, one participant's temporary job was not extended, and she said that she would have welcomed the intervention of the Job Broker to explore the reasons why and to try to negotiate a contract extension but did not make contact herself. There were also examples of participants who had had several periods of short-term unsatisfactory employment and might, thus, have benefited from more ongoing or intensive Job Broker support. Similarly, where participants were coming to the end of their Permitted Work period, they rarely spoke of contacting the Job Broker service about what to do next.

In terms of actual in-work services provided, just under half (48 per cent) of those who started a post-registration job or whose pre-registration job changed received at least one of the following forms of in-work support (Survey of Registrants):

- one-third received further in-work advice or support after registration;
- one in ten received help with travel to, or in, work;
- one in ten had the use of a temporary helper or job coach (nine per cent);
- one in fourteen used adaptations or aids (seven per cent);
- one in seventeen had a personal assistant or support worker (six per cent); and
- one in a hundred had a Job Introduction Scheme incentive payment made to their employer (one per cent).

Where Job Brokers gave in-work support the highest priority their services involved job coaching and intensive in-work contact with both employers and participants, and it was expected that all or most participants would receive this help (qualitative research). Other Job Brokers had a proactive approach but the level of support was less intensive. Designated staff (either generic or specialist advisers) contacted participants on a regular basis to help identify any needs that may arise and provide the relevant support. In some organisations there were standardised procedures for



keeping in touch. Some agreed with participants before they entered work the form (telephone, letter, email or face-to-face) and frequency of contact the participants wanted, others had expectations of the frequency of contact, and some monitored in-work contacts very carefully to ensure that contact was always being made as required. Having specialist staff take responsibility for in-work contact was seen as helpful, both because those staff could give it a high priority and because it freed other staff to focus on pre-work support. In other cases making contact was left to the judgement of individual advisers, but advisers saw in-work support as a priority. The types of support provided included job coaching, providing access to an occupational psychologist, visits to the participant and more general telephone contact. Some were willing to visit employers, but others did not directly intervene between employer and employee, seeing this as the responsibility of the participant, although they did provide participants with support and advice about how to handle discussions with the employer. In-work contact was seen as important not only to address issues that arose in the workplace but also to help with the collection of evidence of sustained work.

Employers confirmed this picture (employer qualitative research). There were a few cases where there was quite frequent contact of a more general nature, to check that things were going smoothly for the participant in their new job. Here, Job Brokers could operate in a mediating role between participant and employer during the settling-in period, with the Job Broker being seen as a 'safe' person with whom the participant could discuss any concerns they had.

However, infrequent contact from the Job Broker was not usually viewed negatively by employers. Sometimes they only felt they needed to check that all was going well, and a courtesy call or occasional informal feedback sessions were sufficient. In such cases, employers knew they could contact the Job Broker for more help if they needed to, but had not felt it was necessary as the recruit was settling in well enough. Some employers mentioned that their own internal procedures should ensure that the employee was settled into the role, and that they had access to sources of internal support, to which they would first turn if any difficulties did arise. Yet they were also supportive of any visits made by a Job Broker to the participant once they were in post, and felt that this was beneficial to the individual in terms of reassurance that they were adapting well to their role, and were confident that they had an independent source of help and support if they needed it.

Job Brokers who provided in-work support also said they sometimes signposted participants on to other relevant services if they could not meet their needs themselves or if the participant needed more in-work support than had been expected (qualitative research). This included referrals to WORKSTEP, to health care specialists or to other relevant services such as counselling.

Many employers of NDDP participants said that the assistance from Job Brokers tended to be concentrated around the period when the participant started work, and this usually dropped off over time as recruits became more established and settled in their jobs (employer qualitative research).

Most participants had their perceived needs for some form of in-work support met; three-quarters of participants needing support with travel, adaptations or aids, or the use of a personal assistant or support worker were able to get this (ranging between 76 and 78 per cent: Table 5.8; Survey of Registrants). Job Brokers' contracts did not oblige them to provide these services, although clearly some did and some also referred participants to other relevant organisations (see above).

**Table 5.8 Whether in-work support needed was provided**

	<i>Row per cent</i>			
	<b>Provided</b>	<b>Not provided</b>	<b>Weighted</b>	<b>Unweighted</b>
	%	%	%	%
Help with travel to, or in, work	76	24	304	297
Use of adaptations or aids	76	24	222	231
Use of personal assistant/support worker	78	22	173	173

Base: All registrants who needed particular type of in-work support.

Source: Survey of Registrants, Cohorts 1 and 2, Table 3.14.

Moreover, there were also cases in which employers felt that Job Brokers could have done more to help settle people in, and this was particularly highlighted where those recruited through the programme did not work out (employer qualitative research). It seems that the employers did not necessarily know about all the contact between the Job Broker and the individual. Occasionally, employers felt that the Job Broker did not provide enough accessible support to the customer or the employer once they had made the placement.

A multivariate analysis of the personal and Job Broker characteristics associated with receiving in-work support shows that taking other factors into account (Survey of Registrants) (Appendix C):

- women were more likely to have received in-work support than men;
- participants aged 25-49 were more likely to be recipients than those aged 50 and over;
- compared with those who lived in London, those in the East Midlands were less likely to receive in-work support;
- participants whose Job Broker provided a generic with specialist/specialist service were more likely to receive in-work support than those whose Job Broker provided a generic only service;
- participants with a learning disability were more likely to receive in-work support than those without;
- those whose health condition or disability limited their daily activities to a great extent throughout the year were more likely to receive in-work support than those whose daily activities were not at all affected.

The qualitative research also suggests a number of reasons why participants did not access support from Job Brokers. For some participants, by the time problems arose it was some time since they had been in touch with the Job Broker, particularly if they were no longer in contact at the time they actually found the job. Some had had relatively little contact with their Job Broker, and this was particularly the case where they had approached the Job Broker only for an extension of Permitted Work. By contrast, where people did look for or receive more extensive in-work support, they had generally had relatively high levels of contact and support before starting work.

More generally, the notion of receiving in-work support services from a Job Broker was often not particularly salient to participants. Frequently participants did not have particular reasons for not making contact: it simply did not appear to have occurred to them. This may have been because participants associated Job Brokers with pre-work support rather than support that extended into employment.

Generally, people welcomed the offers of follow-up contact at the time they were made. They appreciated the fact that the Job Broker '*took an interest*' in them, and were encouraged, and occasionally pleasantly surprised, by the Job Broker's contact. Some recalled receiving occasional telephone calls or letters or a Christmas card from the Job Broker to check how everything was progressing, and a reminder that the Job Broker was there if they were needed. Nevertheless, the onus was very much on participants themselves to seek help if they needed it. If the problem was not current at that time they did not always think to go back to the Job Broker when it later arose.

There were also more specific reasons for not accepting offers of help or contacting Job Brokers. Some people were concerned that it would draw attention to their impairment or illness if they asked a Job Broker to intervene directly with the employer, or that it would stigmatise them, particularly if the employer or colleagues were not aware of their condition. Other people said they would not have contacted a Job Broker because they felt able to resolve the situation themselves, or they wanted to be able to stand on their own two feet and thought it was important to be able to be independent in work. Some people felt there would be little that the Job Broker could do, said they did not have the self-confidence to ask for help, or were reluctant to return because they had had unsatisfactory experiences of the Job Broker service.

Other people did not get in touch with the Job Broker because they chose to access support from elsewhere, generally returning to a service that they felt had been more instrumental in them getting the job. Such support was typically in place for some time prior to NDDP registration, and was on occasion part of a general 'care plan'.

Moreover, some Job Brokers appeared to provide very little in the way of in-work support or contact. Some reported that they were unable to provide more support because of finite resources (both financial and personnel) and the need to concentrate resources on achieving the Department's 25 per cent minimum

requirement (see Section 1.1 for further details); others said it was not necessary since the participants they worked with generally had little need for support once in work. Here, advisers assumed participants would get in touch if they needed to or had contacted participants themselves *'on rare occasions'* to see if their help was required. But generally such contact as took place was primarily to secure evidence of sustained work. There were also concerns that it would be *'intrusive'* to contact participants once they were in work, at least beyond an early courtesy call or letter.

Job Brokers also noted some particular constraints on contacting employers. Some Job Brokers had not made contact with employers because of the participants' decision not to disclose their involvement with NDDP, as they did not want their employer to know about their disability. Job Brokers felt that this was particularly an issue for participants with mental health conditions, who were concerned about the stigma associated with mental illness and about assumptions about its impact on their ability to do the job. Job Brokers who worked within the supported employment model said that employers would always know of the participant's condition and of the Job Broker's involvement and saw this as critical to the way they worked. In these cases the Job Brokers' involvement in providing in-work support in collaboration with the participant and employer was seen as key. Others actively encouraged participants to be open about their involvement with NDDP to their employer. They felt it would be beneficial that the employer should know about the help Job Brokers could provide and that it was impossible for them to intervene or to act as an advocate for the participant if the employer did not know of their role.

## 6 Changing institutional context

### Summary

- The Job Brokers as institutions have continued to evolve, there have been developments in the:
  - organisation of Job Broker services;
  - marketing and participants' routes to services;
  - services provided; and
  - funding and contractual arrangements.
- Relationships between Job Brokers and Jobcentre Plus locally appeared to have improved. Job Brokers tended to say that local Jobcentre Plus staff had a better understanding of the job broking service.
- Job Brokers' use of Jobcentre Plus programmes varied considerably, in both range of provision and number of participants. Jobcentre Plus services used included: Work Preparation, Work Based Learning for Adults, WORKSTEP, the Adviser Discretionary Fund, Job Introduction Scheme, Job Grants, Return to Work Credits, better-off calculations and job search support. Job Broker staff said access was generally unproblematic. Jobcentre Plus staff could get in touch with Job Brokers on behalf of their customers.

This chapter covers developments within the Job Brokers (Section 6.1) and Job Brokers' relationships with Jobcentre Plus at the local level (Section 6.2). These developments take place against a background of changes to the New Deal for Disabled People (NDDP) programme itself, which were outlined in Section 1.1.

## 6.1 Developments within Job Brokers

The Job Brokers as institutions have continued to evolve. The longitudinal design of the qualitative research means that it is possible to explore changes in Job Brokers over time.<sup>34</sup> Developments identified within the Job Brokers related to the:

- organisation of Job Broker services;
- marketing and participants' routes to services;
- services provided; and
- funding and contractual arrangements.

### 6.1.1 Organisation of Job Broker services

There had been changes in the organisation of Job Broker services:

- The profile of the Job Broker service within the wider organisation. In some organisations the profile of NDDP had risen and organisational commitment to it was thought by managers to be firmer, influenced, it was said, by rising numbers of participants and by improved financial performance. In others, however, the profile of the service had decreased, with a reduction in staff, reports of weakened organisational commitment to the Job Broker service, and sometimes the decision not to bid for a contract extension (see below).
- There were instances where NDDP activity had become more integrated with the other services delivered by the organisation. This was demonstrated in integration at a management level, use of other services or activities within the organisation to support the Job Broker team's work with participants, and use of other services or contracts for early work with potential NDDP participants prior to registration.
- There were changes in some staffing numbers and responsibilities. There were reports of expanded management teams and of managers reducing or moving away from having their own caseloads so they could concentrate on managing the Job Broker team. Some organisations reported expanded staffing within Job Broker teams, while others, as noted above, had reduced staffing levels.
- There were still organisations with staff dedicated to NDDP and others where staff combined job broking with similar activities or contracts. There had been some shifts, in both directions, between dedicated and non-dedicated staff, but neither was consistently thought to be a more effective way of organising staffing.

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<sup>34</sup> At Wave 2 the qualitative research involved revisiting the 18 Job Brokers who took part in Wave 1 as well as six organisations new to the sample.

- Similarly, there was a mix of organisations using generic and specialist staff for NDDP with changes – in both directions, but generally with more use of specialist staff roles. In particular, more services were making a distinction between job searching support and earlier work with participants up to the point of job readiness; and between pre-work support and in-work support. The greater use of staff specialising in in-work support was sometimes prompted by the time required to keep in touch with participants in work, and particularly to gather evidence of sustained work.
- Caseloads for several Job Brokers had risen, and sometimes they were considerably higher. At Wave 1 the caseloads varied with the highest being 70-100 cases assigned to individual full-time Job Broker advisers, a level that was felt to be too high. These caseloads at Wave 2 could have increased to around 150 and higher. The new Job Brokers interviewed at Wave 2 only also reported rising caseloads. Such high levels were generally seen as difficult to manage and as undermining the quality of the service provided to participants. It also led to focusing on participants who were already job ready or likely to become so more quickly. Participants also sometimes observed that they felt their Job Broker adviser was overloaded with work, and reported dwindling contact which may have arisen from Job Brokers' practices in managing heavy caseloads. However, not all the cases managed by advisers were actively involved in the programme, that is, not all of those registered on NDDP were looking for work (although participants could be doing other activities with the Job Broker), or contact with an adviser may have dwindled for a variety of reasons.

### **6.1.2 Marketing and participants' routes to services**

Potential participants continued to have access to NDDP via a wide range of routes, namely Jobcentre Plus staff; Department for Work and Pensions' letters sent at intervals to people on incapacity benefits to tell them about services to help people who want to move into work; Job Brokers' own marketing or promotion; word of mouth; local community groups and services which for some Job Broker organisations included health, mental health and learning disability services or the probation service; and networks and 'partnerships' with other local service providers. The key change here was the increased role of referrals from Jobcentre Plus reported by some Job Brokers.

### **6.1.3 The services provided**

There is, in broad terms, a fair amount of similarity in the main types of help provided by the Job Broker services, although there are differences in emphasis, breadth and in the ways in which different kinds of help are given. The range of services provided were: advice about vocational direction and whether work is an appropriate objective; in-house training or support with accessing external training; work experience and placements; advice about the financial implications of working and help with tax credit applications; advice about job search approaches and information about vacancies; help with interviews, CVs and job applications; financial support

on entry into work; and in-work support. As already mentioned (Section 4.3.1), some Job Broker organisations appear to focus their activity around the more immediate labour market barriers such as vocational direction, financial support and job search skills. Others placed more emphasis on barriers such as confidence and self-esteem or on other personal capacity building activities and provided structured help to address these through, for example, in-house courses or specialist services. A third group provide particularly intensive in-depth help sometimes using the supported employment model.

The following changes were reported to the services provided and to delivery approaches:

- Outcome-related funding and contractual arrangements had, by the time of the Wave 2 fieldwork, led a number of Job Brokers to focus more on participants who were closer to work. This was demonstrated in their registration practices, with more active consideration of the likely support needs of participants, more active consideration of whether other services provided by the organisation might be more appropriate, more signposting of appropriate external services, and in some cases, delays in recording a participant as being registered while support was given through the Job Broker service. The Job Broker services varied in terms of who they perceived their service was well placed to work with and could best help to get into work, in terms of participants' job readiness.

In addition, services were to varying extents influenced by the Department's minimum requirement for job entries of 25 per cent of all registered participants (see Section 1.1). Contracts with those organisations that had not reached this level were not extended beyond March 2004. This was for some organisations an additional factor to consider very carefully in decisions about registration. In its simplest terms, where Job Broker staff felt the service provided by their particular organisation could help people overcome the barriers they faced in getting into work, they felt well placed to work with them.

An increased focus on participants who were closer to work was also demonstrated in the nature of the service provided (see further below). There were also reports of more active prioritising between participants, with services prioritising spending time on participants who were job ready or likely to become so more quickly.

- There was wider use of targets set for Job Brokers' adviser staff, and in one case a bonus payment scheme, for the number of job entries achieved. Targets were set for either individual staff or the team as a whole, or sometimes both. Some staff found them helpful, encouraging a constructive focus on helping participants to achieve work and boosting staff motivation and morale. Other Job Brokers paid little attention to them and did not seem to have strong views about them either way. A third group found them unhelpful and felt they risked putting pressure on staff to encourage participants into work which might not be in their best interests – a pressure that they tried to withstand.



- As well as making more use of other internal provision, there was much use of external services too, both Jobcentre Plus provision and provision by other local organisations. This was thought to reflect advisers' greater knowledge of local provision, financial pressures (see further below), the need to find supplementary sources of help for participants who were further from work, and an increased flow of participants which meant that Job Brokers were able to develop more active relationships with other providers.
- There was an increased use of direct and indirect financial support for participants, both from the resources of Job Broker organisations and from external sources mainly in the form of the Jobcentre Plus Adviser Discretionary Fund. The level of payment varied from around £25 to £200 for job entry, with a further payment at 13 weeks of sustained work.
- There were changes to the types of services provided. Some organisations now provided new services or types of help, such as in-house courses or, in the case of one Job Broker, a range of approaches to building confidence and self-esteem such as gym membership and vouchers for hairdressing. Others were reducing their use of some kinds of help such as work experience placements and training and other broader support, because they felt they were not significant in helping participants to get jobs, that the costs outweighed the gains to the organisation, and reflecting the decision to focus more on participants who were closer to work.

Action Plans were introduced by the Department as a condition for payment of a higher registration fee (compare with Section 1.1), although some services had already been using them. There appeared to be some variation among organisations in the amount of detail recorded and in how Action Plans were used: some advisers appeared not to use them actively in their work with participants, but others reviewed them regularly with the participant and used them as a case management aid. There were also different views about their value. They were seen as useful to set and monitor goals, as a joint record of what has been agreed between adviser and participant, and as a transparent check on the service provided. However, other advisers felt that they did not add anything useful, and that they were just another administrative burden. Moreover, there was only limited recollection of Action Plans among participants.

More Job Brokers were providing better-off calculations using IBIS software, and there were comments from staff about feeling more confident in doing so.

#### **6.1.4 Funding and contractual arrangements**

Compared to Wave 1 more Job Brokers reported that the service was breaking even or was self-funding, or that it was beginning to generate small surpluses. Some services were still being subsidised by the Job Broker organisation. Their response to this was mixed. Sometimes it was a stable arrangement that seemed not to cause particular concern if the provision of the Job Broker service was seen to meet the organisation's objectives in other ways. For other organisations, however, it meant

that the future of the Job Broker service was uncertain, or had led to the decision to withdraw from providing the service. Nonetheless, the perception of a number of managers was that the financial performance of the Job Broker service had improved since Wave 1.

As already mentioned the funding regime had led some Job Brokers to become more focused on people who were closer to work. This trend was also strongly influenced by a sharpening focus in the Department's contract management on the ratio of participants who entered work, and by the introduction of the 25 per cent conversion rate requirement (compare with Section 1.1.). Job Broker staff and managers reported more use of other internal services to prepare participants for registration on NDDP. Funding had sometimes constrained staffing complements, resulting in waiting lists for registration and higher caseloads, which in turn had consequences for the level of participant contact and the time staff had available for activities such as job matching. There were also reports of constraints on the resources available for marketing the service to either potential participants or employers.

However, some representatives said the funding regime had not influenced the design and delivery of the service at all. There were organisations that had not changed their registration practices and were continuing to make the service available very widely, and organisations that continued to provide a very in-depth service to clients including an emphasis on training, placements and confidence building.

Nonetheless, the Job Broker staff and managers continued to be broadly in agreement with the principle of having some outcome funding for the Job Broker service, and there was some support for the encouragement it gave to focusing on outcomes if it improved the quality of service to participants. However, the funding structure was felt to place all the risk on the shoulders of providers, to increase the time required in managing the contract and the stress this involved, and to make it more difficult, because of funding uncertainties, to work in partnership with other organisations. For many organisations the Job Broker contract was manageable only because other activities were funded in what were seen as more secure, and less '*commercial*', ways and this was seen as important for financial stability and also to preserve the ethos and client-focus of the organisation.

## 6.2 Job Broker relationships with Jobcentre Plus locally

Job Brokers generally reported feeling that Jobcentre Plus staff at the local level had a better understanding of their services than previously. This was generally felt to be the result of more communication between the two services, and particularly the result of their own organisation's efforts to engage with Jobcentre Plus staff. It may also reflect the efforts of Jobcentre Plus to encourage local relationships, and the provision of information on each Job Broker that Jobcentre Plus staff could access through a website. However, some Job Broker staff reported that there remained

some confusion about the role of NDDP and of Job Broker services. For instance, one Job Broker felt that local Jobcentre Plus staff were sometimes particularly unclear about where the 'in-house' Job Broker service sat.

Job Broker staff also felt that local Jobcentre Plus staff often did not know, in detail, what the Job Broker services provided. Whilst Disability Employment Adviser (DEAs) had more detailed information about what Job Brokers did than other Jobcentre Plus staff and the Wave 2 DEAs' understanding of Job Broker services was generally better than that of Wave 1 respondents, their familiarity with the full range of local Job Brokers was sometimes patchy, especially among less well-established DEAs. In part, this is because DEAs interviewed at Wave 2 generally had more Job Brokers operating in their area than those interviewed at Wave 1.

The overall picture in Wave 2 discussions with Work Focused Interview (WFI) advisers was of broader awareness and deeper understanding about Job Brokers and their roles than were found in Wave 1. In Wave 2, WFI advisers were generally more confident about naming local Job Brokers, more knowledgeable about some of the differences between Job Brokers, and had more understanding about the ways in which some of them worked. However, some WFI advisers working in areas where there were larger numbers of Job Brokers (eight or nine) were no longer trying to retain knowledge about all. These staff chose instead to deal mainly with a small number of Job Brokers from their list, usually including those who made regular visits to the Jobcentre Plus office.

Local Jobcentre Plus staff believed that staff belonging to Jobcentre Plus broker organisations, and Job Broker staff who were previously Employment Service employees, had a good working knowledge about the range of services available to incapacity benefits recipients at Jobcentre Plus and about the way Jobcentre Plus staff were currently working. One perceived advantage of such working knowledge was the readiness of some in-house brokers and ex-Employment Service staff to provide information about participants for insertion on the Jobcentre Plus computer system, to help staff achieve formal 'outcomes'. There was some frustration that other Job Brokers did not understand how they could work with Jobcentre Plus staff in this way so that both could achieve outcomes, although some DEAs reported excellent co-operation in this respect.

Some DEAs believed that Job Brokers who provided Work Preparation or WORKSTEP programmes had a better understanding of how DEAs worked than Job Brokers who had historically provided only mainstream programmes. The appropriateness of referrals from Job Brokers for Jobcentre Plus services was seen as an indicator of their understanding.

Similarly, some WFI advisers were unsure how far Job Brokers who were not part of Jobcentre Plus understood what they did, although there was a feeling that Job Brokers who visited Jobcentre Plus were better equipped in this respect. There was concern that customers could miss out if Job Brokers did not understand the range of services Jobcentre Plus offered and failed to refer people back when appropriate, for example, to use the Adviser Discretionary Fund.

Local Jobcentre Plus staff described varied approaches to signposting Job Broker services to participants. These differences in approach reflected the offices' different stages in Jobcentre Plus roll-out and whether they were included in the Pathways to Work pilots. There were also differences in approach related to preferences in ways of working of individual staff. In general, staff working in offices which were part of the Pathways to Work pilot described an approach which was clearly strongly work-focused, guiding all customers towards thinking about a job goal at an early stage in discussion. Staff working in non-pilot offices generally expected to be less directive and they talked about their approach more in terms of trying to raise interest among customers than in trying to encourage strong commitment.

There was some selectivity about who was told about the services based on assessments of the participant's interest in work and whether Jobcentre Plus provision was appropriate, and some WFI advisers referred potential participants to DEAs rather than signposting Job Broker services themselves. DEAs tended to see Job Broker services as being more appropriate for people who were relatively work ready, as judged by short periods out of work, already preparing CVs, or appearing '*motivated to work*'. There were strong, but not universally held, views that people interested in work but needing a longer time to prepare for a move into employment were better served by DEAs.

There were also differences among Job Brokers in the types of people they described Jobcentre Plus staff signposting to the service. Some reported that staff tended to refer people who were relatively close to work. This was generally welcomed, and sometimes said to be the result of explicit discussion with Job Broker staff. Although, in general, Job Broker staff felt that Jobcentre Plus staff did refer appropriate people to them, there were also comments about people who were seen as unsuitable, that is, people who were very distant from work or for whom work was not clearly a goal, such as those who wanted training only. Some managers and staff felt that, on reflection, they should have been clearer that they wanted Jobcentre Plus to refer people who were closer to work. There was a view that Jobcentre Plus frontline staff were less adept at identifying appropriate people than DEAs. There were also comments about people coming forward who it was felt had been coerced or pressurised into doing so. It was also suspected that there were many more people seen by Jobcentre Plus for whom the Job Broker service might be relevant but who were not coming forward.

Local Jobcentre Plus staff generally provided a broad explanation and some information about specific elements of Job Broker provision. A range of printed information was being given to customers at initial WFI. This included packs centrally provided by the Department and literature and locally produced information sheets. More detailed discussions would depend on levels of interest among individuals, how much staff knew about the services and their views on the quality of local services. A small number of generic WFI advisers said they were not confident about explaining Job Broker services because they did not have full knowledge.

DEAs wished to explain to customers what they themselves could offer and, unless people expressly asked, talking about Job Broker services was not a primary concern. They tended either to give a general description or to emphasise elements they felt might suit their customers, such as back-to-work grants, ICT training or confidence-building courses.

There was a wide spectrum in how WFI advisers advised customers about choosing a Job Broker, if they were interested in going ahead. Not all knew of the changed guidance around supporting participants' choice of Job Broker (Section 1.1) and there were different approaches, some giving subtle or more direct indications about which might be best for the individual and particularly including those which they regarded positively, which provided services they felt were most relevant to the potential participant, which were better at giving feedback to DEAs, or which were on-site.

Some DEAs said they were scrupulous in talking about all Job Brokers covering the area. Others avoided mentioning certain Job Brokers if they were dissatisfied with the quality of their service, if a Job Broker was based outside the locality and was assumed to be less accessible to potential participants, or if they had little or no information about them. Some DEAs thought they should limit their explanations strictly to factual information on the services offered by all Job Brokers. Some DEAs who believed they were not allowed to point out differences among Job Brokers, offered subtle pointers to influence customer choice such as identifying Job Brokers who came into the office where they had confidence in such brokers, talking about '*only a small organisation*' where they had negative views of it, and pointing out Job Brokers who were less keen on serving people with mental health problems. Other DEAs believed the guidance allowed them to '*give a bit more of a recommendation*' of available Job Brokers and to point out those that gave a good service. It was clear that in some circumstances, DEAs were more directive and pointed customers to specific Job Brokers. One strong influence on which Job Brokers DEAs emphasised or suggested to people was whether the Job Broker fed back to the DEA on what was happening with participants, as it could be hard to enthuse about a Job Broker if there was no feedback. DEAs sometimes favoured Job Brokers who told them about job entries so that they could claim 'points' towards their targets.

Job Brokers' use of Jobcentre Plus programmes varied considerably, in both range of provision and number of participants. Job Brokers described accessing various Jobcentre Plus services: Work Preparation; Work Based Learning for Adults; WORKSTEP; the Adviser Discretionary Fund; Job Introduction Scheme; Job Grants; Return to Work Credits; better-off calculations; and job search support. Job Broker staff said access was generally unproblematic. Occasional mentions of difficulties included forms mislaid in Jobcentre Plus offices, slow response on financial issues and finding it hard to get details of jobs identified on the website. Problems reported by Jobcentre Plus staff related mainly to the time involved in dealing with requests, particularly the time needed to help with on-line tax credit applications and some better-off calculations. It was particularly unhelpful when Job Brokers provided insufficient or wrong information, which made the process even lengthier.

Requests for access to programmes and services were not all one-way. Some Jobcentre Plus staff described getting in touch with Job Brokers on behalf of people with whom they were working themselves, in particular for funding not available through the Adviser Discretionary Fund or Work-based Learning for Adults, and also for help in contacting particular employers and for help for someone wanting to make use of the Permitted Work rules.

There were some instances of Job Brokers and Jobcentre Plus staff pooling expertise or working together with a participant and this was seen as beneficial all round.

The qualitative research identified factors that promoted and hindered effective relationships between Job Brokers and Jobcentre Plus locally. The positive influences on relationships between Job Brokers and local Jobcentre Plus staff that were noted were:

- Direct personal contact between Job Broker and Jobcentre Plus staff increased awareness and understanding of one another's services, and influenced opportunities for incapacity benefit recipients to access Job Broker services and to take advantage of Jobcentre Plus services. Meetings were said to improve communication, trust and confidence. In this respect, there was generally strong support among WFI advisers, and some DEAs, for having a Job Broker presence in their office. Compared with Wave 1, there appeared to be more personal contact and an increasing presence of Job Brokers in Jobcentre Plus offices.
- Demonstration of quality of Job Broker services was important in building and maintaining working relationships, especially if Jobcentre Plus staff were to suggest to their customers that they contact a particular Job Broker.
- Job Broker staff felt that the structural changes associated with the roll-out of the Jobcentre Plus model and, in some areas, the Pathways to Work pilots, led to Jobcentre Plus staff being better informed about Job Broker services and more open to working with Job Brokers.
- Jobcentre Plus targets for working with people on incapacity benefits meant that getting timely and reliable feedback from Job Brokers about customers referred to them by Jobcentre Plus was important so that staff were kept up to date and so that they could claim relevant 'points' where participants had obtained a job. Relationships could be further strengthened when Job Brokers understood the Jobcentre Plus 'marker' system. However, among Job Brokers interviewed, there was somewhat varied understanding of the importance of feedback in relation to Jobcentre Plus targets. Nevertheless, more generally, both Job Brokers and DEAs said that there had been a growing mutual understanding of how Jobcentre Plus and Job Broker staff could help each other to achieve job entries, encouraged by Jobcentre Plus targets. Certainly the salience of targets, and their effects on working relationships, were more pronounced in Wave 2 than 18 months previously.

To some extent factors thought to constrain effective working relationships represented the opposite of the positive factors described already. For example, relations were strained when participants who felt neglected by Job Brokers complained to the DEA who had promoted the Job Broker service to them. The lack of feedback about what happened to individual customers seemed a major constraint on working well with Job Brokers for some Jobcentre Plus staff, both because of professional concern for customers and missed opportunities to help towards targets. Other factors felt to constrain relationships were as follows:

- Job Brokers felt DEAs sometimes saw them as competitors. Amongst DEAs the fear that Job Brokers would take over their role, and hostile attitudes were much less pronounced at Wave 2 than at Wave 1. This was, in part, because DEAs increasingly saw how the two services could help each other to achieve outcomes, and increased workloads among DEAs meant some felt it would have been impossible to help every incapacity benefit recipient coming to them if Job Brokers had not existed.
- Some Jobcentre Plus staff had negative attitudes towards Job Broker services, for example, suspicions of profit-making organisations, and beliefs that Job Brokers were less skilled but better rewarded for the same work as that done by incapacity benefit Personal Advisers or DEAs.
- Job Brokers were not always proactive or responsive in providing staff with information about their services.
- As already mentioned, Jobcentre Plus staff were not all familiar with the full range of Job Brokers serving their area and that they could become discouraged from trying to obtain information about services if Job Brokers did not respond to requests for promotional material. Moreover, staff turnover on both sides meant that relationships had to be continually rebuilt.

Among Job Brokers, and some DEAs, over-rigid interpretations of the requirement for impartiality were felt to constrain effective signposting of customers to Job Broker services (compare with Section 1.1).





# 7 Partners

## Summary

- If someone eligible for New Deal for Disabled People (NDDP) has a partner, they are less likely to register for NDDP.
- However, they are more likely to achieve a positive outcome if they do participate.
- Partners of participants tend to be more like the working age population as a whole in terms of their propensity to be in work, compared to partners of those in the eligible population for NDDP.
- NDDP participant couples, therefore, appear to be more orientated towards work than couples in the eligible population as a whole.
- The evidence suggests that NDDP Job Brokers and Jobcentre Plus staff should consider involving the partner in discussions where partners are supporting participants in getting work.

This chapter covers findings from an analysis of characteristics of partners of people who registered with the NDDP. The chapter contains:

- background to the survey, the data and the analysis;
- analysis of partner and participant characteristics.

## 7.1 Background

### 7.1.1 Introduction

A substantial proportion (44 per cent) of NDDP participants live with a spouse or partner. Previous research indicates that living in a couple household can have considerable implications for a benefit recipient's orientation to the labour market and attitudes to work (see for example Hasluck and Green, 2005). This chapter explores the characteristics, experiences and attitudes of partners of NDDP participants, and participants with partners. Where appropriate, it compares

characteristics of partners of participants with the NDDP eligible population and working age couples.

The scope of this analysis is limited to initial exploration using frequencies and bivariate cross-tabulations. However, the chapter concludes by discussing implications these initial findings may have for policy and indicating some areas for further analysis.

### **7.1.2 Survey of registrants and partners**

This chapter analyses data from the Survey of Registrants. The survey contained two cohorts, with two waves of interviews with each cohort (see Section 1.1.2). The first was conducted from October 2002, and the other three months later. The current analysis utilises Wave 1 data for each cohort.

Where NDDP participants surveyed had a partner, a short questionnaire was administered to their partner, or if this was not possible, to the participant on their partner's behalf. The aim of having a partner questionnaire was to ensure that the implications of living with a partner for entitlement to in-work benefits and decisions about work were considered.

There were a total of 2,208 partner interviews within Wave 1 across the two cohorts. Forty-four per cent of participants interviewed had a partner. The partner questionnaire covered:

- demographic and employment related characteristics;
- attitudes to work;
- experiences of work.

Partner interviews were carried out (either in person or by proxy) for 97 per cent of participants who said they had a partner.

NDDP is voluntary, and therefore, NDDP participants are a self-selecting group. Only two per cent of those eligible for NDDP<sup>35</sup> volunteered to take part, choosing to seek help with getting a job. NDDP participants are therefore a small and unrepresentative sub-sample of the NDDP eligible population. Earlier research by Stafford et al., (2004) also showed that participants were younger than the eligible population as a whole, and had, on average, claimed benefit for a shorter period of time, further illustrating the differences between participants and the eligible population for NDDP. This means it is impossible to generalise from this analysis to the whole population of partners of those eligible for NDDP.

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<sup>35</sup> See Table 1.1 for details of eligibility.

For a more decisive insight into the relationship between having a partner and participation in NDDP the analysis would have needed to cover all those in the eligible population with and without partners. Unfortunately, the very limited information collected about the partner in the Survey of the Eligible Population meant that this was not possible. However, this analysis is valuable in giving an indication of the characteristics of the partners of NDDP participants and in exploring how those characteristics may relate to participants' own characteristics and decision to join NDDP or enter work.

## 7.2 In person and proxy comparison

Sixty-two per cent (1,377) of the partner interviews were carried out directly with the partner, whilst 38 per cent (831) were carried out with the participant as a proxy. The existence of proxy interviews highlights potential issues of bias and validity in the data. If the proxy interview data is removed, this may introduce additional bias into the results. For example, if proxy interviews were more likely to be conducted where partners had a particular characteristic, excluding these interviews from the analysis would have a negative impact on the representativeness of the remaining sample. However, if the proxy answers given by the participant are inaccurate, the validity of the results could be compromised. Therefore, it is necessary to compare the responses to determine whether the proxy data should be used.

A comparison of partner and proxy responses revealed that a number of factors were similar for partner and proxy interviews. These included: age, whether the couple have children, ethnicity, and whether they have passed any exams. However, there were differences in evidence for factors relating to the amount of time someone spends at home. Those interviewed in person were much more likely to look after the home and family, to have caring responsibilities, or have a health condition that limits their ability to carry out normal day-to-day activities. Those interviewed by proxy were much more likely to be in paid work, much more likely to be male, and more likely to own their own home. This confirms that excluding proxy interviews is likely to result in a sample which under-represents partners in paid work, and so introduces additional bias to the sample.

Where the participant responded by proxy, they were only asked factual questions (for example age), answers to which were likely to be known by the participant. As this is the case, there was more danger of increased bias if these results were left out, than of error through inaccuracy by the participant. The proxy results were, therefore, kept in the analysis.

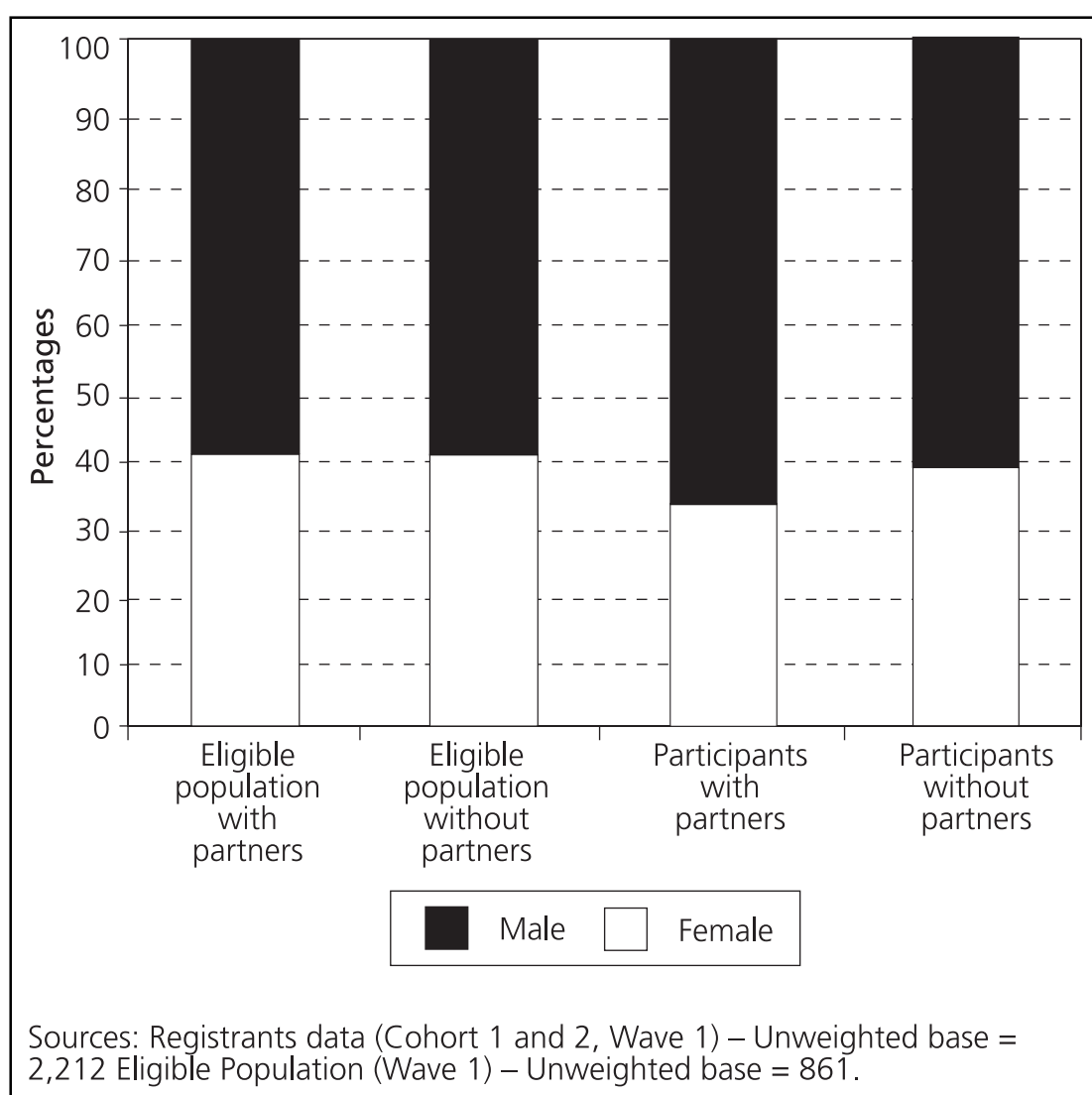
## 7.3 NDDP participants with a partner

NDDP participants are less likely to have a partner than those in the eligible population as a whole (44 per cent compared to 49 per cent). This illustrates one key difference between the groups. If someone eligible for NDDP has a partner, they are less likely to register for NDDP. However, as mentioned later in this section, they are more likely to achieve a positive outcome if they do participate.

### 7.3.1 Gender

Overall, the NDDP participant population comprised more males than females (62 per cent male, 38 per cent female). This imbalance is even more marked than in the eligible population (55 per cent male, 45 per cent female), indicating that eligible men are more likely to participate in NDDP than eligible women. This appears to apply fairly equally to those with and without a partner.

**Figure 7.1 Gender of NDDP eligible population and participants – with and without partners**



### 7.3.2 Children

NDDP participants with partners are less likely to have responsibility for dependent children<sup>36</sup> (38 per cent) than people in the working age population as a whole<sup>37</sup> (46 per cent). They are also slightly less likely to have responsibility for dependent children than people in the eligible population with partners (41 per cent).

<sup>36</sup> 16 or under.

<sup>37</sup> Family Resources Survey, 2002/03.

### **7.3.3 The role of partners**

Analysis of survey data about the NDDP eligible population (Ashworth et al., 2004:170) showed that having a partner seemed to have a strong association with participants' experiences of NDDP and in the outcomes they achieve.

Having a partner increased the participant's chances of entering work; those with partners and dependent children were 1.5 times more likely to start work, and those with partners and no children were 1.6 times more likely. Possible reasons for this include support provided by the partner, such as help with finding paid work (e.g. discussing job applications), and support when they had started work (e.g. by providing transport).

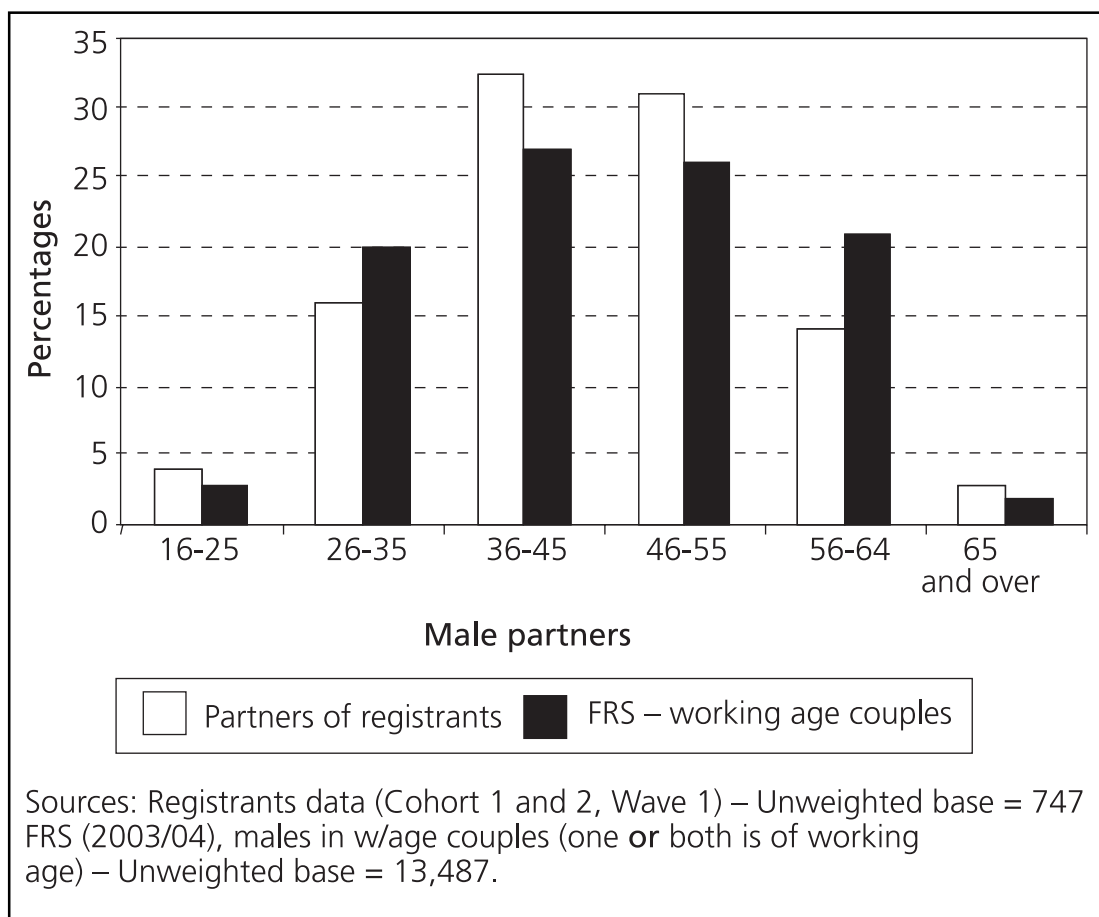
## **7.4 Characteristics of partners of participants**

### **7.4.1 Age**

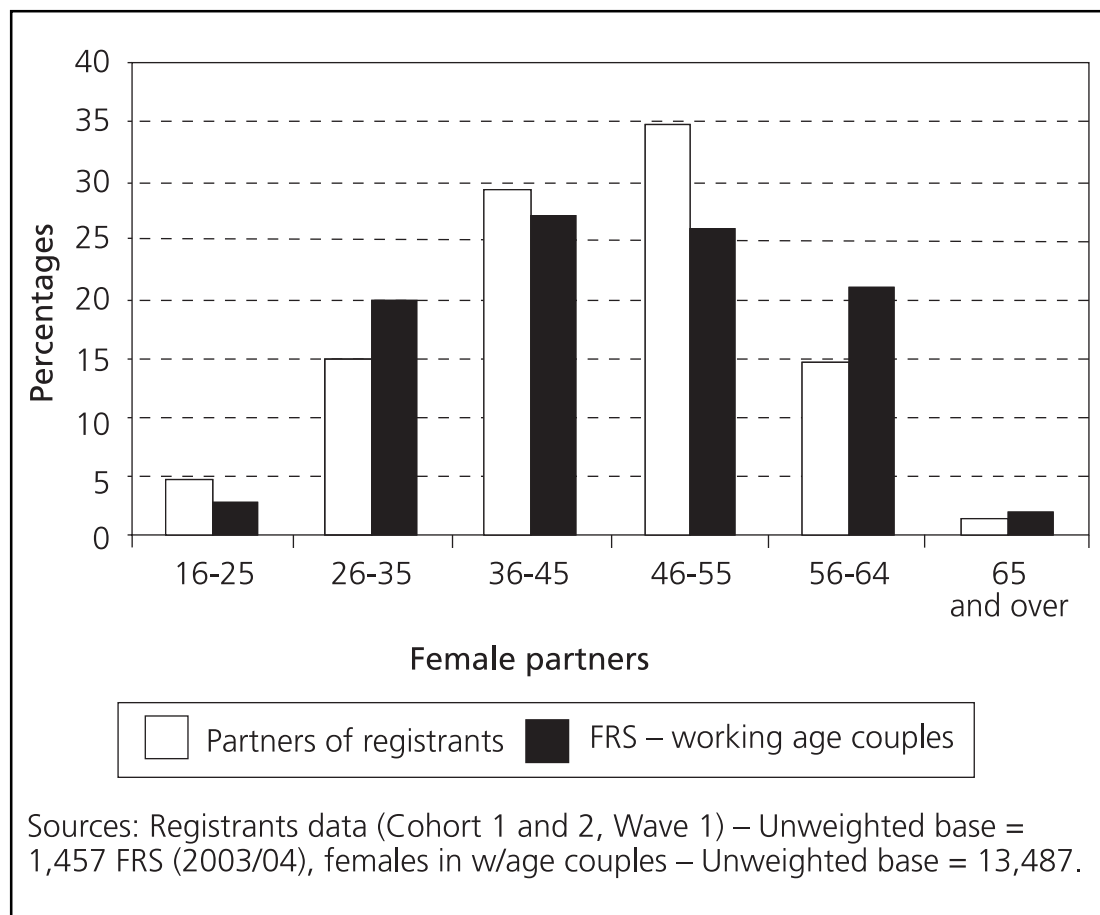
Male partners in participant couples follow a broadly similar age distribution to all men in working age couples (Family Resources Survey (FRS) 2002/3), but they are more likely to be middle aged (36-55). Sixty-three per cent of male partners are in this age bracket, compared to 53 per cent of men in working age couples as a whole. Male partners are also less likely to be in the older, pre-retirement age group (14 per cent are aged 56-64, compared to 21 per cent of males in all working age couples), which may help to explain why they may be more interested in work.

Female partners were also more likely to be middle aged (36-55) than women in working age couples as a whole. Sixty-four per cent were in this age bracket, compared to 53 per cent of women in all working age couples.

**Figure 7.2 Age distribution of male partners of participants and working age couples**



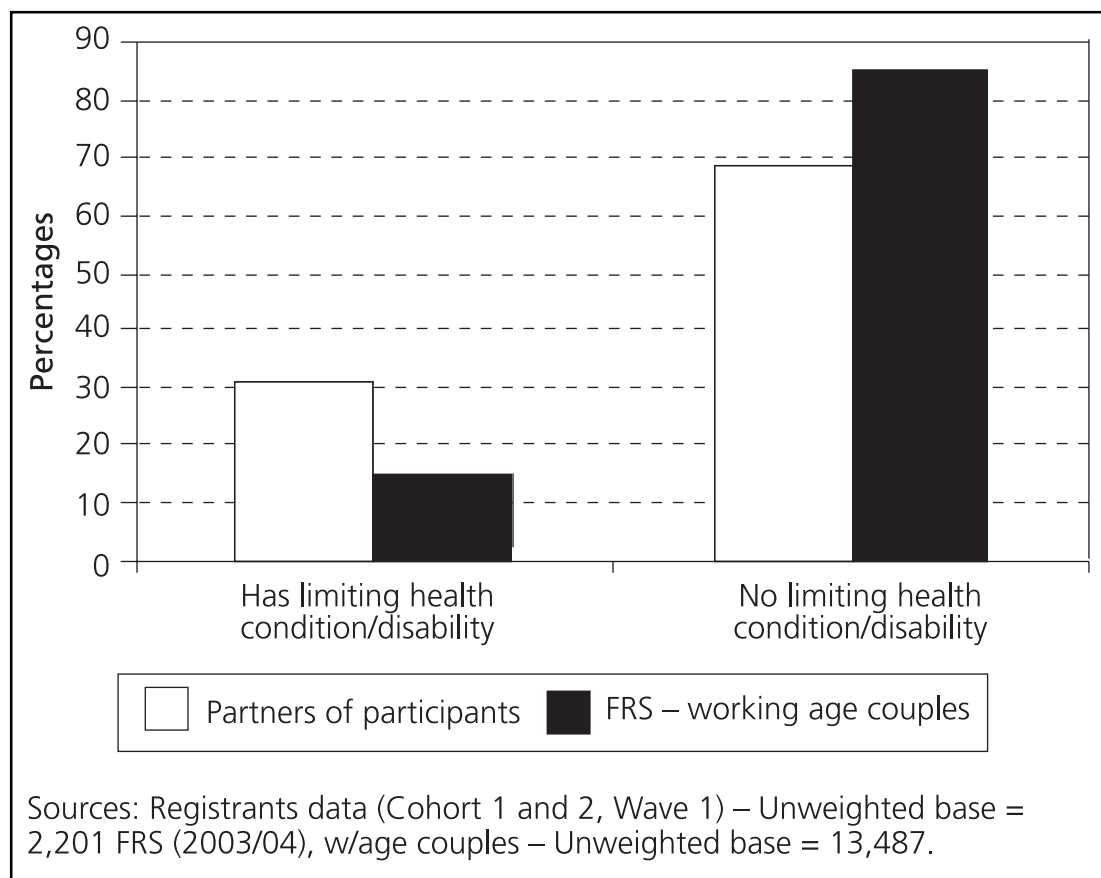
**Figure 7.3 Age distribution of female partners of participants and working age couples**



### 7.4.2 Health and disability

Around a third (31 per cent) of partners of NDDP participants reported a limiting health condition or disability. Female partners were more likely (33 per cent) to have a limiting health condition or disability than male partners (27 per cent).

Partners of participants are more likely to have a limiting health condition or disability than people in working age couples generally (see Figure 7.4).

**Figure 7.4 Health and disability of partners of participants**

This echoes findings of Labour Force Survey (LFS) analysis carried out by the Policy Studies Institute (Bonjour and Dorsett, 2002), which found that couples tend to have similar characteristics, including health-related ones.

Limiting health conditions or disabilities appear to be related to the ability of a partner to work; 75 per cent of those without a limiting health condition or disability were in work, compared to 43 per cent of those with one.

### 7.4.3 Education

Around a third of NDDP partners have no qualifications at all (32 per cent). Sixty-eight per cent of partners, therefore, have at least one qualification. Some groups are more likely to have at least one qualification:

- those in work (74 per cent);
- those in good health<sup>38</sup> (72 per cent);
- men (75 per cent).

<sup>38</sup> Those who do not report a health condition or disability that limits their ability to carry out normal day-to-day activities.



There is again a tendency for participants and partners to be similar in their characteristics. If the partner had no qualifications, the participant was more likely to have no qualifications.

#### **7.4.4 Caring responsibilities**

A quarter (26 per cent) of all partners of participants cared for a sick or disabled adult.<sup>39</sup> Women were more likely to have caring responsibilities (28 per cent) than men (22 per cent). This is a relatively high proportion compared to working age couples as a whole, in which 13 per cent of women and only eight per cent of men have caring responsibilities (FRS, 2002/03). This is not surprising; indeed, one might have expected an even higher proportion, given that they are all partners of people claiming benefits on the grounds of incapacity. It is of course possible that those participating in NDDP have less severe health problems or disabilities than the NDDP eligible population as a whole, as suggested in Chapter 3.

Caring responsibilities in themselves did not affect the likelihood of a partner being in work. However, caring for more than 20 hours per week did affect the likelihood of being in work, with 57 per cent of those caring for more than 20 hours per week being in work, compared to 66 per cent of those who were caring for less than 20 hours per week. Fifty-seven per cent is arguably still a high percentage in work considering the extent of their caring responsibilities, perhaps indicating a high attachment to the labour market.

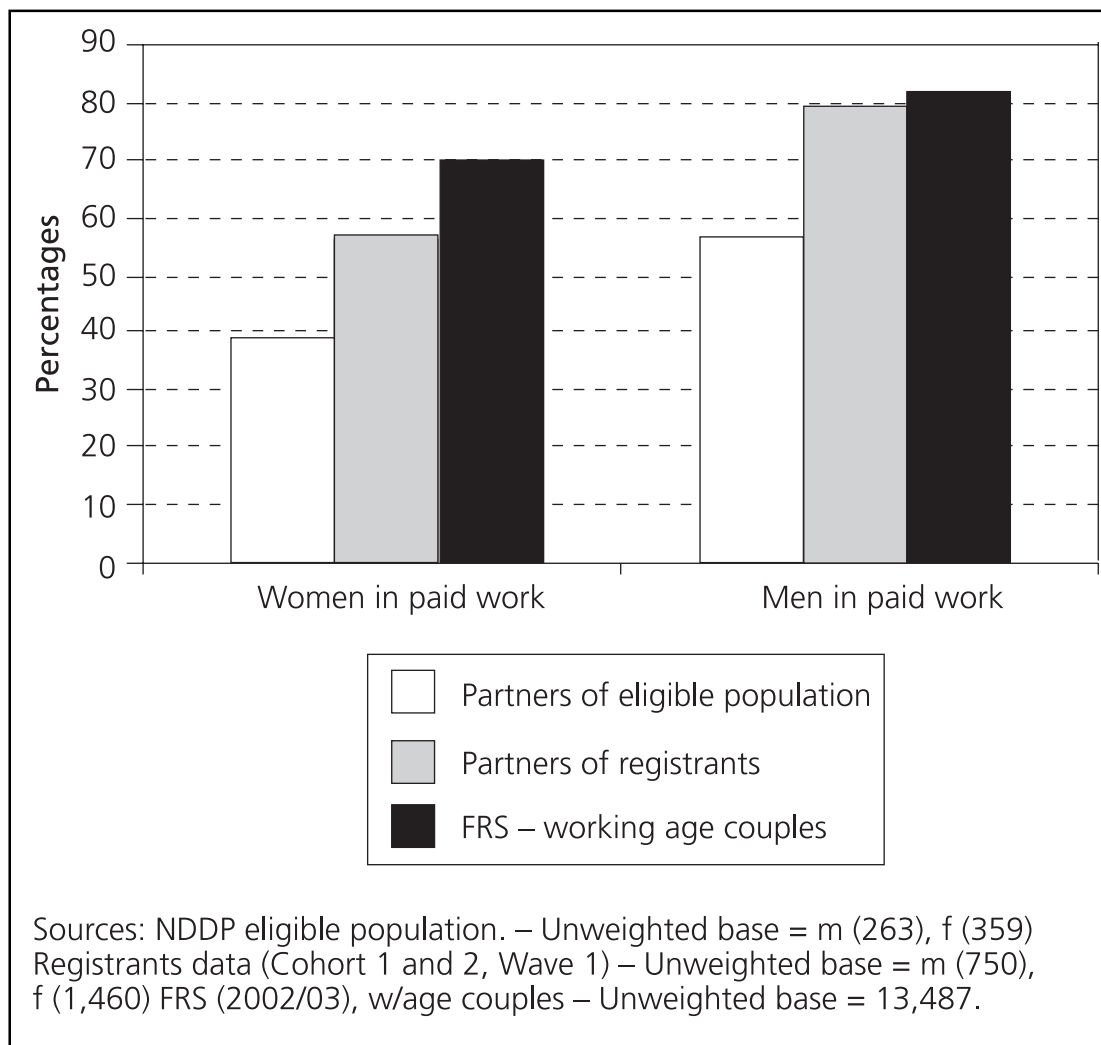
The status of the partners is, in this case, interdependent. Where a partner is caring for the participant, if the participant finds work this might reduce the extent of their caring responsibilities, and perhaps make it easier for the partner to work.

#### **7.4.5 Work**

Partners of participants tend to be more like the working age population as a whole in terms of their propensity to be in work, compared to partners of those in the eligible population for NDDP. Male partners were almost as likely (80 per cent) to be in paid work as men in working age couples (83 per cent), as Figure 7.5 shows. They were also much more likely to be in paid work than male partners in the NDDP eligible population as a whole. Female partners, however, were much less likely to be in paid work (57 per cent) than women in working age couples (70 per cent). One possible explanation for this is that male disability or ill-health could have more impact on the work of households where traditional views are held regarding gender roles. For example, the female may avoid potential conflict by deciding not to take on the 'male' breadwinner role in situations where the male is less able to work. However, female partners of participants were still closer, in terms of the proportions in paid work, to working age couples than to the NDDP eligible population as a whole.

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<sup>39</sup> Percentage is of those partners who said they spent any time caring for a sick or disabled adult.

**Figure 7.5 Whether in paid work, by gender**

Four possible explanations for the relatively high proportion of partners of participants in work are:

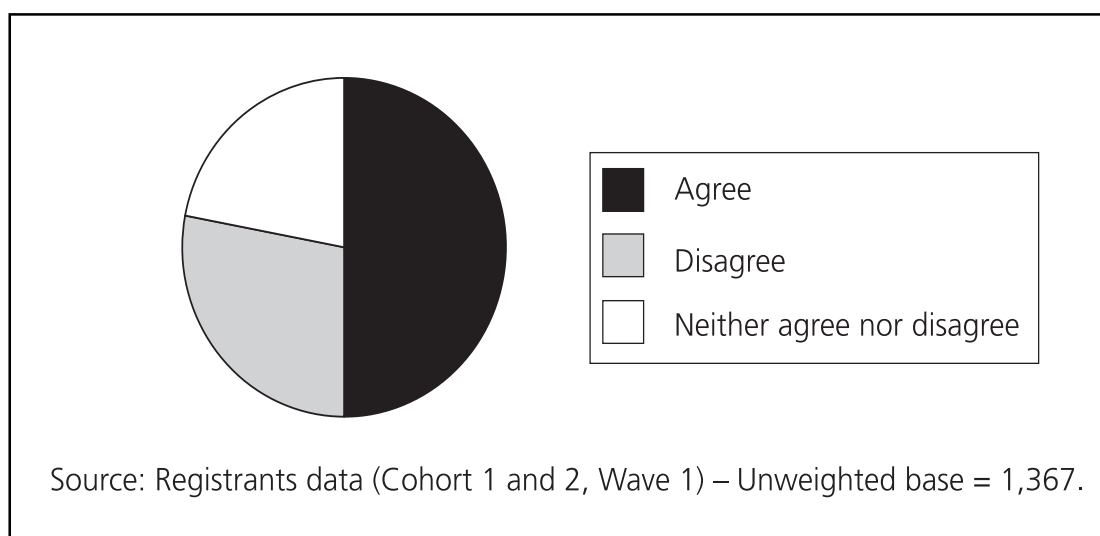
- **couples tend to share characteristics.** When someone has registered for NDDP they have expressed an interest in getting work, and therefore it is more likely that their partner will be oriented towards the labour market, and therefore working;
- **financial incentives** to work are greater where one partner is already working, as the household is more likely to end up better off when the other partner enters work. This may be one reason why the participant may decide to enter NDDP;
- **social factors** may be relevant. Where one partner is out of the house and at work the other partner has a greater incentive to find an activity themselves;
- **assistance from the NDDP Job Broker** received by the participant may indirectly motivate the partner to work, and/or assist them in getting a job.

Partners of participants were not only engaged in part-time work. Seventy-four per cent worked 30 or more hours in their current job. Seventeen per cent worked from 16 to 29 hours, and only nine per cent of partners of participants worked less than 16 hours.

#### 7.4.6 Views about compulsion – Partners

Almost **half** of partners agreed that people of working age with disabilities should be expected to find work (49 per cent). This supports the view that NDDP participant couples are work-focused. Only 23 per cent disagree that people of working age with disabilities should be expected to find employment. Views on this issue did not differ significantly, whether or not the partner was in work.

**Figure 7.6 Views of partners of participants about compulsion**



### 7.5 Relevance of policy to partners

The preceding analysis was carried out both to inform policy for NDDP, and also policy for partners of benefit customers, at whom some Department for Work and Pensions' (DWP's) policies are targeted. The following section describes the relevant policies, discusses the group they target, and considers whether the analysis is relevant to this group.

#### 7.5.1 Policy for partners

Partners of benefit customers are an increasingly important part of the Government's welfare-to-work agenda. The benefits of economic growth have not been shared across households, resulting in a polarisation between work-rich and work-poor families. Improving employment rates for partners will contribute towards reducing the number of workless households, reducing child poverty, and increasing the employment rates of disadvantaged areas and groups. The main DWP policies aimed at partners of benefit customers are:

- **Work Focused Interviews for Partners (WFIP).**

These were introduced in April 2004. They involve a mandatory one-off interview for all non-claiming, non-working partners of benefit customers claiming certain benefits (Jobseeker's Allowance, incapacity benefit, Income Support and Severe Disablement Allowance), six months into the claim.

- **New Deal for Partners (NDP).**

NDP was relaunched in April 2004, having been updated to bring it into line with NDLP. The programme is voluntary. It provides support from a Jobcentre Plus Personal Adviser, along with access to training and other assistance in moving towards work.

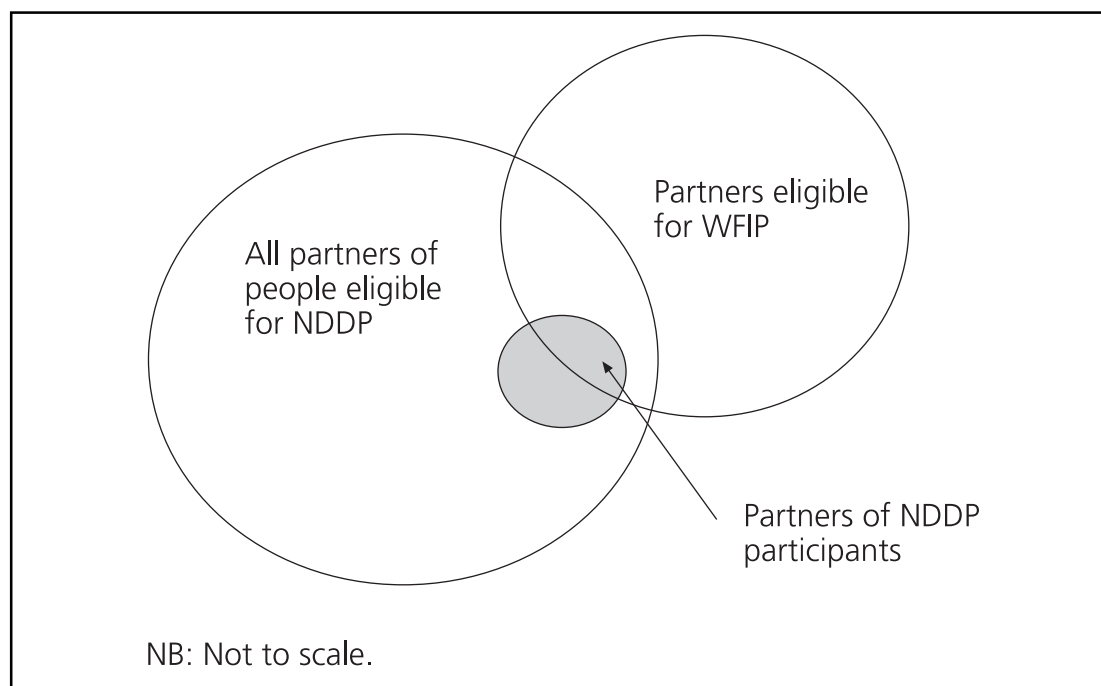
Information on partners of benefit customers is, therefore, of interest to DWP's policy-makers in order to further develop and improve policies aimed at this group. The available data on partners of NDDP participants offered an opportunity to look more closely at a group of partners who are more in touch with the labour market.

### **7.5.2 Defining 'partners'**

'Partners' are not an easy group to define, and can encompass different sets of people in different contexts. It is important to recognise that 'partners' in the context of NDDP are different from the 'partners' targeted by DWP's policies such as WFIP and NDP (see Arrowsmith, 2004 for more information, along with an analysis of partner characteristics).

Many partners of NDDP participants are in work (65 per cent) or claiming benefits in their own right, whilst those eligible for WFIP and NDP are, by definition, not claiming benefits or working full time. Figure 7.7 illustrates that 'Partners of NDDP participants' is a subset of 'All partners of incapacity benefit customers'. However, 'Partners of NDDP participants' are not always 'Partners eligible for WFIP', since a number of them are in work or claiming benefits in their own right. However, it is of interest to explore the differences between these groups. As couples are known to often share characteristics it is possible that non-working partners of NDDP participants (who, by nature of their participation, might be seen to be positively orientated towards work) may be among the 'easier-to-help' of the population of partners eligible for WFIP.

**Figure 7.7** Illustration of 'partner' types



## 7.6 Conclusions

This analysis lends support to the finding that couples tend to share characteristics (Bonjour and Dorsett, 2002). Where one person shows an interest in work by participating in NDDP, their partner is more likely to be in work. Therefore, the whole household appears to be more orientated towards work than households in the eligible population as a whole. The same may hold true even where the partner is not in work themselves; one partner participating in NDDP may indicate that the other partner, indeed the household as a whole, is relatively positive about work.

Taken as a whole, the data on partners of NDDP participants suggests that NDDP Job Brokers and Jobcentre Plus staff should consider involving the partner in discussions where partners are supporting participants in getting work. This could further improve the proven positive impact of the partner in helping the participant get work, as well as possibly encouraging the partner to work.

'Partners of participants' are very different to 'partners eligible for WFIP', since some are likely to be in work and may be claiming benefits in own right. They are a self-selecting group who appear to be more attached to the labour market. However, this emphasises the fact that some partners of benefit customers are in work and some of these households are orientated towards the labour market already. It shows that some 'partners' of benefit claimants can and do work, even when they apparently have significant 'barriers' to work, such as caring responsibilities.



## 8 Conclusions

This report is the second synthesis report on New Deal for Disabled People (NDDP). It draws upon fieldwork and administrative data covering the period up to spring 2004. The first synthesis report (Stafford et al., 2004) provides a wide-ranging summary of the early findings of the evaluation of NDDP, whilst this second report is a more focused or selective update of findings. There are two recurrent themes running through this report: first, continuity and change in the programme, the institutions delivering NDDP and in respondents' views and experiences; and secondly, identifying 'what works' in terms of what factors are associated with securing job entries and sustainable employment.

### 8.1 Continuity and change

It is true that programmes like NDDP continually evolve and operate in a dynamic environment. This synthesis report, and the research upon which it is based (see Table 1.4), provides an indication of the scope and pace of the development of NDDP since July 2001.

Over the approximately two and half years covered by the report there have been changes in the:

- wider policy environment, notably the establishment of the Pathways to Work pilots and the announcement of further policy initiatives (see Section 1.1 and DWP (2005)).
- wider organisational environment (Section 1.1) – with the continued roll-out of Jobcentre Plus more people claiming incapacity benefits heard about NDDP through Work Focused Interviews (WFIs) conducted by advisers at Jobcentre Plus. Since April 2004 (or January 2004 in the first Pathways to Work pilots), Jobcentre Plus advisers have been able to make, with customers' consent, a direct referral to Job Brokers, as a consequence, some Job Brokers reported an increase in the number of referrals from Jobcentre Plus;

- profile, management, staffing and delivery of NDDP by Job Brokers (Section 6.1). For example, different organisations use varying mixes of generic or specialist staff for delivering NDDP, but over time there has been a tendency for more use of specialist staff, with more Job Brokers making a distinction between job searching support and earlier work with participants up to the point of job readiness, and between pre-work support and in-work support. Moreover, Job Brokers' relationships with Jobcentre Plus locally appear to have improved, with each party developing a better understanding of what the other could contribute to helping recipients find employment;
- experiences and views of individual participants, with changes occurring in the participants' relationship with the labour market, self-assessed health status and its impact on everyday activities, and perceptions of the barriers and bridges to securing paid work;

For some participants their relationship with the labour market changed considerably. For instance, 26 per cent of participants were employees two years prior to their registration and this fell to six per cent at registration (Section 3.2.2), but returned to 26 per cent one year after registration (Section 5.1).

More participants reported a change in their health status than reported no change (Section 3.2.2). Between five months and twelve months after registration, 30 per cent of participants reported an improvement in their general health and 23 per cent a deterioration, compared to 47 per cent reporting no change in their health status.

This is reflected in the proportions reporting that their health conditions and disabilities limited their everyday activities. So on the one hand, whilst seven per cent of participants reported no limitation on daily activities five months after registration, this increased to 11 per cent one year after registration. On the other hand, two-fifths of those with 'just a little' limitation at five months had 'some' limitations 12 months after registration (42 per cent), and over one-quarter had deteriorated from no limitations to 'some' limitations over the same period (27 per cent).

Overall, the percentage distributions of perceived barriers and bridges to work at five months after registration were similar to those seven months later. However, these proportions conceal some considerable changes in individuals' views about whether particular bridges or barriers affected them. Of the listed bridges and barriers to work, there were six bridges and five barriers where 30 or more per cent of respondents changed their views about whether they applied to them.

Such dramatic changes did not affect all participants, but nonetheless, change of some sort was a feature of many participants' lives during the period leading up to and beyond registration on NDDP.

Some of the changes outlined above are interconnected. In particular, the introduction by the Department for Work and Pensions (DWP) of a minimum registration to job entry conversion requirement of 25 per cent for Job Brokers appears to have been a key driver in, for example, some Job Brokers amending their registration practices to ensure that people closer to work were registered.



For the period covered by this report (that is, mid-2001 to early 2004), many of the observed changes represent an improvement or progression on the early years of the programme. For example, the better understanding that many Jobcentre Plus staff had of the Job Brokers operating in their district, and that registrations continued to grow steadily (and not tail off). Overall, there are no obvious examples of where a change, from the perspective of key stakeholders, had been for the worse although, of course, individual participants may have experienced set backs in their health and/or progression towards work and some continued to be dissatisfied with the programme.

In highlighting the dynamics of the NDDP policy and institutional environment and of the participants' lives, the research does emphasise that Job Brokers need to be flexible and adaptable in delivering NDDP. In particular, they need to be in regular contact with participants as individuals' circumstances may change over the course of a few months.

As well as instances of change there are also examples of continuity and of a relatively slower pace of change. Thus, most of the contacts that Job Brokers' advisers had with employers were 'client-led' and focused on particular vacancies, and there continued to be general support for the principle of outcome-related funding amongst managers in Job Brokers. However, as might be expected, for the topics covered in this report, change, rather than continuity, is the dominant motif for the programme.

## 8.2 What works?

This report addresses 'what works' by identifying the factors associated with employment outcomes, including sustainable employment; it does not assess the impact of NDDP, as the relevant net additionality analyses are ongoing.

When considering what works it must be borne in mind that NDDP participants are a self-selecting group, and compared to members of the eligible population they are closer to the labour market. Participants are likely to be young, to have shorter benefit durations, to have a better health status, to say their health had less of an impact on everyday life, to possess a qualification and to be in, or looking for, work. Notwithstanding this self-selection, Table 8.1 summarises the key factors identified in the evaluation as influencing movements into employment and sustaining paid work. It suggests that, simply in terms of numbers of factors, Job Brokers have more options to create the conditions that will assist participants, obtain, employment than they do to ensure that participants retain their jobs. The analysis of the partners' data in Chapter 7 provides an example of how Job Brokers could further assist some participants to obtain paid work. Where a participant has a partner, the analysis suggests that Job Broker and local Jobcentre Plus advisers should consider involving the partner in discussions about the participant finding and entering employment.

The table also shows that there is relatively little overlap in the factors affecting job entries and in promoting sustained employment. However, four common factors do stand out: first, strong management by Job Brokers of their contract and, in particular, the effective use of management information; secondly, ensuring regular and proactive contacts with participants (and the need for this given participants' changing circumstances was mentioned above); thirdly, participants aged over 50 were more likely both to enter work and to retain it; and fourthly, people need to self-assess their health status as (very) good to enter employment and a deterioration in health can lead to a premature exit from the labour market.

Effectively, Job Brokers can only improve their performance by addressing those factors under the 'Job Brokers', 'job' and 'employer' headings in Table 8.1. The other factors are not amenable to manipulation by Job Brokers. Nonetheless, the evaluation does suggest that there is much that Job Brokers could influence in order to help participants both find and retain employment, for example, by fostering close team working amongst advisers and, where possible, advising employers on making adaptations to the work environment to suit the needs of individual participants.

**Table 8.1 Factors affecting job entry and sustainable employment**

	Job entry	Sustainable employment
<p>Job Brokers' characteristics and activities</p>	<p>Strong organisational support for the Job Broker service within the parent organisation                      Availability of existing expertise and resources within the organisation                      Higher outcome-related payments for job entries                      Strong management of the NDDP contract, including active use of management information                      Close team working and strong team support                      Staff either worked on the Job Broker service exclusively or did not differentiate between their job broking work and their work on other contracts                      A core adviser working with participants throughout their contact with the service                      Proactive marketing, good links with other external services, and strong relationships with Jobcentre Plus                      Possibly delivering wider-ranging and more in-depth services                      A proactive approach to maintaining contact with participants</p>	<p>Job Brokers using management information systems to chase progress, for example, to ensure that evidence of sustained work was collected, had higher sustainability rates                      The better performing Job Brokers could also have designated specialist in-work workers                      Job Brokers with regular and personal contact that they initiated were achieving high or medium sustainability rates                      Financial advice from Job Brokers and the in-work tax credits participants received, both promoted job retention</p>
		<p>Continued</p>

Table 8.1 Continued

	Job entry	Sustainable employment
Participants' characteristics	<p>Women were slightly more likely to have found work than men</p> <p>White respondents were more likely to have entered work than respondents from other ethnic groups</p> <p>Participants aged 50 or over were slightly more likely than the younger participants to have entered work</p> <p>Those with no problems with English or Maths were more likely to have entered work compared to those with problems with English or Maths</p> <p>Respondents with a positive attitude towards work (at Wave 1) were more likely to have entered work at one year after registration than those with a neutral or negative attitude towards work</p> <p>Participants with a musculoskeletal condition were more likely to gain employment compared to those with other types of disability or health condition</p> <p>Participants at five months after registration who rated their health as (very) good or who said their health condition had no or little impact upon everyday activities were more likely to be in paid work than other participants</p> <p>Participants with a partner 12 months after registration were more likely to have entered work</p>	<p>Age of participant – participants aged 50 to 59 were more likely to be in the same job one year after registration (53 per cent) than those aged 16 to 29 (43 per cent)</p> <p>Participants' health status – 43 per cent of those whose job had ended, identified their health as playing some part in the job ending</p>

Continued

**Table 8.1 Continued**

	<b>Job entry</b>	<b>Sustainable employment</b>
<b>Region</b>	<p>Respondents in work one month before registration were highly likely to be in work post-registration</p> <p>Compared to participants living in the South West, those in London, the North West, the West Midlands, the East of England and the South East were less likely to enter work</p>	<p>Participants were more likely to stay in work if they were satisfied with their job</p>
<b>Employer</b>		<p>Job retention was assisted where employers were supportive and flexible in terms of making adaptations to the working environment and conditions of work</p>
<b>Job</b>		<p>Some jobs were temporary and had come to a natural end - 23 per cent of participants whose first post-registration had ended by Wave 2 said it had terminated for this reason</p> <p>The job could be unsuitable for the participant in terms of hours worked, the nature of the work and/or the individual's unrealistic/realistic expectations about what they could do</p>



# Appendix A

## Modelling movements into work I

### A.1 Binary logistic regression

A binary logistic regression was used to explore the characteristics associated with entering work, the results of which are summarised in Section 4.3.2. The stepwise method was used to introduce characteristics associated with entering work. This method ensures that only those variables that are statistically significant at  $p < 0.05$  are added to the model. In the logistic regression model one category of each variable has been designated the reference category and given the value 1.00 (and is highlighted in bold in the table). The other categories of the variable are contrasted with this. Values greater than 1.00 indicate that this category has a greater likelihood of having entered work; values below 1.00 indicate a lesser likelihood of having entered work.

**Table A.1 Variables used in the binary logistic regression model**

<b>Variables in the model</b>	<b>Odds ratios</b>
<b>Male</b>	
Female	1.238**
<b>Job Broker has a generic focus</b>	
Job Broker has a generic with specialist/specialist focus	0.713**
<b>Job Broker is in consortium/partnership</b>	
Job Broker not in consortium/partnership	0.847
<b>Job Broker and others delivered service</b>	
Mostly Job Broker or Job Broker only delivered service	0.929
<b>Historically disability focused</b>	
Not historically disability focused	0.872
<b>Involved in the NDDP pilot</b>	
Not involved in the NDDP pilot	0.905
<b>White</b>	
Ethnic minority	0.729*
<b>Aged 16-29</b>	
Aged 30-39	1.017
Aged 40-49	1.181
Aged 50-59	1.392*
Aged 60+	0.825
<b>Has qualifications</b>	
No qualifications	0.886
<b>Has problems with basic skills</b>	
Does not have problems with basic skills	1.397**
<b>Single with no children</b>	
Couple with no children	0.994
Couple with children	1.114
Single with children	1.334
Other	1.061
<b>Own</b>	
Rent	0.963
Other tenure	1.252
<b>Positive attitude to work</b>	
Neutral/negative attitude to work	0.669***
<b>Physical musculoskeletal (main)</b>	
No physical musculoskeletal (main)	0.496***

Continued



**Table A.1 Continued**

<b>Variables in the model</b>	<b>Odds ratios</b>
<b>Physical associated with chronic, systemic or progressive conditions (main)</b>	
No physical associated with chronic, systemic or progressive conditions (main)	0.596*
<b>Mental health conditions or disabilities (main)</b>	
No mental health conditions or disabilities (main)	0.649*
<b>Sensory disabilities (main)</b>	
No sensory disabilities (main)	0.943
<b>Learning disabilities (main)</b>	
No learning disabilities (main)	0.948
<b>Other disabilities (main)</b>	
No other disabilities (main)	0.718
<b>Wave 1 health status summary - very good/good</b>	
Wave1 health status summary - fair	0.742
Wave 1 health status summary - bad/very bad	0.462*
<b>Wave 2 health status summary - very good/good</b>	
Wave 2 health status summary - fair	1.432
Wave 2 health status summary - bad/very bad	1.832
<b>Health remained good/very good</b>	
Health declined to fair/bad/very bad	0.604
Health remained fair	0.952
Health improved to fair/good/very good	1.557
Health remained bad/very bad	0.713
<b>Wave 1 Activities limited a great deal by health condition</b>	
Wave 1 Activities limited to some extent by health condition	1.421
Wave 1 Activities limited a little/not at all by health condition	1.948*
<b>Wave 2 Activities limited a great deal by health condition</b>	
Wave 2 Activities limited to some extent by health condition	0.963
Wave 2 Activities limited a little/not at all by health condition	1.424
<b>Activities remained limited a great deal by health condition</b>	
Limitation improved to some extent/no limitations	1.410
Activities remained limited to some extent	1.356
Limitation declined to some/a great deal	0.914
Activities remained not at all limited	1.272
<b>Not socially excluded at Wave one</b>	
Socially excluded at Wave 1	0.803*
<b>Not socially excluded at Wave two</b>	
Socially excluded at Wave 2	0.837

Continued

**Table A.1 Continued**

<b>Variables in the model</b>	<b>Odds ratios</b>
<b>Responsibility for children (Wave 2)</b>	
No responsibility for children (Wave 2)	1.014
<b>Partner living in household (Wave 2)</b>	
No partner living in household (Wave 2)	0.583***
<b>South West Jobcentre Plus region</b>	
London Jobcentre Plus region	0.520***
Scotland Jobcentre Plus region	0.873
North West Jobcentre Plus region	0.660***
Wales Jobcentre Plus region	0.862
Yorkshire and the Humber Jobcentre Plus region	0.769
West Midlands Jobcentre Plus region	0.472***
East Midlands Jobcentre Plus region	0.707
North East Jobcentre Plus region	0.826
East of England Jobcentre Plus region	0.637*
South East Jobcentre Plus region	0.708*
Constant	4.535

Note: characteristics in bold are the reference categories.

Key: \*  $p < 0.05$ , \*\*  $p < 0.01$ , \*\*\*  $p < 0.001$

Unweighted base: 3,828

# Appendix B

## Modelling movements into work II

### B.1 Multinomial regression model

The activity categories used in the survey were merged to create the outcome variable.<sup>40</sup> The respondent's main activity since registration was priority coded into work, other work, voluntary work, seeking work, education and other inactive. Respondents with more than one activity were given the activity, which took priority as their main activity for the whole period. This meant a respondent who was in both employee work and education since registration, would be given work as their outcome.<sup>41</sup> Using this approach of prioritisation, the main outcomes are work (51 per cent<sup>42</sup>), seeking work (13 per cent) and inactive in the labour market (23 per cent). Individuals whose outcome was work, that is employee work (including part-time work and education), self-employed work and Permitted Work, were used as the reference category. A number of different demographic and health variables were entered in the multinomial regression.<sup>43</sup>

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<sup>40</sup> The multinomial regression would not run if there were too many outcome categories. In addition, the respondents whose activities were unknown were omitted from the analysis.

<sup>41</sup> Respondents were also grouped by the activity in which they spent the majority of their time since registration, however, cross-tabulations revealed there was little difference between the two and the priority coding outcome was used for the regression analysis.

<sup>42</sup> For this analysis, jobs that may have started before registration are included as a work outcome.

<sup>43</sup> The analyses were run in Stata using the `mlogit` command. The `enter` method was used to create the models.

The following table presents the odds ratios for respondents whose main outcome after registration was other work (supported or placement work) compared to respondents whose main outcome was work (employee work, including in education and working part-time, Permitted Work or self-employed work).

**Table B.1 Variables used in the multinomial regression model**

<b>Variables in the model</b>	<b>Odds ratios</b>
Was in work <sup>1</sup> before registration	0.029***
<b>Was not in work before registration</b>	
Has a positive attitude towards work	0.459**
<b>Has a neutral or negative attitude towards work</b>	
Wave 1 health status summary - very good/good	1.983
Wave 1 health status summary – fair	0.964
Wave 1 health status summary - bad/very bad	
Wave 2 health status summary - very good/good	1.519
Wave 2 health status summary – fair	1.749
<b>Wave 2 health status summary - bad/very bad</b>	
No condition at Wave 2	0.401
Condition at Wave 2 which limits daily activities greatly	2.664**
Condition at Wave 2 which limits daily activities to some extent	1.763
<b>Condition at Wave 2 which limits daily activities a little/not at all</b>	
Agree strongly that job is necessary	9.212*
Agree slightly	4.805
Neither agree or disagree	4.300
Disagree slightly	4.937
<b>Disagree strongly</b>	
Has problems with English/maths	1.563
<b>No problems with English/maths</b>	
Owner occupied	0.360**
Rents	0.623
Other	
West Midlands Jobcentre Plus region	1.285
Wales Jobcentre Plus region	0.873
South West Jobcentre Plus region	0.849
South East Jobcentre Plus region	0.694
Scotland Jobcentre Plus region	1.531
North West Jobcentre Plus region	0.564
North East Jobcentre Plus region	1.325
London Jobcentre Plus region	0.750
East Midlands Jobcentre Plus region	1.338
East of England Jobcentre Plus region	1.475
<b>Yorks and Humber Jobcentre Plus region</b>	

Continued

**Table B.1 Continued**

Variables in the model	Odds ratios
Qualification level 2	0.734
Qualification level 3	0.502
Qualification level 4	0.927
Qualification level 5	0.790
<b>Qualification level 1/no qualifications</b>	
Aged under 50 years	1.574
<b>Aged 50 years or over</b>	
Female	0.985
<b>Male</b>	
Other disabilities (main)	2.826*
<b>No other disabilities (main)</b>	
Speech impediment (main)	7.545*
<b>No speech impediment (main)</b>	
Learning disabilities (main)	6.549**
<b>No learning disabilities (main)</b>	
Sensory disabilities (main)	2.004
<b>No sensory disabilities (main)</b>	
Mental health conditions or disabilities (main)	2.399*
<b>No mental health conditions or disabilities (main)</b>	
Physical associated with chronic, systematic or progressive conditions (main)	1.662
<b>No physical associated with chronic, systemic or progressive conditions (main)</b>	
Physical musculoskeletal (main)	1.614
<b>No physical musculoskeletal (main)</b>	
Constant 0.004	

\*p<0.05, \*\*p<0.01, \*\*\*p<0.001

<sup>1</sup> 'Work' means employee work (including in education and working part-time), Permitted Work and self-employed work.

Weighted base = 3,957, unweighted base = 3,956



# Appendix C

## Characteristics associated with participants who started work or changed jobs and received in-work support

### C.1 Binary logistic regression

Participants who started a post-registration job or changed job were eligible for in-work support. A logistic regression was undertaken to examine the characteristics associated with receiving this support. The following personal and Job Broker characteristics were included in a logistic regression using the 'enter' method (that is, they were retained within the model even if they were not statistically significant):

- gender;
- age;
- educational attainment;
- household type;
- region;
- Job Broker service focus;
- Job Broker service delivery; and
- whether Job Broker was involved in NDDP pilot.

The stepwise method was then used to introduce a second block of characteristics associated with participants' health conditions and disabilities at the first wave. This

method ensures that only those variables that are statistically significant at  $p < 0.05$  are added to the model. This selection process was necessary because of the high degree of correlation between the individual health condition and disability variables. This second block contained the following variables:

- physical musculoskeletal condition;
- physical associated with chronic, systemic or progressive conditions;
- mental health condition or disability;
- sensory disability; and
- learning disability.

Finally, a third block of characteristics were made available to the model, again using the stepwise method, that captured respondents' health over time and how their health condition or disability affected their day-to-day activities over time, at five months and again at twelve months following registration.

**Table C.1 Characteristics of participants associated with the binary logistic regression model**

Variables in the model	Odds ratios
Female	
Male	0.816*
<b>Aged 50+</b>	*
Aged 16-24	1.033
Aged 25-49	1.291*
<b>No qualification or level 1 qualification</b>	
Level 2 qualification	1.051
Level 3 qualification	1.082
Level 4 or 5 qualification	0.857
Other educational qualifications	1.329
<b>Single with no children</b>	
Couple with no children	1.010
Couple with children	0.896
Single with children	0.669
Other	0.970

Continued



**Table C.1 Continued**

<b>Variables in the model</b>	<b>Odds ratios</b>
<b>London Jobcentre Plus region</b>	<b>**</b>
Scotland Jobcentre Plus region	0.845
North West Jobcentre Plus region	0.645
Wales Jobcentre Plus region	0.934
Yorkshire and the Humber Jobcentre Plus region	0.622
West Midlands Jobcentre Plus region	1.041
East Midlands Jobcentre Plus region	0.439**
North East Jobcentre Plus region	1.159
East of England Jobcentre Plus region	0.690
South East Jobcentre Plus region	0.906
South West Jobcentre Plus region	0.863
<b>Job Broker has a generic focus</b>	
Job Broker has a generic with specialist/specialist focus	1.713**
<b>Mostly Job Broker or Job Broker only delivered service</b>	
Job Broker and others delivered service	0.981
<b>Job Broker was not involved in NDDP pilot</b>	
Job Broker was involved in NDDP pilot	1.225
<b>Does not have a learning disability</b>	
Has a learning disability	2.007*
<b>Daily activities remained not at all effected by disability/illness</b>	<b>*</b>
One year after registration daily activities remained limited to a great extent	1.487*
Daily activities improved so limited to some/no extent	0.978
Daily activities remained limited to some extent	1.159
Daily activities declined so limited to some/a great extent	1.330
Constant	0.802

Note: characteristics in bold are the reference categories.

Key: \* p<0.05, \*\* p<0.01, \*\*\* p<0.001

Unweighted base: 2,093



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