

Evaluation of the Jigsaw Programme

FINAL REPORT

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SUMMARY

Introduction

1. This report presents the findings of the Jigsaw evaluation undertaken by mtl between June and October 2007. The aim of the evaluation has been to determine the impact and effectiveness of Jigsaw and to make recommendations linked to the future need and direction of the programme post Objective 1.
2. Overall the evaluation concludes the Jigsaw is a good product for which there is a market need and strong policy rationale for its continuation. There are however reservations about the impacts of the programme in its current form.

Impacts

3. Employers report Jigsaw has had a positive impact on various aspects of their business productivity and competitiveness, particularly in terms of increased employee motivation, capacity and the ability to offer a better service to customers.
4. Whilst employers estimate the financial impact of Jigsaw has been in the region of £3.5m, it is difficult to estimate the overall impact on regional GDP. Although there is a potential impact on GDP through increased consumption (i.e. employee's wages), with some beneficiaries moving between jobs, there could be a high degree of deadweight.
5. Impacts on individual beneficiaries mainly related to a higher degree of personal job satisfaction and an opportunity to broaden their work experience. Significant impacts from training were less evident.
6. Most employers already provided some form of employee training, but a number indicated there were now more likely to increase the extent of their training provision and planning. Many were also more likely to engage in business support services following their involvement in Jigsaw.

Added Value

7. Despite positive feedback from employers and stakeholders regarding the Jigsaw product, there is evidence to suggest that many of the outputs and impacts of the programme would have happened anyway. Few employers had been experiencing specific barriers to recruitment and training. Instead the value of Jigsaw was in reducing the financial risks of recruitment and allowing the diversion of funds elsewhere within the business.
8. The positioning of the programme and move away from niche, high level skills provision to more generic skills provision may have been a factor in reducing overall impacts.

Delivery

9. The delivery of the programme may also have had a bearing on impacts achieved. There is a lack of flexibility in the product offer, particularly in relation to the provision of accredited training.
10. Programme delivery has been efficient, but the achievement of effective delivery is felt in some cases to have been restricted by the need to ensure contract delivery.

There are however some examples of good practice where training delivery has been based on diagnostic and has been tailored to the needs of individual businesses in terms of the method of delivery and content. This has not however been replicated across the whole delivery network.

11. Whilst there may be scope to examine where the current delivery agents could work more effectively together, and explore where additional links need to be made to external agencies, there is first a need to revisit the positioning and focus of the programme to ensure the delivery model is fit for purpose.

Programme Positioning

12. A strategic decision needs to be made as to what Jigsaw is intended to deliver. There is a rationale for retaining a broad programme which provides skills at all levels. This is supported by evidence that most employers look initially for recruits with solid generic skills and will begin to consider higher level and sector-specific skills needs once the recruit has been in post beyond the initial 6 month period when Jigsaw is in operation.
13. If a broader programme is to be retained opportunities to enhance programme impacts need to be explored. There may be value in targeting smaller start-up businesses and hard to reach employers, as well as looking at opportunities to move towards a more demand-led delivery model based on diagnostic and brokerage of more tailored/flexible training provision.
14. However consideration also needs to be given to alignment of Jigsaw within the new ESF programme and the implications of Leitch recommendations.

I. INTRODUCTION AND BACKGROUND

Introduction

- I.1 In June 2007 Milburn Trinnaman La Court (mtl) were commissioned by LSCY&H to evaluate the South Yorkshire Jigsaw programme. This report presents the main findings, as well as our conclusions and recommendations.
- I.2 The evaluation has been overseen by a steering group comprising Nigel Brough (LSCY&H), Ian Swain (LSCY&H), Elaine Coulson (LSCY&H) and Tim Paige (LSCY&H).

Evaluation Aims and Objectives

- I.3 The aim of the evaluation is to determine the impact and effectiveness of Jigsaw and to make recommendations linked to the future need and direction of the programme post Objective 1. The specific evaluation objectives are:
- To assess the impact and added value of the Jigsaw programme in assisting businesses to recruit and train suitable staff, filling vital skills gaps that are preventing growth, identifying strengths and weaknesses and areas of good practice, as well as barriers and issues around engagement and delivery.
 - Assess the impacts of the programme on:
 - ▶ Businesses' productivity and competitiveness
 - ▶ The mind-set of employers to training
 - ▶ The sub-regional GDP
 - ▶ Graduate retention in the sub-region
 - Assess the efficiency and effectiveness of the delivery arrangements for the programme, focusing on the programme partnership arrangements when compared to other models.
 - Assess and make recommendations for the long term sustainability of the programme in light of recent developments in the workforce development arena.

Methodology

- I.4 The research was undertaken between June 2007 and October 2007 and comprised the following stages.
- Inception meeting with the project steering group
 - Analysis of monitoring and management information
 - Review of the policy and operating context
 - Review of good practice and comparable delivery models
 - Telephone survey of 204 businesses
 - Interviews with key stakeholders
 - 10 beneficiary case studies
 - Analysis and reporting
 - Dissemination of the findings

Programme Overview

- 1.5 Jigsaw is a Job Interview Guarantee Scheme operating in South Yorkshire and funded by the LSC and Objective 1 ESF. Only businesses within the following high growth sectors are eligible for funding: Advanced manufacturing and metals, Bioscience, Business professional and financial services, Creative and Digital industries and Environmental and Energy Technologies.
- 1.6 It supports delivery of Priority 1, measure 5 and Priority 3, measure 5A; Supporting New Employment Opportunities, of the Objective 1 programme. Priority 1 aims to restructure the South Yorkshire economy by increasing the scale and presence of new and high technology growth sector companies.
- 1.7 Measure 1.5 is specifically about equipping businesses with the skills to grasp new opportunities in emerging and high technology growth sectors and to reduce the gap between the skills of the existing workforce and those required by growth businesses and investors.
- 1.8 Priority 3 aims to build a world-leading learning region which promotes equity, employment and social inclusion. Measure 5a lies within the workforce development strand of Priority 3 which seeks to develop a more adaptable and innovative employed workforce, ensure there is a highly skilled and motivated workforce and to ensure those in declining and vulnerable sectors have the skills needed to adapt to industrial restructuring.
- 1.9 Measure 5a will, “ensure new and high growth and high technology growth sector companies have access to the skilled workforce they require by addressing the current mismatch between the skills and attainment of the workforce and the needs of emerging industries and new investors. Employers will be encouraged to develop working practices, which enable wider access to employment from all parts of the community”.
- 1.10 The programme provides businesses with the opportunity to recruit unemployed individuals or those moving from declining sectors as part of a supported training programme. Businesses are assisted to find an appropriate member of staff (or are allowed to source their own), and receive financial assistance in the form of a financial subsidy. This includes:
- 40% of the costs of formal training and development as agreed in an individual training plan;
 - 40% contribution to the employer costs for the first Jigsaw trainee employed by the employer;
 - 33% contribution to the employment costs for the second and up to tenth Jigsaw trainee employed; and,
 - 25% contribution to the employment costs for the eleventh and any subsequent Jigsaw trainees employed.
- 1.11 This contribution applies to a maximum annual salary of £14,037 with any additional costs incurred above this threshold being at full cost to the employer.
- 1.12 Businesses participating in the scheme commit to:
- Employ the trainee as a member of their staff on a temporary 6-month contract.
 - Offer the trainee a guaranteed job interview at the end of the 6-month placement.
 - Develop and implement an individual training plan with the trainee.

- Allow the trainee to participate in a one-day Business Skills training course.
- Allow the trainee to participate in one module of an accredited training course.

I.13 Jigsaw is part of a larger suite of workforce development initiatives which have been contracted alongside Jigsaw. These include the Creative and Digital Industries (CDI) Skills Programme and the e-SY Skills Training Programme.

I.14 The CDI skills programme was specifically targeted on the training needs of the CDI sector and included the provision of skills programmes for employers, businesses and freelancers within the CDI sector. This strand of the contract has now ended.

I.15 The e-SY skills programme provides training for existing employees within businesses in all eligible high growth sectors. The initial rationale for e-SY skills was that this would sit alongside Jigsaw by allowing employers to access training support for new recruits as well as existing employees. This strand is still being delivered.

Report Structure

I.16 The remaining sections of this report are structured as follows:

- Section 2: Contextual Review
- Section 3: Programme Performance
- Section 4: Key Research Findings
 - ▶ Business Survey
 - ▶ Beneficiary Consultation Findings
 - ▶ Stakeholder Interviews
- Section 5: Conclusions and Recommendations
- Annex 1: Business Survey Detailed Analysis
- Annex 2: Business Survey Questionnaire

2. CONTEXTUAL REVIEW

Introduction

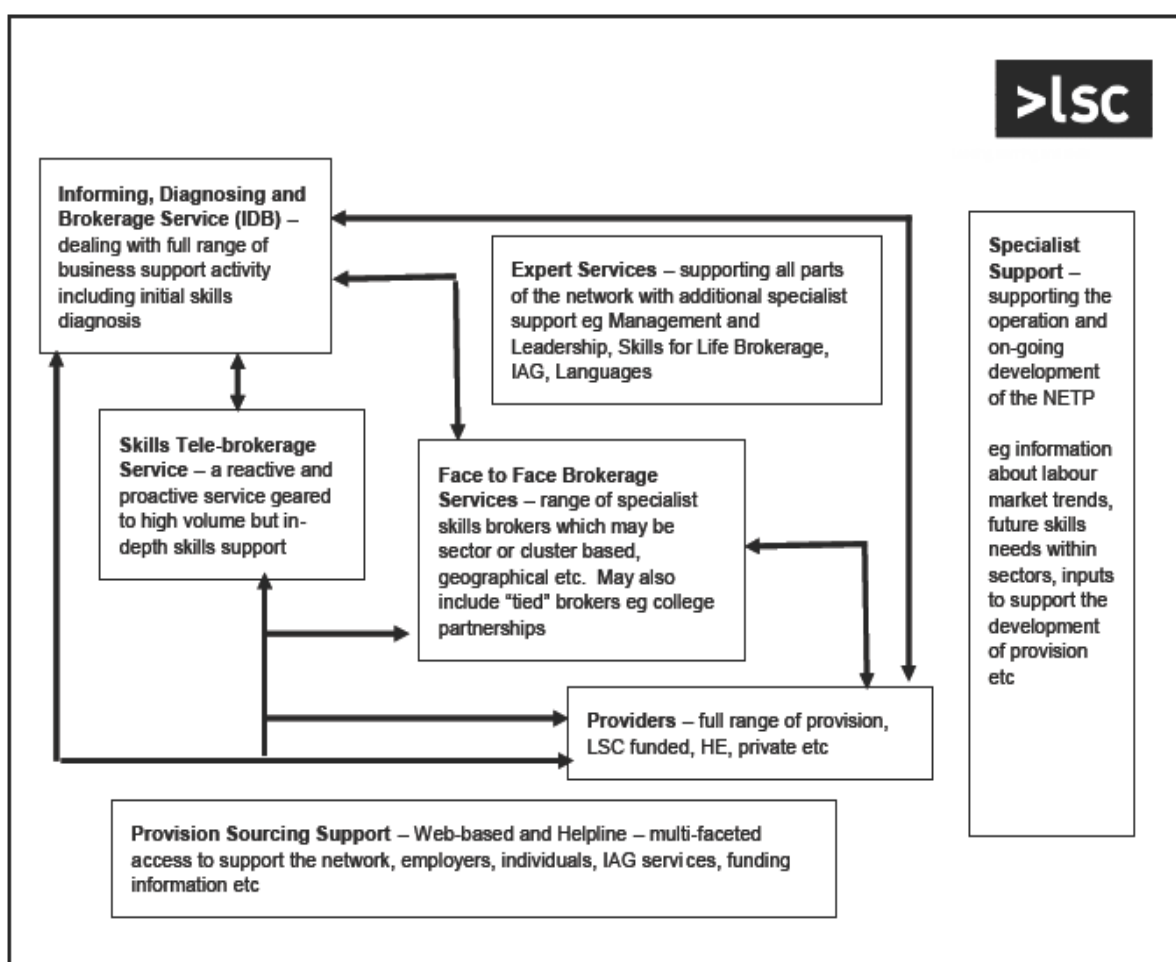
- 2.1 This section presents the findings of the good practice and contextual review. It sets out existing good practice in relation to the delivery of similar labour market initiatives and also to inform the development of the programme should it continue in the future.
- 2.2 The contextual review aims to assess the extent to which Jigsaw contributes to local and regional policy objectives in order to gauge whether it remains a relevant and appropriate recipient of public funding. It highlights changes in the policy and operating context which may have a bearing on delivery of Jigsaw in the future and also provides an overview of similar initiatives providing recruitment and training support in order to determine whether Jigsaw remains additional to mainstream provision and to identify opportunities for more effective delivery of Jigsaw in the future.

Policy and Operating Context

- 2.3 Nationally the Leitch Review of Skills has been one of the landmark publications within the training and skills field over recent years. The final report highlighted the importance of skills in driving economic productivity, with higher levels of skills in particular being important in driving innovation, facilitating investment and improving leadership and management.
- 2.4 Skills are also related to employment. Research has shown that people without qualifications more likely to be unemployed than people qualified to degree level. In the new global economy people need to be able to update their skills as the economy and employer needs change.
- 2.5 The review concludes that, “where skills were once *a* key driver of prosperity and fairness, they are now *the* key driver. Achieving world class skills is *the* key to achieving economic success and social justice in the new global economy”.
- 2.6 At a regional level Jigsaw retains a good strategic fit with the aims and objectives of the Regional Economic Strategy. It contributes to delivery of a number of objectives including the creation of competitive businesses (objective 2), skilled people benefiting business (objective 3) and connecting people to good jobs (objective 4).
- 2.7 Objective 2 the RES includes activities to address skills needs at all levels. This includes basic skills to increase employability, technician/craft level skills (level 3) and higher level skills (level 4+). Whilst intermediate and higher skills development will contribute directly to business competitiveness RES objectives, lower level skills development will be important in delivering Objective 4, Connecting People to Jobs, and contributing to the inclusion agenda.
- 2.8 Whilst the RES will remain in place in its current form until 2015, Yorkshire Forward has recently undergone a significant review of business support arrangements (which includes consideration of workforce development and skills issues) in the region which will have implications for how business support will be delivered and operated in the future.

- 2.9 In line with national concerns within DTI of the proliferation of business support initiatives, the business support review concluded that there was a confusing array of projects, funding and intermediaries which was having a detrimental impact on customer experience and the achievement of results. The existing 118 business support projects are therefore to be replaced by 6 regional themes:
- Enterprise
 - Best practice and competitiveness
 - Innovation
 - Skills
 - Access to finance
 - International trade
- 2.10 Yorkshire Forward has stated their preference for contracting with the one regional BLO who will collaborate to develop and operate a regional Gateway which will integrate skills brokerage and international trade support for instance. The move has therefore been away from a proliferation of national, regional, sub-regional and local projects to a more coordinated thematic regional approach.
- 2.11 A similar approach is also being adopted by the LSC where several functions and services are now managed regionally, and the business support review recommends that Yorkshire Forward and the LSC work together to integrate business support and skills information, advice and brokerage. The Leitch Implementation Plan also indicates that consideration will be given to merging skills brokerage and business support brokerage, with any change being made from April 2009.
- 2.12 The implementation of Train to Gain and the delivery model adopted by LSC and their partners is perhaps evidence of this shift towards a new, streamlined approach to workforce development and skills initiatives.
- 2.13 Train to Gain allows businesses to access an independent and impartial brokerage service which will diagnose business needs and source appropriate training provision, some of which may attract a subsidy.
- 2.14 The brokerage service will provide:
- A comprehensive analysis of training needs which will identify clearly which elements attract government funding
 - Easy access to relevant, flexible and high quality training delivered mostly in the workplace and using an assess-train-assess model
 - Access to LSC fully funded programme (Skills for Life, first full NVQ2 qualification and Apprenticeships)
 - Information and support from a skills broker providing access to a wide range of training packages including higher level training qualification and non-qualification based training
 - Information and advice to employers and employees on qualifications and training, eligibility for funding, and local and regional skills shortages and priorities
 - Support to develop on-going strategies to address future training needs which are aligned to business objectives
 - Limited wage subsidies for employers of less than 50 people

- Support to help employers agree SMART objectives and impact measures for training and development activities at an organisational, team and individual learner level if required
 - Support to help employers evaluate the impact of training and development in individual, team and organisational performance for all training and development regardless of whether or not it is funded
 - Ongoing support to help employers to develop strategies too address future skills and training needs, which are aligned to business objectives and embedded in their business processes, including capacity building if required
- 2.15 The Train to Gain model is based in the application of the ‘no wrong door’ principle. Businesses should be able to enter the network at any point and be referred to an appropriate broker or provider. The service should appear seamless to businesses with co-ordination undertaken behind the scenes.
- 2.16 Flexibility and choice are important features of the model. Employers must be provided with a minimum of 3 training providers from which to choose and training should be delivered flexibly to meet employer needs. The following diagram sets out the Train to Gain delivery model.



- 2.17 The Train to Gain approach has been designed to incorporate Better Deal for Business principles. The approach also seeks to encourage a more efficient way of working amongst partners which avoids several training providers and brokers contacting the same businesses to market their services. The model signals a shift away from the direct marketing of a specific product or service towards greater emphasis being placed on diagnostic and the assess-train-assess approach.
- 2.18 The delivery model is also being used to promote a range of initiatives and services in addition to the Train to Gain offer. This again seeks to ensure that customer needs remain the focal point for any intervention rather than promotion of a specific product/service.
- 2.19 Commenting on Train to Gain, the recently published Leitch Implementation Plan, “World Class Skills”, states that Leitch has:
- “endorsed the primary vehicle for demand-led funding of adult training – the Train to Gain service – and recommended that the Government should significantly increase the proportion of public funding for adult skills training that was being routed through it. Train to Gain currently offers a skills brokerage services for employers, with full public funding for literacy and numeracy programmes and first full level 2 qualifications. But we intend Train to Gain to become a much broader services that will help employers of all sizes and in all sectors to improve the skills of all their employees, as a route to raising the performance of their businesses.”
- 2.20 In addition to being a specific training package or product, this seems to suggest that Train to Gain is being more broadly positioned as the single point of contact for training brokerage services. The Leitch report states, “skills brokerage must become a much broader service, helping employers of all sizes and in all sectors to invest in their businesses by improving the skills of their employees”. The Train to Gain service will be expanded to include a higher level skills offer, and from 2008/09 employers will be able to access support for level 3 training.
- 2.21 The Skills Pledge is a further development of relevance to initiatives such as Jigsaw. This will involve employers committing to supporting their employees and new recruits to improve their skills and qualifications. The Skills Pledge will be supported by an action plan.
- 2.22 Section 1.6 to 1.9 above sets out the contribution of Jigsaw to the delivery of the Objective 1 programme. Although the initiative is clearly in line with the objectives of Objective 1, the programme is about to end with no further activity being commissioned.
- 2.23 The new ESF programme for 2007-2013 has been submitted to the European Commission by DWP and is due to be agreed by autumn 2007. Creating sustainable economic growth and social inclusion by extending employment opportunities, and developing a skilled and adaptable workforce will be at the heart of the new national ESF programme.
- 2.24 Three priorities for the Yorkshire and Humber region have been outlined. These include:
- Extending employment opportunities – this priority will improve the employability and skills of unemployed and inactive people, and tackles barriers to work faced by people with disabilities or health conditions, lone parents, people aged 50 and over, ethnic minorities, people with no or low qualifications, young people not in education, employment or training or at risk of becoming NEET, and other disadvantaged groups, including people experiencing multiple disadvantage.

- Developing a skilled and adaptable workforce – priority 2 will improve the qualifications and skills of workers without basic skills and with no or low qualifications. It will also develop managers and workers in small enterprises.
 - Priority 3 will fund technical assistance activities to support the delivery of the programme.
- 2.25 In its current form Jigsaw can be aligned with either the new priorities 1 or 2 outlined above, as it supports both employed and unemployed people. This suggests that at a strategic policy level the aims of Jigsaw still remain relevant and appropriate, although the skills offer available through Jigsaw appears much broader than that proposed under ESF. With the Regional Skills Partnership currently preparing an ESF delivery framework, it should be noted that there is likely to be considerably less funding available through ESF in the future than there has been under the Objective 1 Programme. Opportunities to mainstream initiatives and streamline delivery processes to increase efficiency will therefore become important considerations.
- 2.26 The idea of streamlining delivery mechanisms and increasing co-ordination between delivery partners across business support and skills/workforce development fields is also evident in the introduction of the City Strategies Pathfinder in South Yorkshire.
- 2.27 City Strategies is a new DWP initiative to address worklessness in disadvantaged communities. It will encourage consortiums of key partners to form to collectively tackle worklessness. The rationale of the initiative is that by working together on shared priorities, there will be greater flexibility through the pooling of resources and a more coordinated approach.
- 2.28 South Yorkshire has been chosen as one of the 15 pathfinder areas and an expression of interest produced. The consortium will operate through employer-led Work and Skills Boards within each local authority district which will also bring together representatives from the LSC, Jobcentre Plus (JC+), local authority and Yorkshire Forward. Local boards will be accountable to their local LSP and overseen by a South Yorkshire Consortium Executive.
- 2.29 Through an agreed implementation plan, each local Work and Skills Board will deliver worklessness and skills targets. They will focus on supporting employment in local priority sectors and skills development up to level 3. Each board will have a multi-agency delivery team.
- 2.30 The approach in Sheffield however will be slightly different with Creative Sheffield, a City Development Company being formed which will have its own board and operate alongside the Sheffield Work and Skills Board. Creative Sheffield will focus on wealth creation and competitiveness by strengthening key growth sectors and developing high level skills at level 4+.
- 2.31 Within the City Strategy Expression of Interest Jobmatch (outlined below) is highlighted as the sub-region's job brokerage programme which is supported by the four local authorities. In terms of delivery arrangements the expression of interest also highlights existing approaches which are described as the 10 key requirements for achieving a step change in performance. These include:
- community-based outreach;
 - Jobnet centres;
 - TLM opportunities;
 - a job brokerage service;

- a tailor-made sector gateway skills package.
- 2.32 The City Strategy initiative does however only provide a modest amount of direct funding through the Disadvantaged Areas Fund. A large proportion of funding for activities supported under City Strategies will therefore have to be secured from other sources and key partner agencies.
- 2.33 The Jigsaw programme clearly contributes to the objectives of Jobcentre Plus who are concerned with moving people into employment and tackling worklessness as well as meeting employers' needs. It is important however to ensure that initiatives complement and add value to this mainstream provision rather than duplicate it.
- 2.34 JC+ currently operates a number of programmes and services designed to support people into employment and meet employers' recruitment needs. Current schemes include:
- Work Trials: eligible to the over 25's who have been unemployed for over 6 months, this programme allows jobseekers to fill an existing vacancy for 15 days to show the employer they are capable of doing the job. During this time, the jobseeker continues to receive benefits and is paid expenses.
 - Employment on Trial: allows jobseekers to leave a job without jeopardising their ability to claim benefits so long as they have tried the job for more than 4 weeks, but less than 12 and have worked at least 16 hours per week.
 - Pathways to Work: this programme supports people on incapacity benefits move back into work. It includes the provision of work focused interviews with a personal adviser to identify barriers to work and draw up an action plan.
- 2.35 Compared to Jigsaw, the JC+ service is more heavily focused on the jobseeker, and services which go beyond basic job search support are usually reserved for those who have been unemployed for 6 months or more. Any future move by Jigsaw into the worklessness and employability agendas will need to be mindful of the activities of JC+.
- 2.36 In considering the market within which Jigsaw operates, in addition to Train to Gain and the activities of organisations such as JC+, there are also a number of other initiatives funded through a variety of sources which are operating in the same field as Jigsaw.
- 2.37 Invest in Skills is a programme to assist SMEs in South Yorkshire improve their business performance and competitiveness by offering a subsidy (usually 40%) from ESF Objective 1 funding to support the direct cost of training. A wide range of training can be supported including leadership and management development, technical and ICT skills, accredited qualifications, sector specific industry-recognised training, vendor qualifications and bespoke training to individual companies. To be eligible businesses must be based in South Yorkshire and be within one of the eligible high growth sectors. The programme is managed by A4E.
- 2.38 Whilst Jigsaw is a substantially different product from Invest in Skills, on the surface, there appears to be the potential for considerable duplication with the e-sy skills strand of the LSC contract under which Jigsaw is funded. With an Invest in Skills evaluation currently underway, this is perhaps an issue which the evaluation should consider.
- 2.39 Graduates Yorkshire is a regional project funded by Yorkshire Forward and managed by Yorkshire Universities with delivery through HEI Careers Services. It aims to improve graduate recruitment and retention in the region through 4 strands of activity. These include:
- Graduate Link: A graduate recruitment website and service.

- Graduate Guidance: providing in-depth careers guidance and upskilling to Yorkshire graduates.
 - Yorkshire Jobshop: where 8 of the region's university Jobshops are combining to source 750 course related short term opportunities for students in local businesses.
 - Enterprise: an initiative to improve the entrepreneurship knowledge base in the HEI careers service with a view to presenting business start-up as a first rate graduate career option in the region.
- 2.40 The Graduate Link service provides the only recruitment site dedicated to graduate recruitment in the region. It allows employers to post job advertisements and provides a range of services for graduates including; job search facility, job alert service, access to career sector information, application advice, eGuidance and virtual career coaching.
- 2.41 The delivery of this initiative is managed by Yorkshire Universities with the support of Heads of Careers Service in the region's universities. The approach is similar to that adopted by Jigsaw delivery partners, with each delivery agent (or university) operating primarily on a geographical basis. Steering group meetings provide a forum for collective discussion of key issues and delivery challenges. Regional IT systems have been established to facilitate regional co-ordination of activity and contracts are managed regionally which allows resource to be moved within the region to account for any geographical under and over performance.
- 2.42 Job brokerage is a widely used approach to connecting people looking for work with employers looking to fill vacancies. Within the South Yorkshire region there are a number of job brokerage schemes in place
- 2.43 The South Yorkshire TLM programme has provided work placement and training opportunities for people facing barriers to labour market entry. This initiative is focused on a very specific client group who may have been unemployed for some time and face significant barriers to labour market entry. The rationale for this intervention is therefore primarily one of addressing worklessness and economic inclusion rather than business support. The TLM programme has used a number of different approaches to move people into work. These have included;
- Jobnet offices in Sheffield. Located within communities these provide a job brokerage service to local people and employers.
 - Apprenticeships whereby employees are provided with a 13 week job placement with a guaranteed job at the end of the placement.
 - Traditional TLM where 6-9 month work placements and training are provided, but without the guarantee of a job at the end.
- 2.44 Evaluation of ILM/TLM-type initiatives suggests that the individual, not the employer, has to be the focus for the intervention. The individual may require a considerable amount of support pre-placement in order to address multiple barriers to work. This client group also requires on-going support during the work placement and on its completion in order to achieve any form of progression.
- 2.45 In its current form therefore, Jigsaw is not geared up to dealing with those facing multiple barriers to labour market entry. The delivery model, if Jigsaw targeted this group, would require far more links to be made to social support agencies, as well as those undertaking outreach and engagement work with disadvantaged individuals (e.g. voluntary and community sector organisation).

The delivery agents would also need more specialist knowledge of the needs of the client group, with the existing delivery agents of Jigsaw not being well placed to undertake this type of activity.

- 2.46 From a financial perspective, supporting disadvantaged people into the labour market will have significantly higher unit costs than the existing Jigsaw programme. A recent evaluation of South Yorkshire's TLM programme calculated unit costs to average around £20,000 per placement. Job outcomes are also less sustainable than within initiatives such as Jigsaw.
- 2.47 JobMatch is another South Yorkshire initiative. It was established in 2001 to support inward investor activities in South Yorkshire by providing an HR facility to new and expanding companies. The rationale for the intervention was therefore about removing skills and recruitment barriers to business development and growth, as well as also facilitating local people to benefit from jobs growth. Jobmatch now provides a one stop shop dealing with the brokerage of all aspects of recruitment and workforce development. This includes:
- Access to Careers Services and Training Providers
 - Links to CoVEs
 - Support with HR policies/procedures and employment law
 - Development of bespoke job readiness training programmes for people at all skills levels
 - Access to funding for training and development
 - Access to wage subsidy schemes
 - Links to FE and HE institutions to access vocational and academic courses
- 2.48 With Jobmatch consultants being based within Local Development Agencies, the service is closely integrated into inward investment activities across the sub-region. An evaluation of Jobmatch undertaken in 2006 concluded that the service was performing well in terms of contracted targets and is providing a valuable and effective service to investor companies, "Jobmatch should be seen as an integral part of the South Yorkshire Inward Investment programme and not as a stand alone initiative".
- 2.49 Jobmatch is therefore positioned very differently to Jigsaw. As an advisory and brokerage service, it is important that Jigsaw makes appropriate links to Jobmatch as it provides a mechanism through which skills provision and employment can be tailored to meeting the needs of potential inward investors.
- 2.50 A number of organisations nationally and regionally are engaged in job brokerage services. The London Development Agency has produced a good practice guide for organisations providing job brokerage services based on evaluation of job brokerage schemes operating across London. Good practice includes:
- Understanding the full range of clients, their needs and how to support them effectively. This includes consideration of jobseekers, employers and funders.
 - Being highly proactive in learning about employer needs and developing specialist sector knowledge where appropriate.
 - Developing an account management approach to working with jobseekers and employers to ensure that a range of services can be brokered through one point of contact.

- Consider provision of a holistic service which goes beyond basic brokerage and may include; the development of job specifications, carrying out bespoke assessments, work experience placements and trials, customised training and post-employment support.
- Ensure post employment support is provided to facilitate retention and an ongoing relationship with the employer.
- Understand that specialist staff skills may be required to target employment sectors effectively and to market services.
- Develop and maintain effective partnerships with other job brokers and delivery organisations to ensure you can meet the range of employer and jobseeker needs.

2.51 The above analysis suggests that whilst Jigsaw is clearly relevant in terms of regional and national policy focus, the analysis also highlights the range of organisations and initiatives currently operating within the same field.

2.52 The impact of Train to Gain is also important and, given comments made in the Leitch Implementation Plan, is likely to become more important in the future if the Train to Gain offer is to extend. Train to Gain is also a relevant consideration not just from a product point of view, but also from a delivery perspective. Given the context of de-proliferation, the move from projects to programmes and Better Deal for Business, Leitch's comments that Train to Gain be, "endorsed as the primary vehicle for demand-led funding of adult learning" is an important contextual development which needs to be considered in forward planning of initiatives such as Jigsaw.

2.53 There are a number of initiatives operating regionally and sub-regionally which are operating in the same field as Jigsaw, but are positioned slightly differently in terms of their primary focus. This needs to be taken into account when exploring how best to position Jigsaw in the future in order to avoid duplication.

3. PROGRAMME PERFORMANCE

- 3.1 The Jigsaw scheme forms part of the overall Creative and Digital Cluster Skills Programme, e-SY Skills and Jigsaw placement scheme. £6,538,613 of the original total programme value (of £8m) is allocated to Jigsaw.
- 3.2 In terms of the original performance targets for the programme (to be delivered during the period January 2005 to December 2007), these included:

	Number	Unit Cost (£)	Total Programme (£)
Beneficiaries of Customised Support	2349	2,527	5,935,923
Beneficiaries Participating in Training	1178	405	477,090
Beneficiaries Working Towards a Qualification	385	250	96,250
Beneficiaries Completing the Course	587	50	29,350
Beneficiaries into Employment, Training/Qualifications	1763	-	-
Total		3,232	6,538,613

(Other outputs and funding within the programme relate specifically to the training, skills development and qualifications of existing employees: Creative and Digital Skills and e-SY Skills)

- 3.3 The programme outputs were originally based upon the assumption that 50% of recruits would participate in some form of training, with 50% completing their training course and 30% of those participating in training working towards an accredited qualification.
- 3.4 In terms of outcomes, the original model assumes that 75% of programme participants would secure employment, progress into further training or would gain a relevant qualification.
- 3.5 As at December 2006 (as per the interim evaluation undertaken by EKOS (April 2006)) programme performance was as follows:

	Actual	% Target	Expenditure (£)
Beneficiaries of Customised Support	2511	107	6,345,297
Beneficiaries Participating in Training	435	37	176,175
Beneficiaries Working Towards a Qualification	79	21	19,750
Beneficiaries Completing the Course	380	65	19,000
Beneficiaries into Employment, Training/Qualifications	1639	93	-
Total			6,560,222

- 3.6 Whilst recognising that course completions and employment and training outcomes exclude pipeline beneficiaries, progress at the interim stage suggested that overall participation was better than originally anticipated (with targets exceeded) albeit with only 17% of beneficiaries participating in training and 18% of those participating in training working towards a qualification.
- 3.7 In response to the above variations in performance a full review of the contract was undertaken and an additional 1243 beneficiaries of customised support included in the contract.
- 3.8 The original target of beneficiaries participating in training has been increased by 290 to provide a 40% participation rate with some 78% of those participating in training working towards a qualification and 99% of beneficiaries in training completing the course. Beneficiaries progressing into employment or further education/training has been increased to 2110 (59% of total participating beneficiaries).

3.9 Unit costs have also been revised as follows:

	Unit costs (£)
Beneficiaries of Customised Support	701.44
Beneficiaries Participating in Training	630.00
Beneficiaries Working Towards a Qualification	630.00
Beneficiaries Completing the Course	68.04
Beneficiaries into Employment, Training/Qualifications	612.39
Total	2641.87

3.10 Revised targets for the remainder of the programme (January to December 2007) and programme totals are shown below.

	Jan 07-Dec 07	30.06.07 Actual	Total Programme
Beneficiaries of Customised Support	1081	208	3592
Beneficiaries Participating in Training	1033	18	1468
Beneficiaries Working Towards a Qualification	1067	34	1146
Beneficiaries Completing the Course	1071	0	1451
Beneficiaries into Employment, Training/Qualifications	471	0	2110

3.11 Performance in the final year of the programme accordingly requires almost all participants to participate in training towards a qualification and to complete the course. Progress at the end of June 2007 (as per the monitoring review) has been limited due to delays in implementing the contract variation with a number of beneficiaries to be included in the performance statistics as and when the requisite documentation has been completed. This has likewise impacted upon financial performance in the current year with £28,363.95 expended to date.

3.12 In overall financial terms the total (revised) contract value and expenditure to May 2007 is set out below.

	£ Contract	£ Actual (May 07)	% Spend
Beneficiaries of Customised Support	6,987,392	6,044,584	87
Beneficiaries Participating in Training	1,167,615	157,140	13
Beneficiaries Working Towards a Qualification	770,650	16,500	2
Beneficiaries Completing the Course	103,215	18,600	18
Beneficiaries into Employment, Training/Qualifications	288,435	-	-
Total	9,317,307	6,236,824	67

3.13 It is evident that the value of the programme has increased considerably from the original contract (by £2,778,694 or 42%) with outputs also increased as follows:

	% Increase
Beneficiaries of Customised Support	53
Beneficiaries Participating in Training	25
Beneficiaries Working Towards a Qualification	198
Beneficiaries Completing the Course	147
Beneficiaries into Employment, Training/Qualifications	347

3.14 It is clear from the analysis that the programme is to operate very differently in the last year than it has to date. Training now has to be a compulsory requirement in order to address the shortfall in learning outputs. In response to this, and the need to secure additional outputs, new brokers have been brought into the delivery network to facilitate new business engagement.

- 3.15 Contract variations have also reduced the overall delivery time, which has led to a modest extension being agreed by LSC to facilitate the capture of final outputs. There is a danger however that where contract delivery times are tight, brokers are more inclined to focus on employers who will contribute volume outputs i.e. large companies and as the findings of the business survey (section 4) shows the added value of Jigsaw within these companies is perhaps less than within smaller companies.
- 3.16 These changes however do make it difficult to gauge the overall performance of the programme. In addition to the hiatus in delivery which meant that few outputs were actually delivered between the interim and this final evaluation, the contract assumptions, and therefore delivery model, have also changed significantly.
- 3.17 The changes made to the programme do however appear to have been appropriate given the remit of the LSC and the importance of achieving learning outputs to the overall success of the contract.
- 3.18 Moving forward, consideration needs to be given as to whether the increased rigidity of the contract, (which has had to be imposed to achieve overall delivery) is to be retained, or, (as will be illustrated later in this report), introducing a greater degree of flexibility may allow greater targeting of training provision within the programme to maximise added value.

4. KEY RESEARCH FINDINGS

Key Findings from the Business Survey

Overview of Businesses Surveyed

- 4.1 A telephone survey of 204 businesses was undertaken in August 2007. This section provides an overview of the key findings. A more detailed analysis, and copy of the topic guide, is provided in annexes 1 and 2.
- 4.2 Overall the scale of the survey is sufficient to provide relatively robust analysis of key trends and perceptions. Where data has been broken down by sector and size, sample sizes are such that some care should be taken in drawing broad conclusions from the data (particularly in relation to Bioscience and business with over 250 employees).
- 4.3 39% of businesses surveyed were within the CDI creative and digital industries (CDI), 27% operated within advanced manufacturing and metals (AMM), 20% within business, professional and financial services (BFPS) and 13% operated within the environmental and energy technologies (EET) sector. Only one business (less than 1%) was within the bioscience sector.
- 4.4 Of the businesses surveyed:
- 15% were located in Barnsley
 - 14% were located in Doncaster
 - 29% were located in Rotherham
 - 42% were located in Sheffield
- 4.5 Jigsaw has been supporting relatively mature companies operating for more than 3 years. Most companies had been in a period of growth (in terms of workforce) prior to engaging in Jigsaw and most expected this to continue over the following year.
- 4.6 84% of businesses were already providing training for employees suggesting that Jigsaw is not necessarily a catalyst encouraging businesses to get involved in training.

Methods and Motivation for Engagement

- 4.7 Most businesses heard about Jigsaw through Chambers of Commerce, another business/word of mouth or Business Link.
- 4.8 Funding was a major factor which attracted employers to Jigsaw, 60% of businesses required additional staff, but only 23% indicating they had a skills gap. This may suggest that the funding for recruitment was a more significant factor attracting businesses than the funding for training. Only 18% wanted help with recruitment suggesting most businesses are happy/able to source their own employees, but require help paying for them.
- 4.9 Overall, 91% of businesses said the funding was important in terms of their decision to participate in Jigsaw.
- 4.10 72% of businesses said that the reasons for getting involved in Jigsaw i.e. funding for recruitment, skills gap etc had been having a significant impact on their business productivity and competitiveness. This suggests that Jigsaw is helping to remove barriers to raising business productivity and competitiveness.

- 4.11 When asked about their preference for general or specialist skills training for new employees, 42% of businesses said both were equally important, just under 30% said general skills development was more important and around 30% said specialist skills development was more important. There are some differences by sector with CDI showing a slight preference for specialist skills over general skills and BFPS showing a preference for general skills over specialist skills.

Perceptions of the Service

- 4.12 Employers were asked to rate the different elements of Jigsaw in terms of their usefulness and importance. If we take the wage subsidy, accredited training and business skills training as the Jigsaw core offer, the wage subsidy (95%) and funding for accredited training (67%) were the most highly useful elements. The business skills training was only felt to have been useful by 44% of businesses (although a larger proportion had not yet used this provision, so the timing of the survey may have been a factor here).
- 4.13 Looking in more detail at the accredited training on offer, most businesses rated this as OK/average and 58% said it had been pitched at the right level. 12% of businesses said the accredited training had been too basic.
- 4.14 However, when employers were asked which type of training they found the most valuable (accredited, business skills or on the job), employers show a strong preference for on the job training.
- 4.15 Overall 48% of businesses said Jigsaw wholly met their needs and 45% said it partly met their needs. The BFPS sector had the highest levels of dissatisfaction with Jigsaw whilst CDI sector had the highest levels of satisfaction.

Outputs

- 4.16 Most businesses recruited fewer than 5 people. The EET sector was more likely to recruit more than 5 people compared to other sectors and 9% of businesses in the AMM sector recruited more than 16 people. 29% of businesses with more than 250 employees recruited more than 16 people through Jigsaw whilst none of the businesses with less than 50 employees recruited more than 10 people.
- 4.17 Most businesses recruited their own employees through word of mouth or advertising. The Jigsaw website or brokers were only used in a very small minority of cases suggesting that the ability to recruit is not a significant barrier for employers which they look to Jigsaw to resolve.
- 4.18 94% of all businesses offered at least one of their trainees a permanent job and 85% offered all of their trainees a job. Smaller companies were more likely to employ all their trainees, whilst larger companies were more likely to employ some of their trainees. This may reflect that larger businesses were more likely to recruit more people, but also suggests there is more wastage in these companies.
- 4.19 At the time of the survey 53% of businesses still employed all their recruits and 31% still employed some of their recruits. Only 16% no longer employed any of their recruits. This does suggest that medium to longer term sustainability of placements may be an issue for concern and worth of further investigation as it is unclear from the survey whether this was due to progression/career development or the dismissal/drop-out of recruits.

- 4.20 57% of recruits were employed in administrative and secretarial and sales/customer service occupations, but a high proportion were also employed in technical and associate professional, skilled trades and professional occupations which tend to be higher skilled (and ultimately higher paid) occupations.
- 4.21 Despite a high proportion of employers rating general and specialised skills development as being equally important, 70% of recruits were given job specific technical training as part of the Jigsaw programme.

Additionality

- 4.22 67% of businesses were actively looking to recruit and 28% had a vague plan to recruit at some point when they accessed Jigsaw. In addition, 83% of businesses said if they had not received funding from Jigsaw it is still likely they would have recruited someone. This suggests that in the majority of cases, Jigsaw does not encourage or lead to recruitment which otherwise would not have taken place.
- 4.23 Analysis suggests that all businesses with over 250 employees would still have recruited without Jigsaw compared to 83% with 1-9 employees and 82% with 10-49 employees suggesting a higher degree of additionality in smaller businesses.
- 4.24 Although recruitment would still have taken place in most businesses, 45% said this would have happened at a later date. 14% of businesses with over 250 employees would have recruited at a later date compared with 49% of businesses with 1-9 employees, suggesting a higher degree of additionality in smaller businesses.
- 4.25 82% of businesses would probably still have provided training without Jigsaw support. 93% of businesses with over 250 employees would still have provided training compared to 77% of businesses with 1-9 employees.
- 4.26 62% of businesses would have provided training to the same number of staff without Jigsaw funding, but in 25% of cases Jigsaw funding resulted in training probably being provided to more staff than would otherwise have been the case.
- 4.27 53% of businesses would have provided this training at around the same time and 39% would have provided it at a later date.
- 4.28 The analysis suggests that in most cases there is little evidence that recruitment and training would not have taken place had Jigsaw not been in place. In some cases Jigsaw did result in recruitment or training happening sooner than might otherwise have been the case and, in the case of training, it would have happened on a larger scale than would otherwise have been the case. These were however only a minority of cases.
- 4.29 53% of businesses had not accessed any other form of training or recruitment support suggesting Jigsaw has increased access to business support across the sub-region. Where businesses had previously accessed support, this was often through Chamber of Commerce or Invest in Skills. Chambers may therefore provided a good route for engagement in Jigsaw.
- 4.30 Although Jigsaw is a different product to Invest in Skills, there is a great deal of similarity between Invest in Skills and the e-sy skills element of the LSC contract, which may be an issue LSC should give greater consideration to.

Impacts

- 4.31 As a result of involvement in Jigsaw:
- 47% of businesses are more likely to develop a training plan for employees. The most significant impact was on businesses in the CDI and EET sectors.
 - Overall 31% of businesses were more likely to have a training budget. This compares with 36% in the CDI sector and 27% in AMM and BFPS
 - 45% of businesses overall were more likely to train their staff. This compares to 49% in the CDI sector and 39% in BFPS.
 - 58% of businesses are more likely to access business support services. This compares to 66% in CDI and 44% in BFPS.
- 4.32 Overall, with the exception of taking up business support services, the majority of businesses have indicated that their attitude towards training has not necessarily changed as a result of involvement in Jigsaw. However on balance, the impacts within the CDI sector have been more significant than within AMM and BFPS sectors.
- 4.33 Cost, releasing staff and sourcing training are still identified as barriers to training for the majority of businesses. There will always be demand therefore for programmes which address these barriers. It is interesting to note that employers find it difficult to release staff for training. Programmes delivering training therefore need to be sensitive to this and consider the range of delivery options available.
- 4.34 Impacts at the individual level were positive overall.
- 55% of businesses saw an improvement in employee motivation, particularly within the CDI and EET sectors.
 - 69% of businesses saw an improvement in employee job performance (24% considerably), particularly within the EET sector.
 - 55% of businesses saw an improvement in employees' ability to multi-task or take on additional work (21% considerably), particularly within the EET sector.
 - 43% of businesses noticed an improvement in staff retention (15% considerably), particularly within the EET sector.
 - 66% of businesses noticed an increase in employees' interest in future training (31% considerably), particularly within the EET sector.
 - Overall, impacts were most marked in the EET sector and less so in the BFPS sector.
- 4.35 Jigsaw was also felt to have made a major contribution to business productivity and competitiveness. Around half of the businesses surveyed indicated Jigsaw had helped to increase their profits and competitiveness, and 65% said it had helped increase their productivity, which will ultimately impact on GDP.
- 4.36 However despite this positive contribution said to stem from employers' involvement in Jigsaw, if in the majority of cases, recruitment and training would have happened anyway, it is also reasonable to assume that impacts resulting from this recruitment and training would also have happened anyway. Only 25% of businesses suggested these impacts would not have happened without Jigsaw.

Concluding Remarks

- 4.37 Analysis of the findings suggests that the additionality of Jigsaw is in some respects less overt, with many businesses indicating that recruitment and training, and the impacts stemming from these, would probably have happened anyway without Jigsaw support.
- 4.38 Overall however, additionality is higher within smaller and newer businesses compared to those with over 250 employees. Although additionality is also higher within the CDI and EET sectors compared to AMM and BFPS sectors, this reflects the higher proportion of smaller businesses within the CDI/EET sectors.
- 4.39 There may therefore be an argument for focusing resource on companies with fewer than 250 employees in order to increase the additionality of the programme. Although there may also be an argument for also focusing on newer businesses (trading less than 10 years), the data will be skewed as those operating for over 10 years will also tend to be the larger companies.
- 4.40 The results do not suggest a strong preference for specialist skills over general skills training and the range of occupations into which recruits were placed suggests that access to a broad range of training opportunities would be most appropriate.
- 4.41 Although the funding for training was rated as being important for a high proportion of businesses, the wage subsidy was the most valued element of the Jigsaw package. Employers also have a clear preference for on the job training, which needs to be taken into account in terms of programme delivery as most training (accredited and business skills) is currently undertaken out of the workplace.
- 4.42 The majority of businesses indicated that Jigsaw had made a positive contribution to the business in terms of its overall productivity and competitiveness and specifically in relation to the individuals who have benefited from the programme. However, with most businesses indicating that recruitment and training would have happened anyway, the merit of this aspect of the programme also has to be questioned.

Beneficiary Consultation Findings

- 4.43 The following section presents the findings from interviews with a small sample of individuals who have benefited from Jigsaw. It also presents findings from the analysis of beneficiary data.

Individual Learner Record (ILR) Data Analysis

- 4.44 Analysis of ILR data indicates that approximately 5940 individuals have been supported by Jigsaw across Measures 5 and 5a. Of these around 9% were aged 50 or over, 39% were aged 31-50, 45% were aged 21-30 and 7% were aged 16-20. 37% were female and 63% were male.
- 4.45 93% of beneficiaries were White, 2.1% were Asian, 1.6% were Black, 0.5% were Chinese, 0.7% were of Mixed race and 2.1% were other/not known.
- 4.46 11.4% of beneficiaries considered themselves to have a learning difficulty and/or disability and/or health problem. Of these the majority are dyslexic.

4.47 78% of beneficiaries indicated they did not have a disability and for 13% of beneficiaries no information was provided. Where disabilities were disclosed, most were related to visual impairment and other medical conditions such as epilepsy, asthma or diabetes.

4.48 The following table shows the attainment level of beneficiaries prior to starting Jigsaw.

Qualification level	% of Total Beneficiaries
Entry Level	1.1
Other qualification level below level 1	0.7
Level 1	1.6
Level 2	26.8
Level 3	17.7
Level 4	21.5
Level 5	5.9
Other qualification, level not known	8.9
Not known	1.1
No qualification	5.4

4.49 In total, 8.8% of beneficiaries had yet to achieve a level 2 qualification. 44.5% were qualified at level 2 or 3 and 27.1% were qualified at level 4 and above. With most of the accredited qualifications available through Jigsaw being at levels 2 and 3, in the majority of cases, these would have been additional to beneficiaries' existing qualifications rather than people supported to their first level 2 qualification.

4.50 This indicates that there is not a significant degree of overlap between the majority of Jigsaw beneficiaries and the Train to Gain (in its current form) target group.

4.51 Approximately 64.4% of beneficiaries went into full time employment after completing their learning. 24.2% continued their existing programme of learning and 1.6% became unemployed. The majority of beneficiaries therefore experience a positive outcome following completion of the Jigsaw training programme.

Beneficiary Case Study Findings

4.52 Telephone interviews were undertaken with a small sample of 10 beneficiaries¹. The primary aim of the interview was to ascertain what the aspirations and expectations had been of the individual prior to engaging with Jigsaw and whether they feel they have benefited in any way from the programme. An overview of each interview is provided in the appendix.

4.53 The type of work beneficiaries were engaged in varied. Some was relatively low level and generic roles e.g. administration being frequently cited, whilst others were more highly skilled e.g. business development management, environmental consultant and IT technician. This reflects the need for a diverse workforce within high growth sectors which spans high and low level skills.

4.54 The relatively limited range of training provision available however may be impacting upon the potential impacts of the programme, and one employer consulted during the beneficiary interviews commented that the generic nature of the training provision was a barrier to further involvement.

¹ The case studies provide qualitative feedback rather than findings which are statistically significant. Trends evident within the case studies do not necessarily reflect trends within the overall Jigsaw caseload.

- 4.55 There is evidence that most of the training would not have taken place had it not been part of the Jigsaw offer. However, there is little evidence from beneficiaries that the training has had a significant impact on their ability to fulfil their job role. Training has generally been viewed as being satisfactory, but more about providing time for reflection or to refresh existing skills rather than acquire new skills or knowledge.
- 4.56 Although some of the beneficiaries had been unemployed prior to accessing their current job, a high proportion had been in full time employment. Most were therefore relatively confident that had they not been successful in securing their current job, they would have been able to find alternative employment. There was therefore no evidence of there being significant barriers to employment amongst the beneficiary group.
- 4.57 The vast majority of beneficiaries were aware of Jigsaw and had been informed about the programme by their employer.
- 4.58 In most cases it was too early to evidence significant progression of beneficiaries within the business, but there were some examples of beneficiaries being promoted and most indicated they had improved in terms of their ability to undertake their job. There was no suggestion amongst the beneficiaries that their post was just a short term placement. Positions generally appeared sustainable, with no evidence of employers abusing the programme to plug short term labour needs.
- 4.59 The beneficiaries tended to find identifying the impacts of securing their job difficult to articulate. Most impacts related to the opportunity to broaden their work experience, and in some cases this had an impact on confidence levels.

Stakeholder Interviews

- 4.60 A series of interviews were conducted with key stakeholders involved in the management and delivery of Jigsaw. Consultees included:
- Nigel Brough (LSC)
 - Ian Swain (LSC)
 - Elaine Coulson (LSC)
 - Tim Paige (LSC)
 - Roy Nicholls (LSC)
 - Steve Richardson (Thomas Rotherham College)
 - John Grimbley (Barnsley College: Skills for Business)
 - Laura Zenbergs (Doncaster Business School)
 - Dave Pickersgill (Sheffield College Skills for Business)
 - Mike Smith (Rotherham Chamber of Commerce)
 - Paul Reeves (Sheffield Chamber of Commerce)
 - Richard Dyson (MetTech)
 - Val Mcloughin (MetTech)
- 4.61 The following presents their views and observations on key aspects of the programme.

Programme Relevance and Strategic Fit

- 4.62 There is support for Jigsaw amongst stakeholders. It is viewed as a good product which, as one stakeholder commented, “does what it says on the tin”. Jigsaw has successfully developed a strong reputation amongst businesses, largely because of its simplicity. This has provided brokers with a positive mechanism through which they can engage businesses in training provision.

- 4.63 Although few stakeholders commented in detail about the strategic significance or contribution of the programme, there was recognition that the sub-region needs to raise business productivity and competitiveness, and Jigsaw enables businesses to access direct financial assistance which supports this.
- 4.64 At present the programme appears to be seen very much as a business support and development initiative which is focused on the needs of employers. The needs of individuals and the potential contribution of Jigsaw to graduate retention or worklessness and employability agendas for instance, was seen as being secondary.
- 4.65 Views on the added value and strategic fit of the programme varied. For most, Jigsaw is an initiative which fills a gap in mainstream provision and does not duplicate other initiatives. Comments included:
- Train to Gain is focused on first level 2 qualifications and is yet to prove itself amongst employers whereas Jigsaw is an established brand which is able to engage with businesses and provides higher level training opportunities.
 - Jobmatch does not have the resource for direct delivery and as such is a gateway into other provision.
 - Invest in Skills is felt to have a poor reputation amongst businesses and as such is not an effective mechanism for engagement. Whilst there may be some duplication in terms of the provision of training, it does not provide support for recruitment costs.
 - Graduates Yorkshire was seen more as a resource for individual graduates. Although it may be a recruitment aid for businesses, as an initiative it does not provide the financial assistance available through Jigsaw.
- 4.66 Some stakeholders however recognised that Train to Gain still needs time to establish itself, and the support available to employers through Train to Gain is likely to evolve and expand in the future. There was also seen to be duplication between Invest in Skills and the training element of Jigsaw.

Additionality

- 4.67 Although Jigsaw was largely seen to add value and complement mainstream and other provision, its impact at an individual business level was questioned. Most stakeholders suggested that a large proportion of activity (recruitment and training), would have gone ahead anyway, although nearly all delivery agents could highlight exceptions.
- 4.68 Interestingly, this wasn't felt to devalue the programme at all, or suggest it wasn't required. There were only a few cases where delivery agents felt the programme had been abused by employers. In other cases, whilst recruitment or training may still have taken place, the programme reduced the risks of recruitment to employers and facilitated/supported their growth.
- 4.69 Consultees were asked about the extent to which the programme has removed blockages and barriers to expansion within businesses. Many consultees felt the programme had supported businesses where there wasn't a significant blockage. The programme may therefore be diluted by the types of businesses supported in some cases.
- 4.70 One broker did however note the additionality of the programme at an individual level, recognising that training probably would not have been undertaken by the individual if they had not accessed the work placement. It may also have taken them longer to find a job without the programme.

Programme Management

- 4.71 A number of challenges in relation to programme management were identified. Delays in receiving contracts after revisions in December 2006 significantly reduced delivery time. Whilst most brokers were confident they could still deliver in the revised timeframe, this increases the likelihood of having to pursue larger employers able to deliver several outputs. A number of brokers acknowledged that although this is within the contract, this is perhaps not where the funding is best targeted or where the funding has the most impact.
- 4.72 Although contracting delays were highlighted by all delivery agents as a challenge, it is important to acknowledge that the reason for the variation was because previous delivery had secured job placements, but failed to secure training outputs. LSC therefore had to revise the contract to ensure that going forward all employers providing job placements would have to sign up to training provision (see programme performance section).
- 4.73 It is unclear from the consultations as to whether the initial failure to meet training outputs was due to how the programme had been delivered and sold by brokers, or whether training outputs were just not being captured due to employers sourcing their own training which was funded through other programmes for instance.
- 4.74 There were mixed views amongst delivery agents regarding the extension of the broker network. Some of the existing brokers commented that they had accepted the contract based on being the only broker operating within a geographical area. The scope for duplication amongst brokers also increased and would need new ways of working to be developed.
- 4.75 However, the rationale for extending the broker network was to facilitate delivery of the contract following slow progress in achieving delivery outputs and a perceived lack of proactivity in terms of business engagement amongst some brokers. From a contract management point of view therefore this appeared to be a sound decision, but referral mechanisms and protocols need to be considered.
- 4.76 Extension of the broker network to include Chambers of Commerce and sector specific training providers also appeared a sound decision. Chambers have good access to the business community and are able to position Jigsaw as part of a portfolio of services available following a diagnostic of need. They also provide scope to tie into wider Chamber services such as Chamber Recruitment.
- 4.77 The inclusion of a sector specific training provider also makes a positive contribution to the programme, particularly as the programme was initially established with a strong CDI focus which has now broadened to include other high growth sectors. With Jigsaw having a sector focus, it is perhaps appropriate to have specialist training rather than more generic provision. Specialist providers also have a higher degree of understanding about the specific business and training needs within their sector.
- 4.78 The contribution of Thomas Rotherham College (TRC) as contract managers was praised by the broker network. Key personnel were felt to have contributed a lot to the success of the programme and the administration team was felt to have been supportive, efficient and responsive to enquiries. TRC was felt to have successfully developed a good working relationship with LSC rather than a relationship simply based on contract management. One challenge will be that a change in leadership at TRC has happened at a time when the contract needs to deliver a significant volume of outputs.

- 4.79 There were mixed views as to the potential conflict of interest arising from TRC as contract manager and broker. The decision for TRC to manage the contract stemmed from the pilot programme which was felt to have been successful. The approach was therefore replicated with TRC retaining the managerial role. Most consultees felt there was no conflict of interest as payments to brokers are fixed on the achievement of outputs and the geographical remit of the brokers makes the referral of enquiries straightforward.
- 4.80 However others felt there is a potential conflict of interest, particularly now there are more brokers operating within the sub-region and specifically Rotherham. This may suggest more consideration needs to be given to the impact of changes in the broker network on ways of working and strategic co-ordination, rather than necessarily changing the role of TRC.
- 4.81 A challenge for TRC is to ensure that their role as broker does not prevent them from driving the programme. The role of managing agent needs to go beyond financial compliance and contract administration. It has been suggested that network meetings have often been poorly attended and that there may be scope to consider how the network could work better together to drive the programme and gain agreement on programme targeting/focus.

Programme Delivery

- 4.82 The marketing of the programme has been approached differently by the delivery agents and has included a variety of different methods ranging from mail-shots and events/presentations to direct marketing to businesses. Whilst Jigsaw is felt to be a recognised and respected product within the business community, and word of mouth has been an important referral mechanism, some consultees felt that more proactive and co-ordinated marketing could have been undertaken, particularly in order to broaden the businesses engaged.
- 4.83 In some cases a lack of proactive marketing and the pressures of tight delivery timescales have resulted in employers supported under previous Jigsaw rounds being revisited by brokers. Whilst this is within the contract, other brokers have tried to broaden the range of businesses engaged, which arguably broadens the impacts of the programme and is more in line with the ambitions of the contract.
- 4.84 As highlighted above the delivery model adopted has been based on the structure which successfully delivered the pilot programme i.e. TRC as Rotherham broker and contract manager and each of the colleges acting as brokers within their own district. The handling of enquiries and referrals has been straightforward with each broker responsible for their own geographical area.
- 4.85 Due to the difficulties in delivering the contract outlined in preceding sections of this report, the broker network has been extended to include Rotherham and Sheffield Chamber of Commerce and MetTech, a private training provider operating within the AMM sector. Some of the potential delivery difficulties associated with this shift have been outlined above, but overall, the rationale for the extension of the network has been sound.
- 4.86 Whilst the delivery network has worked well to date, it has been suggested that there may be scope to improve communication across the network, do more to share good practice, and achieve economies of scale in terms of marketing (particularly as there are now several brokers operating in some areas).

- 4.87 Some have also suggested extending the broker network, or at least increasing links to other agencies.
- 4.88 External links to other agencies and initiatives have been mixed. Whilst Chambers of Commerce, Business Link and Jobmatch have signposted employers onto Jigsaw, some brokers have suggested that there have been few referrals from external organisations and most business has had to be generated by the brokers.
- 4.89 Some consultees have suggested closer links to Enterprise Agencies could be developed in order to engage new starts who may face more significant financial barriers to recruitment and training than more established organisations. Work placements within these businesses may however be less sustainable than those in more established businesses.
- 4.90 There have been some examples of partnership working with Jobcentre Plus to move people back into employment when they have been made redundant. However links to JC+ in terms of moving the wider unemployed population back into work have been weak. Whilst some commented this was strange given the remit of Jigsaw, this may reflect the fact that the programme has been delivered with a stronger employer focus rather than meeting individual needs and employability agendas. The programme was also initially established to address high level skills needs. However as the programme has now drifted into more generic and lower level skills needs, it may be more appropriate to make links to JC+ client groups and agencies working on social inclusion.
- 4.91 Some consultees also highlighted the fact that links to universities had not been developed, which is relevant if the programme is seeking to focus on higher level skills development.
- 4.92 Some brokers have also sought to ensure they network with other employer engagement agencies. Chambers of Commerce for instance have been used to promote Jigsaw to their members via mail-shots for instance. As one broker commented, although there may be only one Jigsaw broker operating in each area, there are several other agencies involved in employer engagement, so avoiding duplication with these people is just as important as avoiding duplication now more brokers are involved in the Jigsaw network.
- 4.93 A number of colleges are also Train to Gain brokers or providers. In some cases, Train to Gain is marketed alongside Jigsaw as part of the college's portfolio of services to businesses, but in other cases links have yet to be made between Jigsaw and Train to Gain provision within colleges. In some cases this is resulting in duplication of activity in terms of employer engagement. Whilst this may not necessarily have a negative impact on Jigsaw delivery, it is not in line with Better Deal for Business principles or the rationale for the Train to Gain delivery model.
- 4.94 Whilst Jigsaw does not therefore directly duplicate Train to Gain provision (in its current form), there is scope for Jigsaw delivery to duplicate the employer engagement activities of Train to Gain brokers, sometimes within the same college.
- 4.95 There is little evidence from the consultations that colleges are only using Jigsaw as a route into employment for their own students. Colleges have made their careers departments aware of Jigsaw as well as other services such as Graduates Yorkshire, and in some cases presentations have been done to students. However colleges have not proactively pursued this, partly because finding recruits has not been a major barrier for a large proportion of employers and as such few brokers have been actively engaged in sourcing recruits on behalf of employers.

- 4.96 Many brokers also feel the Jigsaw website, which is intended to act as a job brokerage service, is not fit for purpose and needs to be better resourced and managed. To date this has not affected the performance of the programme, but some consultees have suggested there may be scope to improve this element of the programme and achieve a more equitable balance between support for businesses and individuals.
- 4.97 This could involve more marketing to populate the website and more support to individuals with CV writing, interview skills etc. This would be for specific job opportunities however rather than more general support. However, to date, most employers have successfully recruited staff as required through their own activities and brokers have only been asked for support in a minority of cases. This does not suggest there is a strong demand from employers for this type of job brokerage service.
- 4.98 This is supported by brokers' comments that the wage subsidy is the primary focus of employers and the hook to secure their engagement. Whilst training is undertaken, most consultees felt that whilst employers were happy to agree to training, this was in order to access a wage subsidy.
- 4.99 There were mixed views amongst the broker network as to the importance and relevance of the training element of Jigsaw. All recognised the demand for wage subsidy and that the programme is essentially sold on this. However whilst some felt the training was an integral part and positive feature of the programme, and valuable in encouraging employers to participate, others felt there wasn't demand for this amongst employers and it over-complicated the programme.
- 4.100 Some consultees felt that given the range of other outlets through which employers can access training support, this element of Jigsaw added little value. It was also noted that part of the rationale for developing the menu of accredited training was because employers have been accessing training from other sources which could not be counted against the Jigsaw contract. This again was used by some to argue that this element of the programme adds little value and is not additional. The point was also made that the programme needs to be smarter in how they count training and capture training outputs.
- 4.101 Looking at the training element in more detail, the delivery agents working with employers, suggested that whilst making the training compulsory was necessary to deliver the contract, the lack of flexibility in the training offer was noticeable and detracted from the potential impact of the programme.
- 4.102 It was argued that a menu of accredited training had to be developed in order to ensure that training outputs could be counted and did not duplicate other funded provision. This approach was also required in order to ensure that an appropriate number of people could be signed up to a training course in order to make its delivery viable. The approach to training delivery adopted by most colleges was to provide access to the menu of accredited training on set times and dates. These were then circulated to the employers and other brokers in order to generate enough interest to deliver a course.
- 4.103 When Chambers were brought into the delivery network, they have also signposted businesses onto the menu of accredited provision (usually delivered within colleges, but also occasionally within the Chamber).
- 4.104 Although many of those consulted recognised that this approach lacked any flexibility, this was due to the demands of ensuring contract delivery. In some cases where large employers had taken on a number of recruits, it was possible to provide more tailored training.

For instance, Gripple were able to work with brokers to devise an accredited training course which met their specific training and business needs. This facility wasn't however available to smaller employers where economies of scale could not be achieved.

- 4.105 The rigidity of the approach also resulted in a menu of accredited training which was not applicable to all employees. As courses were at Levels 2 and 3, in some cases, employees with basic skills needs or learning difficulties struggled to achieve the appropriate standard, whereas people with level 4+ qualifications were undertaking lower level courses. While some argued that this was not a problem as it complemented people's existing qualifications, others felt this was not an effective use of resource.
- 4.106 However, the approach to training delivery adopted by MetTech varied considerably. MetTech undertook a training needs assessment/diagnostic with each business and devised an individually tailored training programme which was delivered in the workplace. The MetTech approach was therefore totally bespoke irrespective of the size of employer.
- 4.107 It appears therefore that brokers have varied in terms of their approach to training delivery which essentially reflects the different working practices of different types of organisations. Some brokers argue that circumstances are restricting the scope for flexibility within the contract (resulting in supply-led provision), whilst others have been able to provide individually tailored training solutions (demand-led provision).

Programme Positioning and Composition

- 4.108 The composition and positioning of the programme was discussed in some length with consultees, although there was rarely a clear consensus as it proved difficult to make generalisations about the needs of a diverse range of businesses.
- 4.109 Over time Jigsaw has evolved. It was initially a programme focused on moving high skilled graduates into high growth sector businesses and providing access to sector specific training opportunities. It now provides relatively generic training primarily at levels 2 and 3, is open to people of all qualification levels although the programme is still focused on high growth sector businesses.
- 4.110 One issue on which there was a general consensus was that the broadening of the programme to include people of all qualification levels was appropriate given the diverse needs of businesses. All businesses, whether high growth or not, need a range of employees at all skills levels.
- 4.111 As previously outlined, there were suggestions from some consultees to enhance the service currently offered to individuals in terms of CV and job search support, and to better manage the job brokerage element of Jigsaw.
- 4.112 It is however important to consider where Jigsaw funding is able to add most value and complement other provision. Providing relatively generic training at level 2 to people with no or low qualification levels duplicates provision available through Train to Gain for instance. IAG partnerships, Careers Services and TLM initiatives provide job search support to individuals. With funding across South Yorkshire likely to reduce significantly in the future, it may be that partnership working and linkages to wider provision need greater consideration rather than expanding programmes such as Jigsaw.
- 4.113 Discussions as to whether Jigsaw should focus on sector specific or general skills development highlighted a particularly diverse range of opinions. Some consultees felt that businesses tend to look for good generic skills in new employees.

Although employers may ultimately need employees to receive specialist training, this will usually be over a longer time frame when employees have proved their capabilities. Some employers also tend to be happier to fund specialist training themselves compared to generic skills which are expected.

- 4.114 Other consultees felt that Jigsaw should not be restricted to one or the other. If there is demand for employees of all skills levels, there needs to be access to an equally broad range of training provision which meets employers' needs. The main issue with the type of training which should be offered is therefore about the degree of flexibility which can be achieved.
- 4.115 There were also mixed views as to whether Jigsaw should be focused on high growth sectors. The programme eligibility criteria (determined by SIC code) was too prescriptive. Some seemingly suitable businesses were excluded, whilst others (such as call centres) were eligible.
- 4.116 In addition, the sectors selected were not necessarily felt to be sub-regionally important (e.g. low numbers of bioscience businesses). Other sectors, such as construction and leisure were argued to be more important to local economies and therefore worthy of support. Some consultees did, however, acknowledge the value in some form of programme targeting in order to provide a focus for activities. Others commented that if the programme was broader in scope, this would make provision of accredited training even more problematic as it would have to meet the needs of a broader cross-section of businesses.
- 4.117 The length of placements did not appear to be a significant issue of concern amongst consultees. One commented that it should be extended to one year, as in the pilot, whilst another questioned whether a set period was required or whether greater flexibility could be offered depending on individual needs.
- 4.118 There are obvious cost implications associated with extending the work placement and this was the main reason behind its reduction following the programme pilot. Introducing greater flexibility has its merits, but would be difficult to manage. How would it be decided how long a placement should last for? Who would decide and monitor this? If the programme offered up to 6 months funding support, all employers would argue for the full 6 months placement, particularly if the individual was also to be out of the workplace for training. Changing this at this stage in the programme would therefore be highly problematic and any cost savings would be absorbed by additional management time.

5. CONCLUSIONS AND RECOMMENDATIONS

- 5.1 This section presents our main conclusions and recommendations based on analysis of all research findings.

Introduction

- 5.2 Those people involved in the management and delivery of Jigsaw rate it highly as a business support initiative and feel there is still a strong rationale for its continuation. The Jigsaw brand is well respected amongst the business community.
- 5.3 The contextual overview shows that the aims and objectives of Jigsaw have a good strategic fit with regional and national policy objectives, particularly the role of skills in driving business productivity. The findings of the South Yorkshire Strategic Economic Assessment² also suggest that statistically there is a strong evidence base supporting the need for employment, training and business development initiatives, with the sub-region having below average economic activity rates and levels of qualification/skills attainment.
- 5.4 Despite revisions to the contract to address a shortfall in training outputs and despite several delivery challenges stemming from the contract revisions, overall it is expected that the programme will deliver on its targets,
- 5.5 A significant proportion of employers have also reported that Jigsaw has met their needs and is a valued programme.
- 5.6 With cuts to funding across the sub-region and region however, consideration needs to be given to maximising the impact and added value of the programme, the rationale for its continuation, and its composition/positioning moving forward.

Programme Impacts

- 5.7 The programme has secured outputs relating to beneficiaries into work placements, participating in, and completing training and moving into employment.
- 5.8 Most beneficiaries tended to find the impacts of securing their job difficult to articulate. Impacts mostly related to the opportunity to broaden their work experience as many had already been in employment. In some case securing a new job had an impact on confidence levels and one beneficiary noted the benefits of finding a more secure job (where there was less threat of redundancy) a significant benefit.
- 5.9 For employers, the main impacts of the programme have been in relation to employee performance and overall business productivity and competitiveness. The majority of businesses saw an improvement in employee motivation, performance, productivity and increased interest in training/personal development amongst their staff.
- 5.10 The most significant contribution of Jigsaw to business productivity and competitiveness has been in relation to upskilling the workforce and ensuring the business is in a stronger position to grow in the future. More than half the businesses surveyed also indicated they had seen improvements in services to customers, increased capacity, more effective working practices and other staff were now able to spend more time on developing the business.

² http://www.yorkshire-forward.com/www/view.asp?content_id=4817&parent_id=479

There were some variations by sector with a higher proportion of CDI businesses reporting impacts than AMM and BFPS sector businesses. The findings do suggest therefore that Jigsaw has had an impact on business productivity and competitiveness.

- 5.11 Employers were also able to provide an approximate estimate of the financial impacts of Jigsaw which were said to be around £3.5m overall. Attempting to calculate the impact of Jigsaw on regional GDP would require considerably more detailed research than was within the scope of this evaluation. However, we are able to make a number of assumptions about the impact of Jigsaw on GDP. The findings suggest that by moving people into employment, Jigsaw will have impacted on consumption through the spending of wages in the local economy. The increase in business productivity and competitiveness is also likely to result in increased consumption by businesses in terms of their spending with suppliers. The programme has also resulted in approximately £8m of government spending and investment by employers in terms of wages and training provision.
- 5.12 The only aspect of GDP which the programme has not had a significant impact upon is exporting. The business survey results indicate that only a very small proportion of businesses have increased exports as a result of Jigsaw and only 30% indicated they have accessed new markets.
- 5.13 The findings suggest that the impacts of Jigsaw on employers' mind-set to training were more varied. Following their involvement in Jigsaw, 47% of businesses were more likely to develop a training plan, 31% were more likely to have a training budget and 45% were more likely to train their staff.
- 5.14 It is important to note however that 84% of businesses were already providing some form of training in the 12 months before engaging with Jigsaw which suggests that most employers were already predisposed to providing training, but that in some cases employers will increase the extent of their training activities and planning in the future.
- 5.15 However 58% were more likely to access business support services. This is potentially a significant finding as 53% of businesses had not accessed recruitment or training support from any other agencies in the past 12 months, which suggests Jigsaw may be a catalyst for engagement in business support provision.
- 5.16 In terms of Jigsaw impacts on graduate retention, the decision to broaden the programme's eligibility criteria to include individuals at all qualification levels is one that has been supported by those involved in the management and delivery of Jigsaw. The findings indicate that whilst 27.4% of programme beneficiaries were qualified to level 4 or above, 44.5% were qualified at levels 2/3 and 3.4% were qualified at level 1 and below. This suggests that employers also support the move to broaden the eligibility criteria through their recruitment decisions.
- 5.17 Whilst Jigsaw has had some impact on graduate retention by providing work placements for 27.4% of people qualified to degree level or above, the decision to re-position the programme has diluted the relevance of graduate retention as a programme performance indicator. If the graduate retention remains an important indicator of programme success, the positioning and delivery of the programme needs to change. The evaluation findings do not however provide a strong rationale to make such a shift.

Additionality and Added Value

- 5.18 Although the impacts of Jigsaw appear positive, the findings suggest that a significant proportion of outputs, and therefore impacts, are not additional and would have happened anyway. This mirrors the findings of the Employer Training Pilot evaluation which found that only 10-15% of training was additional and about 85-90% is deadweight³.
- 5.19 This is also supported by the views of the delivery agents. The findings suggest that few employers faced significant barriers to recruitment or training to the extent that without Jigsaw no recruitment or training would have taken place. Jigsaw funding facilitated the process and reduced the financial risks and outlay for businesses.
- 5.20 This is also reflected in delivery activities. The rationale for the Jigsaw website was to provide a job brokerage service which would address some of the barriers to recruitment e.g. costs of advertising, sourcing appropriate candidates. In practice, the website has only been used by a small proportion of employers, with most successfully recruiting employees through other methods e.g. advertising, recruitment agencies, word of mouth. Only a small proportion of employers (18%) were specifically looking for practical help with recruitment.
- 5.21 Employers' previous involvement in training also indicates that sourcing and providing training was not a significant barrier and only 23% of businesses indicated that they had a skills gap prior to engaging in Jigsaw.
- 5.22 From the perspective of individual beneficiaries, the impacts and added value of Jigsaw were difficult to articulate as the influence of Jigsaw funding was not immediately evident to them as they had secured the job in the usual way. Most commented that the training would not have been undertaken had it not been part and parcel of the job package, but many felt that the impacts of the training had been minimal in terms of broadening their knowledge/skills.
- 5.23 To some extent it may be that the re-positioning of Jigsaw has impacted on its additionality. The initial objectives of the programme were to provide graduate recruitment and access to specialist training provision e.g. CAD/CAM training to address specific skills barriers within high growth sector businesses. In practice the programme has evolved away from this relatively niche market into more generic employment and training support which may have had a negative impact on additionality.
- 5.24 Generic training tends to be more widely available, have lower unit costs and as such there are fewer barriers to its up-take when compared to more sector specific provision.
- 5.25 The findings from the business and delivery agent consultations however do not suggest that the current structure of Jigsaw is inappropriate. Most delivery agents feel that generic training is more in demand from employers than sector specific training and most employers have been happy that Jigsaw has met their needs.
- 5.26 This is supported by findings presented in a DEMOS paper. This suggested that a number of areas of skills policy need to be revisited if the Leitch ambition is to be achieved. One area is adult skills levels. The paper concluded that adult skills need to be addressed on two levels: general *and* (our emphasis) specific.

“The partnership between the state and employers ...should be that the state continues to develop the generic education and skills at a high level - offering a range of potential routes – whilst the employer pays for the specific occupational training that their firm requires.

³ The impact of the Employer Training Pilots on the Take-up of Training among Employers and Employees (DfES, 2005)

Many employers whose skill requirements are at the higher level are most interested in the quality of the generic raw material that the education system produces”⁴.

- 5.27 What is unclear is the extent to which Jigsaw is responding to employer’s demand, or whether the supply is determining the cohort of businesses who are accessing the programme. It may be that there is a cohort of businesses who do require sector specific training and employment support to remove barriers, but who have not been engaged by Jigsaw because the training available does not meet their needs.
- 5.28 There is undoubtedly a lack of flexibility in the provision of accredited training available through most of the Jigsaw delivery agents. The training element of the programme is therefore essentially supply-led, with the exception of that provided by MetTech and where work with individual employers has been undertaken. This may have a significant bearing on the perceived additionality of the programme as well as its added value for employers.

Programme Delivery

- 5.29 Jigsaw has been primarily delivered by the sub-region’s four main FE colleges. Colleges’ main strengths and expertise lies in the provision of training. Although most colleges are seeking to broaden their engagement with the business community through employer engagement teams, as yet, they do not have the same employer focus as the Chamber of Commerce for instance. Whilst some colleges had utilised local Chambers to market Jigsaw, the decision to broaden the delivery network to include Chambers seemed appropriate. The inclusion of MetTech has also brought more sector specific training knowledge into the network.
- 5.30 With the inclusion of the new brokers being at a relatively late stage in the contract delivery, the potential value of the extended network has yet to be fully realised and new ways of working to accommodate the larger delivery network (e.g. referral procedures and client management systems) have yet to be fully developed.
- 5.31 The approach adopted by all delivery partners to date has been efficient. Employer engagement has been achieved through a variety of mechanisms which has included making links to other organisations to avoid duplication of activity and presentations have been held for employers which provides a more cost effective form of engagement than individual site visits.
- 5.32 Business skills training has been condensed in response to employers’ requests to minimise the amount of time new employees are out of the workplace, and the menu of accredited training is a highly cost-effective approach towards delivery.
- 5.33 Whilst the existing approach is efficient, consultees are aware of its limitations which primarily relate to the lack of flexibility and potential added value for employers. Employers have to sign up to the training provision whether they (or the individual) require it or not and there is no flexibility in the range of courses available beyond those on the training menu.
- 5.34 In some cases however delivery has been in line with recognised good practice, but this has not been replicated across the whole network. For instance in some cases training has:
- been based on a training needs assessment or diagnostic;
 - included the development of individually tailored training packages and qualifications;
 - included the provision of basic skills support where required;

⁴ Confronting the Skills Paradox (DEMOS, Jan 2007)

- been delivered in the workplace as well as off-site.
- 5.35 This suggests that more bespoke training provision can be delivered, which is also more in line with Better Deal for Business principles and development of a demand-led system, despite any perceived contracting or resource constraints.
- 5.36 There are some reservations amongst delivery agents as to the feasibility of extending the delivery network any further, and these reservations may be justified. Unless the overall scale of Jigsaw is to be increased (which is unlikely given funding restrictions), significantly increasing the broker network would reduce the financial viability of participation for each broker and would also complicate the management of the programme (particularly in ensuring employer engagement activities are not being duplicated).
- 5.37 Rather than extending the broker network, it is however important that partnership/referral arrangements are in place with other initiatives and organisations. Links to Jobmatch for instance are important if Jigsaw is to support sub-regional inward investment activities. Links to agencies working with people who are disadvantaged in the labour market may also be relevant.
- 5.38 The findings have also flagged up a number of agencies with which partners feel should be more involved in the programme. These range from the universities and Enterprise Agencies through to Jobcentre Plus. Exactly who delivery partners should engage with needs to be determined by the requirements of the programme. At present there are concerns that the programme has drifted away from its original objectives. It is to the composition and structure of the programme that we now turn.

Programme Structure and Positioning

- 5.39 A strategic decision needs to be made as to what Jigsaw is intended to deliver and how it will be positioned. The programme has drifted from its original intended target group, and the programme would benefit from revisiting its strategic priorities and aims.
- 5.40 There are a number of options which could be considered, each with their own strengths and weaknesses.
- 5.41 The research findings suggest there is demand and a rationale for a broadening of the programme target group to include individuals at all qualification levels as businesses require a range of differently skilled people at all levels. It therefore follows that there would need to be a sufficiently broad range of training provision available to meet the needs of a diverse client group.
- 5.42 Consultees commented that businesses do not necessarily require graduates when employing new staff. They require capable individuals with a good generic skills base. Employers will provide more specific training as required, usually once an individual is more established within the business. The DEMOS paper also supports the view that the state should be focusing on developing good generic skills at all levels.
- 5.43 This does not suggest that sector specific training is not required by employers, it is more a timing issue. Jigsaw supports training for new recruits during a 6 month placement. The research appears to suggest that sector specific training may be more relevant once a Jigsaw employee has finished their placement, secured a permanent position and become more established within the business.

This may therefore be where Jigsaw and Invest in Skills and/or e-sy skills need to work more closely together, with one providing generic training for new recruits and the other supporting more specialist training of the existing workforce.

- 5.44 The rationale for retaining a focus on high growth sectors is that these sectors are felt to be important (in terms of employment and economic growth) to the future sub-regional and regional economy. Facilitating these companies to achieve their full potential is therefore important.
- 5.45 The findings however suggest that some of the high growth sectors supported under Jigsaw are not sub-regionally significant in terms of numbers of businesses. There are also other sectors which are important contributors to the local economy and would benefit from support. As in the case of skills outlined above, whilst a business may need a range of skills, an economy benefits from a diverse industrial structure.
- 5.46 There are therefore sound arguments for broadening the scope of Jigsaw, but this does bring with it a number of risks.
- 5.47 The research has illustrated that the additionality of the programme is currently low which raises the question as to whether there is market failure which requires public intervention. This alone creates a strong argument for greater targeting of the programme if funding is to be secured in the future and the programme is to add value.
- 5.48 The findings do indicate that additionality is clearer in small businesses (in terms of employee numbers) compared to larger businesses (250+ employees). The consultees also commented that there are businesses which appear to benefit more from Jigsaw than others. These tend to be small businesses, in their first few years of trading who may be looking to take-on their first employees. The difficulty is defining eligibility criteria within a contract which targets this type of business.
- 5.49 It may be that targeting hard to reach employers, who have not provided training in the past 12 months, or engaged with training providers/business support organisations may increase the additionality and added value of Jigsaw.
- 5.50 Broadening the scope of the programme also risks duplicating mainstream provision. Although only a small proportion of total beneficiaries, Jigsaw has provided training to 3.4% of beneficiaries who did not have a level 2 qualification and could therefore have accessed funding through Train to Gain for instance.
- 5.51 A number of consultees suggested that Jigsaw should undertake more work with individual beneficiaries in terms of job search, CV preparation etc. In its current form, Jigsaw is not geared up to provide the additional support required by people who are not work ready and this type of work is not within the core remit of the delivery agents. Whilst there may be some value in developing the Jigsaw website and providing a better job brokerage function, the findings do not suggest that employers face significant barriers sourcing their own employees. It has been commented that some employers have already sourced a new employee before approaching Jigsaw for funding support. DWP/Leitch are also proposing to merge JC+ employment support with IAG services.
- 5.52 However greater additionality could also be achieved by reconsidering the approach to programme delivery. If, as some consultees have suggested, Jigsaw employers require a broad range of skills, the delivery model needs to respond to this and incorporate good practice in training delivery.

Training needs to be based on a sound business diagnostic and training should be tailored to the specific needs of the business, and the individual, rather than off the shelf training where this is not appropriate. Consideration could also be given to training delivery in the workplace as well as college settings. These measures may significantly increase the added value of the programme and potentially the additionality. It may therefore be how training is being delivered which needs revising rather than at what level this is and whether it is general or sector specific as this should fall out of a training needs assessment and ensure that all provision is demand, not supply led. Provision should be available through a portfolio of different options rather than one product.

- 5.53 Whilst it has been suggested by some that Jigsaw should reconsider whether the training element of Jigsaw is required, it is important to consider who would fund Jigsaw if it were just a job interview guarantee scheme. There is also a strategic rationale for developing the skills of the workforce. As outlined above, whilst the training element may not be as highly valued by employers as the recruitment support, improving the quality and flexibility of the training element may address this.
- 5.54 A key factor to consider is that although it is evident that many different types of businesses will need different types of skills at all levels, over different timescales, Jigsaw cannot, and should not try to respond to all these. It is important to define what Jigsaw aims to achieve and where it can add the most value.

Sustainability

- 5.55 As it is within the remit of colleges, training providers and Chambers to engage with businesses and provide training solutions, this work is likely to continue. All organisations have a range of provision which they are able to sell to employers and some also provide recruitment support. Employers may not receive the same training subsidy in all cases, but it is likely that some of the training undertaken through Jigsaw could be funded from other and mainstream sources.
- 5.56 SSCs will also remain involved in the development of sector specific training provision and will be able to advise on the qualifications which should be prioritised for public funding.
- 5.57 The funding support for recruitment is not likely to continue without additional funding, and there are no similar programmes operating in South Yorkshire.
- 5.58 Whilst the discussion above highlights the need for the objectives and focus of Jigsaw to be reviewed, and that the delivery model needs to follow from this, the training brokerage model established to deliver Train to Gain should be considered.
- 5.59 The contextual review highlighted comments from the Leitch implementation Plan which suggests Train to Gain should become the delivery model for all training provision. Given the reduction in funding across the region and the moves towards regional programmes rather than a proliferation of projects, it is important to consider the Train to Gain delivery model and the principles it advocates e.g. no wrong door, training based on business diagnostic, joined up delivery.
- 5.60 Many of the Jigsaw brokers are also Train to Gain brokers, but in some cases links have not been made between relevant teams within each organisation. If employer engagement activities are not to be duplicated this will be important moving forward.

- 5.61 However, one of the strengths of Jigsaw is its reputation amongst the business community and awareness of the Jigsaw brand. Businesses engage in training through many different organisations, and once a relationship has been developed with an employer, this is often used by the employer to access other provision. Part of the rationale for Train to Gain is that there is no wrong door to training provision, it may be therefore that what is required is greater coordination between Jigsaw and other initiatives.
- 5.62 Although there may be plans to extend the Train to Gain offer in the future, this is likely to be some way away and is not guaranteed. Within South Yorkshire there is a need for workforce development activities and the value in Jigsaw is in offering access to subsidised training over and above the national commitment to support learning up to level 2.
- 5.63 Recruitment support is unique to the Jigsaw programme, but again the findings have questioned its significance to the success of the programme and businesses. The provision of recruitment support needs to be closely focused on businesses experiencing real barriers to recruitment. The findings suggest it is within micro and small businesses in their early stages of growth and development which this type of support is able to add most value.

Recommendations

- 5.64 Based on the findings of the evaluation and our discussions with the study steering group, we would like to offer the following recommendations for further consideration.
- 5.65 Overall the evaluation suggests there is a rationale for the continuation of Jigsaw and no evidence that the existing contract should be terminated. However, a strategic decision should be made about what Jigsaw is intended to deliver and how it will be positioned in the future.
- 5.66 The choice is essentially between a programme which sits within priority 1 of the new ESF programme (i.e. focused on worklessness), or a programme which sits within priority 2 of the new ESF programme (i.e. focused on creating a skilled and adaptable workforce). There are a number of issues to consider in making this decision.
- 5.67 At present Jigsaw sits between the two priorities providing support to both employed and unemployed people. However on balance, Jigsaw is currently more aligned with priority 2 given that employers are able to self-select their recruits and the focus is primarily on meeting business needs rather than meeting the needs of individuals looking to access the labour market.
- 5.68 In its current form the focus on meeting employer needs is one of the key success factors of Jigsaw. If employers were required to specifically target recruits who were unemployed the nature of the programme would shift considerably, and this could impact on engagement amongst businesses and also the sustainability of the job placements.
- 5.69 A shift to a programme which is more aligned to addressing worklessness (which would also align with the DWP Green Paper on Full Employment), would require consideration to be given to the needs of this client group and whether in its current form, Jigsaw is well placed to meet these needs. The workless population of South Yorkshire is incredibly diverse and ranges from those people who are intermittently unemployed for short periods (and will be found in any vibrant economy), to those who face significant barriers to labour market entry. Jobcentre Plus are tasked with supporting the intermittently unemployed and job ready back into the workforce whilst a range of more socially focused organisations work alongside Job Centre Plus to support the harder to reach client groups.

- 5.70 If Jigsaw is to work more with the workless population under priority 1 of new ESF, the existing delivery agencies may not have the capability and capacity to deal with the needs of this client group, the unit costs of intervention will be significantly higher as individual beneficiaries will need more intensive support and training, employer engagement will be more difficult to secure and job placements may not be as sustainable⁵.
- 5.71 If Jigsaw is to focus on those within the workless population who are more job ready and face less intensive barriers to labour market entry, consideration needs to be given to whether this will duplicate or add value to the mainstream Jobcentre Plus offer (which often includes work trials options).
- 5.72 Closer alignment of Jigsaw to priority 2 of new ESF would require fewer changes to be made to the existing programme as the focus would remain on business needs rather than the individual beneficiary. In this case, a number of operational recommendations stemming from this evaluation would be worthy of consideration. These include:
- Consider targeting Jigsaw on SMEs (and potentially restricting this further to businesses with fewer than 100 employees). There may also be added value from targeting new start businesses where recruitment and training are often more significant barriers to business growth. Closer linkages to Enterprise Agencies delivering the sub-regional business support start-up programme may facilitate this.
 - Consider retaining a broader-based programme which allows recruitment of people of all skills levels and allows access to training at all levels. If a broad programme is to be retained however, delivery needs to be in line with recognised good practice based on diagnostic of needs and brokerage of provision which is delivered flexibly to meet individual business needs.
 - This will also require a broader training offer to be available which meets employers' needs, but also adds value to the existing skills/qualifications held by the individual beneficiary.
 - Encourage the delivery network to work more collaboratively and agree referral procedures, particularly given the inclusion of new delivery agents working across the sub-region. Collective consideration of which additional external agencies the network needs to engage with could be addressed at the network meetings.
 - Care needs to be taken to avoid duplicating mainstream provision. For instance, where individual beneficiaries had not previously had a level 2 qualification, these should be delivered via Train to Gain rather than Jigsaw.
- 5.73 The Leitch Implementation Plan should also be a consideration in the positioning of Jigsaw in the future. Leitch contains stretching targets for qualifications to be achieved by 2011 and 2014. If Jigsaw is to be used to achieve these targets, this then becomes a consideration in how the programme is to be positioned. If the focus is to be on achieving high volume qualification outputs, this points to a broader-based programme more aligned to priority 1 of new ESF. However if the focus is to be on achieving business impacts, this may require a narrower programme, potentially more aligned to priority 2 of new ESF.
- 5.74 With the evaluation of Invest in Skills currently on-going, the outcome of this evaluation should also be considered. LSC may like to consider whether the strong brand attached to Jigsaw has more utility in delivering any future Invest in Skills programme or whether the two programmes should be combined.

⁵ Assumptions based on findings from the evaluation of the South Yorkshire Transitional Labour Market Programme (mtl, June 2007)

ANNEX 1: BUSINESS SURVEY DETAILED ANALYSIS

1. A telephone survey of Jigsaw beneficiary businesses was undertaken in August 2007. 204 businesses took part in the survey. The topic guide was developed to gain insights into the impacts and additionality of Jigsaw involvement.
2. Throughout this section data presented in tables are percentages of the total rather than actual values. Where numbers do not add up to 100, this is due to the question being multiple choice.

Overview of the Businesses Surveyed

3. Of the businesses surveyed:
 - ▶ 15% were located in Barnsley
 - ▶ 14% were located in Doncaster
 - ▶ 29% were located in Rotherham
 - ▶ 42% were located in Sheffield
4. 39% operated within the creative and digital industries (CDI), 27% operated within advanced manufacturing and metals (AMM), 20% within business, professional and financial services (BPFS) and 13% operated within the environmental and energy technologies (EET) sector. Only one business (less than 1%) was within the bioscience sector therefore responses from this business have been excluded from any analysis by sector as it is not statistically significant. This split is broadly in line with the proportion of businesses within these sectors sub-regionally.
5. Of the businesses surveyed:
 - ▶ 44% had between 1 and 9 employees
 - ▶ 33% had 10-49 employees
 - ▶ 16% had 50-249 employees
 - ▶ 7% had over 250 employees

HOW LONG HAS YOUR BUSINESS BEEN TRADING?

	Less than 1 year	1-3 years	4-9 years	Over 10 years
AMM	2	18	20	60
BPFS	2	27	27	44
CDI	1	31	35	33
EET	-	15	33	52
Total	1	25	29	45

6. Overall just under half the businesses had been established more than 10 years suggesting Jigsaw is supporting relatively mature companies. This reflects the findings of the interim evaluation where 74% had been operating for more than 3 years. Only 1% had been trading for less than a year, reflecting the fact that many newly formed businesses will not be in a position to recruit within their first year of trading.

EXCLUDING JIGSAW RECRUITS, HAS THE NUMBER OF EMPLOYEES OVER THE PAST YEAR.....?

	Increased	Decreased	Stayed about the same
AMM	60	9	31
BPFS	61	12	27
CDI	50	8	41
EET	52	7	41
Total	55	9	35

7. The table above indicates that over half of all businesses had been increasing the size of their workforce over the past year, and 9% had reduced their workforce. The majority of businesses were therefore in a period of growth and expansion when they engaged with Jigsaw. Although 9% had seen a reduction in their workforce prior to engaging in Jigsaw, this may have been due to natural turnover of staff rather than redundancy or downsizing, suggesting Jigsaw may have facilitated in filling gaps in the existing workforce.

DO YOU EXPECT THE NUMBER OF EMPLOYEES OVER THE NEXT YEAR TO.....?

	Increase	Decrease	Stay about the same	Not sure
AMM	62	4	29	5
BPFS	63	7	24	5
CDI	78	-	23	-
EET	74	-	22	4
Total	70	2	25	3

8. 70% of businesses expect their workforce to continue to grow over the next year. This provides further evidence that the majority of businesses supported by Jigsaw are in a period of growth and expansion.

EXCLUDING JIGSAW, HAVE YOU PROVIDED ANY OTHER STAFF TRAINING OVER THE PAST YEAR?

	Yes				No
	Total	In-house only	External only	Both internal and external	
AMM	84	7	16	60	16
BPFS	90	24	12	54	10
CDI	79	29	11	39	21
EET	89	11	15	63	11
Total	84	20	13	51	16

9. The majority of businesses were already providing training for employees before engaging in Jigsaw suggesting that the programme is not necessarily a catalyst to training take-up. Although this does not necessarily have a bearing on the additionality of the programme, it does suggest the most employers were already predisposed to providing training either in-house or externally. There are no discernable differences by sector.
10. Interestingly only 34% of businesses have a budget for training which is a strong indicator of commitment to training. This suggests that although businesses were providing some form of training, financing this will depend upon the availability of resource at a given time. Where a set training budget is not in place, this usually means resources have to be diverted from other parts of the business and training is therefore often given a lower priority than other business needs.

Engagement in Jigsaw

HOW DID YOU FIRST HEAR ABOUT JIGSAW?

	Total	Barnsley	Doncaster	Rotherham	Sheffield
Chamber of Commerce	21	10	17	39	13
Another business/word of mouth	19	13	28	8	26
Business Link	17	13	17	15	19
Marketing materials	12	19	10	10	11
TRC	7	6	-	12	7
A training provider or college	3	13	-	2	1
Jigsaw website	1	-	-	3	1
LSC	1	3	-	-	1
Sector Skills Council	-	-	-	2	-
Jobmatch	-	3	-	-	-
Other/not sure	19	19	31	12	21

11. The majority of businesses heard about Jigsaw through the Chamber of Commerce, another business/word of mouth and Business Link. This indicates that Chambers may provide good routes for engagement onto Jigsaw and also suggests that Jigsaw has a good reputation amongst the business community.
12. There are no significant variations between areas, although a higher proportion of businesses in Barnsley and Rotherham heard about Jigsaw directly through the college/training provider (or TRC in Rotherham).

WHY DID YOU GET INVOLVED IN JIGSAW?

	Total	AMM	BFPS	CDI	EET
We wanted funding support for recruitment and training	79	84	73	78	85
We needed extra staff	60	51	63	65	59
We had a skills gap	23	25	15	23	30
We wanted help with recruitment	18	16	12	23	15

13. Funding was clearly an important factor which led to businesses engaging with Jigsaw, and this is apparent across all sectors. Only a small proportion of businesses specifically wanted help with the recruitment process, suggesting this is not viewed as a major challenge or barrier to businesses.
14. Of those who said they wanted help with recruitment, 10% indicated this was because they couldn't find someone with the right basic and generic skills or experience, whilst 4% said this was because they couldn't find someone with the right specialist skills or experience. This suggests that where the recruitment process is a barrier for business growth, a higher proportion of employers are looking for the right generic skills rather than specialist or sector specific skills.
15. Looking at the analysis by area:
 - ▶ Across all areas funding was most frequently cited as the main reason businesses engaged with Jigsaw.
 - ▶ Compared to the overall trend, a higher proportion of businesses in Rotherham needed extra staff and had a skills gap.
 - ▶ Businesses in Sheffield were more likely to indicate they wanted help with recruitment than the other areas.

16. Businesses were asked whether the impact of these issues on their business productivity and competitiveness had been significant. Overall, 55% of businesses said the issues had been significant and 17% said they had been very significant. Only 22% said the issues had not been significant in terms of their impact of business productivity and competitiveness. The following table shows analysis by sector.

	Total	AMM	BFPS	CDI	EET
Very significant	17	13	22	19	11
Significant	55	58	44	59	56
Not significant	22	25	29	16	22
Not sure	6	4	5	6	11
Total Significant	72	71	66	78	67

17. Considering the results by sector, most businesses across all sectors indicated the impact had been either very significant or significant. Compared to the average, a slightly higher proportion of businesses in BFPS and AMM said the impact of recruitment and training issues on their business had not been significant.

HOW IMPORTANT WAS FUNDING IN DECIDING TO PARTICIPATE IN JIGSAW?

	Total	AMM	BFPS	CDI	EET
Very important	56	53	46	66	48
Important	34	38	37	29	41
Not important	8	9	15	4	11
Not sure	1	-	2	1	-
Total important	91	91	83	95	89

18. The funding element of Jigsaw was clearly important in terms of business engagement. Overall 56% of businesses indicated funding was very important in terms of their decision to participate in Jigsaw.
19. If we look in more detail at those businesses for which the funding element of Jigsaw was not important we find that, larger businesses (50+ employees) were more likely than smaller businesses to indicate the funding was not important in terms of them deciding to participate in Jigsaw. The same is also true of businesses who had been trading more than 10 years compared to those trading less than 10 year.
20. Businesses were also asked whether they were primarily looking for help funding general skills development or technical/sector specific skills development when they signed up for Jigsaw. Although in terms of recruitment, finding the right generic skills was a more common barrier than finding specialist skills, in terms of the training of new recruits the majority of businesses indicated that both were equally important.

	Total	AMM	BFPS	CDI	EET
Help to fund general skills development	27	27	41	18	30
Help to fund technical/sector specific skills development	29	27	24	34	30
Both equally important	42	42	34	48	41
Not sure	1	4	-	1	-

21. Creative and Digital Industries is the only sector where a significantly higher proportion of businesses wanted to fund specialist skills rather than general skills, although overall 48% of the businesses still felt both were equally important.

22. The findings do not indicate that employers have a strong preference for general or specialist skills. It is likely that this will depend upon the needs of a specific job role or person and programmes such as Jigsaw will need to be flexible enough to meet all training needs which are inhibiting the growth of the business.

Perception of the Service

HOW WOULD YOU RATE THE FOLLOWING ELEMENTS OF JIGSAW IN TERMS OF THEIR IMPORTANCE AND USEFULNESS TO YOU AS AN EMPLOYER WHERE 1 IS HIGHLY USEFUL AND IMPORTANT AND 3 IS NOT USEFUL OR IMPORTANT?

	Highly useful	Fairly useful	Not useful	Not used
Wage subsidy	68	27	2	3
Funding for accredited training	42	25	7	26
Business skills training programme	17	27	13	43
Support to develop a training plan	17	39	12	32
Help to review progress	14	40	16	30
Help to locate training provision	15	33	18	34
Health and safety risk assessment of the placement	14	22	22	43
Help to review the employment placement	11	33	20	36
Help preparing job descriptions	7	24	18	51
Recruitment service/Jigsaw website	5	12	12	71

23. The wage subsidy and funding for accredited training were the most useful elements of Jigsaw and were found to be highly useful and important by the majority of businesses. It is not possible to determine from the results whether businesses have not used a particular service because it is not valued or required by them, or whether this was due to the timing of the survey. However, at the time of the survey, few businesses had used the Jigsaw website as a recruitment tool and where businesses had used it 12% indicated it had not been useful.

WOULD YOU SAY THE RANGE OF ACCREDITED COURSES AVAILABLE WAS....?

	Total	AMM	BFPS	CDI	EET
Excellent	15	11	15	18	15
OK	57	64	66	51	44
Poor	11	9	2	14	19
Not sure	18	16	17	18	22

24. Overall the majority of businesses indicated the range of accredited training was OK. There are no significant variations by sector, although compared to the overall trend, businesses in the CDI and EET sectors were more likely to rate the courses as poor.
25. Looking at features by area:
- ▶ Businesses in Doncaster were more likely to rate courses as being excellent (21% compared to 15% overall)
 - ▶ Businesses in Doncaster and Sheffield were more likely to rate courses as being poor (14% and 13% respectively compared to 11% overall)
26. Businesses were asked if they felt accredited courses had been pitched at the right level. Overall 58% said they had, 12% said they hadn't and 29% were not sure.

27. Businesses in Sheffield were most likely to indicate accredited courses had not been pitched at the right level compared to the other areas.
28. Businesses within the CDI and EET sectors were most likely to say accredited courses had not been pitched at the right level compared to other sectors.
29. In all cases where businesses indicated courses had not been pitched at the right level, they felt they had been too basic rather than too advanced.
30. Businesses were asked about the range of potential candidates registered on the Jigsaw website. 85% of people surveyed did not use the website for recruitment. Of those that did, 52% indicated the range of candidates was OK, only 19% rated them as excellent and 30% indicated they were poor.

WHICH ELEMENT OF THE TRAINING FOR YOUR RECRUIT(S) DID YOU FEEL WAS THE MOST VALUABLE?

	Total	AMM	BFPS	CDI	EET
On the job training	55	62	32	63	56
Business skills training course	4	4	10	4	-
Accredited training course	4	4	10	3	4
All equally valuable	26	18	34	24	41
Not sure	9	13	15	8	-

31. The table above shows a strong preference for training to be undertaken on the job. Looking at responses by the size of company, businesses with less than 250 employees were more likely to prefer on the job training than those businesses with over 250 employees which will reflect the difficulties in releasing staff for training in smaller businesses.

DID JIGSAW MEET YOUR BUSINESS NEEDS?

	Total	AMM	BFPS	CDI	EET
Wholly	48	44	41	56	41
Partly	45	47	44	41	52
Not really	5	5	12	3	4
Not sure	2	4	2	-	4
Wholly/Partly	93	91	85	98	93

32. 93% of businesses said Jigsaw met their business needs either wholly or partly. The BFPS sector had the highest proportion of businesses who indicated Jigsaw did not meet their needs.
33. Looking at responses by other variables:
 - ▶ A higher proportion of businesses with over 250 employees indicated Jigsaw had not met their business needs compared to businesses of other sizes.
 - ▶ 97% of businesses in Rotherham said Jigsaw had met their business needs either wholly or partly compared with 92% in Sheffield and 90% in Barnsley and Doncaster.

Outputs

HOW MANY TRAINEES DID YOU RECRUIT THROUGH JIGSAW?

	Total	AMM	BFPS	CDI	EET
1	34	33	32	38	30
2-5	44	35	51	48	41
6-10	10	11	7	8	22
11-15	1	2	2	-	4
16+	3	9	-	-	4
Not sure	8	11	7	8	-

34. The vast majority of businesses recruited fewer than 5 people through Jigsaw. The EET sector was more likely than other sectors to recruit more than 5 people and 9% of businesses in the AMM sector recruited more than 16 people.
35. The findings indicate that 29% of businesses with more than 250 employees recruited more than 16 employees through Jigsaw. None of the businesses with less than 50 employees recruited more than 10 people.

WHERE WERE THE MAJORITY OF YOUR RECRUITS SOURCED FROM?

	Total	AMM	BFPS	CDI	EET
Word of mouth	34	38	27	41	15
Advertisement	26	31	32	19	30
Recruitment agency	16	13	22	11	22
JC+	11	18	10	5	19
Jigsaw broker	5	4	5	5	7
Jigsaw website	2	-	2	3	7
Other source	16	11	12	21	15
Not sure	3	5	2	3	-

36. 34% of businesses recruited via word of mouth and 26% recruited via an advertisement. In total 42% of businesses recruited through an advertisement or recruitment agency which can be relatively expensive recruitment methods. This may suggest that for 42% of the businesses the cost of recruitment was not a significant barrier.
37. Analysis of results by other features indicates that:
- ▶ Businesses with 1-9 employees were more likely to use word of mouth to recruit (49%) than 250+ businesses (29%).
 - ▶ Businesses trading for less than 10 years were more likely to use word of mouth for recruitment, whilst those trading more than 10 years were more likely to use advertisements and recruitment agencies.
38. Businesses were asked what proportion of trainees were offered a permanent job. 94% of all businesses offered at least one of their trainees a permanent job and 85% offered all their trainees a job.
39. There were no discernable differences by area or sector, however looking at responses by company size the following table shows that smaller companies were more likely to employ all their recruits, whilst a higher proportion of larger companies employed some of their recruits. This may reflect the fact that larger businesses were more likely to recruit more people, but also suggests that there is more wastage within these companies.

	Total	1-9	10-49	50-249	205+
All trainees	85	89	85	81	64
Some trainees	9	3	9	16	29
None of the trainees	3	7	1	-	-
Not sure	3	1	4	3	7
Any offered job	94	92	94	97	93
None offered job	3	7	1	-	-

40. We also asked whether the recruits who were offered a permanent job were still employed at the time of the survey. 53% of businesses still employed all their recruits and 31% still employed some of them. 16% employed none of their original recruits.
41. Looking at features by other variables:
- ▶ 20% of businesses in Rotherham said none of their recruits were still employed at the time of the survey compared with 15% in Sheffield and Doncaster and 13% in Barnsley.
 - ▶ 23% of BFPS businesses said none of their recruits were still employed at the time of the survey compared with 17% in CDI, 15% in EET and 10% in AMM.
 - ▶ 61% of businesses with 1-9 employees still employed all of their trainees at the time of the survey compared with 31% of businesses with 250+ employees.
 - ▶ 18% of businesses with 1-9 employees still employed some of their trainees at the time of the survey compared with 62% of businesses with 250+ employees.
 - ▶ 20% of businesses with 1-9 employees employed none of their recruits at the time of the survey compared with 8% in businesses with 250+ employees.

WHAT WERE THE OCCUPATIONAL CATEGORIES OF YOUR RECRUITS?

	Total	AMM	BFPS	CDI	EET
Technical and assoc. prof.	34	33	18	44	26
Admin and sec.	34	29	41	32	33
Skilled	23	41	3	21	26
Sales/customer service	22	22	26	20	19
Prof. occs.	19	8	38	20	11
Process plant/machine ops.	16	33	5	8	26
Managers	10	18	8	9	4
Elementary occs.	2	4	-	1	4
Personal services	2	4	3	-	-
Not sure	3	2	-	4	4

42. Whilst 57% of recruits were employed in administrative and secretarial and sales/customer service occupations, a high proportion were also employed in technical and associate professional occupations, skilled trades and professional occupations. This suggests that there is a relatively equitable balance between the more highly skilled (and typically more highly paid occupations over time) and what tend to be more low skilled occupations.

WHAT TRAINING DID YOUR JIGSAW RECRUITS RECEIVE?

	Total	AMM	BFPS	CDI	EET
Job specific technical training	70	71	69	69	70
Health and safety	63	71	54	59	74
Training related to the intro of new equipment	38	45	33	36	41
General IT training	38	31	46	44	22
Communication skills	28	24	31	35	15
Team working	27	29	28	24	33
Customer service skills	27	20	33	31	19
Technical IT training	26	18	23	37	11
Sales	17	16	13	20	15
Other business functions	16	18	13	19	7
Marketing	13	18	8	12	11
Basic skills	11	16	5	12	7
Management	8	14	5	8	-
Leadership	7	4	3	11	7
Financial planning	4	4	8	4	-
Stress management	3	-	3	7	-
Entrepreneurship	2	-	3	4	-
Other	15	16	13	13	22

43. The majority of recruits undertook some form of job specific technical training and health and safety training. This pattern is found across the different sectors and geographical areas.

Additionality

44. Businesses were asked about their recruitment plans prior to engaging with Jigsaw.

	Total	AMM	BFPS	CDI	EET
We were actively looking to recruit	67	67	78	61	67
We had a vague plan to recruit at some point	28	29	20	30	33
We had thought of recruiting but had decided against it	2	-	2	5	-
We had never thought of recruiting	-	-	-	-	-
Not sure	2	4	-	4	-
Planning to recruit	95	96	98	91	100
Not planning to recruit	2	-	2	5	-

45. The majority of businesses were planning to recruit at some point or were already actively looking. In addition, 83% of businesses said if they had not received funding from Jigsaw it is still likely they would have recruited someone.
46. This suggests Jigsaw does not necessarily result in recruitment which otherwise would not have taken place at some point other than in a minority of cases. Only 13% of businesses said it was unlikely they would still have recruited without Jigsaw support.
47. The results also indicate that:
- ▶ All businesses with over 250 employees would probably have recruited without Jigsaw compared to 83% of businesses with 1-9 employees and 82% of businesses with 10-49 employees suggesting a higher degree of additionality in smaller businesses.
 - ▶ CDI and EET sector businesses were less likely to have recruited without Jigsaw support.

48. Where businesses indicated they would still have recruited without Jigsaw support, they were asked whether this would have happened over the same timescale or not. The survey found:
- ▶ No businesses would have recruited sooner
 - ▶ 50% would have recruited at around the same time
 - ▶ 45% would have recruited at a later date
 - ▶ 79% of businesses with over 250 employees would have recruited at the same time compared with 44% of businesses with 1-9 employees, 53% of businesses with 10-49 employees and 44% of businesses with 50-249 employees.
 - ▶ 14% of businesses with over 250 employees would have recruited at a later date compared with 49% in businesses with 1-9 employees.
49. The findings suggest that Jigsaw facilitated recruitment earlier than would otherwise have been the case in 45% of the businesses. There was a higher degree of additionality in smaller businesses than larger businesses and also in those that had been trading for less than 10 years compared to those trading for longer than 10 years.
50. Businesses were asked if they would still have provided training without support from Jigsaw. 82% of businesses said it was likely they would still have provided training (43% of these saying this was very likely).
51. 93% of businesses with more than 250 employees would still have provided training without Jigsaw support, compared to 77% of businesses with 1-9 employees, 88% with 10-49 employees and 78% with 50-249 employees.
52. In total 62% of businesses said that if they would have provided training without support from Jigsaw this would have been to the same number of staff, 4% said they would have provided it to more staff and 25% said they would have provided it to fewer staff.
53. 53% of businesses would have provided this training at around the same time and 39% would have provided it at a later date.
54. Overall this indicates that the majority of businesses would have provided training without Jigsaw support and the majority would have provided this to the same number of staff and at the same time. In 39% of cases Jigsaw funding to allowed training to take place quicker and in 25% of cases Jigsaw funding has allowed more staff to have been trained than would otherwise have been the case.

HAVE YOU ACCESSED RECRUITMENT OR TRAINING SUPPORT FROM ANY OTHER SOURCES?

	Total	AMM	BFPS	CDI	EET
Any Support	45	38	51	48	41
Chamber of Commerce	14	22	20	8	7
Invest in Skills	13	11	17	13	11
Business Link	8	7	2	13	7
College/Training provider	6	4	7	9	4
Graduates Yorkshire	3	2	5	4	4
Train to Gain	3	9	-	1	-
LSC	2	2	2	3	-
Jobmatch	1	-	2	1	-
SSC	1	4	-	-	-
Sector/cluster broker	-	-	-	1	-
Other	15	9	10	21	19
None	53	60	44	53	59
Not sure	1	2	5	-	-

55. 45% of businesses had accessed training or recruitment support (i.e. help to recruit rather than wage subsidy) from somewhere other than Jigsaw. In most cases this was from the Chamber or through Invest in Skills, suggesting that Chambers of Commerce may be a good route to engage businesses in Jigsaw. Only 6% had accessed support through colleges or training providers which doesn't suggest a particularly strong on-going relationship between colleges/training providers and businesses.
56. Although Jigsaw is a different product to Invest in Skills, there is a great deal of similarity between Invest in Skills and the e-sy skills element of the LSC contract, which may be an issue LSC should give greater consideration to.
57. It is interesting to note that only 3% of businesses have accessed Train to Gain support suggesting that at present, there isn't a strong argument that the training element of Jigsaw is duplicating activity supported under Train to Gain. However the significant proportion of businesses indicating they would still have undertaken training without Jigsaw support, suggests there is a high degree of confidence within businesses that they have the resources to fund training, or there are other routes through which funding could be accessed.
58. The data also suggests that just over half of all businesses surveyed have not accessed any other support with recruitment or training outside Jigsaw. This may indicate that the programme is successfully engaging with businesses not previously engaged with business support agencies or intermediaries.

IMPACTS

59. The following series of tables indicate that as a result of involvement in Jigsaw:
- ▶ 47% of businesses are more likely to develop a training plan for employees. The most significant impact was on businesses in the CDI and EET sectors.
 - ▶ Overall 31% of businesses were more likely to have a training budget. This compares with 36% in the CDI sector and 27% in AMM and BFPS
 - ▶ 45% of businesses overall were more likely to train their staff. This compares to 49% in the CDI sector and 39% in BFPS.
 - ▶ 58% of businesses are more likely to access business support services. This compares to 66% in CDI and 44% in BFPS.
 - ▶ Overall, with the exception of taking up business support services, the majority of businesses have indicated that their attitude towards training has not necessarily changed as a result of involvement in Jigsaw, however for a significant proportion of businesses there appears to have been some impact on their attitude towards training. This is most significant within CDI sector businesses and less significant within AMM and BFPS sectors.

AS A RESULT OF THE JIGSAW PROGRAMME ARE YOU MORE OR LESS LIKELY TO DEVELOP A TRAINING PLAN FOR EMPLOYEES?

	Total	AMM	BFPS	CDI	EET
More Likely	47	44	39	50	59
No Change	52	55	61	49	41
Less Likely	1	2	-	1	-

AS A RESULT OF THE JIGSAW PROGRAMME ARE YOU MORE OR LESS LIKELY TO HAVE A TRAINING BUDGET?

	Total	AMM	BFPS	CDI	EET
More Likely	31	27	27	36	30
No Change	67	71	68	61	70
Less Likely	2	2	5	3	-

AS A RESULT OF THE JIGSAW PROGRAMME ARE YOU MORE OR LESS LIKELY TO TRAIN YOUR STAFF?

	Total	AMM	BFPS	CDI	EET
More Likely	45	44	39	49	48
No Change	54	56	61	50	52
Less Likely	-	-	-	1	-

AS A RESULT OF THE JIGSAW PROGRAMME ARE YOU MORE OR LESS LIKELY TO ACCESS BUSINESS SUPPORT SERVICES?

	Total	AMM	BFPS	CDI	EET
More Likely	58	58	44	66	59
No Change	38	38	49	30	41
Less Likely	4	4	7	4	-

DO YOU AGREE OR DISAGREE WITH THE FOLLOWING.....

	Agree	Disagree	Not sure
Cost is still a barrier to further training	74	22	4
Releasing staff is still a barrier to further training	66	32	2
Finding time to source and arrange training is still a barrier to further training	60	36	4
Employee motivation is still a barrier to further training	17	79	4
Retaining staff once trained is still a barrier to further training	27	64	8

60. The table above indicates that cost, releasing staff and sourcing training are still barriers to training for the majority of businesses. They will always be demand therefore for programmes which address these barriers, particularly cost. It is interesting to note that employers find it difficult to release staff for training, programmes delivering training therefore need to be sensitive to this and consider the range of delivery options available.
61. Looking at those businesses by sector and size which said they agreed with the statement:

	Cost	Releasing staff	Sourcing training	Retaining staff	Employee motivation
Total	74	66	60	27	17
AMM	76	69	53	27	22
BFPS	76	71	54	27	10
CDI	69	64	68	26	14
EET	78	59	59	30	26
1-9	77	68	62	28	12
10-49	71	62	57	24	18
50-249	72	72	69	31	22
250+	71	64	36	36	29

- ▶ Cost remains the most significant barrier by sector and company size
- ▶ Releasing staff was a more significant issue for the BFPS sector compared to the average across all sectors
- ▶ Compared to the average, cost is a more significant barrier in businesses with 1-9 employees
- ▶ Interestingly compared to the average, retaining staff and employee motivation is a more significant issue for larger companies with over 250 employees

62. Businesses were asked about improvements in staff following the completion of Jigsaw training. The following tables show that:

- ▶ 55% of businesses saw an improvement in employee motivation, particularly within the CDI and EET sectors.
- ▶ 69% of businesses saw an improvement in employee job performance (24% considerably), particularly within the EET sector.
- ▶ 55% of businesses saw an improvement in employees' ability to multi-task or take on additional work (21% considerably), particularly within the EET sector.
- ▶ 43% of businesses noticed an improvement in staff retention (15% considerably), particularly within the EET sector.
- ▶ 66% of businesses noticed an increase in employees' interest in future training (31% considerably), particularly within the EET sector.
- ▶ Overall, impacts were most marked in the EET sector and less so in the BFPS sector.

AS A RESULT OF TRAINING FROM JIGSAW TO WHAT EXTENT HAVE YOU NOTICED AN IMPROVEMENT IN EMPLOYEE MOTIVATION?

	Total	AMM	BFPS	CDI	EET
Considerably	18	22	10	20	15
Moderately	38	29	39	41	44
Not at all	32	35	34	33	22
Not sure	12	15	17	6	19
Summary: Any Improvement	55	51	49	61	59

AS A RESULT OF TRAINING FROM JIGSAW TO WHAT EXTENT HAVE YOU NOTICED AN IMPROVEMENT IN EMPLOYEE JOB PERFORMANCE?

	Total	AMM	BFPS	CDI	EET
Considerably	24	27	20	26	15
Moderately	45	40	41	43	67
Not at all	21	24	22	21	11
Not sure	11	9	17	10	7
Summary: Any Improvement	69	67	61	69	81

AS A RESULT OF TRAINING FROM JIGSAW TO WHAT EXTENT HAVE YOU NOTICED AN IMPROVEMENT IN THE ABILITY OF EMPLOYEES TO MULTI-TASK OR TAKE ON ADDITIONAL WORK?

	Total	AMM	BFPS	CDI	EET
Considerably	21	25	10	26	11
Moderately	35	31	34	33	52
Not at all	33	31	41	30	33
Not sure	12	13	15	11	4
Summary: Any Improvement	55	56	44	59	63

AS A RESULT OF TRAINING FROM JIGSAW TO WHAT EXTENT HAVE YOU NOTICED AN IMPROVEMENT IN STAFF RETENTION?

	Total	AMM	BFPS	CDI	EET
Considerably	15	15	17	16	11
Moderately	28	33	22	23	44
Not at all	45	40	41	50	41
Not sure	12	13	20	11	4
Summary: Any Improvement	43	47	39	39	56

AS A RESULT OF TRAINING FROM JIGSAW TO WHAT EXTENT HAVE YOU NOTICED AN IMPROVEMENT IN INCREASED EMPLOYEE INTEREST IN FUTURE TRAINING?

	Total	AMM	BFPS	CDI	EET
Considerably	31	33	39	34	22
Moderately	35	33	34	31	48
Not at all	24	25	24	21	26
Not sure	11	9	12	14	4
Summary: Any Improvement	66	65	63	65	70

TO WHAT EXTENT HAVE THE FOLLOWING OCCURRED AS A RESULT OF YOUR PARTICIPATION IN JIGSAW?

	Considerably	Moderately	Not at All	Considerably/ Moderately
Improved service to customers	26	35	32	61
Diversified the service/products	15	20	60	35
Improved productivity	25	39	30	65
Increased profits	13	36	38	49
Increased capacity	25	37	33	61
Entered new markets	11	19	65	30
Increased exports	2	6	84	8
Increased competitiveness	19	31	44	50
Introduced more effective working practices	23	36	34	59
Ensured the business is in a stronger position to grow in the future	32	39	23	71
Improved the workforce skills	33	43	19	76
Freed up time for other staff to develop the business	23	30	38	53
Reduced operating costs	8	27	53	35

63. The above table indicates that:

- ▶ The most significant contribution of Jigsaw to business productivity and competitiveness has been in relation to upskilling the workforce and consolidating the position of the business to facilitate future growth.
- ▶ Jigsaw has had a very modest impact on exports, entering new markets, product/service diversification and reducing operating costs.
- ▶ Around half of the businesses surveyed indicated Jigsaw had helped to increase their profits and competitiveness, and 65% said it had helped increase their productivity, which will ultimately impact on GDP.

64. The following table shows responses by sector where businesses indicated Jigsaw had either a considerable or moderate impact.

	Total	AMM	BFPS	CDI	EET
Improved service to customers	61	51	56	69	67
Diversified the service/products	35	33	20	45	33
Improved productivity	65	62	54	73	63
Increased profits	49	45	51	53	41
Increased capacity	61	58	59	69	52
Entered new markets	30	33	12	39	26
Increased exports	8	15	-	10	4
Increased competitiveness	50	42	44	60	48
Introduced more effective working practices	59	53	61	61	59
Ensured the business is in a stronger position to grow in the future	71	71	63	74	70
Improved the workforce skills	76	75	66	80	81
Freed up time for other staff to develop the business	53	53	54	59	41
Reduced operating costs	35	38	34	30	44

65. This table indicates that:

- ▶ Compared to the average, impacts in the CDI sector were most significant (above average in all but one case)
- ▶ In all but three cases impacts in the AMM and BFPS sectors were consistently below average
- ▶ Compared to the other sectors improvements in productivity and competitiveness were higher in the CDI sector

WHAT IS THE ESTIMATED FINANCIAL VALUE OF THE IMPACTS GENERATED BY JIGSAW?

	Total	AMM	BFPS	CDI	EET	1-9	10-49	50-249	250+
Less than £10,000	34	35	44	30	30	34	40	28	14
£10,000-£49,000	26	16	24	34	26	31	22	22	21
£50,000-£99,000	2	5	-	3	-	2	3	-	7
£100,000-£499,000	1	2	5	-	-	-	3	-	7
Over £500,000	-	-	-	-	-	-	-	-	-
Nothing	5	7	5	1	11	7	1	3	14
Not able to calculate	31	35	22	33	33	26	31	47	36
Summary:									
Any	64	58	73	66	56	68	68	50	50
None	5	7	5	1	11	7	1	3	14

66. The above table indicates that:

- ▶ 34% of businesses indicated the impacts generated by Jigsaw were worth £10,000 or less and 26% felt they were worth between £10,000 and £49,000.
- ▶ Only a minority of businesses within the AMM and BFPS sectors indicated the impacts had been worth more than £100,000.
- ▶ If we take the average value for each category and multiply this by the number of businesses within each category, this suggests the impacts generated by Jigsaw (where people were able to quantify this) have a financial value of approximately £3,180,998.
- ▶ If we assume those not able to calculate the financial impact fell within the first category of less than £10,000, this adds an additional £320,000, giving an overall total financial impact of approximately £3.5m.

TELEPHONE QUESTIONNAIRE

INTERVIEWER'S NAME:

1. SERIAL NUMBER: _____

2. RESPONDENT'S NAME: _____

3. BUSINESS NAME: _____

4. LOCAL AUTHORITY AREA: c115
 Barnsley..... 1
 Doncaster..... 2
 Rotherham..... 3
 Sheffield..... 4

5. SECTOR: c116
 Advanced manufacturing and metals..... 1
 Bioscience..... 2
 Business, professional and financial services..... 3
 Creative and digital industries..... 4
 Environmental and energy technologies..... 5

6. COMPANY SIZE: c117
 1-9 or 1-10..... 1
 10-49 or 11-49..... 2
 50-249..... 3
 250+..... 4

CONTACTS ATTEMPTED.

Day/Date	Time	Any answer (✓/✗)	Spoke to respondent (✓/✗)	Interviewed (✓/✗)	Notes
1.					
2.					
3.					
4.					
5.					
6.					
7.					
8.					
9.					
10.					

INTERVIEWER'S DECLARATION

I DECLARE THAT THE INTERVIEW HAS BEEN CARRIED OUT IN ACCORDANCE WITH MY BRIEFING INSTRUCTIONS AND WITH THE MRS CODE OF CONDUCT.

SIGNED.....

DATE.....

Good morning/ good afternoon. My name is from Surveyplan, I'm calling on behalf of the Learning and Skills Council South Yorkshire. We're contacting businesses who have been involved in the Jigsaw programme to find out how you found the support you received and what difference it's made to your business.

The interview should last around 15 minutes. Do you have a few minutes available to take part?
IF NOT, INTERVIEWER TO OFFER TO ARRANGE A MORE CONVENIENT TIME TO CALL BACK.

The Learning and Skills Council South Yorkshire would like to keep a record of who has participated in this survey. Any information you provide will be used by the LSC to help them decide whether the programme is currently meeting the needs of local businesses and to inform how it should be delivered in the future.

Are you happy for us to include your company name on the list of participants? Your responses would be completely confidential and would not be traceable back to yourself.

yes..... 1
no..... 2

c118

SECTION 1 - BACKGROUND DETAILS

Q1 How long has your business been trading? c119
READ OUT
SINGLE CODE ONLY

over 10 years..... 1
 4-9 years..... 2
 1-3 years..... 3
 less than 1 year..... 4
 not sure (*DO NOT READ OUT*)..... 5

Q2 Excluding Jigsaw recruits, has the number of employees over the past year.....? c120
READ OUT
SINGLE CODE ONLY

increased..... 1
 decreased..... 2
 stayed about the same..... 3
 not sure (*DO NOT READ OUT*)..... 4

Q3 Do you expect the number of employees over the next year to.....? c121
READ OUT
SINGLE CODE ONLY

increase..... 1
 decrease..... 2
 stay about the same..... 3
 not sure (*DO NOT READ OUT*)..... 4

Q4 Excluding Jigsaw, have you provided any other staff training over the past year?
READ OUT
SINGLE CODE ONLY

c122

yes: (*IF YES, CODE ONE OPTION ONLY BELOW*):

in-house training only..... 1
 external training only..... 2
 both in-house and external training..... 3

no..... 4
 not sure (*DO NOT READ OUT*)..... 5

Q5 Do you have a budget for staff training? c123
SINGLE CODE ONLY

yes..... 1
 no..... 2
 not sure (*DO NOT READ OUT*)..... 3

SECTION 2 - MOTIVATIONS FOR INVOLVEMENT AND MARKETING

Q6 How did you first hear about Jigsaw?

READ OUT ONLY IF NECESSARY

SINGLE CODE ONLY

	c124
saw or received marketing information e.g. leaflet, e-shot, mail shot, etc.....	1
Jigsaw (or e-sy skills) website.....	2
Thomas Rotherham College.....	3
Learning and Skills Council (LSC).....	4
Business Link.....	5
Another business/ word of mouth.....	6
Chamber of Commerce.....	7
A sector skills or cluster broker.....	8
Sector Skills Council.....	9
A training provider or college.....	0
	c125
Jobmatch.....	1
Invest in Skills/ A4E.....	2
Train to Gain.....	3
Other (<i>PLEASE STATE</i>)	4
not sure (<i>DO NOT READ OUT</i>).....	5

Q7 Which of the following explain why you decided to get involved in Jigsaw?

READ OUT

CODE ALL THAT APPLY

	c126
We needed extra staff.....	1
We had a skills gap.....	2
We wanted help with recruitment... (<i>CODE ALL OPTIONS THAT APPLY BELOW</i>):	
because we couldn't find someone with the right basic and generic skills or experience.....	3
because we couldn't find someone with the right specialist skills or experience.....	4
because we couldn't find someone with the right attitude.....	5
because we couldn't find someone interested in this line of work.....	6
because of competition from other employers.....	7
because other recruitment methods were too expensive.....	8
We wanted funding support for recruitment and training.....	9
Other (<i>PLEASE STATE</i>)	0

Q8 Has the impact of these issues on your business productivity and competitiveness been? c127
READ OUT
SINGLE CODE ONLY

very significant..... 1
significant..... 2
not significant..... 3
not sure (*DO NOT READ OUT*)..... 4

Q9 How important was the funding in deciding to participate in Jigsaw? c128
READ OUT
SINGLE CODE ONLY

very important - we wouldn't have recruited without it..... 1
important - it helped but wasn't essential..... 2
not important - we would have recruited someone anyway..... 3
not sure (*DO NOT READ OUT*)..... 4

Q10 When you signed up for Jigsaw, were you primarily looking for.....? c129
READ OUT
SINGLE CODE ONLY

help to fund general skills development..... 1
help to fund technical and sector specific skills development..... 2
both equally important..... 3
not sure (*DO NOT READ OUT*)..... 4

SECTION 3 - PERCEPTION OF THE SERVICE

- Q11** How would you rate the following elements of Jigsaw in terms of their importance and usefulness to you as an employer, where 1 is highly useful and important, 2 is fairly useful/important and 3 is not useful or important?

READ OUT EACH OPTION LISTED

SINGLE CODE ONLY PER STATEMENT

1 highly useful and important	2 fairly useful/ important	3 not useful or important	4 not used
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Recruitment service - Jobsmatch website..... c130 1 2 3 4
Wage subsidy.. c131 1 2 3 4
Help preparing job descriptions and person specifications.. c132	..... 1	..... 2	..... 3	..... 4
Support to develop a training plan..... c133	..... 1	..... 2	..... 3	..... 4
Help to locate training provision..... c134	..... 1	..... 2	..... 3	..... 4
Help to review the employment placement..... c135	..... 1	..... 2	..... 3	..... 4
Help to review progress.. c136	..... 1	..... 2	..... 3	..... 4
Health and safety risk assessment of the placement..... c137	..... 1	..... 2	..... 3	..... 4
Business Skills Training programme..... c138	..... 1	..... 2	..... 3	..... 4
Funding for accredited training..... c139	..... 1	..... 2	..... 3	..... 4

- Q12** Would you say the range of accredited courses available for you to select from was....?

READ OUT

SINGLE CODE ONLY

excellent..... c140	..... 1
OK.....	..... 2
poor.....	..... 3
not sure (<i>DO NOT READ OUT</i>).....	..... 4

- Q13** Were the accredited courses pitched at the right level?

SINGLE CODE ONLY

yes..... c141	..... 1	<i>GO TO Q15</i>
no.....	..... 2	<i>ASK Q14</i>
not sure (<i>DO NOT READ OUT</i>).....	..... 3	<i>GO TO Q15</i>

- Q14** If not, were they....?

READ OUT

SINGLE CODE ONLY

too basic..... c142	..... 1
too advanced.....	..... 2
other (<i>PLEASE SPECIFY</i>) .....	..... 3
not sure (<i>DO NOT READ OUT</i>).....	..... 4

ASK ALL

Q15	Would you say the range of potential candidates registered on the Jobsmatch website was	c143
	<i>READ OUT</i>	excellent..... 1
	<i>SINGLE CODE ONLY</i>	OK..... 2
		poor..... 3
		didn't use the website for recruitment..... 4
		not sure (<i>DO NOT READ OUT</i>)..... 5

Q16	Which element of the training for your recruit(s) did you feel was the most valuable, was it	c144
	<i>READ OUT</i>	On the job training.. 1
	<i>SINGLE CODE ONLY</i>	Business skills training course..... 2
		Accredited training course.. 3
		All equally valuable..... 4
		not sure (<i>DO NOT READ OUT</i>)..... 5

Q17	Did Jigsaw meet your business needs?	c145
	<i>READ OUT</i>	wholly..... 1
	<i>SINGLE CODE ONLY</i>	partly.. 2
		not really..... 3
		not sure (<i>DO NOT READ OUT</i>)..... 4

SECTION 4 - OUTPUTS

Q18	How many trainees did you recruit through Jigsaw? <i>SINGLE CODE ONLY</i>	1.. 1 2-5..... 2 6-10.. 3 11-15..... 4 16+.. 5 not sure (<i>DO NOT READ OUT</i>)..... 6	c146
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Q19	Where were the majority of your recruits sourced from? <i>READ OUT ONLY IF NECESSARY</i> <i>SINGLE CODE ONLY</i>	Jigsaw website..... 1 Jobcentre Plus..... 2 Advertisement..... 3 Word of mouth..... 4 The Jigsaw broker..... 5 Recruitment agency..... 6 Other source (<i>PLEASE SPECIFY</i>)..... 7 not sure (<i>DO NOT READ OUT</i>)..... 8	c147
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Q20	What proportion of the trainees(s) did you offer a permanent job to? <i>READ OUT</i> <i>SINGLE CODE ONLY</i>	all trainees..... 1 some trainees..... 2 none of the trainees..... 3 not sure (<i>DO NOT READ OUT</i>)..... 4	c148
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Q21	Are all the recruits you offered a permanent job to still in your employment? <i>READ OUT</i> <i>SINGLE CODE ONLY</i>	yes - all trainees..... 1 yes - some trainees..... 2 none of the trainees..... 3 not sure (<i>DO NOT READ OUT</i>)..... 4	c149
------------	---	--	------

Q22	Did you recruit trainees within any of the following occupational categories? <i>READ OUT</i> <i>CODE ALL THAT APPLY</i>	Managers..... 1 Professional occupations..... 2 Technical and associate professionals..... 3 Administrative and secretarial..... 4 Skilled trades..... 5 Personal services..... 6 Sales and customer service..... 7 Process plant and machine operatives..... 8 Elementary occupations..... 9 not sure (<i>DO NOT READ OUT</i>)..... 0	c150
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Q23 What training did your Jigsaw recruits receive?

READ OUT ONLY IF NECESSARY

CODE ALL THAT APPLY

	c151
Health and Safety.....	1
Job specific technical training.....	2
Training related to the introduction of new equipment/ technology.....	3
Communication skills.....	4
Customer service skills.....	5
General IT training.....	6
Technical IT training.....	7
Team working.....	8
Sales.....	9
Marketing.....	0
	c152
Management.....	1
Other business functions.....	2
Basic skills, e.g. literacy/ numeracy.....	3
Leadership.....	4
Stress management.....	5
Financial planning.....	6
Entrepreneurship.....	7
Other <i>(PLEASE SPECIFY)</i>	8
_____.....	8

SECTION 5 - ADDITIONALITY

<p>Q24 Which of the following best describes your situation before you received recruitment and/or wage support from Jigsaw? <i>READ OUT</i> <i>SINGLE CODE ONLY</i></p>	<p style="text-align: right;">c153</p> <p>We were actively looking to recruit..... 1 We had a vague plan to recruit at some point..... 2 We had thought of recruiting but had decided against it..... 3 We had never thought of recruiting.. 4 not sure (<i>DO NOT READ OUT</i>)..... 5</p>
<p>Q25 How likely is it that you would still have recruited someone if you had not received funding from Jigsaw? <i>READ OUT</i> <i>SINGLE CODE ONLY</i></p>	<p style="text-align: right;">c154</p> <p>very likely..... 1 likely.. 2 unlikely..... 3 very unlikely.. 4 not sure (<i>DO NOT READ OUT</i>)..... 5</p>
<p>Q26 If you would have recruited someone anyway (without Jigsaw), would this have happened? <i>READ OUT</i> <i>SINGLE CODE ONLY</i></p>	<p style="text-align: right;">c155</p> <p>around the same time..... 1 at a later date..... 2 sooner..... 3 not sure (<i>DO NOT READ OUT</i>)..... 4 wouldn't have recruited.. 5</p>
<p>Q27 How likely is it that you would still have provided training if you had not received funding from Jigsaw? <i>READ OUT</i> <i>SINGLE CODE ONLY</i></p>	<p style="text-align: right;">c156</p> <p>very likely..... 1 likely.. 2 unlikely..... 3 very unlikely.. 4 not sure (<i>DO NOT READ OUT</i>)..... 5</p>
<p>Q28 If you had provided training without the support of Jigsaw, would this have been to? <i>READ OUT</i> <i>SINGLE CODE ONLY</i></p>	<p style="text-align: right;">c157</p> <p>more staff..... 1 same number of staff..... 2 fewer staff.. 3 not sure (<i>DO NOT READ OUT</i>)..... 4 wouldn't have provided training..... 5</p>
<p>Q29 If you had provided training without the support of Jigsaw, would this have been? <i>READ OUT</i> <i>SINGLE CODE ONLY</i></p>	<p style="text-align: right;">c158</p> <p>around the same time..... 1 later.. 2 sooner..... 3 not sure (<i>DO NOT READ OUT</i>)..... 4 wouldn't have provided training..... 5</p>

Q30 Excluding Jigsaw, have you accessed recruitment or training support from any other sources?

READ OUT

CODE ALL THAT APPLY

	c159
Invest in Skills (A4E).....	1
Jobmatch (distinct from Jigsaw's Jobmatch).....	2
Train to Gain.....	3
Graduates Yorkshire.....	4
Sector/ cluster skills broker	5
Sector Skills Council (SSC).....	6
Business Link.....	7
Learning and Skills Council.....	8
College or training provider.....	9
Chamber of Commerce.....	0
	c160
Other (<i>PLEASE SPECIFY</i>)	1
_____.....	1
None.....	2
not sure (<i>DO NOT READ OUT</i>).....	3

SECTION 6 - IMPACTS

Q31 As a result of the Jigsaw programme are you

READ OUT EACH OPTION LISTED

SINGLE CODE ONLY PER STATEMENT

	more	less	no change
more or less likely to develop a training plan for employees..... c161	1	2	3
more or less likely to have a training budget.. c162	1	2	3
more or less likely to train your staff.. c163	1	2	3
more or less likely to access business support services.. c164	1	2	3

Q32 Do you agree or disagree with the following

READ OUT EACH OPTION LISTED

SINGLE CODE ONLY PER STATEMENT

	agree	disagree	not sure (<i>DO NOT READ OUT</i>)
cost is still a barrier to further training.. c165	1	2	3
releasing staff is still a barrier to further training.. c166	1	2	3
finding time to source and arrange training is still a barrier to further training.. c167	1	2	3
employee motivation is still a barrier to further training..... c168	1	2	3
retaining staff once trained is still a barrier to further training.. c169	1	2	3

Q33 As a result of the training provided by Jigsaw, to what extent have you noticed an improvement in the following:

READ OUT EACH OPTION LISTED

SINGLE CODE ONLY PER STATEMENT

	considerably	moderately	not at all	not sure (<i>DO NOT READ OUT</i>)
Employee motivation..... c170	1	2	3	4
Employee job performance..... c171	1	2	3	4
The ability of employees to multi-task or take on additional work.. c172	1	2	3	4
Staff retention.. c173	1	2	3	4
Increased employee interest in future training.. c174	1	2	3	4

c175-180 blank

Q34 To what extent have the following occurred as a result of your participation in Jigsaw?

*READ OUT EACH OPTION LISTED
SINGLE CODE ONLY PER STATEMENT*

	considerably	moderately	not at all	not sure <i>(DO NOT READ OUT)</i>
Improved service to customers..... <i>c207</i>	1	2	3	4
Diversified the services/ products offered by the business..... <i>c208</i>	1	2	3	4
Improved productivity.. <i>c209</i>	1	2	3	4
Increased profits..... <i>c210</i>	1	2	3	4
Increased capacity.. <i>c211</i>	1	2	3	4
Entered new markets..... <i>c212</i>	1	2	3	4
Increased exports.. <i>c213</i>	1	2	3	4
Increased competitiveness..... <i>c214</i>	1	2	3	4
Introduced more effective working practices.. <i>c215</i>	1	2	3	4
Ensured the business is in a stronger position to grow in the future..... <i>c216</i>	1	2	3	4
Improved the skills of the workforce.. <i>c217</i>	1	2	3	4
Freed up time for other members of staff to develop the business.. <i>c218</i>	1	2	3	4
Reduced operating costs..... <i>c219</i>	1	2	3	4

Q35 Have there been any additional impacts we've not already mentioned?

PROMPT FULLY

- *c220*
- *c221*
- *c222*
- *c223*
- *c224*
- *c225*
- *c226*
- *c227*
-

Q36 Do you think you would have experienced any of these if you hadn't taken part in Jigsaw? c228
READ OUT
SINGLE CODE ONLY

yes.....	1
possibly, but not to the same extent.	2
no.....	3
not sure (<i>DO NOT READ OUT</i>).....	4

Q37 What is the estimated financial value of the impacts generated by Jigsaw? c229
READ OUT
SINGLE CODE ONLY

less than £10,000.....	1
£10,000-£49,000..	2
£50,000-£99,000..	3
£100,000-£499,000.....	4
over £500,000.....	5
nothing.....	6
not able to calculate/ not sure.....	7

THANK YOU FOR YOUR TIME

ANNEX 3: BENEFICIARY CONSULTATIONS

Beneficiary One

The position for which the beneficiary applied was advertised on the Internet (not the Jigsaw website). She was informed by her employer that the post was part funded by the Jigsaw programme so was aware of the scheme.

Prior to accessing this post, the beneficiary had been on maternity leave, during which time she was made redundant. After completing her maternity leave she began actively looking for new work.

The beneficiary is currently working in recruitment consultancy, which is the same type of work she had been in before being made redundant. It had been her intention to look for similar work rather than change careers.

Although the beneficiary has not yet completed any training, she is due to complete a course in personal effectiveness shortly. Training has been delayed slightly due to difficulties finding a convenient time to be out of the office. This training wouldn't have been undertaken had it not been part of the job.

Whilst in her post, she has taken on more work and become more productive. Securing this job has helped her confidence and made her feel she is still employable, particularly after being made redundant. The position is also a step forward in career terms from her previous job role.

Beneficiary Two

The beneficiary secured the job after responding to an Internet advertisement (not on the Jigsaw website), and was made aware of the Jigsaw programme by the employer.

The beneficiary had previously been working as a research executive/business development consultant, so was in full time employment. The current post is also in business development management.

Training has been undertaken in Doncaster on staff management. The tutor who delivered the course was felt to have been good, and the course ok. Most of its content was not new to the beneficiary, but the time to think and reflect on issues was welcomed. The beneficiary did not feel that undertaking the course had made a substantial difference to their skills or abilities.

It is too early in the placement for there to be evidence of progression or promotion.

Although the beneficiary is still working within the same field, moving to a new employer has provided the opportunity to broaden their work experience and they have enjoyed the challenge of working somewhere new. Professionally therefore this is felt to have been a positive move.

Beneficiary Three

The beneficiary found out about the position through a relative who already worked for the business, and was informed by their employer about the Jigsaw programme.

The beneficiary had been unemployed prior to securing this post and had previously done a wide range of different jobs. The current post is an administration role. The beneficiary did not have any specific career aspirations prior to accessing this post, and had been looking for any type of work.

Training in work effectiveness has been undertaken at TRC which was felt to have been ok. Further training on telephone technique will also be undertaken shortly. The beneficiary felt that the training may have been something they would have done anyway, but they were not sure.

Since starting their placement, the beneficiary has been promoted from office junior to administrator which is a step up. The beneficiary remains confident that they would have been able to find work had this position not been available.

Beneficiary Four

A speculative CV had been sent to the business as the beneficiary had been looking for a career change. The beneficiary had previously been employed full time as a travel agent and is not doing a largely administrative role for a company preparing Housing Inspection Plans.

Training has been undertaken in confidence and assertiveness in Sheffield. This was felt to have been useful, but did not provide any particularly new insights which were directly relevant to the position. The training would not have been undertaken had it not been part and parcel of the job post.

There has been no progression to date within the job, with the focus to date being on delivering what is required by the post.

The benefits of securing the job have been both personal and professional. The beneficiary has been able to change careers, but they also enjoy the work substantially more than their previous employment.

Beneficiary Five

The beneficiary secured the job after responding to an Internet advertisement (not on the Jigsaw website), and was made aware of the Jigsaw programme by the employer.

They had been in full time education prior to getting this job. They had been looking to access any jobs in administration, but had been flexible about where, or in what sector this was. The beneficiary is currently employed as a reception team leader.

A two day course has been completed in Sheffield (unable to recall course title). This was felt to have been 'brilliant', but more about general skills development rather than relating specifically to the job post. The tutor was felt to have been very good and supportive and the training would not have been completed had it not been a requirement of the programme.

Since starting their placement, the beneficiary has been promoted from receptionist to team leader. Whilst the beneficiary is confident they would have found work at some point, as their first proper job after full time education, this post has been a good first step on the career ladder and has been a positive experience to date.

Beneficiary Six

The beneficiary secured the job after responding to an advertisement placed by the employer in the local press, and was made aware of the Jigsaw programme by the employer.

The beneficiary had been unemployed for 12 months prior to accessing this job and had previously been working in a local computer outlet in a technical support role. The beneficiary had been looking for similar work in the IT field and is now currently working in an IT support role.

External training was not compulsory at the time they were recruited through Jigsaw therefore external training was not undertaken. Instead any relevant on the job induction and training was undertaken by the employer.

Since starting the job, the beneficiary has broadened their role within the company and been able to take on additional work responsibilities. Overall, securing the post has enabled them to increase their work experience in their chosen field. Given that they were looking for relatively specialist work, they were not confident they would have been able to find similar employment locally had it not been for this opportunity.

Beneficiary Seven

The beneficiary heard about the position through a friend who already worked for the employer. They were told about the Jigsaw programme.

The beneficiary had previously worked at a bank with responsibility for a team of cashiers, and was now undertaking administrative duties for a marketing and IT company. The move represented a slight change of career direction, but the main motivation for seeking new employment had been dissatisfaction with their previous employer.

Training was not a compulsory element of the programme at the time they secured their position therefore any training was undertaken on the job rather than externally.

Since securing the position, the beneficiary has progressed in terms of their ability to perform their job, but not in terms of formal promotions.

During this interview it was also possible to capture feedback from the Jigsaw employer. His comments are presented below.

Whilst the employer rated the Jigsaw product, they have decided not to use the service again since the training element became compulsory. Whilst the employer is not against training and workforce development, the range of training available and lack of flexibility in where/who delivers this, is a significant barrier to further participation in Jigsaw. It was felt that the programme had become too low level and did not cater enough for the specific needs of certain sectors or the types of higher level or sector specific skills they require.

Beneficiary Eight

The beneficiary heard about the position through a friend who already worked for the employer. They were told about the Jigsaw programme.

They had previously worked full time in an administrative role, but had wanted a change of employer. Their new post was also in administration.

A one day course in customer service had been completed in Sheffield. This was felt to have been well presented and directly relevant for the job, but it was an opportunity to refresh existing skills rather than learn anything new.

The beneficiary has progressed in terms of being able to perform their job better than when they first started, but has not been promoted in any formal sense.

The benefits of securing the position have been in terms of career progression and being able to apply their skills in a different work environment. They were actively looking for work at the time they secured this post, and were confident that they would have been able to find an alternative post had this job not been available.

Beneficiary Nine

The beneficiary sent a speculative CV to the business, but wasn't made aware at any point that the job was part funded by the Jigsaw programme. Previously the beneficiary had been employed full time in an administrative role and studying part time for a Masters degree.

The beneficiary has secured a job as an environmental consultant dealing with contaminated land and had been specifically looking to access work within this field.

CLEA UK and LandSim training courses have been undertaken alongside on the job training provided by the employer. Being sector specific, the training was highly relevant to the beneficiary in terms of performing their job as well as to the business by expanding the skills of the workforce.

The beneficiary has gradually been able to undertake different types of work within the business and take on additional responsibilities as required. Securing the job has greatly increased the beneficiary's confidence. On a personal level the work is felt to be enjoyable and rewarding and has provided a route into the beneficiary's chosen career.

Beneficiary Ten

The beneficiary is related to someone within the company so heard about the vacancy through word of mouth, but was not made aware that the post was part-funded through Jigsaw. Previously the beneficiary had been employed in a secretarial/administrative role within the NHS and is currently employed doing administrative work, but with a strong IT element.

At the time of accessing the post, the beneficiary had been looking for more secure employment given the threat of redundancies within the NHS.

Health and safety and Excel IT courses have been undertaken at Barnsley College. These were found to be very interesting and helpful in terms of supporting the beneficiary's current job role. The tutor/location of the course were all found to be appropriate.

It is too early in the placement for there to have been any progression (approximately 4 months). The main benefits and impacts of securing the post has been greater job securing and financial reward as well as less stress!