

A Guide to Delivering Adult Skills Provision to the Unemployed

A partnership between:



The
Education
& Training
Foundation

Contents

Page 02	Foreword	
Page 03	Section 1	Executive Summary
Page 04	Section 2	The Policy Context
Page 07	Section 3	Integrating Adult Skills with Other Programmes of Support for the Unemployed
Page 13	Section 4	Building the Learner Package to Meet the Needs of Unemployed Learners
Page 17	Section 5	Working with DWP Advisers and the Work Programme
Page 21	Section 6	Working with DWP Customers
Page 24	Section 7	Destination Tracking and Reporting
Page 26	Section 8	Case Studies
Page 29	Section 9	Reference Material

Foreword



AELP is pleased to have produced this guide in association with the Education and Training Foundation for all providers that are active in the employment, learning and skills markets. The flexibilities within the Adult Skills Budget mean that many more providers have developed high quality provision addressing the needs of the unemployed and are working with employers to deliver jobs for the unemployed. Providers now have the opportunity to develop real synergy between the more traditional Welfare to Work employability support and skills provision for the unemployed, and offer good quality, integrated support to help learners get the skills they need to move into work. There is more to be done in this area and AELP is working with government departments to make the provision even more coherent and integrated.

More providers than ever are considering the wide range of opportunities in the employment and skills sector including ESF, Department for Work and Pensions, the Education Funding Agency and the Skills Funding Agency. I hope you find the guide useful in deciding how you respond to these opportunities and challenges.



Stewart Segal

Chief Executive
Association of Employment
and Learning Providers – AELP

How to use this guide

Section 1 Executive Summary.

Section 2 sets out all the main policy around Skills Conditionality, the Adult Skills Budget and the Job Outcome Payments.

Section 3 provides information on the range of provision and other support available for unemployed people and how that support interfaces with the delivery of Adult Skills.

Section 4 provides guidance and tips on building the learner package to meet the needs of unemployed learners including local labour market issues.

Section 5 provides guidance and tips on working with DWP Advisers and Work Programme providers.

Section 6 provides information on benefits as well as guidance on working with DWP customers and the types of barriers that they face. It also raises some of the issues you need to address in delivering skills provision to unemployed adults.

Section 7 provides information on the range of issues around destination tracking and reporting that you will need to consider in working with DWP.

Section 8 provides some case studies where learning and skills providers have already risen to the challenge and are taking forward initiatives to develop their provision for unemployed learners.

Section 9 provides reference material including a glossary of abbreviations, a glossary of common terms to help break down any barriers to communication between providers and DWP, and details of reference material and background reading.

Section 1

Executive Summary

In September 2013 there were 2.47m people unemployed in the UK. Of these, 965,000 were aged between 16 and 24. In May 2013 (the latest figures available on NOMIS) there were also 2.48m people claiming Employment and Support Allowance (ESA) or Incapacity Benefit. Learning and Skills providers have an important role to play in helping many of those people to make real improvements to their lives by gaining new skills and supporting them into sustained employment.

During the autumn/winter of 2011/12, AELP and Carley Consult worked collaboratively to develop a national series of one day workshops for learning and skills providers. The workshops aimed to help the providers to understand and respond effectively to the new requirements of the Job Outcome Incentive Payment (JOIP) initiative. The one day workshop also aimed to help providers develop plans to respond to the requirement to spend 2.5% of the Adult Skills Budget on development of infrastructure to deliver improved provision to unemployed learners and addressed the issues and barriers around working with Department for Work and Pensions (DWP) and Work Programme providers. Feedback from the workshops highlighted a need for a guide for learning and skills providers, to help them navigate the complex mix of provision and benefit rules in order to engage meaningfully with DWP to develop effective support for unemployed learners. Practical input from delegates attending these workshops influenced and contributed to the content of this guide in its original form, and it has now been updated to take account of changes in the landscape surrounding employment and skills provision.

Since this guide was first published the policy and environment has continued to develop and evolve, and is still evolving. This updated guide pulls together all the various complex strands of policy and process which go to make up the employability and skills offer to unemployed people. It also provides hints and tips based on real experience to help learning and skills providers make sense of those strands and consider how they might best respond to the challenges posed by the ongoing changes to the Adult Skills Budget, DWP and Education Funding Agency (EFA) programmes.

It should be noted that this guide was developed using information obtained from the Skills Funding Agency (SFA), EFA, and DWP which we believe to be correct at the time of publication. In particular, this version has been produced ahead of the 2014 Skills Funding Statement. However, policy and processes are developing all the time and we strongly suggest that you check the up to date position before relying on this guide for important decisions.

Section 2

The Policy Context

The Adult Skills Budget

The aim of the Adult Skills Budget is to respond to the needs of learners, communities and employers with a particular focus on increasing the number of Apprenticeships, traineeships and supporting the unemployed to help them move into work. The focus is the development of work related skills to ensure the early achievement of a sustainable job.

As most providers will already know, the Adult Skills Budget can be delivered in the classroom, workshop or workplace, enabling training organisations to deliver a wide range of provision.

Guidance on the SFA Funding Rules for 2013/14 can be found in the Reading Room area of the SFA website. New Funding Rules are issued each year. The 2013/14 Funding Rules were published in November 2013.

What the Adult Skills Budget Covers

The Adult Skills Budget supports the delivery of flexible and responsive provision to learners and employers through workplace and classroom learning. In terms of provision for the unemployed, it funds pre-employment provision in all occupational areas which support the needs of local employers and individuals who are claiming Jobseeker's Allowance (JSA) and ESA and who are looking to enter the labour market. DWP's new Universal Credit (UC) will eventually replace both JSA and income related ESA.

Any units or qualifications delivered must be listed on the Learning Aims Reference Service (LARS) and provision needs to be flexible as many learners will be required to continue looking for work whilst training.

Since 2011/12 providers have been able to use the Adult Skills Budget to deliver Qualifications and Credit Framework (QCF) units to JSA claimants, unemployed ESA claimants in the Work Related Activity Group (WRAG), and unemployed individuals who are in receipt of other state benefits (e.g. Housing Benefit, Council Tax Benefit). The QCF enables providers to develop learning programmes based on single units that make the offer more attractive to unemployed people and employers as

they will reflect the skills needs of local labour markets and help learners looking for work through short 'bite sized' courses.

Instead of following a prescribed list of units, providers are able to use units within the rules of combination of a qualification already approved within the Adult Skills Budget and listed on LARS. Many relevant units are common across a range of awarding organisations and reflect a range of skill areas including employability, preparation for further learning, training, employment and occupational competence. Whilst this technically runs to a choice of thousands of different units, in practice most providers tend to identify and develop a small number of core units as the basis for their delivery.

Providers must be aware of the rules of combination in making their selection of units. Providers must have approval from the appropriate awarding organisation to deliver and certificate the units offered.

Currently providers typically deliver between one and five units to each learner. They are also expected to be flexible to reflect the needs of learners claiming benefits, some of whom may be required to look for work alongside their learning and take any appropriate job that they are offered. The primary objective of the unit offer is to facilitate the learner's move into employment. Therefore, though it is important that learners are awarded credits and that they are recorded appropriately, not all learners will be seeking to convert or transfer the credit immediately towards a qualification achievement. Units delivered as part of a learning aim are excluded from the Qualification Success Rate (QSR) as the SFA recognises that learners who are receiving JSA, ESA (WRAG) or UC may not necessarily achieve their learning aim (e.g. where they enter employment prior to completing the learning aim).

The Unit Offer

Some single units of QCF qualifications are available as part of the offer to unemployed learners entitled to full funding. Providers should review the latest version of the SFA's Funding Rules for clarity as to which learners are

specifically entitled to full funding, and those which are not. Where they are funded, their rate is determined by their credit value and their rates are listed in LARS. The unit delivery offer is aligned to specific learners and aims and objectives. If a provider wishes to deliver units in the 2013/2014 period, they must ensure that the unit offer is part of one of the following categories:

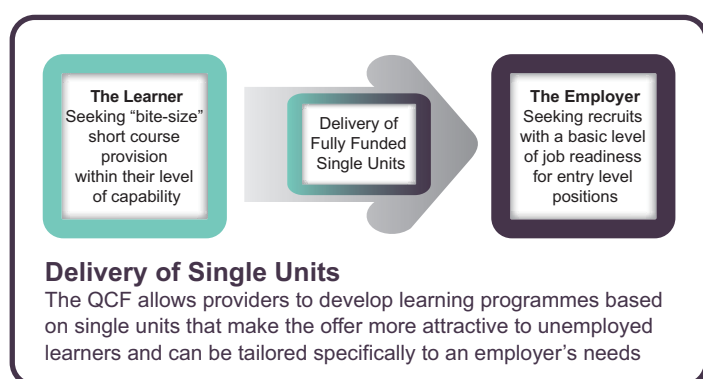
- To unemployed learners claiming JSA, ESA (WRAG) or UC and who are mandated to undertake skills training. These will be fully funded.
- To unemployed learners who are not claiming work related benefits.
- As part of the Offenders Learning and Skills Service (OLASS) offer, these are also fully funded.
- As part of the unit delivery trials.
- Units for Learners with Learning Difficulties and Disabilities (LLDD) as part of their personalised learning programme including non-regulated units.
- As part of a licence to practice in some instances, where approved by the SFA.

Providers need to work with their local Jobcentre to develop and evolve their offer. As a matter of good practice, they also need to consider the likely and ongoing operational impact of Skills Conditionality. Skills Conditionality is where a claimant may be mandated by Jobcentre Plus to attend skills training as a condition of their claim.

Job Outcome Payments

Job outcome payments are made for unemployed learners who leave their course early to take up a job. The outcome payment reduces the 'disincentive' which puts providers off taking on unemployed learners. It does this by paying 50% of the achievement funding if a learner leaves training without achieving the qualification but gains a job outcome.

Job outcome payments are built into the earnings method; a provider will earn from all eligible delivery,



What the Adult Skills Budget will currently not fund

Some categories of training will not be funded by the Adult Skills Budget. Those categories are:

- company specific learning aims;
- Vendor Certificated courses, unless they are approved aims or are embedded within and contribute directly towards the generic learning required to achieve an approved aim;
- primary and advanced driving skills or piloting skills;
- any other learning that is considered to be fully funded from other sources;
- specific stand-alone learning aims designed to meet employer's statutory responsibilities (although there are exceptions for certain licences to practice - e.g. food hygiene, first aid at work, and fork lift truck qualifications);
- English for Speakers of Other Languages (ESOL) delivered in the workplace;
- any aim defined as Higher Education;
- learning aims identified on LARS as ineligible for funding.

whether that results in payment depends on the contract/allocation. For the purpose of job outcome payments, a job must last 16 hours or more a week for at least four weeks in a row. A job outcome payment will also be made if a learner gets a job but continues in learning. If the learner then achieves the learning aim, the SFA will pay the remaining 50% of the achievement funding.

If the learner takes part in the Work Programme as well as learning funded by the SFA, claiming a job outcome payment is not affected. That is to say that this is not considered by the SFA to be a duplication of funding. Job outcome payments do not apply to the learning aims of learners funded through a Loan. In this case the learning aims are fully funded.

To claim job outcome funding for learners who are receiving JSA, are in the ESA (WRAG), or are receiving UC and mandated to undertake skills training, you must receive a declaration from the learner that they have stopped claiming benefits related to unemployment and have entered work. To claim job outcome funding for unemployed learners receiving wider benefits, you must receive a declaration from the learner that they

have started employment. Employment is defined as 16 hours a week or more for a period no less than four continuous weeks.

You claim job outcome funding by reporting an employment outcome in the employment outcome field of the Individualised Learning Record (ILR). You must report data to the SFA within the ILR for the current year in which the learner leaves learning. To generate a job outcome payment:

- the learner must be unemployed prior to securing the job;
- the learning aim must not be classified as 'in workplace learning' on the ILR;
- the ILR field benefit status indicator must be filled in, and;
- the employment outcome field of the ILR must report that an eligible job has been gained.

Skills Conditionality

DWP introduced Skills Conditionality in August 2011 following a pilot in 2010 which tested the labour market effect of mandating skills participation. As a result of this, active benefits claimants are now required to attend training if a DWP Adviser considers that skills needs are the main barrier to entering employment.

Skills Conditionality has been designed to help people get the training they need to find sustainable employment more effectively. It does this by mandating them to attend training (i.e. making attendance compulsory as a component of their Jobseeker's Agreement [JSAG]). If a customer does not attend, they may face benefit sanctions (i.e. a temporary reduction or withdrawal of their benefit).

The following guidelines apply to Skills Conditionality sanctions:

- customers who fail to attend the training may face benefit sanctions;
- sanctions are administered by DWP staff and can last for two, four or six weeks;
- where sanctions are applied, the preferred option is to return the learner to the provider to complete their course;
- before a learner can be mandated to provision, the provider must confirm to DWP that they have a suitable, fully funded place.

Who can be referred to provision under Skills Conditionality?

- JSA claimants aged 18 plus and claiming JSA. This includes those who are not in receipt of benefit and partners in joint claims.

- ESA (WRAG) claimants. Any work related activity must be reasonable in the individual circumstances and take into account their health conditions. Where it is considered appropriate for the learner, addressing a skills need is considered a work related activity.
- UC claimants in the full conditionality group.

In the pre-Work Programme phase, DWP has the sole responsibility to design process, mandate individuals and apply sanctions. Once an individual has entered the Work Programme (usually after 39 to 52 weeks of claiming benefit), the Work Programme prime contractor takes over that responsibility. The Work Programme provider will assess each individual and will decide if skills are a barrier which needs to be addressed. They may then seek to make a mandatory referral to Adult Skills provision. It is up to you as a provider to decide if you wish to use your SFA funding to meet the needs of this cohort of learners. The decision should be made whilst considering the wider context of local demand for funded places. More information about the Work Programme can be found in Section 5.

Up to September 2012 DWP had referred over 175,000 learners to Skills Conditionality. Of these, over 100,000 had been referred to occupational training, over 25,000 to basic skills training, over 30,000 to ESOL and over 17,000 to other training.

JSA Full-Time Training Flexibility

From November 2011 DWP has introduced changes to attendance rules under Skills Conditionality for customers claiming JSA. These allow a learner who has been claiming JSA for six months or more to attend full-time training of up to 30 hours per week for a maximum of eight weeks' duration and remain on JSA rather than transfer to a Training Allowance.

To support this, you should agree and arrange Jobsearch Review and Signing Day flexibilities with Jobcentre Plus to enable the learner to continue to meet their conditionality obligations and remain entitled to JSA. You should also remind the participant that they will remain on JSA for the duration of the training, and that they are required to remain engaged with the labour market whilst on training.

In the 2013 Autumn Statement the Government announced measures to exempt traineeship participants from the 16 Hour Rule (which otherwise prevents JSA claimants from doing more than 16 hours of study per week).

Section 3

Integrating Adult Skills with Other Programmes of Support for the Unemployed

Skills Conditionality is just one example of the interventions available to DWP Advisers to help them move customers back into employment. This chapter describes some of the other support available and how Adult Skills Budget funding potentially complements and supplements them. Working out how different support services can be integrated together can help you to offer broader, more effective support, gain more referrals and achieve better outcomes.

Get Britain Working

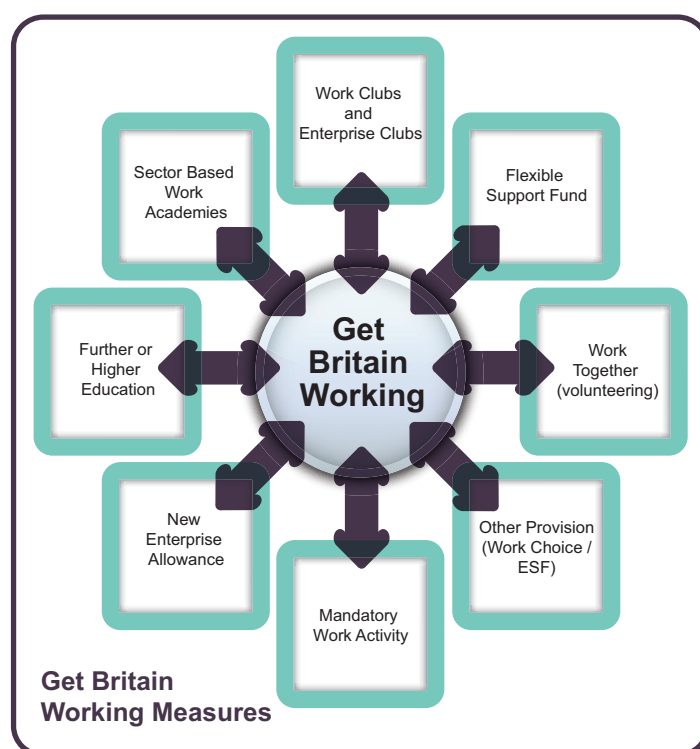
Since 2010, the Government has set out a number of welfare reforms under the banner of 'Get Britain Working'. This includes the reform of the benefits system and the impending introduction of Universal Credit. It also involves the modernisation of DWP and the way it delivers services. There is to be an increased focus on partnership working between DWP, local authorities, employers, providers and jobseekers.

DWP Advisers have been given more responsibility to assess their customers' individual needs and to offer the support they think most appropriate. This also includes access to a number of Get Britain Working Measures which are available across Great Britain (England, Scotland and Wales). The DWP District Manager has a choice of which of the measures outlined will be offered in his/her district. Their selection will be based on customer and local labour market characteristics. The Get Britain Working Measures are important as they can work in collaboration with Skills Conditionality and adult skills provision to create more intensive, focused and joined up support. The Get Britain Working Measures are as follows.

Work Clubs and Enterprise Clubs are local community led groups to help people find work or move into self-employment. These are a way of encouraging people who are out of work to exchange skills and share experiences, thereby enabling them to take responsibility for their own journey back to work with support from others. Although they are not directly funded by DWP, many skills providers have set up clubs to act as a feeder mechanism to progress people onto their funded provision. Work Clubs can also act as a vehicle through which to deliver Adult Skills

Budget (ASB) units aimed at the unemployed.

New Enterprise Allowance (NEA) is available to those on JSA who are aged 18 or over and who have been unemployed for 26 weeks or more. NEA is delivered by a range of providers. It is designed to help unemployed people who want to become self-employed and start their own business. NEA provides access to a business mentor and financial support of £65 per week for 13 weeks and £33 per week for a further 13 weeks as well as a potential business loan of up to £1,000. The scheme has been extended to March 2016.



Work Together (volunteering) encourages unemployed people to consider volunteering as a way of improving their employment prospects whilst looking for paid work.

National Sector Based Skills Academies were launched in August 2011. These offer pre-employment training, work placements and guaranteed interviews for recipients of JSA, ESA (WRAG) or UC in sectors with high volumes of current local vacancies. They deliver specialised skills to employees and learners to help them respond to specific business sector needs and were established, shaped and led by employers to strengthen and improve business competitiveness in key areas of the economy.

National Skills Academies work with Sector Skills Councils and other industry bodies to drive change and achieve the priorities identified by employers for their sector. They support a range of training in different environments, from purpose-built training centres to online courses tailored to sector-specific needs. There are currently 19 National Skills Academies in various stages of development.

There is no set format that National Skills Academies have to follow – their shape and focus are determined by the sector. For example, employers in one sector may opt for a permanent training centre in a fixed location, whereas other sectors may prefer training that is delivered in the workplace or online.

Mandatory Work Activity (MWA) aims to provide extra support for a small number of JSA claimants who are detached from the labour market and would benefit from experiencing a short period of work-based activity. It involves 30 hours a week activity for four weeks and will help individuals re-engage with the system and focus their jobsearch. MWA is a contracted out provision delivered on behalf of DWP in different regions by employability providers.

Work Experience enables unemployed young people aged 16-24 to get two to eight weeks work experience with a local employer as a way of enhancing their CV and improving future prospects. This provision can be used effectively when combined with skills provision which can lead on to further skills training or an Apprenticeship.

The Flexible Support Fund (FSF) provides additional funds to DWP districts to buy in or develop additional support where other provision is insufficient to meet local labour market needs. The provision is generally low value and purchased through DWP's low value procurement processes. Some skills providers are delivering employer responsive qualifications through FSF, where this is not

eligible under the Adult Skills Budget funding rules, although it is sometimes possible to link these funding streams to broaden the content and focus of courses.

The Work Programme provides tailored support for claimants who need more help to undertake active and effective job-seeking. Participants receive support to overcome barriers that prevent them from finding and staying in work. It is delivered by DWP contracted service providers who have been given complete autonomy to decide how best to support participants while meeting their minimum service delivery standards. Most customers will flow onto the Work Programme after claiming benefit for 12 months although there are exceptions to this. People who are on the Work Programme are still eligible for fully funded Adult Skills Budget provision.

Universal Credit (UC)

Universal Credit is a new benefit that has started to replace six existing benefits with a single monthly payment. UC will eventually replace: Income-based Jobseeker's Allowance (JSA); Income-related Employment and Support Allowance (ESA); Income Support; Working Tax Credit; Child Tax Credit; and Housing Benefit.

At this time a learner's eligibility to claim UC will depend on where they live and their personal circumstances. UC started to be introduced in stages in 2013. New claims to existing benefits, which UC will replace, will cease in 2016, with the vast majority of affected claimants moving onto UC during 2016 and 2017.

For those in employment, UC will be paid electronically through an upgraded PAYE system adjusting automatically

There will be four broad conditionality groups:

1. Full conditionality for jobseekers.
2. Work preparation for those with a disability or health condition which limits their capability at the present time.
3. Keeping in touch with the labour market – for lone parents or a lead carer in a couple with a child over age one and under five.
4. No conditionality for those with a disability or health condition which prevents them from working, carers, lone parents or lead carers with a child aged less than one year.

as earnings change. The system will be administered through the DWP rather than being split between DWP, HMRC and local authorities as now.

There will be stricter rules leading to people losing their benefits if they refuse a job under the plans. A sliding scale of sanctions will see benefits withdrawn for up to three years if three jobs are refused in three years.

Advisers will have the power to mandate people in the first two groups to undertake activity to address a skills need. As with existing benefits, claimants can be sanctioned and have their UC reduced if they fail to meet certain work-related requirements. The reduction of UC depends on the learner's circumstances. For example, full conditionality claimants are likely to face stiffer and/or longer sanctions than those in other groups.

The Youth Contract

In December 2011 DfE and the DWP published 'Building Engagement, Building Futures' a joint strategy to maximise the participation of 16-19 year olds in education, training and work. The strategy sets out the following key priorities:

- raising attainments in school and beyond to ensure that young people have the skills they need to compete in a global market;
- helping local parties to provide effective and co-ordinated services that support all young people, including the most vulnerable, putting the nation back on track to achieve full participation for 16-17-year olds by 2015;
- encouraging and incentivising employers to inspire and recruit young people by offering more high quality Apprenticeships and work experience places;
- ensuring work pays and giving young people the personalised support they need to find it through UC, the Work Programme and Get Britain Working Measures.

The Youth Contract fits within the overall context set out in that strategy by responding to these priorities and helping to achieve the Government's commitment to achieving full participation of 16-17-year olds in education and training.

To address these three objectives, the Youth Contract has three main elements which are:

- To provide additional support for unemployed 16-24 year olds, including work experience placements, wage incentives and additional support from DWP Advisers. This element will be delivered by DWP.
- The second element is subsidies for small businesses

taking on apprentices aged 16-24. This element is being led by the BIS.

- The third element is a new programme of additional support for NEET 16-17 year olds that responds to the main objectives listed above. The programme, commissioned by the EFA gives providers the freedom to address young people's individual needs. This element is strongly based on payment by results, incentivising organisations to help young people to re-engage sustainably in education, training and/or employment with training. £150 million has been allocated to this for 2012-2015.

The three key objectives of the Youth Contract are as follows:

- to support 16-17-year olds Not in Education, Employment and/or Training (NEET);
- to increase young people's experience and qualifications so that they have the opportunity to continue in education and successfully find work, reducing the proportion who become unemployed as adults;
- to test methods of local delivery and payment by results therefore increasing the effectiveness of these models and developing best practice.

Youth Contract Providers

CONTRACT (AREAS)	PROVIDER
Manchester & Cheshire; East Midlands; Merseyside, Cumbria & Lancashire	Groundwork
East of England	The Consultancy Home Counties Ltd
North East	Pertemps People Development Group
South East (2 Contracts)	Skills Training UK
South West	Prospect Training Services (Gloucester)
West Midlands; Yorkshire & Humber; London North; London South	Prospect Services

Other Related Policy Developments

Help to Work Scheme

The new Help to Work Scheme was announced in October 2013. Through this, those who have been unemployed for three years or more will be asked to:

- take part in Community Work Placements, such as clearing up litter and graffiti in their local areas;
- attend daily signings at the job centre until they find work; or
- participants with multiple barriers to finding work, for example literacy or numeracy problems, will be provided with intensive support to address their problems.

DWP is commissioning providers to deliver the Community Work Placement scheme from April 2014. The other elements of Help to Work will be administered by Jobcentre Plus. Claimants will be expected to be on a training scheme, community work placement or intensive work preparation – losing their benefit if they fail to comply. Help to Work will be applied to all claimants of Jobseeker's Allowance when they leave the Work Programme.

Whilst the scheme will not apply to ESA claimants, a two year pilot scheme designed to get more such claimants into work is being adopted in Manchester. The pilot will see a key worker lead contact with an ESA claimant that is due to leave the Work Programme. The key worker will be responsible for identifying the best help, advice and actions needed. This could include, arranging occupational health visits, mental health support, housing support and stage these in a way that enabled the claimant to move closer to, and into, work.

City Deals

City Deals were introduced in 2012 as an initiative designed to give City Regions greater budgetary control over local economic development. Participating City Regions are required to set out a dedicated 'Skills and Employment Plan' for their locality. The SFA is supporting City Region partners who are interested in piloting further incentives for providers to deliver job outcomes for unemployed learners as part of their City Deals.

National Careers Service

The National Careers Service is a publicly funded service to help young people (aged 13 years old and over), or adults, including adults in custody, get the advice they need for future skills, careers, work and life choices. The service is delivered under a national brand across England, and is

shaped at a local level by prime contractors to respond to the needs of local partners and employers. Where a DWP Adviser considers that a customer's skills in relation to their job goals are unclear, they are able to mandate them to attend an intervention with National Careers Service. DWP is also piloting new models which embed careers guidance professionals within Jobcentres.

The National Careers Service will provide a Skills Action Plan for the customer. This plan will be used by the DWP in deciding whether or not the individual should be mandated to training provision. If a skills barrier is identified, the customer will then be mandated to attend an initial provider interview.

From October 2014 the National Careers Service scope and infrastructure will change. Delivery will be refined to only supporting adults aged 19 and over, or 18 and over for Jobcentre Plus customers or those in custody, following the duty placed upon schools and colleges to support those aged 11 to 18, and 16 to 18 respectively. The current area based service will be extended to include a combination of communication channels with Advisers including face to face, telephone, and digital and social media platforms. This will be supplemented by a national contact centre to provide information, advice and guidance through telephone, email, webchat, text and web forums, as well as refer eligible individuals to local, area based services where appropriate. An advanced national public facing website will also be available to all individuals via self-service, mediated through personal support, to provide information on a range of personalised online careers tools.

Workless Families

European Social Fund (ESF) funding is being used by DWP to offer a programme to provide support to help people in the estimated 120,000 families where there is no history of work and/or intergenerational worklessness. This programme is aimed at the very hardest to help and families who have multiple problems. Referrals are routed through the local authority, generally through Family and Children's Services although this can vary depending upon the specific local authority arrangements, and some local authorities are involved in delivery of the programme. The aim of the programme is to provide holistic support to the whole family. One family member, who is on benefit, can passport other family members, who do not have to be claiming benefit, to the programme.

The programme is delivered through a range of contracted providers across England. Providers are paid for achieving three Progress Measures. Progress Measures are defined as activities which help the family and the

individual towards moving into employment, which may include SFA funded training among other things, such as volunteering or work experience. Requirements arising from this programme are likely to be functional skills, basic literacy and numeracy, ESOL and basic vocational training.

Apprenticeships

Apprenticeships are open to everyone over 16 whether leaving school, working for years or seeking to start a new career. Nearly 860,000 people were on an Apprenticeship in 2012/13, across more than 100,000 employers, with over 1.5 million Apprenticeship starts since 2010. There are three levels of Apprenticeship available:

Intermediate Level Apprenticeships

Apprentices work towards work-based learning qualifications such as a Level 2 competence qualification, functional skills and, in most cases, a relevant knowledge-based qualification.

Advanced Level Apprenticeships

Apprentices work towards work-based learning such as a Level 3 competence qualification, functional skills and, in most cases, a relevant knowledge based qualification.

Higher Apprenticeships

Apprentices work towards work-based learning qualifications such as a Level 4 competence qualification, and, in some cases, a knowledge-based qualification such as a foundation degree.

All Apprenticeships must include the following elements:

- A competence qualification which must be achieved by the apprentice to qualify for an Apprenticeship certificate, and which is the qualification required to demonstrate competence in performing the skill, trade or occupation to which the framework relates.
- A technical knowledge qualification which is the qualification required to demonstrate achievement of the technical skills, knowledge and understanding of theoretical concepts and knowledge and understanding of the industry and its market relevant to the skill, trade or occupation to which the framework relates. Sometimes an Apprenticeship framework may have an integrated qualification which combines competence and technical knowledge elements in which each element is separately assessed.
- Either key skills (e.g. working in teams, problem-solving, communication and using new technology) or functional skills (e.g. maths and English) qualifications or a GCSE with enhanced content (e.g. maths and

English). Providers should however note that the Specification for Apprenticeship Standards in England (SASE) published in March 2013 no longer requires Higher Apprenticeships to include English and maths.

Since 2012 Apprenticeships have been required to last for a minimum of 12 months although they can be shorter for someone aged 19 or over where they have prior knowledge or experience.

The programme design of Apprenticeships remains subject to ongoing reform. The Government has recently set out an Implementation Plan for this, including the introduction of Trailblazers to develop new Apprenticeship standards and high level approaches to assessment. The reforms are also considering new ways of funding Apprenticeships. The Government's Implementation Plan can be found at the link below.

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/253073/bis-13-1175-future-of-apprenticeships-in-england-implementation-plan.pdf

Apprenticeship Grant for Employers (AGE) 16-24

Apprenticeship Grants for Employers (AGE) 16-24 aim to help eligible employers to offer young people employment through the Apprenticeship programme, by providing wage grants to assist them in recruiting their first apprentice. The National Apprenticeship Service (NAS) will provide up to 40,000 Apprenticeship grants of £1500 to small/medium size employers to encourage new employers to take on new 16-24 year old apprentices with priority given to employers with less than 50 employees. The AGE 16-24 is available until December 2014 for eligible employers who are able to offer a job opportunity to a 16-24 year old recruited as an apprentice. Funding started in April 2012.

24+ Advanced Learning Loans

24+ Advanced Learning Loans were introduced in the 2013/14 academic year and provide support for those aged 24 and over to access advanced (Level 3) and higher (Level 4) FE courses and Apprenticeships. FE Loans will give learners in FE access to financial support similar to that which is available in Higher Education (HE) for tuition costs, from the Student Loans Company. Learners will have the option of accessing an FE Loan to pay for their course and will only start to repay once they have left the course and are earning over £21,000 pa. FE Loans will not be means tested and any individual who meets the criteria will be able to apply for an FE Loan irrespective

of their current employment status. FE Loans are only available for learners undertaking full qualifications, although it is expected that the flexibilities of the QCF through the use of Credit Accumulation and Transfer Scheme (CATS) can maximise previous investment and reduce learner fees. In late 2013 the Government announced that the policy of funding Advanced and Higher Apprenticeships via Loans for those over 24 is to be reviewed due to the low take up.

Traineeships

Traineeships are a new initiative for young people who want to work, but who need extra help to gain an Apprenticeship or job. Traineeships give these young people the opportunity to develop the skills and workplace experience that employers require.

Traineeships were introduced in 2013 for 16 to 23 year-olds (and young people with learning difficulty assessments up to academic age 25). They specifically fit within broader study programmes for 16 to 19 year-olds. The core skills elements of a traineeship involve work preparation training, English and maths, and a high quality work placement. The duration of the work placement within a traineeship is at least six weeks and no longer than five months. DWP regulations now confirm that the skills elements of a traineeship programme will be subject to conditionality. In order to continue to receive unemployment benefit, claimants who are referred to traineeships must attend and participate.

Opportunities and Issues for Learning and Skills Providers

The Government Strategy paper 'Building Engagement, Building Futures' sets out the strong encouragement for learning and skills providers to actively engage with DWP, employers and other stakeholders, such as local authorities, to provide a coherent and co-ordinated offer to 16-24 year olds. The drive towards integrated employment and skills, combined with the changes to the Adult Skills Budget, breaks down many of the barriers which have historically kept employability and skills provision separate. There are now significant opportunities for learning and skills providers to play an active role in working with the wide range of stakeholders in each locality to understand and develop effective and market driven opportunities to help unemployed people gain skills to help them compete more effectively in their chosen career and local labour market.

However, because of this historical split between employability and skills, many providers need to look

critically at what they are able to offer and to consider how they can adapt and develop their provision to better meet the needs of unemployed learners.

Section 4

Building the Learner Package to Meet the Needs of Unemployed Learners

The focus of Adult Skills is to provide for the development of work related skills to ensure the early achievement of a sustainable job. It should also provide the foundation for further work related training and development once the learner starts in work, for example by starting an Apprenticeship. This section describes what is eligible for funding under the Adult Skills Budget, the issues to consider in designing a unit based programme and how learning can be tailored to meet the specific needs of unemployed learners.

Choosing Units and Developing Appropriate Combinations

The flexibility offered by the Adult Skills Budget to offer single units provides a real opportunity to tailor learning to respond to unemployed learner's needs, by providing the ability to deliver exactly what the learner needs to get and keep a job.

Most unemployed learners will need to continue to look for work whilst they are training. This needs to be borne in mind in developing the chosen units to ensure that they are still able to meet their job-seeking requirements.

You may also wish to provide job search support as part of your package of support to unemployed learners. Their learning can then be set into the context of the type of work they are seeking.

The SFA recognises that learners who are actively seeking employment may not achieve their learning aim, which will affect QSR and therefore the Minimum Levels of Performance (MLP). Units of a learning aim are currently excluded from the calculation of the QSR. The SFA has committed to take into account the impact that unemployed learners leaving to enter employment before learning aims are achieved may have.

Flexibilities and What Is and Isn't Funded

The following categories of unemployed people are fully funded for Adult Learning:

- unemployed claimants JSA, ESA (WRAG) or UC
- other unemployed are fully funded at your discretion (e.g. lone parents, non-claimants);
- OLASS learners.

The QCF allows providers to develop learning programmes based on single units in order to make the offer more attractive to unemployed learners. The combination of units can also be tailored to meet what local employers need.

Over 11,000 units have been identified as being in scope. These are detailed on the LARS and encompass Levels 1-4 of the QCF.

You need to consider funding rate values and the rules of combination in making your selection of units. This should be part of the advice and guidance offered to learners – to ensure that they are offered the right combination of units which are all fully funded.

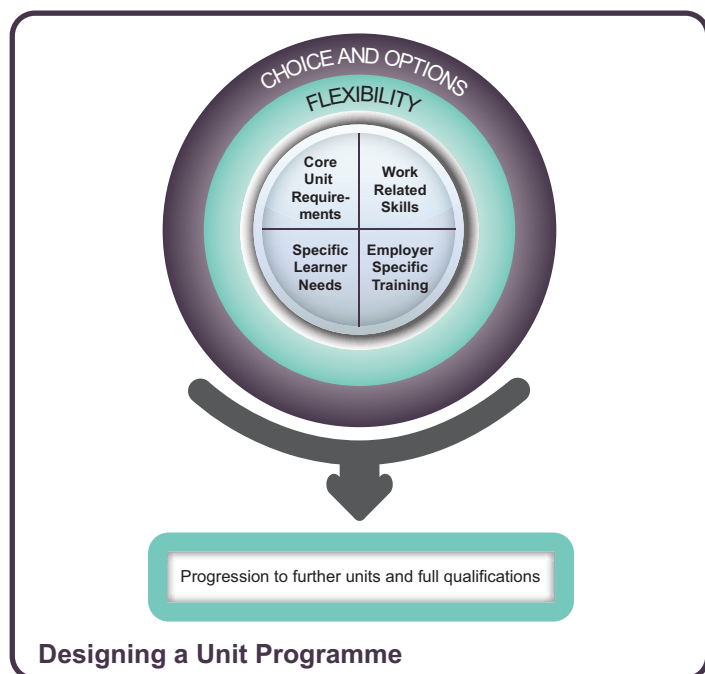
The choice of units should provide the foundation for a

TIP

The cost of delivery on a unit by unit basis, rather than for a full qualification, may be more than for the full qualification and can be prohibitive. It may be worth considering qualifications offered by other awarding bodies as these may offer a full qualification that better meets unemployed learners' needs. Feedback from providers has indicated that some awarding bodies are prepared to negotiate down on the costs and smaller awarding bodies can be more flexible on price than the larger ones. Some providers have taken the route of obtaining a 'Statement of Units Achieved' rather than full certification in order to keep costs down.

natural progression to a full award, taking into account their work/career aspirations.

You must, of course, have approval from the appropriate awarding organisation to deliver and certificate the learning.



Ensuring Suitability for the Unemployed

In designing a package of support you need to consider the requirements of many of the unemployed people in your locality. Some learners may have been out of the job market for many years. They may well lack basic knowledge and understanding of what a workplace is like and what employers require from their workers or they may have more fundamental learning weaknesses, such as numeracy and literacy or functional skills needs. Consequently you may need to design a package which addresses these issues before you can concentrate on the development of more specific work-based skills.

Examples of relevant unit themes:

- preparing for an interview;
- applying for a job;
- making and receiving telephone calls;
- introducing the Internet;
- developing confidence for work;
- personal presentation in the workplace;
- writing a CV.

TIP

The ideal unit course will:

- be tailored to a specific demographic cohort;
- reflect the learning preferences and styles of long term unemployed customers;
- be responsive to in-demand and growth skills areas within the local labour market and is ideally tailored to the requirements of local employers;
- be organised quickly, delivered locally and cater for groups of unemployed learners.

Tailoring Skills Provision to Meet the Needs of Unemployed Learners

Unemployed learners may have different requirements and issues from the majority of the learners you have dealt with in the past. Many will have had no contact with the world of learning or work, and attendance at a college campus could be a very daunting prospect. In particular older learners may find it difficult to attend a college or training centre where there are large numbers of young people.

TIP

You may wish to consider how you deliver provision in different ways, for example:

- ensure that premises are easily accessible by public transport;
- deliver in venues that are close and familiar to the unemployed learners e.g. close to local Jobcentres;
- delivered from premises which are co-located with other local providers or delivered from a range of local community venues;
- have the potential for tutor led job search and employability skills group sessions;
- have good resources such as PCs for internet based job search;
- are fully accessible and accommodating for people with disabilities or health conditions.

Understanding the Local Labour Market

In developing your understanding of the local labour market it is important to consider the issues that are currently impacting on and changing the dynamics. Labour markets evolve and develop over time as some industries decline and others develop.

Sources of Labour Market Information

A range of statistics at national and regional level can be obtained from the Office for National Statistic (ONS) website. Other sources of information on the local labour market include your local Jobcentre or the district office. Local authorities generally have a department which collects and collates information about economic development which you can access, and local Chambers of Commerce may also be able to provide local labour market information. Other sources of labour market information include:

www.statistics.gov.uk

Free access to data sets including labour market (Labour Force Survey, Public Sector Employment etc).

www.NOMISweb.co.uk

Provides labour market statistics from official sources for local areas throughout the UK including the Annual Business Inquiry.

www.hesa.ac.uk

The Higher Education Statistics Agency collects, analyses and disseminates data on higher education including the annual destinations survey.

www.cbi.org.uk

The Confederation of British Industry (CBI) produces a range of business and industry surveys which are available online to members. The annual Employment Trends Survey is available in hard copy from their online bookshop.

www.guidance-research.org/future-trends

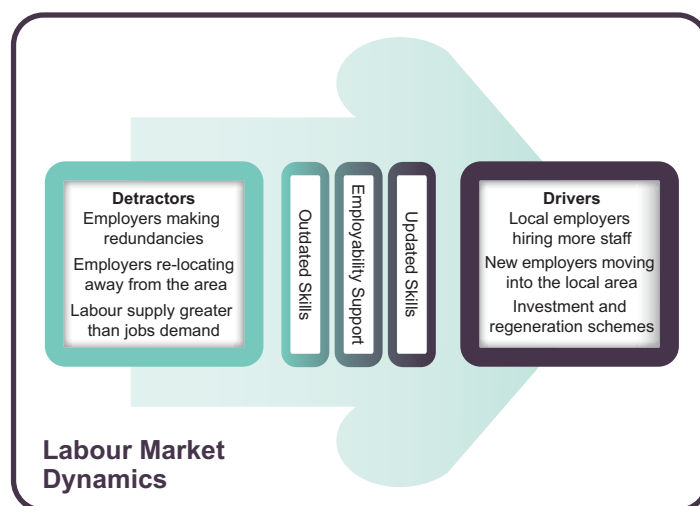
Part of the Guidance Research Forum website. They provide comprehensive labour market information broken down by sector and region and delivered in the context of use in the careers guidance process. There are online training modules for guidance practitioners in using Labour Market Information (LMI).

www.cipd.co.uk

The Chartered Institute of Personnel and Development produces Labour Market Outlook, a quarterly LMI report.

www2.warwick.ac.uk/fac/soc/ier

Warwick Institute for Employment Research. The Institute engages in labour market research at national, regional and local level with some European comparison studies.



Local Enterprise Partnerships (LEPs)

Local Enterprise Partnerships (LEPs) are voluntary partnerships formed between local authorities and businesses in England since 2011 by BIS to help determine local economic priorities and lead economic growth and job creation within its local area. Amongst their various roles, most LEPs produce and disseminate their own periodic labour market reports, briefings and analysis which can usually be found on their websites. This generally feeds in to formal Skills Plans for each LEP which reflect local sector priorities and skills shortages and can, in themselves, be an equally valuable source of labour market insight.

It is important that LEPs work closely with all of the providers in the locality and therefore have appropriate representation on their Boards and Committees including independent providers.

Labour Market Dynamics

It is important to consider the range of issues that impact on your local labour market and how you can best plan and respond to those issues.

In October 2013 there were 2.49m unemployed people in the UK. Of those, 1.42m were men and 1.07m were women whilst 660,000 were aged 16-24, although this figure included those currently in full time education who are looking for work. 900,000 had been unemployed for one year or more and 467,000 over two years.

The table below sets out the numbers of JSA claimants by age and duration of unemployment. Most people are unemployed for less than one year and this is an important factor in the way DWP plans support for unemployed people, i.e. the intensive support kicks in at the 12 month stage when customers are generally

referred to the Work Programme. This means that DWP is looking for cost effective support to move as many people as possible into work during that initial 12 month period. However there are still significant numbers who remain unemployed for more than one year and it is likely that many of these DWP customers will need additional support to overcome skills barriers.

AGE	DURATION	ENGLAND	%	UK	%
18 to 24	Total	268,360	26.1	332,175	26.2
	Up to 6 months	177,680	5.9	219,580	5.9
	6 to 12 months	159,385	15.5	198,015	15.6
	Over 12 months	52,320	0.5	64,040	0.5
25 to 49	Total	577,250	56	707,755	55.8
	Up to 6 months	159,385	15.5	198,015	15.6
	6 to 12 months	168,490	16.3	210,550	16.6
	Over 12 months	269,275	26.2	331,260	26.2
50 to 64	Total	342,570	33.3	422,940	33.4
	Up to 6 months	159,385	15.5	198,015	15.6
	6 to 12 months	70,380	6.8	88,755	7.0
	Over 12 months	59,470	5.8	74,450	5.9

In that same month (Oct 2013) 366,931 vacancies were recorded. It is also important to consider in which sectors those vacancies are more likely to occur. Each locality and region will differ depending upon the main features of the local labour market. There are however national trends which should influence the types of skills and learning you offer unemployed learners.

The table below shows how the types of jobs have changed over the past fifteen years. Long term unemployed learners may have skills which are now out of date or not required in the local labour market and may be resistant to learning new skills or adapting to new ways of working. You need to consider the issues facing people who were employed in industries which no longer exist or have changed significantly and how you can move them towards re-engagement with the labour market.

SECTOR	% JUNE 1996	% JUNE 2011
Manufacturing	15.1	1.9
Construction	6.6	4.0
Transportation, Storage & Communications	4.6	2.6
Wholesale, Retail & Distribution	16.7	12.9
Hotels & Catering	6.0	3.9
Public Services & Administration	5.7	4.5
Health & Social Work	10.4	10.0

Section 5

Working with DWP Advisers and the Work Programme

Key to success in developing and delivering Adult Skills Budget provision to unemployed learners is the development of effective links with DWP Advisers and Work Programme providers. This section provides information about the structure of DWP and ways to effectively engage with Advisers. It tells you about the DWP customer journey and provides information about the Work Programme.

Understanding DWP

DWP is responsible for welfare and pension policy. It is the biggest public service delivery department in the UK and serves over 20 million customers. Because of its size and the multiple layers through which it operates, making contact with the right person within DWP can be a difficult and daunting prospect. Added to this, people are often moved around within the organisation, so you may find that contacts need to be regularly refreshed.

Until recently Jobcentre Plus was a separate organisational structure within the DWP. However recent restructuring changes mean that all parts of DWP which focus on delivery of services to customers are now part of the Chief Operating Officer Directorate within DWP. This is the main part of DWP that you will need to have contact with, most typically through District level staff. The Chief Operating Officer Directorate is the part of DWP which delivers the Jobcentre services and it supports people from welfare into work, pays benefit and helps employers to fill their vacancies.

The DWP Operations Directorate structure is based on a national network of regions led by Operational Directors and districts each led by a District Manager, with a number of local Jobcentres reporting to the district. Benefit claimants are called 'customers' by DWP. Each person claiming benefit is case-loaded to a Personal Adviser in their local Jobcentre. JSA customers have to attend fortnightly to 'sign-on' and all customers have to attend as requested to receive back to work support where it is deemed appropriate. The District Manager has a considerable degree of autonomy in deciding what support and provision is delivered to customers in their district and some District Managers may be more proactive than others in wanting to work with learning and skills providers to develop support for customers to overcome skills barriers.

District Manager attitudes may well filter down to Advisers and experience has shown that levels of knowledge, interest and co-operation can vary considerably between districts.

At the district office, in addition to meeting with the District Manager you may wish to make contact with the Employer Partnership Manager (EPM) and the Third Party Provision Manager (TPPM). The EPM will have responsibility for developing links with employers to develop provision to meet local employer requirements. You may be able to support them through your own links with local employers through delivery of Apprenticeships and other skills programmes.

The TPPM and the third party provision management team is important to you as a provider, as they load information about opportunities to the DWP system which is accessed by Advisers when deciding what support should be offered to a customer. How the information about your provision is loaded could have a major impact on how it is received and used by Advisers. You may also need to complete and submit a stencil provided by the district which sets out your provision offering.

The DWP Offer

JSA, ESA (WRAG) and UC customers will receive flexible customer support which includes face to face meetings. The DWP Adviser's performance is judged on achievement of results and those results are essentially moving people off benefit and into sustained work (called off flows). There is no longer a centrally prescribed Adviser role or process depending upon benefit. The level and type of intervention will depend upon the needs, barriers and requirements of customers. This change in ways of working is still relatively new and whilst it is a welcome development there is likely to be a period of transition

during which Advisers will need to come to terms with their new freedoms and how they can use those freedoms to best effect to help people move into work. Consequently you may find differences in attitude from Advisers. Some may be very happy to engage with you to consider how the new changes may be used to support their customers whilst others may need to be convinced of the benefits of what you are able to offer.

The DWP Customer Journey

New JSA customers receive an initial interview which includes the development of a Jobseeker's Agreement (JSAG) and on-going fortnightly jobsearch reviews.

ESA (WRAG) customers are invited to attend a Work Focused Interview (WFI) after they have attended a Work Capability Assessment (WCA) and it has been judged that they will be fit and able to undertake some work within the next three-six months. The timing and duration of the WFI is at the Adviser's discretion.

Longer interviews with both groups are at the discretion of the Adviser depending upon the customers need for additional support.

Engaging with DWP Advisers

It is important to engage with Advisers in your local Jobcentre to tell them about the type of support and training you are able to provide to their customers. You need to consider what Advisers will want to know from you and what you are able to offer that is going to help them to achieve their work objectives.

Advisers are very busy people; their days are very full and they will be interviewing a large number of customers so you need to make every contact count.

Advisers have a flexible menu of support that they can offer to customers which includes:

- Get Britain Working Measures;
- skills provision;
- Apprenticeships;
- adviser jobsearch support;
- DWP group sessions;
- careers advice;
- volunteering advice;
- early or voluntary entry to the Work Programme.

Consider how you can make Advisers lives easier if possible. Make marketing materials clear and easy to understand. Don't expect Advisers to wade through a large prospectus to find the relevant information. Make the referral process as quick and easy as possible.

Attend Adviser team weekly meetings – these are often held first thing in the morning before the main day begins. These meetings are an excellent opportunity to talk in a relaxed environment to a number of Advisers and to find out the type of issues facing them in helping people into work. Consider how you can help them with some of these issues. Consider how you can provide them

For example they will want the following:

- for their customers to have a good chance of a job outcome;
- for customers to attend good quality provision;
- for provision to be responsive and have real impact;
- to gain results which help them to meet their performance targets;
- to be regularly informed of how their customers are progressing;
- to be assured that you have the capacity to take a referral and deal with their customer quickly and efficiently.

with useful information and insights that will improve their service to customers.

Spend time in the office talking to customers and talking to Advisers when they have a few spare minutes between customers. Let the Advisers know that you are prepared to come and talk to customers about the opportunities open to them. Ask the local Jobcentre Manager if you can regularly have a desk or an office in the Jobcentre to talk to customers about what you are able to offer. Some Jobcentres will have a National Careers Service professional on site and it will be helpful to tell them about your provision so they can bear it in mind when developing a Skills Action Plan.

TIP

Sensible use of appropriate marketing materials can help you to ensure that your organisation's contact details are to hand on the Adviser's desk, for example calendars, coasters, pens or mouse mats. Most DWP districts run recruitment fairs on occasions. These may be general or be themed where there is a specific sectoral need in the locality. Attending or having a stand may provide opportunities to engage with Advisers and their managers as well as customers and employers. Use social media such as Twitter or Facebook to publicise events or opportunities. Many Jobcentres now have their own Twitter account.

The Application of Skills Conditionality

Skills Conditionality was first piloted in 2010 with JSA customers, to test the labour market effects of mandating skills participation. Since 1st August 2011 active benefits claimants have been required to attend training, where a DWP Adviser considers skills to be their main barrier to employment. Customers referred to skills provision who fail to attend may face benefits sanctions. Only DWP staff can mandate learners, providers cannot (except in the case of the Work Programme).

Before a customer can be mandated to provision, the provider must confirm to the DWP that they have a suitable fully-funded place available. The focus is the development of work related skills to ensure the early achievement of a sustainable job. Unit delivery gives more flexibility in responding to, and addressing, unemployed learners' needs to help them get a job. There is an emphasis for flexibility as most customers will need to continue to look for work whilst training.

Customers on JSA, ESA (WRAG) or UC will be given a referral letter by the DWP when they are mandated to training. DWP should also ensure that a referral notification is sent to the provider. Customers who self-refer or are referred but not mandated under Skills Conditionality will need to obtain a 'proof of benefit letter' from the Benefit Enquiry helpline in order to evidence eligibility for funding. Entering a job before achieving their learning aim does not affect a provider's MLP.

Sanctions

Learners who do not comply with the terms of their mandation can face benefit sanctions. Sanctions are

administered by DWP staff and can last for two, four or twenty six weeks depending upon how many times they have failed to comply. Where sanctions are appropriate, the preferred option is for the learner to return to the provider to complete their course. A legitimate change should not of course incur a sanction, although approval from the DWP must be obtained. It should be noted that DWP customers are allowed to have up to three days of planned leave in any six week period.

Adult Skills Budget and the Work Programme

Work Programme participants are eligible to access SFA funded provision including careers and skills advice. Once a customer has entered the Work Programme the prime contractor will assess each customer and will decide if skills are a barrier that needs to be addressed.

It is up to individual skills providers to decide if they wish to use their SFA funding to meet the needs of this cohort of learners. This should be considered against the wider context of local demand for funded places.

National Careers Service

The National Careers Service is a publicly funded service to help adults get the advice they need for future skills, careers, work and life choices. Where a DWP Adviser considers that a customer's skills in relation to their job goals are unclear, they are able to mandate them to attend an intervention with the National Careers Service. DWP is also piloting new models which embed careers guidance professionals within Jobcentres.

The National Careers Service will provide a Skills Action Plan for the customer. This plan will be used by the DWP in deciding whether or not the individual should be mandated to training provision. If a skills barrier is identified, the customer will then be mandated to attend an initial provider interview.

The Work Programme has been commissioned through

TIP

Some providers have found that where DWP referrals fail to attend they can fill empty places through obtaining last minute referrals from Work Programme providers. Work Programme providers do not need to go through the Skills Conditionality processes, so are able to identify and refer people more easily.

a 'black-box' model which means that the prime contractors can work in any way that they feel will help their customers move into employment.

JSA Customers become eligible for referral to the Work Programme at different points depending upon their age:

- 18-24 year olds are referred at 39 weeks of unemployment;
- those aged 25+ are referred at 52 weeks unemployment.

ESA (WRAG) customers generally become eligible for entry to the Work Programme after they have had their Work Capability Assessment and received a prognosis of three, six or twelve months.

Early Entry to the Work Programme

Some categories of customer are eligible for early entry to the Work Programme. They are normally referred after they have been unemployed for 13 weeks. An exception to this is ex-offenders who now have mandatory Day one entry to the Work Programme. The following categories of customers can access early entry to the Work Programme:

- an ex-offender;
- a disabled person;
- a person with mild to moderate mental health issues;
- a care leaver;
- a carer on JSA or an ex-carer;
- a homeless person;
- a former member or partner of HM Armed Forces personnel;
- a person stable in recovery from substance dependency which represents a significant barrier to employment.

Engaging with Work Programme Providers

There are 18 Work Programme Contract Package Areas (CPA) and within each CPA there are between two and three prime providers. Work Programme contracts have been allowed to use a 'black box' approach. This means that DWP went to market with an open specification and bidders had the freedom to determine the type, frequency and duration of support, subject to offering each individual the development and review of an action plan, up to two years on the Work Programme plus in-work support for a further 52 weeks. Every prime provider does however have to offer agreed defined minimum service standards to all customers. These minimum service standards are published and are available on the DWP website.

Work Programme providers are able to mandate individuals to activity related to overcoming their barriers to work, including skills. They do however need to refer them to DWP for sanctioning if they fail to comply with

the terms of the mandate.

Work Programme providers are paid the majority of their funding for moving people into sustained employment and receive different amounts depending upon the type of benefit claimant and duration of unemployment. Most Work Programme providers sub-contract significant sections of their delivery to other providers. These sub-contracted providers may offer the full end to end service or they may deliver specialist support as required.

Don't automatically assume that Work Programme providers and their sub-contractors are aware of Skills Conditionality requirements or the flexibilities that the Adult Skills Budget now offers. Most Work Programme providers have Partnership Managers or staff in similar roles who should be your first port of call.

In discussions be clear that you already have funding as they might otherwise presume you are looking for a sub-contract. Focus on the benefit to them and their customers, for example through helping them to deliver more performance through moving more Work Programme participants into long term sustainable employment. Referral of customers from the Work Programme could be helpful to you to ensure adequate volumes for planned courses.

Work Programme Prime Providers		
CPA	LOCATION	PROVIDERS
1	East of England	Ingeus UK, Seetec
2	East Midlands	A4e, Ingeus UK
3	West London	Ingeus UK, Maximus Employment Reed in Partnership
4	East London	A4e, Shaw Trust / CDG, Seetec
5	North East	Avanta Enterprises (TNG), Ingeus UK
6	Cumbria & Lancashire, Merseyside & Halton	A4e Ingeus UK
7	Greater Manchester, Cheshire & Warrington	Avanta Enterprises (TNG) G4S Welfare to Work, Seetec
8	Scotland	Ingeus UK, Working Links
9	Hants, Isle of Wight, Bucks, Berks & Oxon	A4e Maximus Employment
10	Kent, Surrey & Sussex	Avanta Enterprises (TNG), G4S
11	Devon, Cornwall, Dorset & Somerset	Prospects Services Working Links
12	Glos, Wilts, Swindon, West of England (Bristol)	Learndirect / JHP Rehab Jobfit
13	Wales	Rehab Jobfit, Working Links
14	Birmingham, Solihull & The Black Country	EOS, NCG, Pertemps People Development Group
15	Coventry, Warwickshire, Staffordshire, Shropshire, Hertfordshire & Worcestershire	ESG Holdings Serco Welfare to Work
16	West Yorkshire	Interserve Working Futures, Ingeus UK
17	South Yorkshire	A4e, Serco Welfare to Work
18	NE England & Humberside	G4S Welfare to Work, NCG

Section 6

Working with DWP Customers

Delivery of skills provision to unemployed learners may mean you are dealing with different types of learner than those you normally deal with. This section tells you about the different types of benefit and the issues and barriers faced by long term unemployed learners. It also covers the issues you need to consider when developing provision, including dealing with difficult learners and staff training needs



Benefit Types and Eligibility

DWP deals with a wide range of customers, but there are a number of main benefit types that have different features and conditionality requirements and these will reflect the overall impact on the readiness and ability of the customer to move into employment.

Jobseeker's Allowance (JSA) and Universal Credit (Full Conditionality)

- must be available for, capable of and actively seeking employment;
- aged 18 or over but below State Pension Age;
- working less than 16 hours per week on average, depending upon the amount of wages received;

- living in Great Britain (England, Scotland or Wales – Northern Ireland has different arrangements);
- JSA is not normally paid to 16-17 years olds except in special cases.

Employment & Support Allowance (ESA)

A claim for ESA may be made if any of the following apply:

- the claimant's Statutory Sick Pay (SSP) has ended or if not they cannot get it;
- the claimant is self-employed or unemployed;
- the claimant were previously in receipt of Statutory Maternity Pay (SMP) but unable to return to work because of illness or disability;
- the claimant are under state pension age.

Claimants must also either:

- have an illness or disability which affects ability to work for at least four consecutive days; or
- be unable to work for two or more days out of seven consecutive days; or
- be getting special medical treatment.

Income Support (IS)

Income Support is payable where a person does not have to look for work in order to get benefit. Customers don't have to be available for work if they are:

- a lone parent bringing up a child under five on their own; in some cases, they don't have to be available for work and can carry on getting IS for a certain period if the child is older than this;
- getting carer's allowance;
- looking after a partner, who is temporarily ill;

- looking after a child under 20 for whom they are responsible and who is temporarily ill;
- incapable of work because of pregnancy. Some pregnant women are able to claim ESA instead.

IS customers cannot be referred to skills training under the Skills Conditionality rules although they may be eligible for fully funded adult skills training at the discretion of the provider.

Lone Parents

Lone parents who are capable of work can currently claim IS until their youngest child reaches age five. They will then ordinarily need to claim JSA and seek work.

Lone parents who have other reasons for claiming IS will continue to be eligible to claim IS or another appropriate benefit such as ESA.

The DWP will contact the lone parent eight weeks before their IS is due to stop and invite them to an interview with an Adviser to explain what they need to do to make a claim for another benefit. Most lone parents, making a new or repeat claim, will no longer be entitled to IS only on the grounds of being a lone parent and will need to claim JSA or ESA if they have an illness or disability.

Lone parents with children aged 12 and under can restrict their availability to work to fit with their children's regular school hours. Free childcare is available for all children in England aged three and four for 15 hours a week. Different arrangements apply in Scotland and Wales.

Barriers and Issues for the Long-term Unemployed

Long term unemployed learners and especially those referred under Skills Conditionality may differ from the learners you have dealt with up to now. They may have a range of different problems and issues which either resulted in them being unemployed or have come about because they have been unemployed for some time.

The above barriers can be interlinked, and you will need to work out how best to address these, for example by addressing one tier at a time.

The impact of barriers such as these can result in low self-worth, belief, confidence and motivation. Experience has shown that further barriers can evolve if initial barriers go unaddressed. Research shows that former claimants of Incapacity Benefit, which preceded ESA, for over two years were more likely to die or retire than return to work!

They may be:

- less likely to be actively motivated to find work;
- less likely to want to travel to take part in provision;
- more likely to face serious social barriers to work;
- more likely to have low skills and/or few or no qualifications;
- more challenging for delivery staff to work with face to face.

They may have one or a number of the following social barriers to employment:

- poor literacy/numeracy;
- history of offending;
- disabilities/poor health;
- poor access to transport;
- debt related issues;
- behavioural issues;
- out of date skills;
- homelessness or poor quality housing;
- cultural and/or religious issues;
- caring responsibilities;
- substance misuse;
- age related barriers;
- ESOL needs;
- low/no qualifications;
- poor personal presentation;
- poor self confidence and self esteem;
- family issues;
- intergenerational issues.

TIP

For many learners, debt can be the biggest barrier to moving into employment as moving off benefits can mean that repayments on a range of loans become due. Consequently you may find that accessing effective debt management advice is a key first step to getting a learner to consider moving into work. This may then put them into a frame of mind where they are able to consider how they might overcome other barriers, as well as consider and engage effectively with learning and/or work related activity.

Dealing with Difficult Customers

Some DWP customers may demonstrate difficult, challenging and potentially violent behaviour. Risks may include verbal abuse, vandalism, physical violence, or possession of illegal substances on your premises. The DWP should tell you about any specific issues when they refer learners, especially if they are potentially violent.

You need to carefully consider and address the personal safety and security of your staff and other customers across all risk factors to a greater extent than you have needed to up to now. You should ensure that your centre rules and expectations are clearly explained to learners from the outset, for example by issuing and working through an induction pack. It is important that you train your staff to handle difficult people and to recognise and diffuse difficult situations at an early stage.

Staff Training Requirements

Your organisation will of course already have experience of providing advice and guidance through Information, Advice and Guidance (IAG) and may be matrix accredited. Your staff will also already have a range of skills and experience appropriate for working with this customer group. You may however wish to consider whether there are additional training requirements to help you better meet the needs of long term unemployed adults, for example in customer handling, or in providing a more intensive range of employability and pastoral care. This might include development of more specific knowledge to signpost and support people to access specialist support and advice to overcome barriers to employment. You may also wish to provide more specialist employability and jobsearch support.

The Institute of Employability Professionals

The Institute of Employability Professionals (IEP) is the professional body created for professionals and practitioners working in the Employment Related Services (ERS) sector. The IEP has developed and launched a framework of ERS qualifications, making use of the flexibility afforded by the QCF by taking units from a range of different areas. This includes the development of two bespoke ERS units: Understanding the Employment Related Services Sector and Sustaining an Employment Outcome. Qualifications available include Level 3 and 4 Certificates and Diplomas, as well as Advanced and Higher Apprenticeships. You may wish to consider whether the new qualifications are

appropriate for those staff who will be working with unemployed learners.

Section 7

Destination Tracking and Reporting

Delivering Adult Skills provision and accepting Skills Conditionality referrals brings with it additional forms and processes to meet DWP requirements. This section provides information on those destination tracking and reporting requirements.

Unemployed learners may leave for a range of different destinations and it is important that you capture what those destinations are.



SFA requirements are to;

- maintain accurate documentation to support funding claims;
- respond in a timely way to requests for information from DWP;
- keep attendance and decision making records for all mandatory referrals;
- work in accordance with DWP data retention and security protocols;
- recording of the learner and unit(s) will be collected through the single ILR;
- ensure completed ILR fields comply with information authority guidance for mainstream Adult Skills Budget funded provision;
- prepare an Individual Learning Plan (ILP) for each

- learner, to be maintained for audit purposes;
- requirement to hold evidence to support the amounts claimed for single unit delivery.

Although destination data into jobs is not required by the SFA, it is a field on the ILR and it is well worth filling it in as accurately as possible because it shows that provision is effective. This could help with contractual and performance reviews as well as being helpful to the sector to show that skills interventions on unemployed people have an effect. Evidence of destinations can also be beneficial evidence for Ofsted inspections and for composing business growth cases to the SFA.

It is the claimant's responsibility to notify the DWP of any change to their circumstances, including changes to their availability to attend provision.

Job Outcome Payments – Definition of a job outcome

With the introduction of Job Outcome Payments from August 2012 the definition of a job outcome is as follows:

- JSA, ESA (WRAG) or UC – a customer declaration to the provider that they have left unemployment benefits for work;
- for those on other benefits – a customer declaration that they have entered work.

An eligible job is defined as:

- 16+ hours per week for more than four continuous weeks;
- matched at SFA organisation level against DWP data;
- job outcome payments triggered using data from the ILR.

Providing Feedback to DWP to Build Relationships

In addition to the organisational level capturing and recording of outcomes, DWP staff at local level will want to verify results and assess the impact of provision they refer their customers to. Consequently you may wish to agree processes with DWP to provide regular reports on progress with referrals. It is important that any feedback is relevant, targeted and timely. Job entries may well need to be evidenced and you may wish to gather validation from an employer that a learner has found and kept a job. You should also capture and differentiate between JSA, ESA and UC outcomes. Your recording of job entries must also consider long term sustainability, not just measuring a “Day one” job entry.

Work Programme providers will also want to know the progress of any customers they refer to you and will have their own systems and data requirements.

Forms and Processes

There are three main forms used as part of the Skills Conditionality referral process.

Ref2/Ref2JP Referral Form:

Notification of a referral from DWP. The provider receives both pages and is required to complete Part 3. They then return the top copy to DWP, and retain the bottom copy. This is important for DWP to track the learners referred to provision as their benefit status may be dependent upon participation. It is important to inform the DWP of any changes.

SL2 Start/Leaver Notification:

This form may also be used to make a referral and track learners, and contains potential provision and benefits details. Providers use this form to notify DWP of the learning outcome. DWP will complete Parts 1 and 2; the provider completes Parts 3 and 4 and must return this within 48 hours.

Skills 11 Doubt Form:

The provider must inform DWP if a mandated learner stops attending or whose conduct is inappropriate. This is important as this may impact on benefit status. Without notification there is potentially a benefits overpayment made in error.

DWP Information Sharing Protocols

DWP is now able to share paper-based claimant information with providers through secure transfers without the claimant’s informed consent. Providers should not assume that DWP customers have consented to information sharing, and need to consider the implications of this. You also need to consider fair processing of data, and make customers aware of what you will use their data for.

DWP has robust data security measures, based on ISO 27001, and will expect SFA providers to observe these. These include requirements to:

- undertake appropriate pre-employment checks of staff who may be exposed to customer records and data;
- ensure secure information handling of data to and from DWP;
- ensure the security of premises and IT systems where data is held (including the use of portable media);
- prohibit the off-shoring of data outside the UK unless specifically authorised;
- ensure the transparent reporting of data security incidents.

Section 8

Case Studies

This section provides a number of case studies from colleges and training providers who have risen to the challenge of delivering Adult Skills Budget provision to the unemployed.

North Lancs Training Group (NLTG)

North Lancs Training Group (NLTG) senior management identified that the Adult Skills Budget flexibilities offered significant opportunities for their organisation. A one year action plan was developed to ensure they were ready for delivery from the start of the 2011/12 contract year.

Staff approached the local Jobcentre to discuss what skills were needed to get customers back into work and worked with them to design appropriate provision. As a result of increased interest from the Jobcentre, NLTG took the decision to appoint a dedicated co-ordinator to ensure there was a single point of contact for Jobcentre staff. NLTG meets Jobcentre managers each month to look at performance, consider future courses and gain feedback from customers on programme content.

NLTG staff attend Jobcentre team meetings to ensure they are up to date with the needs of the client group and emerging employment sectors. NLTG offers regular tours for Jobcentre Advisers and DWP Managers to ensure they are fully aware of the courses and facilities available. Marketing literature has also been produced and NLTG staff are on hand within the Jobcentre to answer any questions that might arise from customers.

After consultation with the Jobcentre, NLTG has used their JOIP monies to update facilities and resources to meet identified sector and customer demand. The largest expenditure has been on the development of a manufacturing facility to meet the needs of a large number of customers who had expressed an interest in general manufacturing. The new facility can accommodate up to eight learners who work towards a manufacturing qualification which incorporates elements of decorative glass design, furniture assembly and upholstery.

NLTG delivers across several sectors including hospitality and manufacturing. Qualifications chosen within these sectors have been selected to ensure that customers

attain skills and knowledge that are valued by employers. All sector based courses include the delivery of work skills to support progression into employment.

NLTG has also considered the safety of their tutors given their inexperience of delivering to this learner group and have installed added security in areas where delivery takes place.

Retention rates are high, with an 89% success rate. High attendance and achievement rates are attributed to the levels of pastoral support provided by tutors and the quality of the facilities.

YH Training Services

YH Training Services started delivery of Skills Conditionality in York from November 2011. The process of developing good links with DWP has had its ups and downs but they now feel they have reached a position of trust and respect, with processes now firmly established and operating well. They found that establishing a robust and differentiated administration process was vital.

The paperwork, its immediate turnaround, and the communication of monitoring information is in addition to SFA requirements and therefore needs careful thought. They attend a weekly KIT (Keep-in-Touch) meeting with Jobcentre managers, which helps keep the paperwork flowing as everything is hand delivered. This helps to inform them on a weekly basis of the attendance records and of course the successes! They also occasionally attend staff meetings, for example when provision changes or if there is a concern which needs to be addressed.

The development of a robust and honest dialogue with the Area Skills Manager and the individual Skills Managers within each Jobcentre has been crucial to success in delivering the services most needed in York. DWP in York has prioritised numeracy, literacy and IT under

Skills Conditionality, although it is now developing into wider skills areas.

Key to success was the co-ordination of delivery between the three providers delivering Skills Conditionality in York. Each provider largely delivers the same qualification portfolio but in slightly different ways or to different levels and from different locations. Understanding this has allowed DWP to manage referrals effectively, ensuring that the individual is referred to the right provider to meet their specific needs. YH Training Services' unique selling point is that they offer short courses which are flexible to fit with the learner's ability to commit.

YH Training Services primarily operates in the delivery of Adult Numeracy and Literacy (Entry Level 3 to Level 2) which is delivered in separate classes, one for each level, so they can ensure the customers are attending the right class following their initial assessment. Wherever possible, immediate starts are offered to maintain motivation and commitment. Each qualification is delivered within an eight week timeframe – with up to 16 sessions based on two half-day sessions per week. Some customers come with a bank of skills and experience, so it is important that prior skills and knowledge are accredited, and in these instances, completion can be in less than 16 sessions. Others however, need the full length of time to gain knowledge and confidence to complete the qualification.

Most recently, YH Training Services has introduced a full package of support for the DWP, whereby a customer can be engaged for up to 12.5 hours a week, undertaking all four elements, Numeracy, Literacy, IT and Employability and Personal Development. This provides a more holistic approach to skills development and within an eight week cycle can provide the key ingredients to them moving forward into employment. Many clients choose to add learning time to their mandated portfolio if they have not been referred for all four elements. Classes are small and operate with between seven and twelve learners. The Business Development Adviser monitors class sizes, to ensure that any self-referrals are able to join the classes at the beginning of each cycle.

The expansion of Skills Conditionality provision has led to the hiring of additional learning facilities close to their centre. YH Training Services' ethos is about creating a comfortable and relaxed learning environment, so premises where the learners could make a coffee and feel comfortable are important. The team prides itself on engendering a welcoming service, where learners feel

comfortable enough to pop in for help with forms and applications over and above their learning commitments.

Should the provision and the level of referrals continue to grow, YH Training Services are considering whether to move premises to ensure sufficient learning environments are available.

Early results from this initiative have demonstrated excellent outcomes. In a small number of cases, the removal of the skills barrier has been the final piece in the jigsaw and learners have moved into employment. For these learners however, this has been about more than the qualification itself, – it is about re-engaging with a working/learning environment!

Claire Robinson at YH Training Services said, "It's definitely worth investing management time. We have felt it very important to spend time nurturing the relationship with DWP and listening quite carefully to their requirements. Attending team meetings and appreciating the differing needs of each Jobcentre is certainly worthwhile. We are now working across the region and have started to foster relationships with further Jobcentres. The customer group in each locality differs and each Jobcentre may wish to tackle Skills Conditionality in a slightly different way. There is however a common core of administration within the basic Skills Conditionality Toolkit which stays the same for each Jobcentre."

Derby College

Derby College launched 'Employment World' in 2009 aiming to equip Jobcentre Plus customers with the skills required to re-join the workforce. Employment World at Derby College is an adult only city centre venue where employability skills, specifically tailored to sector and employer requirements are delivered. It was successful during 2009 – 2011 in both re-skilling and up-skilling participants, with 80% retention and achievement. Integral to the offer was successful delivery of an in-house careers advice service.

With the advent of Skills Conditionality, Derby College identified an opportunity to build on their partnership with Jobcentre plus and trial unit delivery as part of the pilot phase. Their retail faculty worked with the Jobcentre Plus Employer Partnership Managers and local food retailers to deliver over 400 accredited units, securing 54 jobs.

A strategic decision was taken to relocate delivery to a more central location, which has included co-location

with the largest Jobcentre in Derby as well as the district office. This allowed for the College's Information, Advice and Guidance (IAG) Advisors to be on site for one day per week working directly with Jobcentre Plus Advisers, as well as facilitating the delivery of two group based jobseeker sessions each week. Each group is engaged for two sessions including an introduction to the IAG service via a group intervention as well as confidence building, motivation, realistic goals linked to labour market vacancies, interview techniques and mock interviews.

The partnership work during the transitional period provided an excellent foundation for the commencement of their 'Skills for the Unemployed Offer' through the delivery of employer led sector based work academies.

Led by a dedicated Community Cohesion & Social Action Manager, Derby College has developed strong partnership links with DWP. DWP and the college respectively fill the roles of Chair and Vice Chair of the Barriers to Work Sub Group of the Employment & Skills Strategy Group for Derby, which feeds into the Employment & Skills Board. At operational level a local partnership plan has been drawn up which is subject to monthly review and revision by the College and the DWP Third Party Provision Team. Employer Partnership Managers lead the planning of employer led pre-employment training and sector based work academies, with both the college and DWP bringing employers to the table.

With the introduction of Skills Conditionality it was considered important that customers referred by DWP should have the opportunity to explore their options. To support this, a selection day was developed for each employer led programme, jointly facilitated by Derby College and the DWP Employer Partnership Manager. The format of the day includes employer presentations, an overview of the skills training on offer, a careers guidance intervention for learners to explore opportunities and make informed choices, a basic skills screening and a competency based interview.

Where Basic Skills or ESOL needs are evidenced, learners are referred to appropriate provision. Recently more in-depth assessments were introduced and literacy & numeracy Entry Level classes at Employment World are held on a weekly basis to provide a more seamless transition from a selection day. The objective for the day is for attendees to decide whether the opportunity is for them or not and for the partnership team to select the most suitable candidates for the programme. Over 20 selection days have been held and, on many occasions, have attracted as many as four candidates for every

programme place.

Telephone feedback is given to all attendees prior to the end of the day of attendance. Unsuccessful candidates are offered a variety of follow-on options including additional access to IAG services, Work Clubs, online employability support through MyWorkSearch, and access to alternative provision at Employment World, which includes Pre-Apprenticeship programmes and provision within the wider college.

Work has commenced on tracking sustainable employment outcomes and they are beginning to work with individuals and employers to establish retention at the nine month stage. Derby College moved over 90 people into jobs in the period from April to November 2011 with an average success rate of 67%.

Section 9

Reference Material

Glossary of Abbreviations

AELP: Association of Employment and Learning Providers

AGE: Apprenticeship Grant for Employers

BIS: Department for Business, Innovation and Skills

CATS: Credit Accumulation and Transfer Scheme

CBI: Confederation of British Industry

CPA: Contract Package Areas

DfE: Department for Education

DWP: Department for Work and Pensions

EPM: Employer Partnership Manager

ESA: Employment & Support Allowance

ESA (WRAG): Employment & Support Allowance
(Work Related Activity Group)

ESF: European Social Fund

ESOL: English Speakers of Other Languages

ETF: Education and Training Foundation

FE: Further Education

FSF: Flexible Support Fund

HMRC: HM Revenue and Customs

IAG: Information, Advice and Guidance

IB: Incapacity Benefit

IEP: Institute of Employability Professionals

ILP: Individual Learning Plan

ILR: Individualised Learning Record

IS: Income Support

JOIP: Job Outcome Incentive Payment

JSA: Jobseeker's Allowance

JSAG: Jobseeker's Agreement

KIT: Keep-in-Touch

LARS: Learning Aims Reference Service

LLDD: Learners with Learning Difficulties and Disabilities

LMI: Labour Market Information

MLP: Minimum Levels of Performance

MWA: Mandatory Work Activity

NAS: National Apprenticeship Service

NEA: New Enterprise Allowance

NEET: Not in Education, Employment or Training

NLTG: North Lancs Training Group

QCF: Qualifications and Credit Framework

OLASS: Offenders Learning and Skills Service

ONS: Office of National Statistics

QSR: Qualification Success Rates

SASE: Specification for Apprenticeship Standards
in England

SFA: Skills Funding Agency

SMP: Statutory Maternity Pay

SSP: Statutory Sick Pay

TPPM: Third Party Provision Manager

UC: Universal Credit

WCA: Work Capability Assessment

WFI: Work Focused Interview

WRAG: Work Related Activity Group

Glossary of Common Terms

Awarding organisation – organisations which provide an approval process for providers who, if they meet the criteria, are able to award accredited qualifications.

Claimant – a term used by DWP to describe those who claim and receive benefit.

Customer – a term used by DWP to describe those receiving back to work support.

ISO 27001 – the international standard for an Information Security Management System (ISMS).

Jobseekers Agreement – a mandatory agreement made between a claimant and a DWP employment officer, setting out the availability of the claimant to work, and the type of employment being sought.

Learner – an individual participating in learning and skills activity.

NOMIS – a service provided by the Office for National Statistics, which gives free access to detailed, up-to-date and official UK labour market statistics.

Off flows – the term used by DWP to describe the people flowing off benefits to other destinations, measured through the Performance Management Framework.

Prime provider / prime contractor – where a provider has a direct contract with DWP to deliver employability and related support with delivery through a supply chain of sub-contractors.

Rules of Combination – these specify the credits that need to be achieved, through particular units, for a qualification to be awarded.

The matrix Standard – a quality standard for organisations to assess and measure their advice and support services, which ultimately supports individuals in their choice of career.

Tier 1 provider – where a provider delivers employability support for DWP through a sub-contract to a prime provider.

Tier 2 provider – where a provider delivers specialist one-off support to a prime or Tier 1 sub-contractor.

Unit – A coherent set of learning outcomes and related assessment criteria, with a title, credit value and level.

Useful Websites

Department for Work & Pensions – www.gov.uk/dwp

Skills Funding Agency – www.skillsfundingagency.bis.gov.uk

Website for the information services provided by the UK Government – www.gov.uk

Department for Business Innovation & Skills – www.gov.uk/bis

Educational Funding Agency – www.education.gov.uk/schools

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