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EVALUATION OF COMMUNITY JOBS SCOTLAND PROGRAMME

FINAL REPORT

**Training and Employment Research Unit (TERU)
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EXECUTIVE SUMMARY

Community Jobs Scotland Background

1. Community Jobs Scotland (CJS) is a Scottish Government funded job creation programme that performs a dual function as:
 - An employability programme providing young unemployed individuals with paid work and additional training to help them progress into sustainable employment.
 - A programme to support the development of third sector organisations.

Community Jobs Scotland Delivery

2. The main features of the programme are:
 - Jobs are created in third sector organisations.
 - Jobs last for 6 months (9 months for 16-17 year olds).
 - As a minimum, jobs consist of 25 hours per week and paid at national minimum wage.
 - Training and employability support is provided to support the development and progression of CJS employees.
3. The programme is managed by a partnership of the Scottish Government, Scottish Council for Voluntary Organisations and Social Enterprise Scotland. Working alongside the partnership are Jobcentre Plus and Skills Development Scotland who refer young people to the jobs created and the Wise Group who hold the Training and Employability Support contract for the programme.
4. The maximum funding available to employers for each job was £6,175, which was to cover wages and employers' National Insurance contributions, overheads, employer support and supervision costs, induction, on-the-job training and job search support. Funding of £750 per employee was also available for Training and Employability Support.

Community Jobs Scotland Outcomes

5. Community Jobs Scotland created 1,861 job starts with 448 employers.
6. The distribution of CJS employees across Scotland closely mirrored the distribution of 16-24 JSA claimants. However, the proportion of 16-17 year olds on the programme (4%) did not meet the aspiration (10%).
7. Of the 845 CJS employees who have either completed their CJS contract or left early:
 - 40% entered employment.
 - 4% entered further education or training.
 - 7% engaged in volunteering.
 - 43% entered unemployment.
 - The destinations of 6% were unknown.

Community Jobs Scotland Employee Feedback

8. 76% of CJS employees surveyed were either very satisfied or satisfied with the programme. None of the employees said that it had not helped them in any way.
9. Feedback was strongest in terms of support and supervision, the job itself and on-the-job training.

Community Jobs Scotland Employer Feedback

10. The motivation for most surveyed CJS employers to become involved was to provide work experience or to develop the skills of the unemployed.
11. 90% of surveyed supervisors/line managers were very satisfied or satisfied with their CJS employees.
12. Employers also identified a number of positive impacts on their organisations from taking on CJS employees, including adding to the range or variety of staff, bringing new skills or abilities and providing additional staffing resource – either for administrative or support tasks or to undertake specific projects.

Community Jobs Scotland Stakeholder Feedback

13. Stakeholders felt that the value of CJS was in:
 - Predominantly targeting unemployed young people at a time when there are few employment opportunities available to them.
 - Providing CJS employees with good quality work experience, skills, access to training and qualifications and references from employers, improving their employability and their chances of finding sustainable employment.
14. Feedback on the content and delivery of the programme was that:
 - The employer registration process was seen to work well – and over-subscription showed strong demand for the programme.
 - Initial problems were encountered with the recruitment process, but procedures were established to address these.
 - The jobs created were diverse, with good opportunities for people of different ages, skills and experience.
 - Employers were seen as being supportive and keen to provide a variety of training – but the Training and Employment Support contract was seen as a lost opportunity because of its delayed start.
 - The programme was seen to be well managed.

Conclusions and Looking Forward

15. CJS is a valuable programme that has been well-received by employees and employers. Key **strengths** include:
 - Meeting its twin aims of providing important employment opportunities while enabling third sector organisations to enhance their services.

- Giving young unemployed people across Scotland the opportunity of at least 6 months employment plus additional training.
- Creating diverse job opportunities in terms of occupations and skill levels.
- Increasing recognition of the third sector as a good, supportive employer with a number of long-term career opportunities available.
- The programme being well-delivered on a day-to-day basis with processes in place to fill vacancies promptly.
- The flexibility to provide for early entrants, employment terms above the minimum, and training provision to meet individual needs.

16. There have also however, been **weaknesses**:

- Up to 139 unemployed people were not able to access CJS jobs because of delays to the programme's start.
- No clear responsibility for helping CJS employees into employment beyond the duration of their contract, and no specific job brokerage role.
- Delays to the start of the Training and Employability Support contract led to a number of CJS employees not receiving their full training entitlement.

17. **Looking forward**, the 2012/13 CJS programme is to focus on 16-19 year olds with an anticipated 1,000 jobs created. Key issues to consider are:

- From 488 16-19 year olds in 2011/12 there will be 1,000 16-19 year olds in 2012/13. This is a significant scaling up of activities.
- Alternative recruitment methods could be more widely used to help employers identify the best candidates.
- Work readiness, particularly of 16-17 year olds, needs to be considered as many young people have no experience of the workplace.
- The cost and availability of public transport to the workplace as this becomes more important due to 16-19 year olds' access to private transport.

18. **Recommendations** for the programme include:

- Clearly communicating to employers the change to a programme targeted at 16-19 year olds – and its implications.
- Calculating job allocations across Scotland's 32 local authorities using MCMC data rather than 18-24 unemployment data.
- Ensuring that Jobcentre Plus and Skills Development Scotland work effectively in partnership, given the increased number of 16-17 year olds.
- Maintaining some flexibility in the eligibility criteria to help fill vacancies.
- Early agreement and implementation of how to approach the Training and Employability Support contract.
- Better integration with employability provision and skills pipelines through Community Planning Partnerships.
- Instigating an early review of the 2012/13 programme.

1. INTRODUCTION

Community Jobs Scotland Programme

Community Jobs Scotland (CJS) is a Scottish Government funded job creation programme that performs a dual function as:

- An employability programme providing young unemployed individuals with paid work and additional training to help them progress into sustainable employment.
- A programme to support the development of third sector organisations.

The programme is managed by a partnership of the Scottish Government, Scottish Council for Voluntary Organisations (SCVO) and Social Enterprise Scotland (SES). Working alongside the partnership are Jobcentre Plus and Skills Development Scotland (SDS) who refer young people to the jobs created and the Wise Group who hold the Training and Employability Support contract for the programme. The first call for employer applications went out in June 2011, with the first jobs filled in August 2011.

The main features of the programme are:

- Jobs are created in third sector organisations.
- Jobs last for 6 months (9 months for 16-17 year olds).
- As a minimum, jobs should consist of 25 hours per week and paid at national minimum wage.
- Training and employability support is provided to support the development and progression of CJS employees.

The **programme's indicative target for 2011-12 was to create up to 2,000 jobs**, of which:

- 10% are targeted at 16-17 year olds.
- 80% are targeted at 18-24 year olds who have been unemployed for 6 months.
- 10% are targeted at 25 year olds who have been unemployed for 6 months and live in areas of high unemployment.

Evaluation Aims and Objectives

The evaluation of the 2011-12 programme was carried out in May 2012 and has three broad aims:

- To assess the programme's performance to date.
- To capture the views of the programme's participants, employers and delivery partners.
- To make recommendations on how delivery can be improved in view of the Scottish Government's continued support for Community Jobs Scotland.

The evaluation consisted of interviews with CJS delivery partners and stakeholders; focus groups with CJS employees; an e-survey of CJS employers; analysis of CJS programme management information systems

data; and value for money comparisons with similar employability interventions. It has been structured into the following chapters:

- **Chapter 2: Community Jobs Scotland Delivery** – sets out how the programme is delivered and managed.
- **Chapter 3: Community Jobs Scotland Outcomes** – reviews programme performance and (where possible) benchmarks performance and value for money against similar programmes.
- **Chapter 4: CJS Employee Feedback** – reports on the findings of the CJS employee focus groups.
- **Chapter 5: CJS Employer Feedback** – reports on the findings of the CJS employer e-survey.
- **Chapter 6: Stakeholder Feedback** – reports on the findings of the delivery partner and stakeholder consultations.
- **Chapter 7: Conclusions and Recommendations** – overall assessment of the CJS programme and makes recommendations for its future delivery.

2. COMMUNITY JOBS SCOTLAND DELIVERY

Introduction

This chapter provides a concise overview of the CJS programme's delivery. The main components of the programme will be explained, with Figure 2.1 providing a reference point on how each component fits together. The main components are:

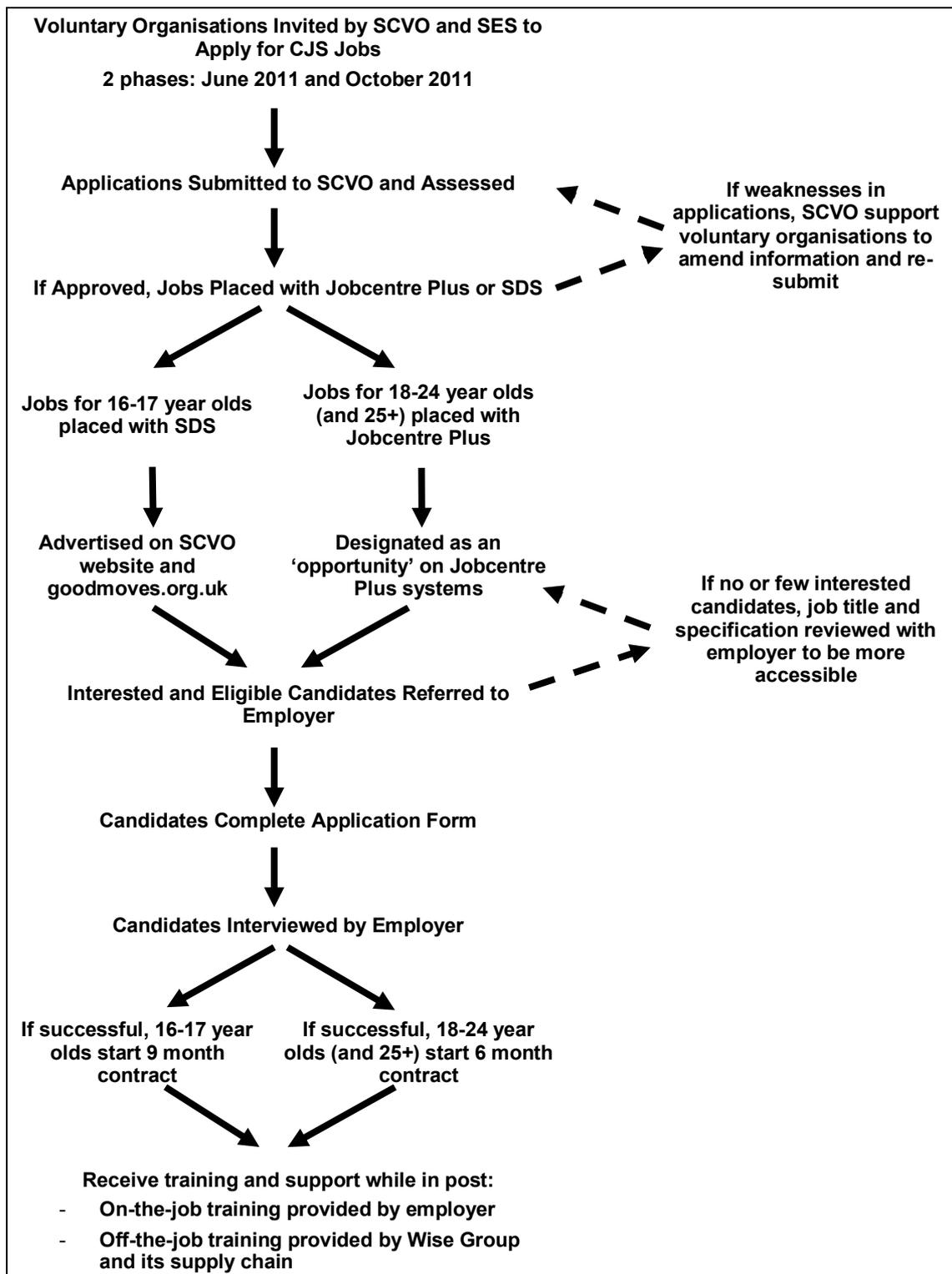
- Registration of employers.
- Recruitment.
- Community Jobs Scotland's jobs.
- Training and wider supports for CJS employees.

Registration of Employers

The registration process covers the marketing of the CJS programme to third sector organisations, supporting the employer application process and then agreeing on the allocation of CJS jobs. Taking each element in turn:

- **Marketing the CJS programme** was predominantly carried out through the membership of SCVO, SES and other third sector networks, such as the Third Sector Employability Forum. Organisations were invited to apply at two main stages (June and October 2011). In addition, there was widespread marketing prior to the programme beginning (i.e. February to June) and targeted marketing after October in underrepresented areas. Marketing involved:
 - Raising awareness of the CJS programme and what it involved.
 - Encouraging third sector organisations in all 32 local authority areas to apply for jobs.
- **Supporting the employer application process** was carried out by SCVO and involved:
 - Providing guidance and support to employers to meet the programme's application requirements.
 - Where weak or incomplete application forms were submitted by employers, SCVO contacted employers to explain where improvements to the application could be made and then encouraged re-application. In doing so, the capacity and expertise of third sector organisations were enhanced.
- **Allocation of CJS jobs** involved:
 - SCVO carrying out eligibility and compliance checks and scoring job applications against criteria (e.g. quality of job, community benefit, induction, job search, training and support, and contribution to sustainable employment).
 - The proposed allocation of jobs being approved by SCVO and SES with the Scottish Government acting in an advisory capacity.
 - Ensuring representative distribution of jobs across Scotland's local authorities based on 18-24 unemployment data.

Figure 2.1: Overview of Community Jobs Scotland Delivery



Recruitment

Once the jobs were approved, they were placed with Jobcentre Plus (for vacancies targeted at 18-24 year olds or 25 years and over in high unemployment areas) or SDS (for vacancies targeted at 16-17 year olds). Jobcentre Plus was the main recruitment intermediary, as just 73 of the CJS vacancies were targeted at 16-17 year olds.

The recruitment process differed somewhat between Jobcentre Plus and SDS.

- **At Jobcentre Plus:**
 - CJS jobs were designated as 'opportunities' on the Jobcentre Plus Labour Market System. This meant that vacancies were not visible to Jobcentre Plus customers and required Personal Advisers being aware of the CJS vacancies and making appropriate referrals.
 - Interested candidates would then be checked against their eligibility (6 months unemployed and not registered on the DWP Work Choices or Work Programme or SDS Training for Work) and then provided with a job description, referral letter and application form. Local discretion for early entry was possible for Jobcentre Plus customers under Early Entry criteria.
 - Once the application form was completed, it was sent to the employer and an interview would be arranged.
- **At SDS:**
 - CJS jobs were not directly advertised on SDS's website but instead on SCVO's **goodmoves** website. SDS advisors were therefore notified in advance about these vacancies and encouraged to refer appropriate 16-17 year olds to the jobs.
 - Interested candidates would then be provided with a job description, referral letter and application form. There is no criteria on length of unemployment for 16-17 year olds.
 - Once the application form was completed, it was sent to the employer and an interview would be arranged

Community Jobs Scotland Jobs

Successful applicants would start a 6 month contract (or 9 months for 16-17 year olds given that the National Minimum Wage for 16-17 year olds is lower and they are likely to benefit more from longer period of employment). The requirements of the jobs stipulate that:

- As a minimum, jobs should consist of 25 hours per week but employers could increase the number of hours.
- As a minimum, jobs were to be paid at national minimum wage but employers could increase the hourly pay rate.
- Jobs must offer demonstrable community benefit.
- Jobs must be additional and not be a substitute for existing jobs.
- CJS employees become full employees of the employing organisation and subject to the same terms and conditions as other employees.
- Training and employability support are required to support the development and progression of CJS employees.

The maximum funding available for each job was £6,175, which was to cover wages and employers' National Insurance contributions; overheads; employer support and supervision costs; induction, on-the-job training and jobsearch support.

Training and Wider Supports for CJS Employees

The programme stipulates that CJS employees receive ongoing training and support to enhance their sustainable employment prospects. There are three components to the training and support offer: on-the-job training from the employer; off-the-job training provided via the Wise Group contract or the employer; and support and supervision within the employing organisation. These are each outlined in more detail below:

- **On-the-job training** was to be provided by employers and consisted of in-house training courses and mentoring or shadowing of CJS employees by more experienced colleagues.
- **Off-the-job training** was provided through two sources:
 - The Training and Employability Support contract held by the Wise Group was available to all CJS employees. The contract was put out to Expression of Interest amongst SES's members and was finalised in early 2012. The purpose of the contract was to provide all CJS employees with employability, personal development and additional accredited training from the Wise Group or a specialist sub-contractor. The allocated training budget was £750 for each CJS employee.
 - Some employers also sourced off-the-job training for their CJS employees.
- **Support and supervision** was to be provided within the employing organisation with each CJS employee expected to have a designated supervisor or line manager to review performance and development needs on a regular basis.

3. CJS OUTCOMES CHAPTER

Introduction

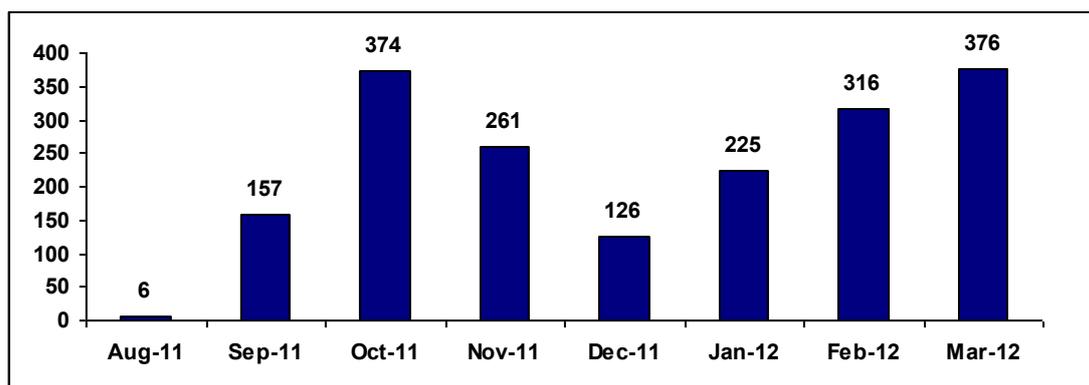
This chapter presents an overview of the CJS 2011/12 programme's performance using the available monitoring data collected by SCVO. Performance is summarised in terms of:

- Type and locations of the CJS jobs.
- Characteristics of the CJS employees.
- Outcomes achieved by the programme.

Jobs Created

CJS was created by the Scottish Government to support up to 2,000 unemployed young people. Over 2,000 job vacancies were created with 473 different employers and submitted to Jobcentre Plus or SDS, and of those jobs, 1,861 resulted in CJS job starts with 448 employers. 16 CJS employees could not complete their contracts with their original employer but were able to start a new 6 month contract with a different employer. In total, therefore, **the programme funded 1,861 jobs and employed 1,843 people¹**.

Figure 3.1: Start date of CJS Jobs



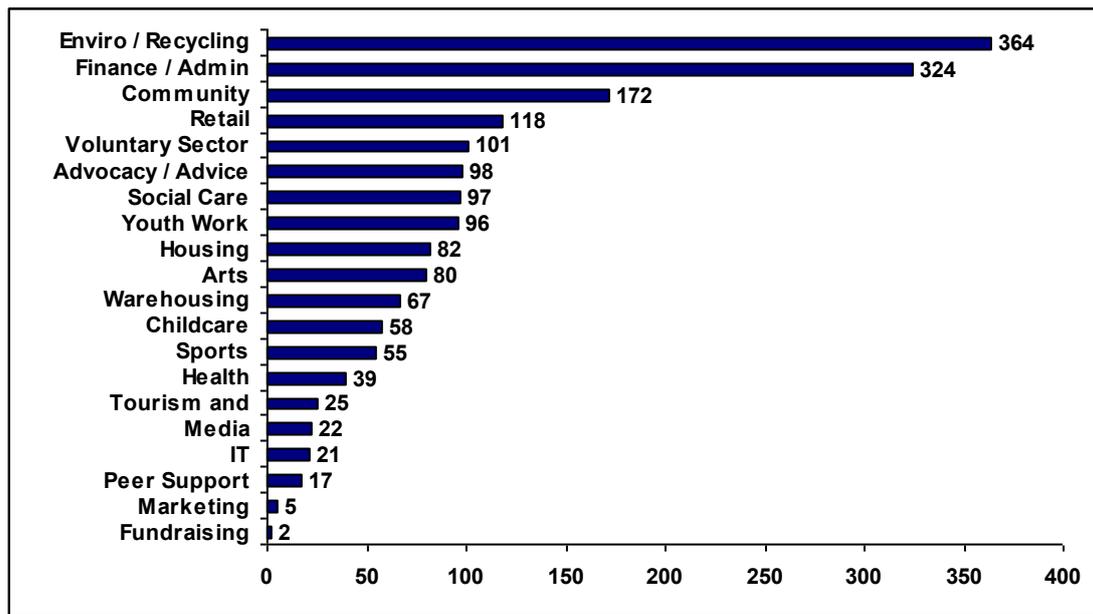
Source: CJS Programme Database

A key feature of the CJS programme is the diversity of the jobs. Indeed, the varied nature of the tasks involved in the jobs made it difficult to categorise some of the jobs. With this caveat, Figure 3.2 shows the range of jobs using SCVO's job classification, with the greatest number in:

- Environmental and recycling.
- Finance and administration.
- Community work.
- Retail.
- Voluntary sector development.

¹ While 2,000 jobs could have been filled in 2011-12, the delayed start of the programme meant that there were implications for the budget to cover on-going delivery costs in 2012-13. A decision was made to freeze the numbers at 1,861 to ensure the Scottish Government could meet its commitment to those already on the programme and ensure places and associated employability training were fully funded until December 2012.

Figure 3.2: Number of Jobs by Type of Job (SCVO Classification)

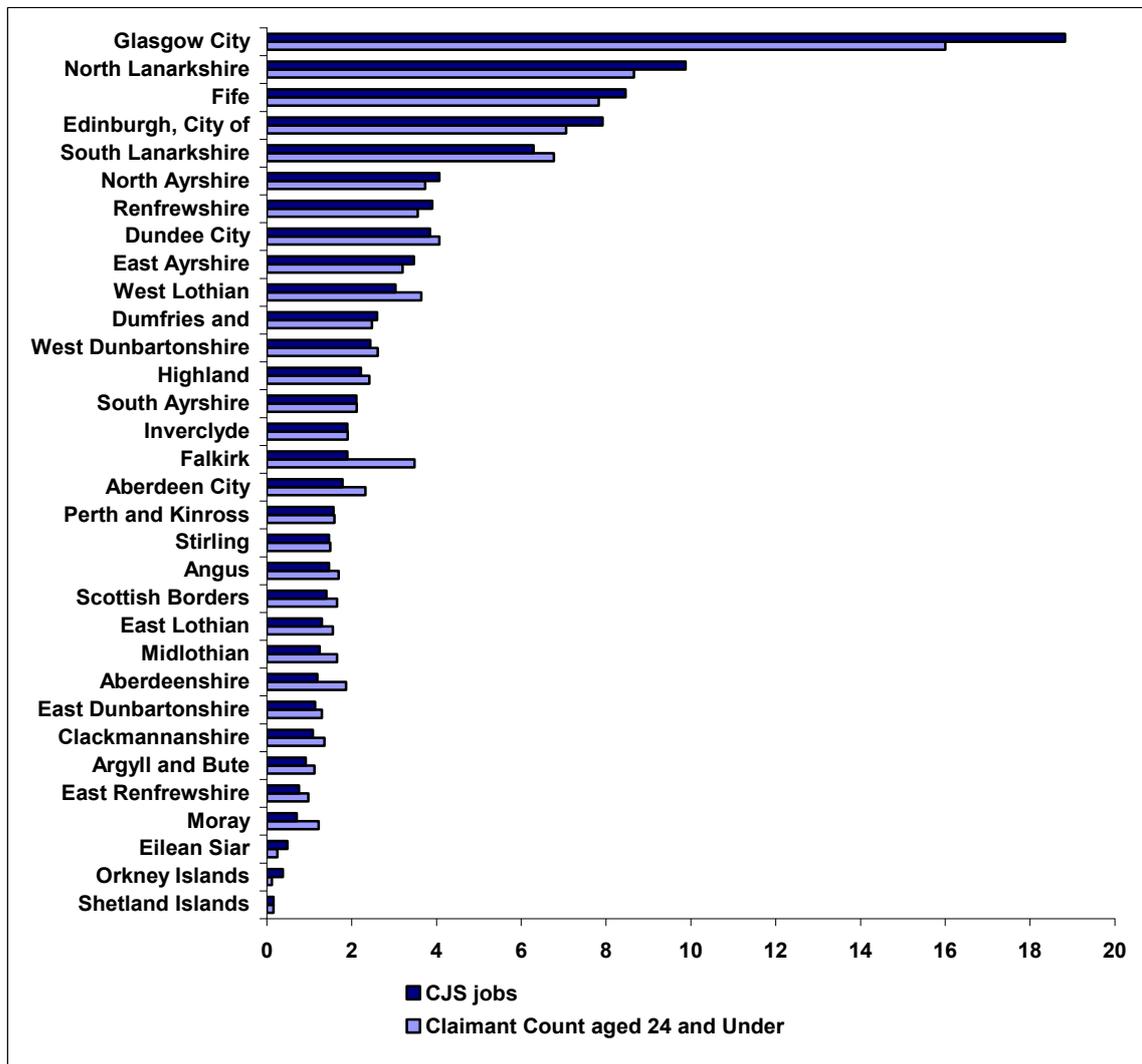


Source: CJS Programme Database

A further important feature of the CJS programme was the creation of jobs across all 32 of Scotland's local authority areas. Figure 3.3 shows that the distribution of the jobs closely mirrors the distribution of Scotland's 16-24 JSA claimants, which was a key aim of the programme.

- Some local authority areas were overrepresented, e.g. Glasgow, Edinburgh and North Lanarkshire.
- Others were underrepresented, e.g. Falkirk and Aberdeenshire.

Figure 3.3: % Distribution of CJS Jobs and JSA Claimants Aged 16-24 by Local Authority Area



Source: CJS Programme Database and Claimant Count

Characteristics of CJS Employees

The CJS programme was targeted at young unemployed individuals aged 16-24, but with 10% of jobs targeted at over-25s. Based on the age of participants when they started on CJS, the aspiration for 16-17 year olds (10%) was not met, while there were more opportunities for over-25s than originally anticipated.

- 73 (or 4%) were aged 16 to 17.
- 1,523 (or 83%) were aged 18 to 24.
 - Of these 415 (or 23%) were aged 18 to 19.
- 247 (or 13%) were aged 25 or over.

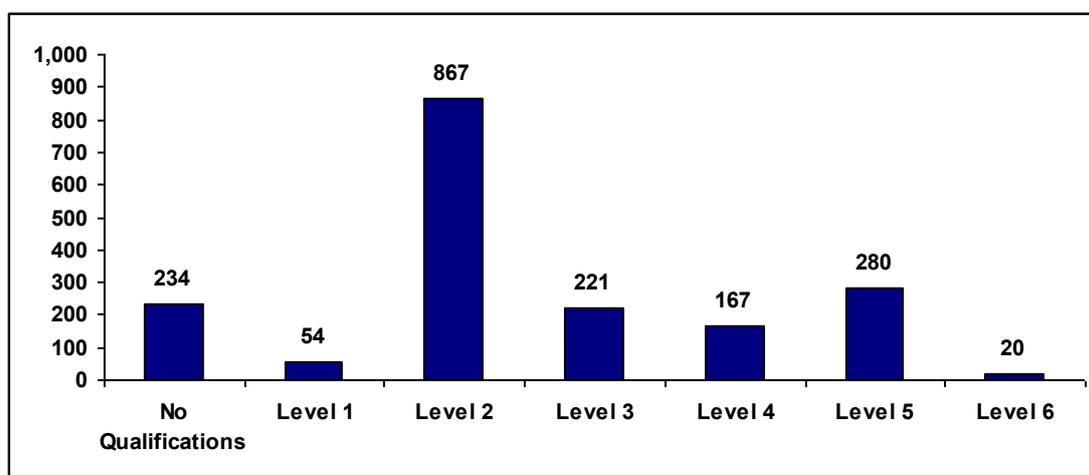
By gender, there were more males employed in CJS jobs:

- 1,173 (or 64%) males.
- 670 (or 36%) females.

There were no indicative targets set by gender but the gender split is broadly in line with the profile of the unemployed population.

By highest qualification held prior to starting on the programme, and using International Standard Classification of Education (ISCED) qualifications levels, Figure 3.4 shows that there was great diversity in the qualifications held by the CJS employees. Almost half had ISCED Level 2 qualifications (which includes Foundation Standard Grade to SVQ Level 2). 234 (or 13%) had no qualifications and 300 (or 16%) had degree level qualifications.

Figure 3.4: Highest Qualifications Level Held by CJS Employees (ISCED Qualifications Classification)



Source: CJS Programme Database

CJS Outcomes

The timing of the evaluation means that **998 CJS employees have not yet completed their CJS contract period**. The outcomes data presented can therefore only give an indicative picture of the CJS programme's achievements and is based on the 845 CJS employees who have either completed their CJS contracts or left early. Figure 3.5 shows that the 845 CJS employees breaks down as follows:

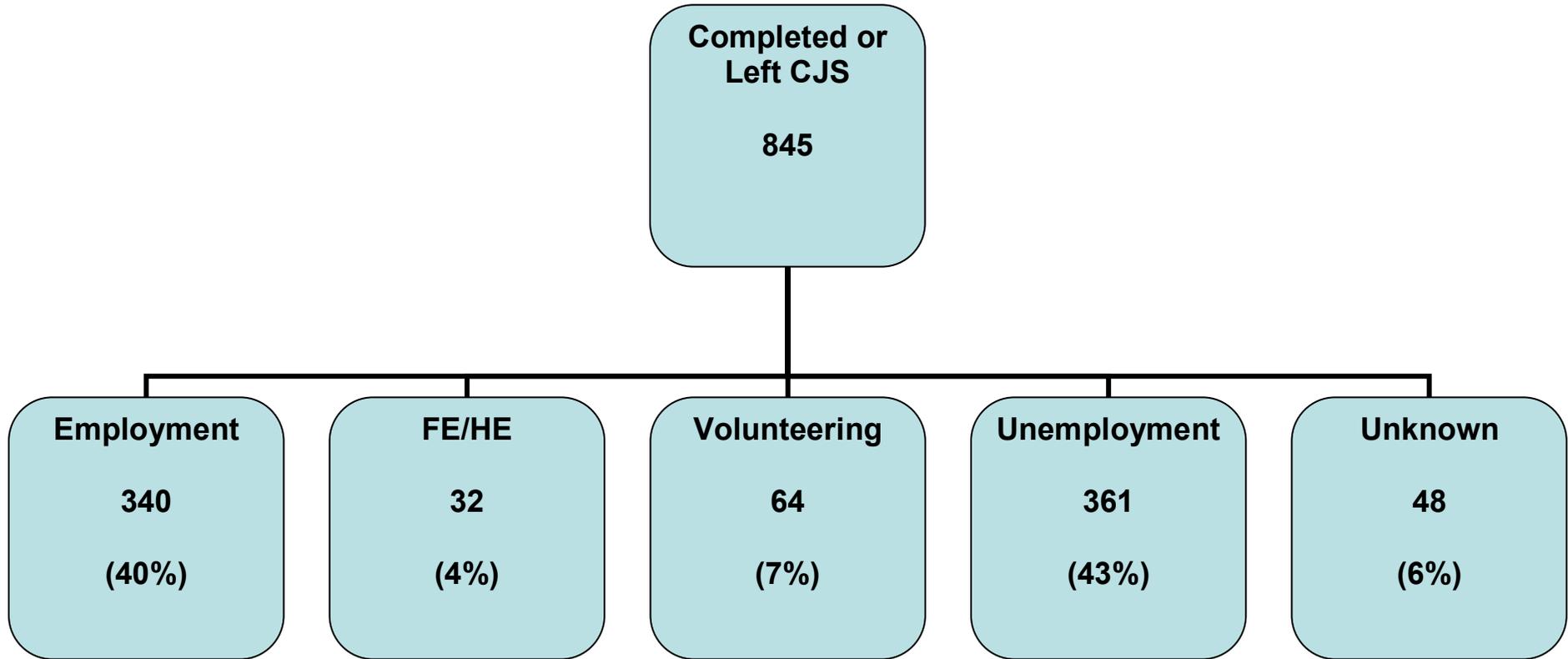
- 631 CJS employees have completed their CJS contract, of whom:
 - 262 entered positive destinations on completion: 240 into employment and 24 into FE or HE.
 - A further 63 were taking part in voluntary work.
 - 280 returned to unemployment.
 - The destinations of 24 completers were unknown.
- 214 CJS employees were early leavers, of whom:
 - 85 left for a positive destination: 81 to another job; 4 to start a course.
 - 129 left early for other reasons: 69 had stopped attending; 60 had been dismissed. Of these 19 entered employment, and 4 had started a course.

48% of those who left early to enter employment did so in the last two months of their CJS contract – in order to avoid a period of unemployment once their CJS contract had come to an end.

Overall, 340 entered employment. Of these:

- 44% (150) got a job with their CJS employer.
- 52% (176) got a job with another employer in the private, public or voluntary sector.
- 4% (14) moved into self employment.

Figure 3.5: Destinations of CJS Employees



Source: CJS Programme Database

By age group, **employment outcomes were slightly stronger amongst those aged 25 or over:**

- Only 8 of the 73 CJS employees aged 16/17 had completed or left CJS. It is too early to draw any conclusions about job entry rates for this group, as they are employed for 9 months and are only just starting to complete their contracts – but these figures may indicate that this group are less likely to leave early because they have found another job.
- Of the 723 18-24 year olds who had completed CJS or left early:
 - 288 (40%) entered employment
 - 30 (4%) entered FE/HE
 - 51 (7%) were taking part in voluntary work
 - 313 (43%) returned to unemployment
- Of the 114 CJS employees aged 25 or over who had completed or left:
 - 52 (45%) entered employment
 - Only one had entered FE
 - 14 (12%) were taking part in voluntary work
 - 43 (38%) returned to unemployment

Figure: 3.5: Destinations of CJS Completers/Leavers (%)

	16/17	18-24	25 Plus	Total
Employment	-	40	45	40
FE/HE	13	4	1	4
Voluntary Work	-	7	12	8
Unemployment	75	43	38	43
Unknown	12	6	4	5

Source: CJS Programme Database

Looking forward, CJS will focus on 16-19 year olds in 2012/13. **Of the 202 16-19 year olds who had completed or left CJS, 32% had entered employment.** The job entry rate for this age group is therefore lower than for older CJS employees and sets out the scale of the challenge for the programme in 2012/13.

Benchmarking with Other Programmes

Based on the 845 CJS employees who have either completed or left the programme early, there have been 340 people entering employment (although monitoring data does not provide further information on who the employer is – e.g. has the employee been kept on by their CJS employer or another third sector organisation). **This is a job entry rate of 40%.** This can be broken down into:

- A 38% job entry rate amongst those completing the full term of their CJS employment.
- A 47% job entry rate amongst those who had left the programme early, which reflects the fact that some of the most able employees find alternative, sustainable jobs more quickly.

The best programme to benchmark with is the Future Jobs Fund programme, which also consisted of a 6 month paid employment opportunity along with training and support. As a benchmark, *Future Jobs Fund: An Independent National Evaluation* (Centre for Economic & Social Inclusion, 2011) finds across the UK there were:

- 105,230 FJF starts nationally.
- **Up to 32% of FJF starts were early leavers** and did not complete the 6 months, although an estimated 60% of these left to enter employment.
- An estimated **43% of FJF participants entered employment.**

Comparing Community Jobs Scotland to the UK-wide FJF programme, with the caveat that slightly different methodologies have been used to measure outcomes, there would appear to be:

- Fewer early leavers, i.e. 25% CJS compared with 32% FJF, but fewer then go on to employment (47% CJS compared with 60% FJF).
- Similar job entry rates (40% CJS compared with 43% FJF).

The job entry rates in particular reflect well on CJS given the high youth unemployment rates experienced currently.

4. FEEDBACK FROM CJS EMPLOYEES

Introduction

This chapter draws on the views and experiences of 75 CJS employees invited to focus groups arranged in Aberdeen, Alloa, Cumbernauld, Dumfries, Edinburgh, Forres, Glasgow, Huntly, Kilmarnock, Kirkcaldy, Port Glasgow and Twechar. By arranging focus groups across Scotland, the aim was to capture the diversity of job roles and employers involved in the programme. Employee views were captured through a short questionnaire and focus group discussions.

Finding Out About Community Jobs Scotland

Depending on their age, CJS employees were referred to CJS vacancies by either Jobcentre Plus (if aged 18 or over) or Skills Development Scotland (if under 18). However, many CJS employees first heard about CJS through other routes and subsequently enquired at their local Jobcentre Plus or Skills Development Scotland office about the vacancies. These other routes included:

- Individual's own internet job search.
- Previous volunteering with the host employer and being told about the CJS vacancies.
- Friends and family.

Hearing about CJS through routes other than Jobcentre Plus or SDS did, in some cases, cause confusion because some applicants were not immediately eligible for CJS and encountered different responses on whether they could be granted access to the CJS vacancies. Some young people felt they were only referred to a CJS vacancy on account of their persistence with their Personal Advisor.

Attraction of CJS to Unemployed

The CJS employees were asked how important a number of factors were in attracting them to CJS, with a score of 5 'very important' and a score of 1 'not at all important'. In Figure 4.1, the breakdown of scores is provided, alongside the average score.

The first thing to note is that all the average scores were above 3, the mid-point of the scale. All factors except the job on offer had scores of 4 or above, suggesting these factors were particularly important in attracting individuals to CJS. Being paid a wage and having an opportunity to use their skills and experience were rated most highly, with around 60% saying that these were 'very important'. The fact that the programme offered a 'real job' was also important – although some participants felt that the nature of the programme was not made clear to them by their Jobcentre Plus or SDS advisor at the outset.

Figure 4.1: Factors Attracting Individuals to CJS

	% Saying					Average Score	Did not know (%)
	Very important		Not at all important				
	5	4	3	2	1		
Paid a wage	63	24	12	2	0	4.5	-
Opportunity to use skills or experience	57	36	4	3	0	4.5	-
Real job – not a scheme	55	28	13	0	3	4.3	3
Opportunity to get training or qualifications	50	32	12	4	2	4.3	3
At least 25 hours work/week	49	31	13	4	3	4.2	-
Type of work (e.g. working outside, office job)	39	37	18	6	0	4.1	1
Work I am doing helps the community	36	37	25	2	0	4.1	4
Job on offer (e.g. youth work, leisure, health)	25	31	33	6	5	3.7	3

Source: TERU CJS Employee Survey

Feedback from the focus group discussions backed up these findings, with the elements that most attracted employees to CJS including:

- Getting a job when they had previously struggled to get even an interview.
- Earning a wage.
- Doing a job that aligned with their career aspirations – for example providing ‘a foot in the door’ to work in the third sector.
- Doing a job that built on previous qualifications or courses they had done.
- Being able to progress from being a volunteer to a paid employee.
- Securing a local job.
- The opportunity to access training and to gain new skills and qualifications.

Participants were split on the importance of the number of hours per week on offer.

- Some stressed that they would have been much less keen on CJS had there been fewer hours on offer.
- A small number of participants said that they had taken second part-time jobs in order to make ends meet – indicating that they would have preferred more hours, particularly amongst over 25s to help meet the 30 hour tax credit threshold.
- Some participants had been employed for more than 25 hours per week, at least for some of the period of their contract – this is clearly a positive development.

Recruitment and Selection Process

Having been referred to the vacancy, most CJS employees were generally satisfied with the amount of information they had about the job. However, some were critical in relation to:

- Not being given sufficient information about the job, meaning they went into their interview poorly prepared and not knowing what the job involved. Indeed, some felt that they needed to approach employers directly for information about the vacancy as they were not given enough detail by their Jobcentre Plus advisor.
- Having very little notice in advance of their interview – in one case less than a day – to enable them to prepare adequately.

Figure 4.2: Views of Recruitment and Selection Process

	% Saying					Average Score	Not received (%)
	Very satisfied		Not at all satisfied				
	5	4	3	2	1		
Information before starting the job	28	32	30	10	0	3.8	6

Source: TERU CJS Employee Survey

Views of the Jobs

The CJS employees were generally very satisfied with the jobs they were doing. The elements they appreciated most were:

- The diversity of tasks that the jobs involved.
- Getting paid.
- The routine of going to work every day.
- Working in a team, and feeling like a valued member of the organisation.
- The support and encouragement they received from their manager and colleagues.
- Being given responsibility for specific tasks.
- Feeling that their job helps (at least in some way) the wider community.

There were, however, a small number of issues that some CJS employees raised that could be improved upon in the future. These included:

- Amount of work – with some saying that they had too much work, while some said there was not enough work for them.
- Type of work – with some saying that they felt their skills were not being fully utilised, or that they had to push their employers to allow them to take on more responsibility or more complex tasks.
- The short duration of the jobs was an issue for some, who felt that this limited their ability to become involved in longer-term projects and to gain more experience.

Figure 4.3: Views of CJS Jobs

	% Saying					Average Score	Not received (%)
	Very satisfied		Not at all satisfied				
	5	4	3	2	1		
Support and supervision	68	12	20	0	0	4.5	2
The job itself	53	33	14	0	0	4.4	-

Source: TERU CJS Employee Survey

Views of Training and Support

In asking CJS employees about the training they received, a distinction was made between the training provided on-the-job or sourced by the employer and the off-the-job training provided via the Wise Group and its partners. The distinction was important because the views differed between the two types. Considering the **on-job-training and that sourced by the employer** first, the CJS employees were generally very positive with an average score of 4.3. This was based on:

- The good quality support and supervision provided by their line manager, supervisor and other colleagues in enabling them to learn new work-related skills.
- The range of local training courses that their employer signed them up to, many of which led to certificates (e.g. from First Aid to Food Hygiene to Youth Work).

In contrast, the CJS employees were less positive about the **off-the-job training** provided via the Training and Employability Support contract. In the main, their criticisms relate to the late and limited contact they had from the Wise Group or their partners. For example:

- Initial contact was made towards the end of their job contract.
- Initial contact was unprofessional – e.g. the training representative was poorly prepared.
- No follow up was made after the initial meeting.
- There was limited choice in the training courses available.

The views of those who did access training via the Training and Employability Support then tended to find the courses of limited value. For example, the employability course was seen to repeat previous training they had received at school, college or on other programmes – i.e. repeating guidance on CVs, application forms and covering letters. However, some did appreciate the opportunity to learn new skills that differed from their job role but would help with other jobs. For example, a trainee gardener valued the ability to do an IT course.

Figure 4.4: Views of CJS Training

	% Saying					Average Score	Not received (%)
	Very satisfied		Not at all satisfied				
	→						
	5	4	3	2	1		
On-the-job training to develop my skills	48	38	12	1	1	4.3	2
Induction to the job	48	33	18	2	0	4.3	-
Off-the-job training to develop my skills	26	33	31	7	3	3.7	19

Source: TERU CJS Employee Survey

In addition to the on-the-job and off-the-job training, a small number of the young people at the focus groups said they were paying for additional training themselves, despite not seemingly accessing any other training courses through Community Jobs Scotland.

Participants also had mixed views of the support on offer to help them to find another job. This received an average score of 3.5, the lowest of all the elements of CJS – although still above the midpoint – while 20% of participants had not received any help with finding another job. Experiences varied widely between participants, with the most supportive employers giving their employees time to search for jobs online or putting them in touch with contacts in the third sector who may have job vacancies.

Figure 4.5: Views of Support beyond CJS

	% Saying					Average Score	Not received (%)
	Very satisfied		Not at all				
	→						
	5	4	3	2	1		
Help with finding another job	20	35	25	12	8	3.5	20

Source: TERU CJS Employee Survey

Overall Views of CJS

Having looked at the specific elements of CJS, Figure 4.6 shows that the overall score the CJS employees gave the programme was 4.0. This is well above the mid-point and indicates that despite some shortcomings, many valued the programme and have valued their time on it.

Figure 4.6: Overall View of CJS

	% Saying					Average Score
	Very satisfied		Not at all satisfied			
	—————→					
	5	4	3	2	1	
CJS as a whole	32	44	19	5	0	4.0

Source: TERU CJS Employee Survey

Impact of CJS

Finally, CJS employees were asked how CJS had helped them. As Figure 4.7 shows, the most commonly mentioned benefits were:

- Gained work experience.
- Opportunity to earn a wage.
- Can get a reference from my employer.
- Improved my skills.

More generally two elements are positive:

- The proportions saying CJS has helped them are high for the majority of options.
- None of the participants said that CJS had not helped them in any way.

Figure 4.7: How CJS Helped Them (% of CJS Employees)

Impact of CJS	Percentage
Gained work experience	93
Opportunity to earn a wage	89
Can get a reference from my employer	87
Improved my skills	84
Improved my chances of getting another job	74
Improved my confidence	70
Chance to prove myself with an employer	64
Helped me get used to working	47
Gained a qualification	33
Has not helped in any way	0

Source: TERU CJS Employee Survey

From the focus groups, the vast majority felt CJS has had a positive impact on their lives and future employment prospects. Examples include:

- Being offered a permanent contract with the same employer.
- Having their initial 6 month contract extended – e.g. by 2 months.
- Continuing to volunteer (with the hope of gaining some form of employment with the employer).

- Getting some personal clarification on what their preferred career direction would be or simply opened up new employment horizons that they may not have previously considered.
- Gaining practical, on-the-job experience to complement their academic qualifications.
- For those with no previous work history, having a work-related reference was felt to be extremely useful when applying for other jobs.

While everyone at the focus groups valued Community Jobs Scotland, some felt disappointed that when their contract comes to an end they expect to be 'back to square one'. For some this is particularly difficult as they have become accustomed to earning money, doing a job they have really enjoyed and being part of the workforce. They therefore fear the return to unemployment and struggling to find a job. While 74% of participants felt that CJS had improved their chances of finding another job, and some had already secured employment or education for when their contracted ended, many nevertheless felt pessimistic about their chances of being able to find work given the limited number of opportunities in the current labour market.

Improvements

Focus group participants were asked about what improvements they thought could be made to CJS – particularly in order to give participants a better chance of finding a job at the end of it. Some common suggestions included:

- Ensure that all Jobcentre Plus and SDS advisors are fully aware of Community Jobs Scotland, the available vacancies and who is eligible for it.
- Provide clear information about the job and employer at the outset – i.e. prior to applying for the job.
- Improvements in the off-the-job training that is provided – with training beginning earlier and a wider range of options in the training courses that can be accessed.
- Some mechanism to ensure that employees are receiving the training and support that they are entitled to – for example a central contact at SCVO for employees to get in touch with.
- Greater flexibility in pay and hours to suit personal circumstances.
- Providing longer job contracts – many participants felt that they only become fully proficient in the job at months 4 to 5, i.e. soon before it comes to an end.
- Ensuring that employers provide personal references to support participant's job applications.
- Clearer future progression opportunities once the CJS contracts come to an end.

5. FEEDBACK FROM CJS EMPLOYERS

Background

This chapter reports on the findings of an e-survey of CJS host employers across Scotland. Using SCVO's database of all CJS posts, the survey was sent to each employer's designated key contact with instructions that the survey be forwarded to and completed by the direct supervisors/line managers of the CJS employees. In total, the survey was completed by 280 supervisors/line managers responsible for over 895 CJS employees.

Reason for Involvement

To begin, the e-survey asked supervisors/line managers why their organisation got involved in the CJS programme. Figure 5.1 shows that the most common reasons tally with the employability and organisational development aims of the programme. The most common reasons are:

- To provide work experience to the unemployed.
- To develop the skills of the unemployed.
- To improve our services.

**Figure 5.1 Reasons for Getting Involved in CJS
(% of Supervisors/Line Managers)**

	Percentage
To provide work experience to the unemployed	94
To develop the skills of the unemployed	86
To improve our services	48
To increase our workforce	37
To help find new recruits	31
To introduce new services	19
Other	4

Quality of CJS Employees

The e-survey then asked questions relating to the quality of their CJS employees. Overall, supervisors/line managers were highly satisfied with the quality of their CJS employees (Figure 5.2). Specifically:

- 50% were 'very satisfied' and 40% were 'satisfied'.
- 9% of supervisors/line managers were either 'dissatisfied' or 'very dissatisfied'.

**Figure 5.2: Satisfaction with CJS Employees
(% of Supervisors/Line Managers)**

	Percentage
Very satisfied	50
Satisfied	40
Neither satisfied nor dissatisfied	7
Dissatisfied	2
Very dissatisfied	0

The CJS supervisors/line managers were asked what most impressed them about some or all of their CJS employees. The elements identified most were the CJS employees' (Figure 5.3):

- Willingness to learn.
- Ability to get on with other staff.
- Positive attitude to work.
- Ability to follow instructions.

**Figure 5.3: Most Impressive Features of CJS Employees
(% of CJS Supervisors/Line Managers)**

	Percentage
Willingness to learn	83
Ability to get on with other staff	79
Positive attitude to work	71
Ability to follow instructions	70
Good attendance rate	65
Stayed in job – didn't drop out	65
Good time keeping	62
Level of basic skills (e.g. literacy & numeracy)	61
Level of enthusiasm / motivation	56
Level of communication skills	48
Effectiveness / productivity in the job	47
Level of ICT skills	41
Came with good understanding of what job entailed	34
Level of confidence	31
Level of job skills	29
Other	5

Note: Multiple response

The CJS supervisors/line managers were asked what problems they faced with some or all of their CJS employees. Figure 5.4 shows that the most common problems faced were the CJS employees’:

- Lack of confidence.
- Poor attendance rate.
- Poor time keeping
- Lack of enthusiasm and motivation.

**Figure 5.4: Problems Faced with CJS Employees
(% of CJS Supervisors/Line Managers)**

	Percentage
Lack of confidence	52
Poor attendance rate	36
Poor time keeping	31
Lack enthusiasm / motivation	28
Negative attitude to work	26
Poor communication skills	25
Poor job skills	24
Came with poor understanding of what job entailed	24
Poor basic skills (e.g. literacy & numeracy)	24
Unable to follow instructions	17
Disciplinary issues	16
Didn't stay in job long – dropped out	14
Poor ICT skills	11
Not willing to learn	9
Other	11

Note: Multiple response

CJS supervisors/line managers were asked to compare their CJS employees with their other employees:

- On **different work-related criteria**, and
- **Over time** to see whether the CJS employees have progressed since beginning their jobs.

The key finding is that the CJS supervisors/line managers have seen a positive development in their CJS employees.

- All criteria show that CJS employees have improved over time.
- The greatest change is in CJS employee effectiveness/productivity in the job. From 64% being ‘better’ or the ‘same’ as their other employees, the percentage increased to 85%.

**Figure 5.5: CJS Employees Compared to Other Employees
(% of Supervisors/Line Managers)**

	AT THE BEGINNING			NOW		
	Better	Same	Worse	Better	Same	Worse
Effectiveness/productivity in the job	6	58	36	15	70	16
Commitment to the job	10	74	16	18	69	14
Reliability	7	71	22	12	75	14
Enthusiasm / motivation	15	68	18	17	70	14
Disciplinary issues	6	82	12	8	86	6

Impact of Community Jobs Scotland

Job Retention

This section looks at the impact of CJS in terms of reported employment outcomes and changing perceptions of the unemployed. Looking first at employment outcomes, CJS supervisors/line managers were asked whether they would keep their CJS employees on after their 6 months. **Based on the CJS supervisors/line managers' who responded to this question, the survey finds that of the 813 CJS employees they were responsible for:**

- **126 (or 15%) CJS employees will be kept on after their contracted 6 or 9 months.** This figure is consistent with Chapter 3's employment outcomes data that shows 150 CJS employees in total have been kept on by their CJS employer.
- **An additional 439 (or 54%) CJS employees would be kept on if the employer had the jobs to offer them.**

Perceptions of Line Managers

CJS supervisors/line managers were asked whether their perceptions of the unemployed had changed following their involvement with CJS. Across the different age ranges, Figure 5.6 shows:

- Perceptions have changed most about 18-24 year olds with 44% of CJS supervisors/line managers now having a 'much better' or 'better' perception of 18-24 year olds who are unemployed.
- 38% of CJS supervisors/line managers have a 'much better' or 'better' perception of:
 - The unemployed aged 25 or over.
 - The unemployed aged 16-17.

Figure 5.6: Perceptions of the Unemployed by Age Group following Community Jobs Scotland (% of Supervisors/Line Managers)

	16-17 Year Olds	18-24 Year Olds	25 Years and Over
Much better perception of the unemployed	5	16	13
Better perception of the unemployed	33	28	25
No change	57	51	56
Worse perception of the unemployed	5	5	4
Much worse perception of the unemployed	0	0	2

Note: The number of supervisors/line managers providing an answer for each category were 21; 243; and 55.

Impacts on Organisations

Employers were asked about the impacts on their organisation of employing people through Community Jobs Scotland. Some of the positive impacts reported by employers included:

- CJS recruits adding to the range or variety of staff in the organisations – in terms of age, gender etc.
- Bringing new skills, abilities and ‘fresh ideas’ to the organisation.
- Additional staffing resource for administrative or support tasks, allowing other staff to concentrate more fully on delivering services and contributing to the smooth running of the organisation.
- Providing staffing for a particular project – e.g. marketing, updating website, social media – that otherwise would not have been a priority or could not be afforded.
- Enabling organisations to extend their service – e.g. providing longer opening hours or helping more people.
- Enabling organisations to develop and deliver new services.

Specific Examples of CJS Impacts on Organisations

- Our CJS employee has **“undertaken research prior to our aim of starting a bike recycling project”**.
- Our CJS employees have **“provided driver, storeperson and administrative capacity to support the growth we have planned for and are realising”**.
- **“Having the extra employees took some of the pressure off our existing staff and enabled us to give even more attention to our customers”**.
- CJS **“has highlighted applicants who may not normally apply to us for a job”**.
- **“The CJS employee has been able to provide admin support to our volunteer advisers and assist the manager in the preparation of statistical reports. Noticeboards and leaflets have been kept up to date and relevant – a task which can often be overlooked in a busy office”**.
- Our CJS employee **“has improved the operational side of our organisation. She has taken on a wide variety of roles and completed them with accuracy and speed. This has allowed us to implement improvements at a much greater speed than would have been possible without her”**.

On the other hand, some employers did highlight negative impacts on their organisation. In particular, these related to:

- The time taken to train recruits up to the required standard and to support them to do the job.
- Dealing with absence and other issues. While they were in a minority, organisations that had poor experiences or problems with recruits found themselves devoting significant time and resources to these.

In both these cases, this had an impact on their ability to concentrate on their core activities – particularly where organisations were small.

Impacts on Wider Community

Employers were also asked about the impacts that participating in CJS had on their communities or on the people that they were funded to serve. These tended to fall into two categories:

- The benefits to the community of young people being offered employment opportunities and training through CJS.
- The benefits to clients and communities of organisations being able to improve or extend the service that they could provide as a result of the additional staffing available to them. In some cases, CJS recruits were well placed to deliver services – for example, being able to build

relationships or act as role models for young workless people from similar backgrounds.

Overall Assessment of Community Jobs Scotland

To gain supervisors/line managers' overall assessment of the programme, they were first asked to reflect on five different elements of the programme. As shown in Figure 5.7:

- The CJS employer registration process scored highest with 72% of supervisors/line managers rating it 'very good' or 'good'.
- The recruitment/referral process, the amount of paperwork/administration, and the support available to employers scored similarly.
- The training provided to CJS employees scored lowest with 35% of supervisors/line managers rating it 'very good' or 'good' and 25% rating it 'poor' or 'very poor'.

**Figure 5.7: Rating of Elements of Community Jobs Scotland
(% of Supervisors/Line Managers)**

	Very Good	Good	OK	Poor	Very Poor
CJS employer registration process	22	50	24	4	0
Process of recruiting CJS employees	15	37	35	10	4
Training provided to CJS employees	11	24	40	17	8
Amount of paperwork / administration	14	34	47	4	1
Support available to you as an employer	15	34	40	8	4

Asked to elaborate on any problems the supervisors/line managers faced, the main problems related to:

- **Difficulties receiving referrals from Jobcentre Plus**, which generally led to fewer applicants being put forward than expected – 18% of supervisors/line managers.
- **Delays to the Training and Employability Support contract** which meant that CJS employees did not gain adequate access to external training – 17% of supervisors/line managers.
- **Poor attitude to work amongst CJS employees** – 4% of supervisors/line managers.
- **Poor application forms and preparation of CJS applicants** – 4% of supervisors/line managers.
- **Unclear and/or inflexible eligibility rules for CJS applicants** – 3% of supervisors/line managers.
- **Too much paperwork** – 2% of supervisors/line managers.

Supervisors/line managers were then asked about whether the funding provided to them was sufficient to cover the full costs of employing and supporting their CJS employees. While some supervisors/line managers would not have been fully aware of the funding surrounding the CJS

employees they were supporting, the **amount of funding appears about right**:

- 41% said the monies covered costs in full with no monies left over.
- 23% said small levels of additional funding were required.
- 16% said some monies were left over.
- 20% did not know.

Leading on from the above question, supervisors/line managers were asked if they would participate in the CJS programme if only the wage costs of the CJS employees were met. Their responses find that:

- 36% would definitely participate.
- 33% would probably participate.
- 9% would not participate.
- 22% did not know.

Finally, CJS supervisors/line managers were asked to assess the programme against its two key aims.

- To support people towards and into sustainable employment; and
- To support the development of third sector organisations.

Figure 5.8 shows supervisors/line managers believed it achieved its aims.

- 83% of supervisors/line managers thought CJS was a 'very good' or 'good' employability programme.
- 81% of supervisors/line managers thought CJS was a 'very good' or 'good' third sector organisation development programme.

**Figure 5.8: Overall Rating of Community Jobs Scotland
(% of Supervisors/Line Managers)**

	Very Good	Good	OK	Poor	Very Poor
Programme that Supports People Towards and Into Sustainable Employment	44	39	15	1	1
Programme that Supports the Development of Third Sector Organisations	46	35	16	2	2

Improving CJS

Finally, CJS supervisors/line managers were asked how they would redesign CJS to bring about improvements. Reading across the suggestions made, the changes put forward most often were the following:

- **Extend (or at least have the option of extending) CJS beyond 6 months** – 14% of supervisors/line managers.
- **Improve CJS employee recruitment process** to include improved marketing of CJS vacancies, better matching of applicants, and better communication between Jobcentre Plus, SDS and the employers – 12% of supervisors/line managers.

- **Open up eligibility criteria** of the CJS programme so that more unemployed people can access it – 8% of supervisors/line managers.
- **Enable CJS employees to access external training earlier** within a clear, structured training plan – 6% of supervisors/line managers.
- **Increase range of training courses available**, particularly accredited training courses – 4% of supervisors/line managers.
- **Review funding arrangements for training** to provide employers with more flexibility on the training accessed by CJS employees – 3% of supervisors/line managers.
- **Better preparation of CJS candidates prior to starting**, including training on in-work behaviours and expectations – 3% of supervisors/line managers.
- **Ability to replace early leavers**, so that opportunity is not lost – 2% of supervisors/line managers.
- **Establish progression/employment opportunities for CJS employees** after their 6 months – 2% of supervisors/line managers.
- **Reduce amount of paperwork** involved – 2% of supervisors/line managers.

6. STAKEHOLDER FEEDBACK CHAPTER

Introduction

This chapter summarises the views of Community Jobs Scotland's key stakeholders on how the 2011/12 programme has performed. The majority of those interviewed are members of the CJS Management Group along with operational staff with a CJS remit within SCVO, Jobcentre Plus and SDS. The chapter sets out stakeholders' views around the:

- Value of Community Jobs Scotland.
- Delivery and structure of Community Jobs Scotland.

Value of Community Jobs Scotland

Stakeholders felt that Community Jobs Scotland successfully delivered against its two aims of:

- An employability programme providing young unemployed individuals with paid work and additional training to help them progress into sustainable employment.
- A programme to support the development of third sector organisations.

As an employability programme, its value is in:

- Predominantly targeting unemployed young people at a time when there are few employment opportunities available to them.
- The jobs provide CJS employees with good quality work experience, skills, access to training and qualifications and references from employers, helping to improve their employability and increase their chances of finding sustainable employment.

As a programme to support the development of third sector organisations, CJS allows organisations to improve or extend the services that they provide and generate additional benefits for the communities or clients that they serve.

Delivery and Content

Turning to the workings of the CJS programme, the four components outlined in Chapter 2 are discussed along with their views on the management of the programme. As such the five components to be discussed are:

- Registration of employers.
- Recruitment.
- Community Jobs Scotland's jobs.
- Training and wider support for CJS employees.
- Programme management.

Registration of Employers

The employer registration process was widely seen to work well. Below stakeholders' views of the strengths and areas for improvement are outlined.

In terms of the strengths of the employer registration process, stakeholders outlined:

- **The programme was over-subscribed** receiving bids to create over 4,500 CJS jobs from 523 different organisations. This both shows that information about Community Jobs Scotland was successfully communicated across third sector organisations by SCVO and SES and that there is strong demand for a programme of this type.
- **Employers were supported with their applications** by SCVO to enhance them if their initial applications were either incomplete or unclear. While resource-intensive, it proved valuable in building the capacity of the employers.
- **Appropriate and fair scoring criteria** were used to select which jobs were to be approved from the applications received. The scoring process was again resource-intensive but worked well – particularly given the tight timescales involved. As such, people were employed in CJS jobs in August following the initial call for jobs taking place in late June.
- **Opportunities across all of Scotland’s 32 local authority areas** were supported but there could be scope for some flexibility in geographical spread in the future (see below).
- **Process was continually refined** as the programme progressed. The process therefore became more efficient as earlier lessons and experiences were built upon and implemented.

In terms of the areas to consider improving in the future, much relates to how to best ensure that the programme’s targets are met and that opportunities for young people are not lost. Suggestions included:

- **Contingency plans developed and implemented quickly** to address any possible jobs shortfall. Contingency plans could include building a reserve list of jobs with employers that can ‘top up’ any jobs that do not come to fruition from the original selection. Critical to this is the need for rigorous monitoring of filled and unfilled vacancies against profile – and acting quickly to address any shortfalls arising.
- **Further develop linkages and communications with all 32 CPPs** to raise awareness, interest and understanding of CJS. This will help address under-subscription to the programme in some local authority areas.
- **Consider greater geographical flexibility** to help ensure as many young people as possible across Scotland’s 32 local authority areas have access to employment opportunities such as CJS. For example, the Scottish Government’s allocation of additional **Youth Employment Strategy Fund** monies to six target local authority areas (East Ayrshire, Glasgow, North Ayrshire, North Lanarkshire, Renfrewshire and South Lanarkshire) and some CPPs funding of other paid employment opportunities for young people may predicate the need to review the distribution of CJS jobs so that there are proportionately more CJS jobs where other opportunities are fewer in number. Some stakeholders considered whether an allocation made across Jobcentre Plus districts would be more appropriate.

- **Better inform employers on why they did not receive some or all of the jobs** they applied for as it is understood that some employers were unclear why they were unsuccessful. However, 92% of eligible employer bids resulted in at least one CJS employee being recruited.

Recruitment

Stakeholders views on the recruitment process predominantly refer to Jobcentre Plus given the small number of jobs were for 16-17 year olds and SDS's responsibility to fill. However, this in itself is important as stakeholders recognised the need for SDS to have the processes and staffing necessary in place for them to fill larger numbers of CJS vacancies in the future – and there is an opportunity for SDS to learn from the processes Jobcentre Plus implemented (see below).

Stakeholders' views of the Jobcentre Plus recruitment process can be summarised as follows:

- **Initial problems encountered** with Personal Advisers not fully aware of CJS vacancies, partly because CJS is not a DWP programme and that the vacancies were designated as 'opportunities'. This meant the quantity and quality of referrals were inconsistent.
- **Jobcentre Plus secondment into SCVO extremely valuable** as she understood the DWP's systems and procedures, thereby making the referral process from Jobcentre Plus to the employers more efficient.
- **Procedures established to address initial problems** including designated CJS single points of contact in each Jobcentre Plus district area (and some Jobcentre Plus offices), increased awareness raising amongst Personal Advisers of the CJS programme, and close monitoring of CJS referrals and outcomes.

A further positive feature of the recruitment process is that action is taken if specific vacancies are not filled. In these instances, SCVO discussed with the employer whether the job title and job description could be changed to be more attractive and accessible to young people.

Community Jobs Scotland's Jobs

Stakeholders were all impressed with the diversity of jobs created and believed there were good opportunities for people of different ages, interests, skills and experience. Over and above the diversity of the jobs created, stakeholders' views can be summarised as:

- **Third sector organisations seen as good employers** for young people because:
 - The nature of their work and the values of their staff mean that they are often well-placed to support and develop young people.
 - They can offer a variety of jobs that would not be found in the public or private sector.
- **Flexibility for employers to offer more than the minimum** (e.g. more than 6 months, 25 hours per week or NMW) was seen as a strength.

- **9 month contracts for 16-17 year olds was worthwhile** as it often takes this age group longer to get used to working life.

However, some stakeholders highlighted difficulties with some CJS vacancies. For example, the rural location of some vacancies were inaccessible for young people and some vacancies required skills and qualifications that local unemployed young people do not have. As outlined above, hard-to-fill vacancies were discussed with employers to make them more attractive and accessible to young people.

Training and Wider Supports for CJS Employees

As outlined above, the third sector employers were seen as very supportive and nurturing of young people. They have proved to be keen to provide young people with a variety of training and experiences whether on-the-job or sourcing external training courses available locally. In short, stakeholders feel employers have generally committed to the programme and its aims of supporting the employability of young people.

In contrast, stakeholders view the **Training and Employability Support contract as a lost opportunity** because of its delayed January 2012 start which was due to protracted contract negotiations between the Scottish Government and SES. The impacts of its late start are many.

- The Wise Group and its supply chain were playing catch-up to contact and support all CJS employees. In reality, the late start meant they did not have the time or resources to deliver to all CJS employees.
- Many employees were either contacted in their last 2 contracted months or not all. At this stage, much of the training offered by the Wise Group and its subcontractors had either already been provided by their employer or was deemed irrelevant.
- Some employers were confused because they were not fully aware of the training contract until they were contacted by the Wise Group – despite the best efforts of SCVO in emailing all employers.

Given the lost opportunity, stakeholders were keen to set out how the contract could be better delivered in the future. Their suggestions included:

- **Ensure that the Training and Employability Support contract is ready to deliver from the outset.** This means that the contract needs to be signed off well in advance of the first jobs being filled.
- **Inform employers prior to them applying for CJS jobs** about the range of additional training that will be made available – so helping employers to design their own training offer.
- **Ensure trainers meet the CJS employees within their first contracted month.** Ideally the meeting should also involve the employer to reduce possible duplication and to gain a third perspective on what training would be most suitable for the young person.
- **Ensure that the training is relevant to the young person's needs,** which requires good flexibility in what is available. However, as a very last resort, employers and employees should be allowed to opt out of the training if the training offered is not relevant to the young person's needs.

Some stakeholders felt **an alternative approach could be taken**. For example, an employer- or employee-led system could be adopted whereby the employer or employee is given an allocation to buy training that is appropriate to the CJS employee's needs. As a check, training could be approved by SCVO to ensure it is appropriate. The system would therefore work similar to the Individual Learning Account (ILA) model.

Programme Management

The programme was seen to be well managed – particularly at the operational level and day-to-day level. For example:

- At the day-to-day level, the programme was well administered with the SCVO team responding promptly to issues encountered by CJS employers and partners.
- At an operational level, partnership working was good with SCVO, Jobcentre Plus and SDS working well together. The Jobcentre Plus secondment to SCVO played a key role in facilitating the joint working.

Partnership working at the strategic level improved throughout the programme and the addition of SDS and representation from local authorities and SLAED onto the programme's Management Group is expected to further enhance the strategic direction and management of the programme.

7. CONCLUSIONS AND RECOMMENDATIONS

Introduction

This chapter provides an overall assessment of the 2011/12 Community Jobs Scotland programme before considering the challenges that the 2012/13 programme needs to consider. The chapter concludes with a set of recommendations that should be used in the design and delivery of the 2012/13 programme so that it provides greater benefits and value for money.

Overall Assessment of Community Jobs Scotland

The overall assessment of the 2011/12 CJS programme brings together the various research elements that have formed the evaluation. As with all programmes, there have been good and not so good things – and this section differentiates between these.

Beginning with the **strengths of the programme**, the overriding consensus is that it is a valuable programme that has been well-received by the young unemployed and employers. More specifically, the key strengths that can be identified are:

- The programme met its twin aims of providing important employment opportunities but also enabling third sector organisations to enhance their services.
- 1,843 unemployed people across Scotland's 32 local authority areas have been given the opportunity of at least 6 months employment plus additional training, which is a real strength in the current labour market.
- The jobs created have been diverse in terms of the occupations and skill levels catered for.
- The third sector has become increasingly recognised as a good, supportive employer with a number of long-term career opportunities available within the sector.
- The programme was well-delivered on a day-to-day basis through SCVO's team, the Jobcentre Plus secondment into SCVO and the processes put in place by SCVO, Jobcentre Plus and SDS to fill vacancies promptly.
- The flexibility built into the programme to provide scope for early entrants, employment terms above the minimum, and training provision to meet individual needs.

There have, however, been **weaknesses to the programme** and these need to be addressed in the 2012/13 programme. The weaknesses identified are:

- Up to 139 unemployed people were not able to access CJS jobs because of delays to the programme's start. At a time of high youth unemployment, these are significant missed opportunities.
- There is no clear responsibility for helping CJS employees into sustainable employment beyond the duration of their CJS contract. Employers and the Training and Employability Support contract provide employability and job search support but there is no specific job brokerage role. Given current labour market conditions, there is a

need to ensure that CJS employees who cannot be kept on by their CJS employer are supported to find alternative sustainable employment.

- Delays to the start of the Training and Employability Support contract led to a number of CJS employees not receiving their full training entitlement.
- The type and quality of training available through the Training and Employability Support contract received criticism from both CJS employees and employers – and action was being taken to address these issues.

Looking Forward

The 2012/13 CJS programme is to focus on 16-19 year olds with an anticipated 1,000 jobs created. Based on the evaluation's findings, there are a number of issues that the 2012/13 programme needs to consider given the shift in focus towards 16-19 year olds. These are outlined below:

- **From 488 16-19 year olds in CJS jobs in the 2011/12 programme, there will be 1,000 16-19 year olds in 2012/13.** This is a significant scaling up of activities and requires:
 - More employers applying for CJS jobs that are appropriate to 16-19 year olds. The challenge is that some employers may be reticent about the change to 16-19 year olds due to their perception of 16-19 year olds' ability in the job and their additional support needs around timekeeping, attendance and core skills.
 - More targeted recruitment activities to ensure sufficient 16-19 year olds apply for the jobs created.
 - More support may be needed to enable 16-19 year old CJS employees to progress into sustainable employment opportunities given that the job entry rates outlined in Chapter 3 show lower job outcomes (albeit many of the current 16-17 year old CJS employees have not yet completed their nine month CJS contracts).
- **Alternative recruitment methods** could be more widely used to help employers identify the best candidates. For example, open recruitment days, work trials or group tasks can be more effective means of recruiting young people than formal interviews.
- **Work readiness**, particularly of 16-17 year olds, needs to be considered as many young people have no experience of the workplace. Possible solutions may be to have:
 - A pre-employment course prior to starting a CJS job that prepares them for the workplace and covers key behaviours and expectations.
 - While in post, a CJS point of contact for the employee in place to act as an intermediary between the employer and employee to help resolve any difficulties arising and thereby help sustain employment.

- **Accessibility of jobs** – i.e. the cost and availability of public transport to the workplace – needs to be considered due to 16-19 year olds' access to private transport. Transport issues are particularly important in rural areas.

In addition to the issues around the 16-19 age focus, other issues that the 2012-13 programme needs to consider are:

- **Ensure every employer provides a consistent quality of job, supervision and training** as CJS employees report variations in what they have been provided with. A robust audit process combined with a CJS point of contact for the employee to discuss any difficulties faced would help achieve this consistency.
- **Job brokerage service** to help CJS employees maximise their sustainable employment prospects. This needs to be more intensive than the employability training currently delivered by the employer and through the Training and Employability Support contract.

Recommendations

Clearly Communicate the Change to a Programme Targeted at 16-19 Year Olds – and its Implications

The anticipated shift of the programme to 16-19 year olds means employers need to reconsider the jobs they apply for to ensure that they are both attractive and appropriate for 16-19 year olds. For example, do 16-19 year olds have the skills, experience, maturity, authority and interest to sustain and thrive in certain jobs? Furthermore, employer expectations will need to be managed as the calibre of applicants will in some cases be very different from the graduates and over 25 year olds they have employed previously through FJF and CJS.

Revise Local Authority Allocations Using MCMC data

The change to 16-19 year olds mean that allocations across Scotland's 32 local authorities need to be calculated using MCMC data rather than 18-24 unemployment data, perhaps setting a minimum of 5 jobs per local authority area.

SDS and Jobcentre Plus to Work Effectively in Partnership

A further implication of the change to 16-19 year olds is the increased role for SDS and the need for SDS and Jobcentre Plus to work effectively together. This has implications for both organisations.

- For SDS, accessing a higher number of jobs for 16-17 year olds as opposed to the 73 they have accessed in 2011-12 is a great opportunity. Given the increased number of vacancies, enquiries and applications SDS will handle, it is important that effective systems are in place across the organisation to ensure that SDS advisors are fully aware of CJS vacancies and good quality, timely referrals are made to employers. There also needs to be agreement on whether CJS vacancies are advertised on the *My World of Work* website.
- For Jobcentre Plus, the improved processes and increased awareness of Jobcentre Plus Personal Advisers from 2011-12 need to be

maintained to ensure the quantity and quality of referrals to employers. This is particularly important given that fewer CJS vacancies will be filled by Jobcentre Plus in 2012-13, so meaning that the programme's profile could drop.

- Collectively, SDS and Jobcentre Plus need to ensure that individuals are not double-referred (i.e. by SDS and Jobcentre Plus) and this will require referral information to be shared accurately and promptly. A joined up approach will also minimise possible confusion amongst employers if they are receiving referrals from two sources.

Maintain Local Flexibility around Eligibility Criteria

In line with the 2011/12 programme, some flexibility in the eligibility criteria should be maintained to help fill vacancies promptly. For example, where a vacancy is not filled within a month, SDS and Jobcentre Plus offices should be given some flexibility to refer young people who have either been unemployed for less than 6 months or are aged over 19 (if they have a specific interest in the job advertised).

Early Decision Required around Training and Employability Support Contract

The Training and Employability Support contract was a lost opportunity and agreeing how to approach the contract in the future needs to be quickly agreed and implemented. There would appear to be two options here:

- Continue with the training contract but be explicit at the initial launch of the 2012/13 programme what will be offered as part of the Training and Employability Support Contract. The contractors then need to meet with employers and employees at the start of their contracts and agree on a structured training plan over the course of the job. By doing so, the risk of duplication between the training offered by employers and the Training and Employability Support Contract will be reduced.
- End the Training and Employability Support Contract but be more explicit in the training that employers are expected to provide their CJS employees – i.e. induction, employability, personal development, and accredited training relevant to their CJS employees' needs. If this option were taken, some of the funds previously allocated to the Training and Employability Support Contract should be reallocated to employers but with a more stringent audit process to ensure training monies are spent appropriately.

Better Integrate CJS within CPP provision

To help support as many young people into sustainable employment, it is important that CJS is better aligned with the employability provision and skills pipelines that exist at local authority level through Community Planning Partnerships. By doing so, young people can more readily access wider guidance, support and training before starting their CJS jobs (so helping to ensure they are work ready) and at the end of their contracts. This begins with the CPPs being made fully aware of the 2012/13 CJS programme and having the opportunity to access CJS job information.

Instigate Early Review of 2012/13 Programme

Given the history of CJS delivery and the added shift in focus to 16-19 year olds, it is important that a full review of the 2012/13 programme is carried out at its 3 month stage (at the latest). In addition to the ongoing monitoring of the programme, the review will allow funders and stakeholders to have a full and frank discussion of whether the programme is progressing well, whether contingency plans need to be implemented, and whether funding for 2013/14 should be sought – and for which age groups.



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