

PATHWAYS TO WORK 2013



Pathways to Work 2013

50 Point Plan to Tackle
Long-term Unemployment



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Executive Summary

The scourge of long-term unemployment represents one of the biggest threats to Ireland's recovery. This is the context for this updated **Pathways to Work** strategy, a **50 point action plan** to fight back against long-term unemployment.

As a Government we have to make sure economic recovery does not bypass jobless households. To this end this updated **Pathways to Work** strategy has been devised to ensure new jobs go to people on the Live Register. The Government must do all it can to stimulate the demand for labour, whilst simultaneously readying jobseekers for work, and ensuring that working always pays, no matter the nature of that work.

The Government has therefore mandated this 50 point action plan to be delivered by each of the main Departments and agencies of State involved in the fight against unemployment. Taken together these actions are designed to ultimately deliver:

- ▶ A greater number of places on employment and training schemes for long-term unemployed people in the second half of 2013, with the long-term unemployed to remain a priority for available resources in 2014.
- ▶ An improved progression from these schemes into employment for long-term unemployed people.
- ▶ A set of more attractive incentives for employers to recruit long-term unemployed people.
- ▶ A faster roll-out of the full *Intreo* work activation service nationwide.
- ▶ Much greater engagement by the private, community, voluntary and not-for-profit sectors in the delivery of employment services.
- ▶ A more effective interplay between welfare payments, tax and in-work payments to reduce welfare traps and make work pay.

- ▶ A new Housing Assistance Payment to replace payment of rent supplements via the welfare system to people with a long-term requirement for subsidised accommodation.
- ▶ A staged roll-out of a Youth Guarantee so young unemployed people will, when the guarantee is fully rolled out, receive a good-quality offer of employment, continued education, an apprenticeship or a traineeship within a period of four months of becoming unemployed or leaving formal education.

Progress during 2012

The **Pathways to Work** strategy launched last year was the blueprint for the biggest set of reforms that our welfare services have ever seen. It provided for the establishment of an integrated employment and income support service with an intensified work activation focus. This integration of two previously separate services under *Intreo* is in line with international best practice and involved a number of key strands of activity:

- ▶ More on-going and intensive engagement with those who are unemployed.
- ▶ Greater targeting of activation places and opportunities for those on the Live Register.
- ▶ Removing disincentives for unemployed people to take up employment and other opportunities.
- ▶ Incentivising employers to provide more jobs for those who are unemployed.
- ▶ Reforming institutions to deliver better services.

Together these strands of activity were designed to help achieve a number of key 'outcome' targets by the end of 2015:

- ▶ Ensuring that 75,000 of those currently long-term unemployed will be in employment by 2015.

- ▶ Stemming the drift to long-term unemployment and reducing the average time spent on the Live Register from 21 months today to 12 months in 2015.
- ▶ Increasing the proportion of vacancies filled by clients taken off the Live Register.
- ▶ Ensuring that people who are unemployed engage with the employment supports offered by the State as a pre-condition for receipt of their welfare services.

In addition to these outcome targets, a number of operational targets (number of clients profiled, number of one-to-one interviews, number of clients engaged in activation programmes etc.) were set for 2012.

Good progress has been made in implementing these reforms and delivering on the targets, for example:

- Over 20,000 who were long-term unemployed at the start of 2012 have found employment.
- The new *Intreo* model of operation was developed and roll-out commenced in October 2012. Twelve *Intreo* offices have been opened to date and 43 will be fully operational by the end of 2013.
- Group engagements and individual profiling is now fully operational in all DSP offices in advance of the roll-out of the full *Intreo* service. Over 110,000 people have received group engagement and individual profiles have been captured in respect of over 150,000 people.
- The Social Contract of rights and responsibilities is now in force with penalty rates of payment introduced for jobseekers who do not engage with the State's employment/training services
- The national internship scheme, JobBridge, was rolled out and is delivering a clear pathway to employment for many people. Over 18,000 people have

benefited from this scheme with a progression to employment rate of over 60%.

- The Momentum programme to provide work-focussed training to long-term unemployed people was developed, tendered and rolled out - over 4,000 people are now benefitting from this programme.
- FÁS employment services and the Community Welfare Service (c 2,000 staff) were transferred into the Department of Social Protection on time and within budget.
- The number of places available on activation schemes such as CE, TÚS and Jobbridge was increased by 10,000 (c 30%) as part of Budget 2013.
- The Springboard programme has supported more than 10,000 unemployed people to re-skill for emerging employment opportunities.

The challenge now is to maintain this momentum and build on this progress.

Labour Market Context

Ireland has completed its first steps on the road to recovery. Following many years of job losses there are welcome signs of progress.

- The private sector is creating 2,000 jobs a month.
- Seasonally-adjusted employment reached 1,856,000 in the first quarter of 2013. The two most recent quarters have seen the first increases in employment levels in four years.
- Unemployment fell to 292,000 in the first quarter of 2013, representing a decrease of 29,900 or 9.3% over the previous twelve months.
- The unemployment rate as of Q1 2013 was 13.7%, down from 14.9% in April 2012.
- The seasonally-adjusted Live Register has fallen to 422,900, from a peak of 449,000 in 2010.

It is important however not to overstate the significance of these tentative signs of recovery. In particular the number of long-term unemployed persons (out of work for a year or more) has risen rapidly. Although the level of long-term unemployment is stabilising, the persistence and duration of unemployment among those people who became unemployed at the height of the recession is very worrying. Some 130,000 people have now been unemployed for more than two years. In addition to the deep scarring effect on the people concerned, long-term unemployment of this level represents a huge loss of productive capacity to our economy.

A particular concern in Ireland is the relatively high level of “jobless households”, where no member of the household is in employment. The case for radical reform of our welfare system and other public services is evidenced by the fact that a high rate of jobless households predates the recession. According to the ESRI, the proportion of people in jobless households increased from 15% in 2007 to 22% last year, double the average across Europe (Fig 1).

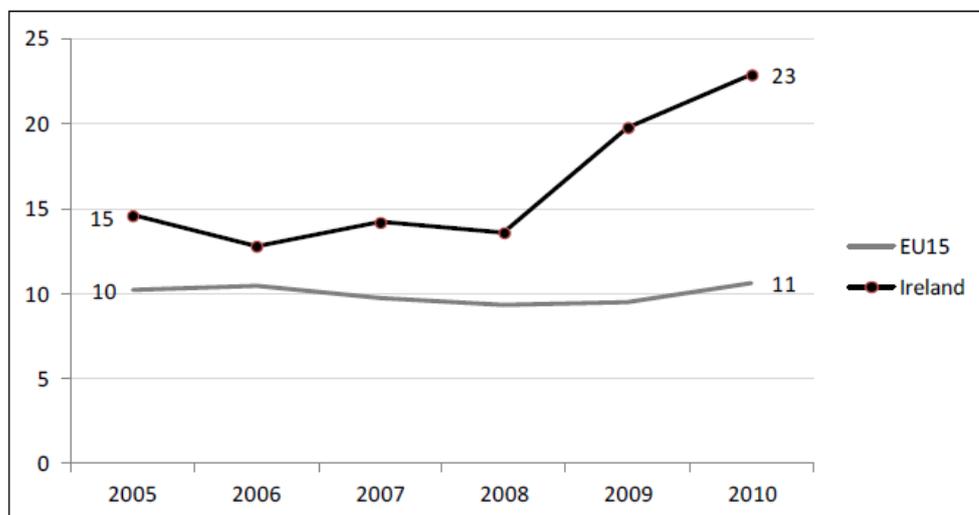


Fig 1: Household Joblessness / Very low work intensity in Ireland and in the EU 15, 2005 to 2010 (%)¹

¹ Watson, D, Maître, B and Whelan, C.T. (2012) *Work and Poverty in Ireland: An Analysis of the CSO Survey on Income and Living Conditions 2004-2010, Social Inclusion Report No. 3*, p.35. Dublin: Department of Social Protection.

But the proportion of jobless households was already relatively high in 2007 despite significant economic growth and unprecedented resources available to address such issues.

This points to a persistent and systemic problem of joblessness in a significant minority of households, not just caused by the current crisis, but an embedded feature of our system before the crisis. Given the evidence that long-term joblessness can affect entire households and have significant detrimental intergenerational impacts, it is not acceptable that long-term unemployment might be considered unavoidable for some individuals and their families.

Type of Payment	Recipients	Qualified Adults
Jobseeker's Allowance	303,223	71,485
Jobseeker's Benefit	76,457	7,798
One Parent Family Payment	87,586	0
Supplementary Welfare Allowance	27,639	6,030
Other Working Age Income Supports (e.g. Farm Assist, Maternity)	44,951	5,746
Recipients of Working Age on Employment Supports	57,982	12,566
Invalidity Pension	51,532	7,568
Disability Allowance	102,631	9,922
Illness Benefit	61,042	6,389
Carer's Allowance	55,530	0
Other Disability Payments (Disablement Benefit, Blind Pension)	18,352	419
<i>Subtotals</i>	<i>886,925</i>	<i>127,923</i>
	TOTAL	1,014,848

Table 1: Working-age payment recipients and their adult dependants, May 2013

This calls for a radical reform of our welfare system and related public services. We can only take comfort from the tentative signs of economic recovery if we build on the steps already taken not only to maintain, but to accelerate, the pace of change in how our welfare system and other public services support unemployed people, particularly young unemployed people and people who are long-term unemployed, to return to work.

During 2012 the Government began this process of fundamental reform of our welfare services by changing the approach to how we deliver services and supports to people as they become unemployed via the newly-established *Intreo* service. While we will continue to roll-out this new approach during 2013, we also need to augment this approach with an intense and unrelenting focus on those who have already been out of work for more than 12 months.

This is the context for this updated **Pathways to Work** strategy. It will build upon the existing actions designed to provide opportunities, support and assistance to the 292,000 people who are unemployed. We need to ensure that economic recovery does not leave behind people who are long-term unemployed. It has to lift those people who are in jobless households out of welfare dependency, offer genuine hope and opportunities to our young people and ensure that joblessness does not become an inter-generational phenomenon.

That is why this 50 point action plan has a particular focus on increasing the resources under the **Pathways to Work** approach to intensify our level of engagement with people who are long-term unemployed.

Challenges and Targets

Measure/Target	2013 Target
Move 75,000 long-term unemployed into employment by end 2015	20,000
Increase the exit rate of people on the Live Register for two years or more by 50% (from 26% to 40%) by the end of 2015	Exit rate target = 31%
Reduce the rate at which short term unemployed people become long-term unemployed from 31% in 2012 to 25% in 2015	29%
Increase % of vacancies filled with involvement of Department of Social Protection Employment Services to 15% by end 2015	10%
Provide Group Information/Engagement sessions to jobseekers	85,000 Jobseekers
Complete personal profiles of people listed on the Live Register	Profile all clients
Conduct initial one-to-one guidance interviews with jobseekers	185,000 initial interviews
Fill all additional places on Community Employment, TÚS, JobBridge and the Local Government Social Employment Scheme	Fill 10,000 additional places approved in Budget
Roll-out 'one-stop shop' <i>Intreo</i> offices	33 new <i>Intreo</i> offices (43 offices in total)
Make a range of FÁS, Further Education and Higher Education Programmes available to meet the needs of the long-term unemployed	51,000 places available to long-term unemployed

The Government intends to monitor the impact of its policies on an ongoing basis and has mandated a set of ten key performance indicators (KPIs) for this purpose. These KPIs are set out below. Progress in implementing the priority actions and performance against the KPIs will be reported publicly, on a quarterly basis.

Pathways to Work 2013

While there has been good progress in implementing the actions set out in **Pathways to Work 2012** it is clear from the labour market situation set out in Section Three that much more needs to be done to address the key challenge of the persistence of long-term unemployment, in particular among those who became unemployed in the period 2008 - 2011.

It is proposed therefore to renew **Pathways to Work** to:

- ▶ Augment the **Pathways to Work 2012** approach to include more intensive activation of long-term unemployed people
- ▶ Develop, in 2013, a policy plan to ensure that the issue of jobless households is addressed through appropriate reform of the social welfare system.
- ▶ Realise the Government's determination to ensure that nobody of a working age with a capacity to work need become totally reliant on State income support and that all people with a capacity to work are encouraged and supported by the State to find and retain employment.

The Government has therefore mandated a 50 point action plan to be delivered by each of the main Departments and agencies of State involved in the fight against unemployment. This agenda of actions is organised under the five strands of activity set out in **Pathways to Work 2012**:

- Strand 1:** Better engagement with unemployed people and jobless households
- Strand 2:** More activation places and opportunities for those on the Live Register
- Strand 3:** Removing disincentives to the take-up of opportunities by unemployed people
- Strand 4:** Incentivising employers to provide more jobs for those who are unemployed
- Strand 5:** Reforming institutions to deliver better services

Strand 1: Better engagement with unemployed people and jobless households

Ambition:

To provide all registered unemployed people with efficient, work-focused income supports together with access to the information and the advice required to help them plan and action a pathway back into employment. To assess why Ireland has a comparatively high level of joblessness at household level and to develop proposals to facilitate these individuals reconnecting with the labour market.

Vision:

The service vision mapped out in **Pathways to Work 2012** remains valid. This sets out a service model where unemployed clients have access to a 'one-stop-shop' of employment and income support services, where the right of access to income support is accompanied by a responsibility to engage with employment services and where the type and intensity of employment services is tailored to the client's individual profile. This vision will now be enhanced to begin the process of examining the policies and supports needed to reduce the rate of jobless households more generally.

Rationale:

Ireland's employment services approach has, by comparison with other countries, tended to be relatively passive in nature with historically weak linkages between payment of income supports and State employment services provision. International studies and expert reviews of Ireland's service model have all concluded that we need to take a more 'active' approach to the delivery of these services. This is particularly the case during periods of high unemployment when the risk of any episode of unemployment at an individual level extending into long-term joblessness is heightened.

To address this issue it is intended to continue the roll-out of the Department's *Intreo* service model during 2013 – a model which is based on a social contract of rights and responsibilities between the State and the individual, which integrates benefit payments and employment services, which offers all newly unemployed people a group engagement/information session, which captures an individual profile of each unemployed person and which tailors the employment services offered in accordance with this profile.

We will also carefully examine the causes of jobless households and take steps to ensure that economic recovery does not bypass these families.

Actions:

- 1 Complete *Intreo* 'one-stop shop' roll-out to a total of **43** offices by year end 2013 and to all offices by year end 2014 (DSP/OPW).
- 2 Roll-out the *Intreo* activation and welfare decisions processes to **all** offices in 2013 in advance of completion of the 'one-stop shop' roll-out (DSP).
- 3 Complete 85,000 Group Engagements (24% increase on 2012) (DSP).
- 4 Complete 185,000 one-to-one interviews (42% increase on 2012) (DSP).
- 5 Profile **all** clients on the Live Register not just new claimants (c 420,000 profiles) (DSP).
- 6 Building on the process of engaging with the long-term unemployed which has already commenced, develop an *Intreo* engagement programme for clients who are long-term unemployed by Q1 2014 with a view to engaging with all clients within two years (DSP).
- 7 Develop and commence the implementation of proposals to review, over a number of years, the capacity for work of long-term recipients of illness and disability payments (DSP).
- 8 Develop proposals for the extension of work activation interventions, such as profiling and personal engagements, to clients not on the Live Register,

for example partners and spouses of unemployed people, lone parents (DSP).

- 9 Prepare a report on jobless households by September 2013 to assess the factors influencing the level of jobless households and develop a range of recommendations to allow Government to take tangible steps to assist these households to return to work (DSP).
- 10 Publish a report on trends in the migration of people from jobseeker to other welfare payments and identify and take whatever actions are required to minimise such migration (DSP).

Strand 2: More activation places and opportunities for those on the Live Register

Ambition:

To provide unemployed people, in particular people who are long-term unemployed and young unemployed people, with opportunities to enhance their job prospects through value-adding work experience, education and training activities.

Vision:

The provision of a suite of employment, education and training programmes that are relevant to labour market needs, that are attractive to unemployed people and that promote and assist in progression to paid open labour market employment. People who are long-term unemployed should have priority access to these programmes and should be supported in acquiring the experience, skills, confidence and motivation necessary to progress to open labour market employment.

Rationale:

In the wake of the collapse in the construction sector a large skills-mismatch exists amongst the unemployed and the labour market. Consequently employers may find it difficult to source suitably skilled and qualified workers as the economy moves back into growth in future. Further Education and Training programmes that are relevant to the skills needs of employers provide a well proven and undoubted advantage to jobseekers. Similarly, as the JobBridge experience has shown, well designed employment programmes can enhance employment prospects – even of those people who have been unemployed for a relatively long time². The role of traditional State Employment Schemes (SES) in providing meaningful occupation to unemployed people during periods of prolonged

² Indecon evaluation of JobBridge shows progression rates of c 38% for people unemployed over 2 years. The standard progression rate for this cohort is 7%

recession is also well recognised even by those analysts (e.g. OECD) that caution against the risk that such schemes can become embedded and promote welfare dependence even during times of economic growth.

The Government has already recognised the importance of such initiatives. The introduction of schemes such as TÚS and JobBridge added 1,000 places in 2011/12 while 10,000 new places were approved as part of Budget 2013 including:

- An extra 2,500 places on JobBridge
- An extra 2,500 places on TÚS
- An extra 2,000 places on CE

This will increase the number of places available on these schemes to just over 41,000, an increase of 20% over 2012.

In addition the Department of Social Protection will, with the Department of the Environment, Community and Local Government, roll-out 3,000 new social employment scheme places in Local Authorities. This new scheme – named ‘GateWay’ – will bring the total number of places available to 44,000, **an increase of 30%** on 2012.

The Department of Education and Skills and its agencies will continue to take steps to increase the capacity of the training/education sector to provide labour market focused re-skilling and up-skilling opportunities for people who are unemployed. Of particular note is the roll-out of the Momentum programme by the Department of Education and Skills which will provide 6,500 additional training places during 2013 – specifically for long-term unemployed people identified and referred by the Department of Social Protection. A further expansion of the Springboard programme, which to date has supported more than 10,000 unemployed people to reskill for emerging employment opportunities, will provide approximately 6,000 new places in 2013.

In parallel, we recognise the severe impact of the economic downturn on younger people. One of the most damaging consequences of the recent crisis is the fact that younger people (under 25 years of age) account for just under one-in-five of those out of work. While there are many positive and effective interventions already in place, we must and will do more.

To address youth unemployment, we will work over the remainder of 2013 to develop a Youth Guarantee for Ireland. This Youth Guarantee will mean that young people will receive a good-quality offer of employment, continued education, an apprenticeship or a traineeship within a period of four months of becoming unemployed or leaving formal education. This guarantee will be subject to the social contract and mutual rights and responsibilities. The Youth Guarantee for Ireland will be rolled out on a staged basis from 2014.

Actions:

- 11 Roll-out approximately 10,000 additional places (mainly long-term unemployed) provided for in Budget 2013 to further enable access to activation opportunities in 2013. Many will be assisted to take places for the long-term unemployed in the programmes run by the Department of Education and Skills (DSP/DES).
- 12 Roll out approximately 5,000 places under the third phase of the Springboard programme in 2013 (DES).
- 13 Fill all of the available 6,500 Momentum places (DES/DSP).
- 14 Enact the legislation providing for the imminent establishment of SOLAS, and complete implementation of the framework for the future management and development of the Vocational Education and Training sector in Ireland (DES).
- 15 Finalise and rollout the new Local Government Social Employment Scheme (GateWay) (DECLG/DSP).
- 16 Implement the recommendations of the Indecon review of JobBridge (DSP).

- 17 Implement the proposals, following the recent stakeholder consultation, on the findings of the DSP review of activation schemes (DSP).
- 18 Ensure that, as part of the activation process, a significant proportion (40%) of FÁS training places are filled from the long-term unemployed cohort on the Live Register following referral from *Intreo* offices (DES/DSP).
- 19 Prepare a report on the potential for a further concentration of available resources in the education sector on the long-term unemployed. This will be guided by the analysis provided by the Strategic Review of Further Education and Training due for completion by September 2013. There will be 51,000 places altogether in 2013 for the long-term unemployed from education and training programmes in the education sector (DES).
- 20 The Expert Group on Future Skills Needs (EGFSN) will continue to provide critical skills needs analysis to assist in the specification and targeting of further training and education, which in turn should take greater account of the importance of employer engagement (DJEI/ D/ES).
- 21 Publish the NESC Report on the relevance of, and progression rates from State training programmes (DES).
- 22 Develop and implement in stages from 2014 a Youth Guarantee for Ireland, including how the funding for the period 2014-2020 will be used (DSP).

Strand 3: Removing disincentives to the take-up of opportunities by unemployed people

Ambition:

To ensure that unemployed people have a financial incentive to work and that the tax, welfare, health and social accommodation policies of the State do not act to 'trap' people in welfare dependency.

Vision:

People who are unemployed should see a real benefit in the possibility of taking up employment, and people who return to work from unemployment should experience an improvement in living standards. There should be no situation in which a person would be better off, in the long term, on welfare rather than in work.

Rationale:

People who are unfortunate enough to experience unemployment should be able to rely on their fellow citizens, through the State, to help them cope with the loss of income and to enable them to lead a life of dignity until such time as they regain employment. The State does this through the provision of welfare payments to help with daily living expenses, through providing, or subsidising the cost of, suitable accommodation and through providing free access to medical services. The provision of such supports should not however act as an impediment to the transition back to employment.

There is evidence that, for some people, particularly those in receipt of housing supplements and payments for dependent relatives, work does not pay. In other words, the attraction of taking up employment and consequent after-tax income is not perceived as greater than remaining unemployed and receiving various benefits. The nature of the payments received by persons on the Live Register has a significant impact on whether they leave the Live Register. For example, persons

with no paid dependants and no housing benefits have a 16% higher than average rate of exit from the Live Register. However if the person has, for example, a paid dependent and three dependent children, they have a 46% lower than average rate of exit. If that person in addition receives housing benefits, the rate declines even further, to a 68% lower than average rate of exit. While these latter cohorts may be relatively small in number, the data highlights the link between the nature of payment and vulnerability.

It is always likely that any system that uses income thresholds to trigger the payment of welfare or taxes will give rise, at the margins, to perverse incentives. Nevertheless the State can overcome these tax and welfare traps. It can do this by careful design and continuous improvement of the basic tax and welfare codes. It can do this by providing 'in work' income support (e.g. Family Income Supplement) for those on low wages, by allowing people to retain some benefits (e.g. medical cards) for a transition period upon return to employment and by limiting the range of State services that are delivered, by proxy, through the welfare system (e.g. accommodation subsidies).

The Government has, therefore, initiated a range of actions with a view to simplifying, and improving the understanding of, the tax and welfare codes and to ensure that there is a strong benefit from returning to work for all people who are unemployed.

To this end the Government has established an Advisory Group on Tax and Social Welfare to make recommendations on how to amend our tax and welfare systems to ensure that work always pays. In addition to the recommendations already made with regard to child income supports, the group is currently assessing the effect certain payments can have on work incentives. These include unemployment payments and similar payments made by other agencies, One Parent Family Payment, One Parent Family Tax Credit, Back to Work Tax Credit,

increases for adult dependents as well as secondary benefits such as medical cards and rent and mortgage supplementary payments.

Actions:

- 23 Implement the new Housing Assistance Payment (HAP) to replace payment of rent supplements via the welfare system to people with a long-term requirement for subsidised accommodation. HAP will be made available to any long-term recipients of the Jobseeker's Assistance payment (JSA) with an established housing need. Implement initial pilot schemes early in 2014 following commencement of the relevant legislation with a nation-wide roll out in place by end 2014 (DECLG).
- 24 Procure the report of the Advisory Group on Tax and Social Welfare on working age income supports (DSP)
- 25 Bring forward proposals to address the findings of the Advisory Group on Tax and Social Welfare with regard to working age income supports (DSP/DFIN/DECLG/DOH).
- 26 Consider proposals to address the findings of the Advisory Group on Tax and Social Welfare in relation to the Report on Child and Family Income Supports by September 2013 in the context of Budget 2014 (DSP).
- 27 Eliminate backlogs in processing claims of Family Income Supplement (FIS) and simplify claim processes (DSP).
- 28 Ensure each jobseeker attending *Intreo* offices receives a '*Better off in Work*' statement, as part of their initial 'one-to-one' interview, which shows, based on certain assumptions regarding income levels, what they would take home after tax and including FIS (where appropriate) on the basis of current tax and welfare rates (DSP).
- 29 Develop and implement a promotional approach to increase employer awareness of FIS and encourage their promotion of the scheme to jobseekers (DSP).

- 30 Review control/sanctions process and associated penalties for people who do not engage with the employment services or refuse any reasonable offer of employment, training or work placement, with a view to enhancing the incentive to take up employment opportunities (DSP/AG).
- 31 Engage with the 8,000 lone parents whose entitlement to the One Parent Family Payment ceases in July 2013 (DSP).
- 32 Implement the after-school childcare pilot to provide affordable childcare for unemployed people returning to work (DCYA/DSP).

Strand 4: Incentivising employers to provide more jobs for those who are unemployed

Ambition:

To assist employers in recruiting employees from the Live Register and to incentivise employers to offer opportunities to unemployed people – particularly long-term unemployed people.

Vision:

The Live Register should be a key source for employers looking to recruit new staff.

Rationale:

People who are unfortunate enough to experience any period of unemployment of more than a few months face enormous challenges in re-entering the workforce. A newly unemployed person has a 50% chance of leaving the Live Register in their first twelve months of unemployment, this falls to under 20% during the second twelve months of unemployment and to less than 10% in the third year.

As the labour market is, at this point in time, a 'buyer's market' the reluctance of employers to offer employment to people with a gap in their CV is understandable. However it is not justified. The profile of skills and experience among people on the Live Register is not only very diverse but is also very deep - over 95% of people on the register have prior employment experience, many are highly qualified and most are still at the prime ages of their working lives. But still employers can be slow to tap into this pool of talent. In the US research has found that employers would rather interview someone with no relevant experience who has been out of work for a short time than someone with lots of relevant experience who has been out of work for longer than six months. In other words people, even the best qualified people who are unemployed for more than six

months face an enormous uphill struggle to even get an interview with a prospective employer.

Given the scarring impact of unemployment not just on the unemployed person but on their wider family and given the loss of productive capacity that long-term unemployment represents, this predisposition of employers is not something that the Government is prepared to ignore. Accordingly it has mandated a set of actions designed to inform employers of the talent available and to incentivise them to access this talent.

Actions:

- 33 Develop and implement the JobsPlus recruitment incentive. Review take-up and develop process systems and promotional capability as required to encourage and support significant take-up of the new initiative amongst employers (DSP, D/JEI, and Revenue).
- 34 Conduct and evaluate an initial pilot on social clauses in procurement of public works (DPER).
- 35 Design and commence the development/procurement of a new employer vacancy/job matching system (DSP).
- 36 The new Local Enterprise Offices (LEOs) will work with *Intreo* and develop agreed protocols to ensure that LEO clients are encouraged to take potential employees from the Live Register. LEOs will ensure that their client companies (whether locally or nationally) are made fully aware of the advantages of taking potential employees off the Live Register and of incentives to do so (DJEI)
- 37 Protocols will be established between the Enterprise Development Agencies (EI, IDA, LEOs, etc) and DSP to ensure optimum working arrangements at local level to share information, cooperate on awareness and promotion activities, match enterprise needs for existing and new projects, engage on conversion and training needs, ensure companies can avail of *Intreo* placement services and agree monitoring and reporting arrangements for

- the overall levels of recruitment from the Live Register by Agency-assisted companies (DJEI).
- 38 LEOs will carry all DSP material as a first-stop shop for micro enterprises and promote all Government schemes aimed at securing employment for persons on the Live Register to client companies (DJEI).
- 39 The detailed knowledge often available to the IDA regarding the precise nature of the various categories of roles envisaged by multi-national clients over a project recruitment timescale (usually over a 3-5 year period) will, to the extent permitted by the client company, be shared with *Intreo* to facilitate matching of job requirements with candidates from the Live Register (DJEI).
- 40 Enterprise Ireland's (EI) Client Skills Unit will become a core contact point for DSP / *Intreo* to assist with the promotion of Government schemes aimed at securing employment to persons on the Live Register to EI client companies. The Client Skills Unit will promote all schemes of relevance including the JobBridge Programme, the ICT Graduate Skills Conversion Programme, Springboard and Momentum. EI will proactively sell to its clients the capacity of the *Intreo* service to source, filter and supply required skills from the Live Register. DSP/*Intreo* will provide material for this purpose (DJEI).
- 41 The Client Skills Unit will be a source of knowledge on EI clients' skills needs and will proactively share EI clients' skills needs with providers of schemes for the unemployed such as the *Intreo* service. Where client companies opt to do so, Enterprise Ireland will ensure *Intreo* will have access to information on vacancies, and will be informed of same (DJEI).

Strand 5: Reforming institutions to deliver better services

Ambition:

To ensure that the resources of the State are combined effectively with resources from other sectors and deployed to maximum effect in the delivery of income and employment services to people who are unemployed.

Vision:

Jobseekers and employers should experience a seamless, efficient and professional service – *Intreo* should be perceived as a supplier of choice to both jobseekers and employers.

Rationale:

The Government has already implemented a significant re-organisation to integrate the three main providers of welfare and employment services (DSP, FÁS Employment Services, and the Community Welfare Service). It has also initiated the rationalisation and merger of the main agencies involved in further education and training (FÁS Training and the VECs). It is now crucially important that these new organisations have access to sufficient resources to discharge their responsibilities, that they prioritise the allocation of their existing resources in line with the Government's employment priorities, that they are set specific and relevant performance targets and that they report on and are managed to achieve these targets.

Actions:

- 42 Double the number of caseworkers on activation duties to increase capacity to engage with Live Register clients, in particular long-term unemployed people (DSP).
- 43 Finalise proposals for contracting additional capacity for employment services for long-term unemployed people to include the provision of

- professional employment services for unemployed people in selecting training/education programmes (DSP/DPER).
- 44 Examine the potential for streamlining collection and verification mechanisms for means test information collected by different Departments/ Agencies for various purposes and schemes, with a view to sharing and re-using such information as appropriate (D/PER, D/SP and other relevant Depts/ Agencies).
- 45 Increase use of Local Employment Services and Local Development Companies to case manage clients (DSP/DECLG).
- 46 Complete establishment of ETBs and SOLAS, transfer at least 6 training centres from Solas to ETBs in 2013 with the remainder to follow in 2014 (DES).
- 47 Complete annual review of activation policy in order to set priorities for 2014 by end-2013 taking particular account of the issue of jobless households (DSP).
- 48 Publish progress reports on progress against all of the actions in this document, including the quantitative targets set out in section 2 and under each of the Strands on quarterly basis (DSP).
- 49 Review control/ enforcement practice and procedures to ensure that they are optimised and reflect current priorities (D/SP).
- 50 Establish a **Pathways to Work** Industry Group to advise on the implementation of the priority actions and delivery of the KPIs (DSP).

Appendix: 50 Point Action Plan

Action	Responsible Agency	Due Date
1 Complete <i>Intreo</i> 'one-stop shop' roll-out to a total of 43 offices by year end 2013 and to all offices by year end 2014	DSP/OPW	Q4 2013 and Q4 2014
2 Roll-out the <i>Intreo</i> activation and welfare decisions processes to all offices in 2013 in advance of completion of the 'one-stop shop' roll-out	DSP	Q4 2013
3 Complete 85,000 Group Engagements (24% increase on 2012)	DSP	Q4 2013
4 Complete 185,000 one-to-one interviews (42% increase on 2012)	DSP	Q4 2013
5 Profile all clients on the Live Register not just new claimants (c 420,000 profiles)	DSP	Q4 2013
6 Building on the process of engaging with the long-term unemployed which has already commenced, develop an <i>Intreo</i> engagement programme for clients who are long-term unemployed by Q1 2014 with a view to engaging with all clients within two years	DSP	Q1 2014 and on-going there-after
7 Develop and commence the implementation of proposals to review, over a number of years, the capacity for work of long-term recipients of illness and disability payments	DSP	Develop proposals Q4 2013 Commence implementation Q2 2014
8 Develop proposals for the extension of work activation interventions, such as profiling and personal engagements, to clients not on the Live Register, for example partners and spouses of unemployed people, lone parents	DSP	Q1 2014
9 Prepare a report on jobless households by September 2013 to assess the factors influencing the level of jobless households and develop a range of recommendations to allow Government to take tangible steps to assist these households to return to work.	DSP	Q3 2013

10	Publish a report on trends in the migration of people from jobseeker to other welfare payments and identify and take whatever actions are required to minimise such migration.	DSP	Q4 2013
11	Roll-out approximately 10,000 additional places (mainly long-term unemployed) provided for in Budget 2013 to further enable access to activation opportunities in 2013. Many will be assisted to take places for the long-term unemployed in the programmes run by the Department of Education and Skills	DSP	Q4 2013
12	Roll-out approximately 5,000 places under the third phase of the Springboard programme in 2013	DES	Q4 2013
13	Fill all of the available 6,500 Momentum places	DES/DSP	Q4 2013
14	Enact the legislation providing for the imminent establishment of SOLAS, and complete implementation of the framework for the future management and development of the Vocational Education and Training sector in Ireland.	DES	Q4 2014
15	Finalise and rollout the new Local Government Social Employment Scheme (GateWay)	DSP/DECLG	Q4 2013
16	Implement the recommendations of the Indecon review of JobBridge	DSP	On-going
17	Implement the proposals, following the recent stakeholder consultation, on the findings of the DSP review of activation schemes	DSP	On-going
18	Ensure that, as part of the activation process, a significant proportion (40%) of FÁS training places are filled from the long-term unemployed cohort on the Live Register following referral from <i>Intreo</i> Offices	DES/DSP	Q4 2013

<p>19 Prepare a report on the potential for a further concentration of available resources in the education sector on the long-term unemployed. This will be guided by the analysis provided by the Strategic Review of Further Education and Training due for completion by September 2013. There will be 51,000 places altogether in 2013 for the long-term unemployed from education and training programmes in the education sector</p>	<p>DES</p>	<p>Q4 2013</p>
<p>20 The Expert Group on Future Skills Needs (EGFSN) will continue to provide critical skills needs analysis to assist in the specification and targeting of further training and education, which in turn should take greater account of the importance of employer engagement.</p>	<p>DJEI/ DES</p>	<p>Ongoing</p>
<p>21 Publish the NESC Report on the relevance of, and progression rates from State training programmes</p>	<p>DES</p>	<p>Q4 2013</p>
<p>22 Develop and implement in stages from 2014 a Youth Guarantee for Ireland, including how the funding for the period 2014-2020 will be used</p>	<p>DSP</p>	<p>Develop Q4 2013 Implement Q 2 2014</p>
<p>23 Implement the new Housing Assistance Payment (HAP) to replace payment of rent supplements via the welfare system to people with a long-term requirement for subsidised accommodation. HAP will be made available to any long-term recipients of the Jobseekers Assistance payment (JSA) with an established housing need. Implement initial pilot schemes early in 2014 following commencement of the relevant legislation with a nation-wide roll out in place by end 2014</p>	<p>DECLG</p>	<p>Pilot Q1 2014 Roll-out Q4 2014</p>
<p>24 Procure the report of the Advisory Group on Tax and Social Welfare on working age income supports.</p>	<p>DSP</p>	<p>Q4 2013</p>
<p>25 Bring forward proposals to address the findings of the Advisory Group on Tax and Social Welfare with regard to working age income supports</p>	<p>DSP/DFIN/ DECLG/ DOH</p>	<p>Q1 2014</p>

26	Consider proposals to address the findings of the Advisory Group on Tax and Social Welfare in relation to the Report on Child and Family Income Supports by September 2013 in the context of Budget 2014	DSP	Q3 2013
27	Eliminate backlogs in processing claims of Family Income Supplement (FIS) and simplify claim processes	DSP	Q3 2013
28	Ensure each jobseeker attending <i>Intreo</i> offices receives a 'better off in work' statement as part of their initial 'one-to-one' interview which shows, based on certain assumptions regarding income levels, what they would take home after tax and including FIS (where appropriate) on the basis of current tax and welfare rates	DSP	Q3 2013
29	Develop and implement a promotional approach to increase employer awareness of FIS and encourage their promotion of the scheme to jobseekers	DSP	Q3 2013
30	Review control/sanctions process and associated penalties for people who do not engage with the employment services or refuse any reasonable offer of employment, training or work placement with a view to enhancing the incentive to take up employment opportunities	DSP/AG	Q3 2013
31	Engage with the 8,000 lone parents whose entitlement to the One Parent Family Payment is ceasing in July 2013	DSP	Q3 2013 and on-going thereafter
32	Implement the after-school childcare pilot to provide affordable childcare for unemployed people returning to work	DCYA/DSP	On-going
33	Develop and implement the JobsPlus recruitment incentive. Review take-up and develop process systems and promotional capability as required to encourage and support significant take-up of the new initiative amongst employers	DSP/DJEI/ Revenue	Q3 2013
34	Conduct and evaluate an initial pilot on social clauses in procurement of public works.	DPER	Q3 2013

35	Design and commence the development/procurement of a new employer vacancy/job matching system	DSP	Q3 2013 (Design/ procure) Q2 2014 (Implement)
36	The new Local Enterprise Offices (LEOs) will work with <i>Intreo</i> and develop agreed protocols to ensure that LEO clients are encouraged to take potential employees from the Live Register. LEOs will ensure that their client companies (whether locally or nationally) are made fully aware of the advantages of taking potential employees off the Live Register and of incentives to do so.	DJEI	On-going
37	Protocols will be established between the Enterprise Development Agencies (EI, IDA, LEOs, etc) and DSP to ensure optimum working arrangements at local level to share information, cooperate on awareness and promotion activities, match enterprise needs for existing and new projects, engage on conversion and training needs, ensure companies can avail of <i>Intreo</i> placement services and agree monitoring and reporting arrangements for the overall levels of recruitment from the Live Register by Agency-assisted companies.	DJEI/DSP	Q3 2013 and on-going thereafter
38	LEOs will carry all DSP material as a first-stop shop for micro enterprises and promote all Government schemes aimed at securing employment for persons on the Live Register to client companies	DJEI	Q3 2013
39	The detailed knowledge often available to the IDA regarding the precise nature of the various categories of roles envisaged by multi-national clients over a project recruitment timescale (usually over a 3-5 years period) will, to the extent permitted by the client company, be shared with <i>Intreo</i> to facilitate matching of job requirements with candidates from the Live Register	DJEI	Q3 2013

40	Enterprise Ireland's (EI) Client Skills Unit will become a core contact point for DSP / <i>Intreo</i> to assist with the promotion of Government schemes aimed at securing employment to persons on the Live Register to EI client companies. The Client Skills Unit will promote all schemes of relevance including the JobBridge Programme, the ICT Graduate Skills Conversion Programme, Springboard and Momentum. EI will proactively sell to its clients the capacity of the <i>Intreo</i> service to source, filter and supply required skills from the Live Register. DSP/ <i>Intreo</i> will provide material for this purpose	DJEI	Q3 2013
41	The Client Skills Unit will be a source of knowledge on EI client skills needs and will proactively share EI clients' skills needs with providers of schemes for the unemployed such as the <i>Intreo</i> service. Where client companies opt to do so, Enterprise Ireland will ensure <i>Intreo</i> will have access to information on vacancies, and will be informed of same	DJEI	Q3 2013
42	Double number of caseworkers on activation duties to increase capacity to engage with Live Register clients, in particular long-term unemployed people	DSP/DPER	Q3 (Start) Q4 (Complete)
43	Finalise proposals for contracting additional capacity for employment services for long-term unemployed people to include the provision of professional employment services for unemployed people in selecting training/education programmes	DSP	Q3 2013
44	Examine the potential for streamlining collection and verification mechanisms for means test information collected by different Departments/ Agencies for various purposes and schemes, with a view to sharing and re-using such information as appropriate	DPER, DSP and other relevant Depts/ Agencies	Q4 2013

45	Increase use of Local Employment Services and Local Development Companies to case manage clients	DSP/DECLG	Ongoing
46	Complete establishment of ETBs and SOLAS, transfer at least 6 training centres from SOLAS to ETBs in 2013 with the remainder to follow in 2014	DES/Solas	Q3 (Start) Q4 (Complete)
47	Complete annual review of activation policy in order to set priorities for 2014 by end-2013 taking particular account of the issue of jobless households	DSP	Q4 2013
48	Publish progress reports on progress against all of the actions in this document, including the quantitative targets set out in section 2 and under each of the Strands on quarterly basis	DSP	Q3 2013 Ongoing
49	Review control/ enforcement practice and procedures to ensure that they are optimised and reflect current priorities	DSP	Q4 2013
50	Establish a Pathways to Work Industry Group to advise on the implementation of the priority actions and delivery of the KPIs	DSP	Q3 2013