



The perceived effectiveness of client centred approaches to activation in fostering the employability of job seekers: lessons from the Youth Guarantee pilot programme and the EEPIC study

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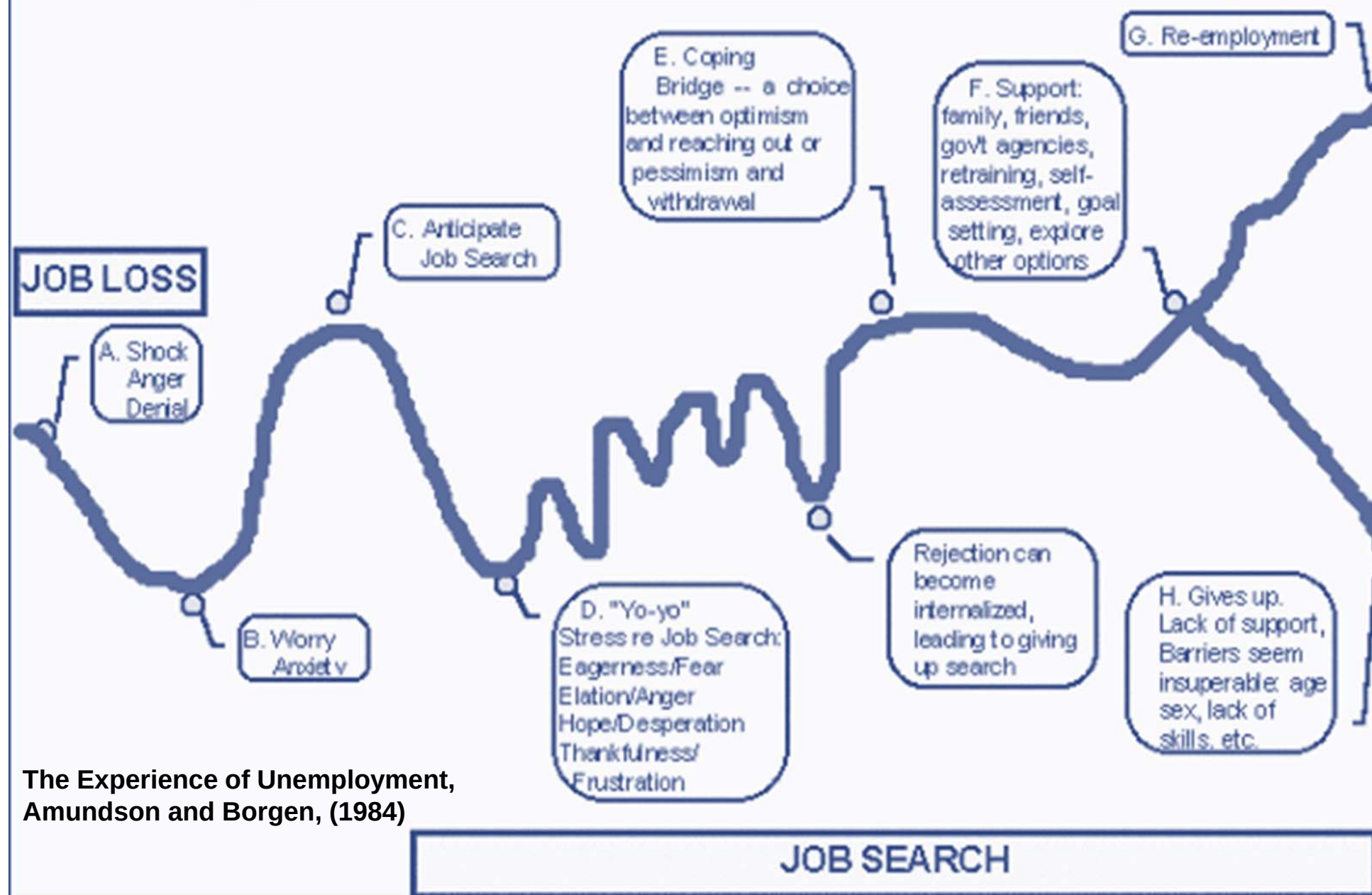


National: Ireland Employment Context

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- ▶ **326,000** Jobs lost in the period 2008 – 2011
 - ▶ Unemployment rose from **4.4%** in early 2008 to **15.1%** in 2012
 - ▶ **305,785** on Live Register (April 2016)
 - ▶ **183,700** Standardised unemployment rate (April 2016) **8.4%**
 - ▶ **138,222** signing for 12+ months (LTU 5%)
 - ▶ **79,906** on activation programmes (Tus, Back to Work allowance, Job bridge etc.) March 2016
 - ▶ Rate of unemployment for under 25 is **18%**
 - 6.2% in 2000 – 31.3% Feb 2012

CSO, April 2016

JOB LOSS STAGES



The Experience of Unemployment,
Amundson and Borgen, (1984)

What do we know?

- ▶ Relationship exists between labour market status and well being (Cole, 2006)
- ▶ Joblessness impairs psychological wellbeing (Erikson, 1959; Jahoda, 1979, 1981, 1982; Seligman, 1975; Goldsmith et al. 1997)
- ▶ Jahoda (1981) latent deprivation model: psychological distress of unemployment: loss of manifest (income) and latent benefits
- ▶ Scarring effects, psychological impacts of unemployment: 2, 4/5, 8/12 mths (Liem & Liem, 1988)
- ▶ Paul & Moser (2009) sharp increase of mental health symptoms during 1st year, stabilisation during year 2/3
- ▶ A persons prospect of finding work diminishes rapidly once they pass 12 month threshold, with a less than 20% chance of moving into work (DSP, 2013)



What do we do?

- ▶ Historically there has been slow development in a full labour activation policy (Murphy, 2012)
- ▶ NESC recommended **intensive engagement** with the unemployed impressing that the reduction in unemployment is highly dependent on the **quality of services** and **supports** offered (NESC, 2012)
- ▶ 2012 – 2015: Pathways to Work Programme – 50 point action plan, organised across 5 strands
- ▶ Commits to reducing long term unemployment through the involvement of a range of government departments and state agencies working together
- ▶ PTWP monitored on ongoing basis across 10 KPIs – quantitative in nature, no reference to qualitative indicators



What do we do?



Pathways to Work 2016-2020

*‘Consolidating the recent reforms to the Public Employment and Welfare Services and improving service provision to optimise outcomes for its clients. This means ensuring that **the long-term and youth unemployed cohorts continue to be prioritised and adequately supported** in the provision of activation services and also that the **implementation and delivery of activation services is high quality, effective, efficient and sustainable**’ (p.15)*



What do we do?

S1:Enhanced engagement with unemployed people of working age

- *The **quality of the one-to-one case officer/client relationship**, the responsiveness of the FET sector to Intreo client requirements, and the readiness of employers to give this cohort of jobseekers an opportunity to re-enter the workforce will all be key to improving employment outcomes for long-term unemployed people.*
- *Action: Increase the **frequency** and **quality** of engagement with registered job seekers*

S2:Increase the employment focus of activation programmes and opportunities

- *Continue to implement the actions set out in the Youth Guarantee implementation plan*

EEPIC (2013-2017): Key themes

Clients	Staff	Managers	Other Services	Policy
Barriers	Services differ	Policy is Flawed	Reform impact	Perceived Progress - positive
Control	Lack of understanding of client needs	Lack of understanding of client needs	Lack of understanding of client needs	Negatives
Psychological Impacts	Job satisfaction	Skills of staff	System issues	Definitions
Individual needs	System / process runs the service	Implementation - Methodology - System	Implementation	Implementation
Process		Evaluation		Evaluation

Experience of practitioners

It's less about the clients' individual needs and its more about ticking boxes and getting people into work quickly, much more about control than enabling."

euro crisis changed the welfare state

..**System is running the service** – as interested as I might be in the client I can only deliver the system. The system has progressively changed for clients over past 4 years – less guidance, not looking at long term goal for people and getting people into stable employment, **its now just about getting them into a job, any job, or onto a course, a Quick Fix for clients.** Its not at all client centred (I never thought that I would say that!). The system is driving it and the clients get a feel for this

"what is happening is the break down in society, in the social fabric of society"



Two examples of Positive Activation approaches

- Ballymun Youth Guarantee pilot: Qualitative study
- EEPIC: Enhancing employability through positive interventions for increasing career potential

Ballymun YGS Pilot



What did we set out to do.....



- *Through a partnership approach:*
- Develop and deliver a model Youth Guarantee tailored to the needs of an urban disadvantaged community
- Test the effectiveness of the model
- Extract the learning to inform the further development and implementation of the national Youth Guarantee

Partnership

The model was developed and delivered by a partnership of key stakeholders at national and local level

National Steering Committee (NSC)

Responsible for finalising the design of the pilot and monitoring its implementation

- Department of Social Protection (DSP)
- North Dublin Chamber of Commerce (NDCC)
- City of Dublin Ed. and Training Board (CDETb)
- Depart. Of Jobs, Enterprise and Innovation (DJEI)
- Dublin City Council (DCC)
- Irish Business and Employer's Conference (IBEC)
- Irish Congress of Trade Unions (ICTU)
- Irish Local Development Network (ILDN)
- National Youth Council of Ireland (NYCI)
- Department of Education and Skills (DES)
- Solas.

Local Implementation Group (LIG)

Responsible for the identification and referral of participants and offer advice on progress and support the implementation of the BYG pilot.

- Department of Social Protection (DSP)
- Ballymun Job Centre/ Local Employment Service (BJC/LESN)
- Ballymun Whitehall Area Partnership
- City of Dublin Education and Training Board (CDETb)
- Fast Track to Information and Technology
- North Dublin Chamber of Commerce
- BRYR (Ballymun Regional Youth Resource).



Policy Framework and Principles

(Eurofound, 2012)

- Successful policy measures **specify their target group** and find **innovative** ways to reach them.
- **Young people vary** in their level of labour market readiness and policies have to cater for a range of minor to complex needs.
- Policy delivery relies on **appropriate personnel**, who need to be trained and supported.
- Youth unemployment requires **flexible responses**, which have to be adapted to economic cycles, whereas social exclusion is a structural issue and has to be addressed **consistently**.
- **Robust monitoring and evaluation** should be used to inform policymaking and development.



Policy Framework and Principles

- Young people should be set up on a **long-term sustainable pathway**, e.g. by providing them with necessary skills and stable employment, rather than low-quality quick fixes.
- Successful policies offer **good quality career advice** and **comprehensive holistic guidance**.
- Youth employment measures should **focus on the client**, not the provider, e.g. by offering tailored, personalised advice by mentors.
- **Inter-agency collaboration** and involvement of all stakeholders can be a cost-effective way to implement policies
- Measures that aim to increase the employability of young people should **focus on existing and future labour market needs**.



Approach

- Young people are not homogenous.
- The Local Implementation Group **conducted an analysis** of the young people in Ballymun using various data sources in order to build a profile of groups of potential beneficiaries so as to assist in capacity building.
- The analysis facilitated the identification of groups of young people that would require different types of interventions based on their **employment readiness**.

Client Profile and Environmental Factors



➤ **Antisocial Behaviour/ Public safety**

- High levels of drug mis-use/ alcohol abuse
- Criminal behaviour
- Negative role models
- Gang membership
- 500 inhabitants were surveyed in 2010, more than half respondents stated that more focus on reducing crime and anti-social behaviour was their number one issue

(BRL, "Measuring what Matters, 2010)

➤ **Personal Disposition**

- Lack of self knowledge/ occupational knowledge
- Lack of coping skills/motivation

➤ **Mobility**

- Significantt reliance on public transport in the area. 55.8% travel to work or school by foot or public transport compared to 29.9% national average, while 44% of households in Ballymun do not have a car (2.5 times the national average and 6% higher than Dublin city) (BRL,2010)

Ballymun Youth Guarantee - Process

**Youth Service engagement/ outreach promotion
and encouragement for BYG clients**

**Entry to BYG Pilot:
Group Engagement and referral**

**Guidance Process:
Identify needs, career plan and pathway
to work
Offer: Referral to appropriate initial
intervention**

GROUP 1:

***Did not finish second level
education, no work experience
many personal family issues***

***Offers: Counselling and drug and
alcohol support, literacy support,
basic education***

GROUP 2:

***Finished second level education,
some work experience***

***Offers: Return to learning,
Enterprise, Job Placement, work
experience, sampling, Labour
Market Schemes, Apprenticeships***

GROUP 3:

***Further education, some work
experience***

***Offers: Higher level education
and skills training, job
placement, work experience
work sampling, Enterprise
supports***

Approach

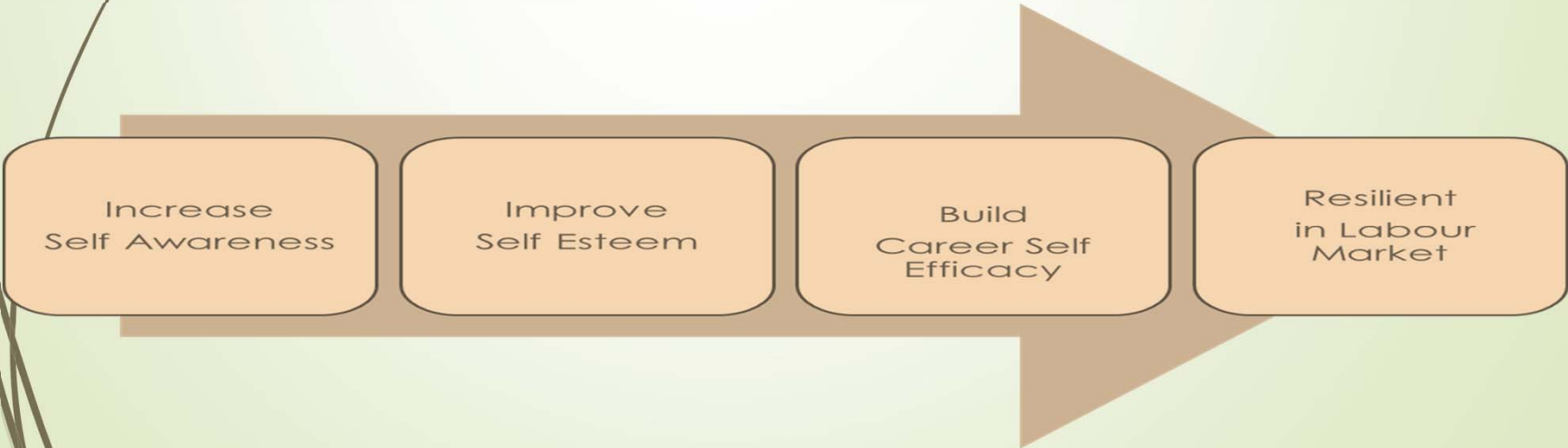


- The model adopted an **activation approach tailored** to meet the needs of the individual and was ambitious in its nature of offer and implementation schedule
- It set out to provide all young people on the live register a “**quality offer**” of education, training or employment within four months of starting the scheme



BJCs key role: Guidance service

- An initial **Assessment** of the individuals needs (education, training, skills, personal situation)
- A **tailored** career guidance process identifying latent skills, abilities, aptitudes, preferred behavioural style in the workplace (through use of a range of methodologies and tools)
- Development of a **career plan** which includes a career objective and shorter term career goals
- **Implementation** of the career plan in a supportive and positive way



Increase
Self Awareness

Improve
Self Esteem

Build
Career Self
Efficacy

Resilient
in Labour
Market



Offers

Total number profiled (at least one meeting): 789

Total Offers: 642 (81% of 789)

Type of Offers:-

	Pre-Offer	Ed/Tr	CE/TUS	Empl/Intern
Group One: (207)	5%	64%	13%	18%
Group Two: (314)	1%	57%	21%	21%
Group Three: (121)		50%	11%	39%

Note:- 99% of offers made within 4 months target timeframe

Pre-offer: A client who is experiencing issues or difficulties that prohibit them from taking offers of education, training or employment is given a pre-offer. This may be addiction counselling or assistance in homeless issues

Participants

..."I knew my mediator was thinking of me and that gave me confidence in myself"

..."The first meeting I had with Ballymun Youth Guarantee Scheme **may well turn out to be the most productive and in many ways important meeting I will have in my life.....** "

To be perfectly honest if my attendance at BJC wasn't compulsory, I probably wouldn't have gone. I was totally stuck in a rut mentally and couldn't even consider the next step in any direction. After the first meeting with my mediator the outlook had already brightened



Lessons from BYG

The national YG should be based on the objective of **investing** in young people in order to increase their employability and labour market sustainability in the long-term.



LESSONS for the further development of the Youth Guarantee in Ireland

- o Positive and Supportive client-centred approach
- o An Interagency approach – with a lead organisation driving the process (employment focused)
- o Good quality career advice - ongoing
- o Quality offers and wrap around support
- o Employer Engagement
- o Local, Innovative, Flexible Responses
- o All young people, not just those claiming Job Seekers payment



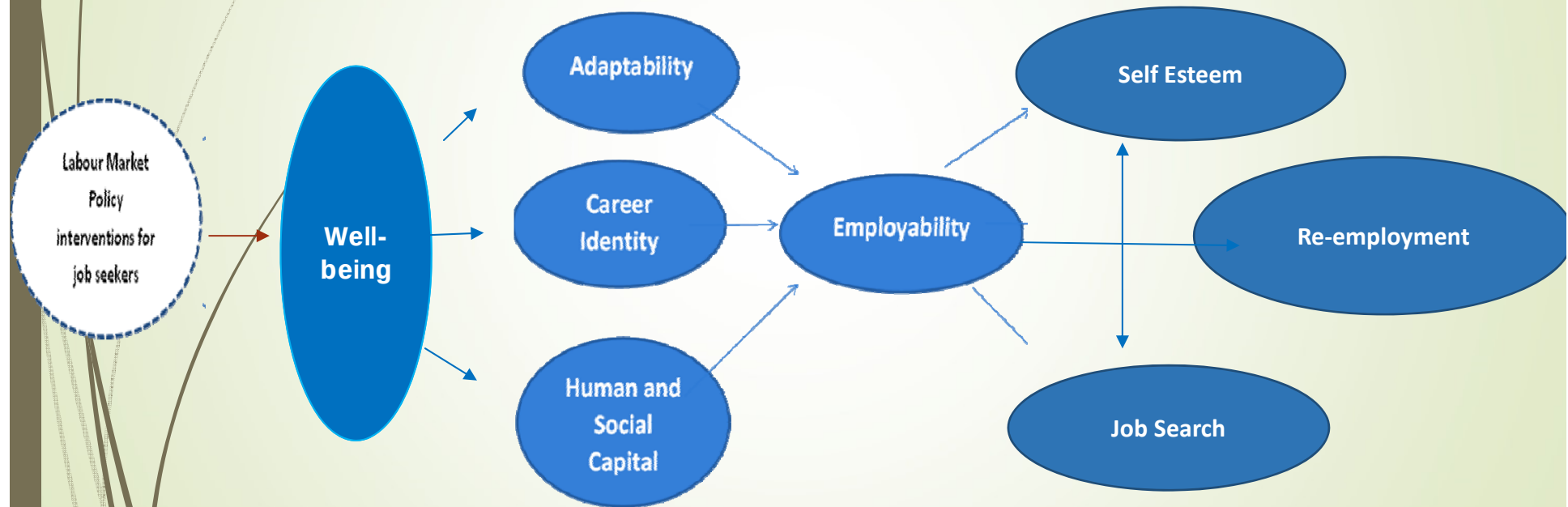
EEPIC

Evaluating the effectiveness and implementation of new employment enhancement programmes in an Irish context:
a focus on wellbeing and career efficacy

Aim:

- assess the implementation and effectiveness of Ireland's labour activation policy - the *Pathways to Work Programme* (PTWP) - with regard to promoting outcomes such as psychological and overall well-being, career efficacy and employment opportunities
- to assess the impact of the policy on the job satisfaction, experiences and views of frontline employment services staff
- to develop, implement and evaluate a new high support intervention designed to assist the long term unemployed improve their employability through increasing levels of psychological well-being, hopefulness, self-esteem and career-efficacy.

Relationships between employability, self-esteem, job search and re-employment during unemployment (McArdle et al., 2007), adapted to include well-being, and the impact of the Labour Market Policy on well-being outcomes



Well-Being: GHQ12 (Goldberg & Williams, 1988)

Satisfaction with Life (Diener, Emmons, Larsen & Griffin, 1985)

Rosenberg Self- Esteem Questionnaire (Rosenberg, 1965)

Career Self Efficacy Questionnaire (Kossek, Roberts & Demarr, 1998)

Brief Resilience Scale (Smith, Dalen, Wiggins, Tooley, Christopher & Bernard, 2008)

State Hope Scale (Snyder, Simpson, Ybasco, Borders, Babyak, & Higgins, 1996)

Perceived progress towards the labour market: Cantril's Self Anchoring Ladder

Study 1

Qualitative/
Grounded
Theory

Study 2

Randomised
Controlled
Trial

Study 3

RCT
/Qualitative

Study 4

Programme
Evaluation

Re-employment quality

- *Job satisfaction*
- *Job Sustainability*
- *Satisfaction with level of earnings*

Access to education / vocational training

Jobless household



Can the policy have positive affect?

- Enabling Activation approach
 - Brodtkin (2013):
 - Regulatory – discipline of the YGS (frequency)
 - Compensation – making work pay (potential for future earnings)
 - Enabling – identifying potential, providing choice, supporting development
- Well-being
 - Societal impact / Community impacts / jobless households / children
- Two examples of effective implementation of evidence based /informed practice and approaches

➡ Questions?

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