



Kickstart Scheme- Oxford City Council's impact as a Gateway



Final Report
December 2022



OXFORD
CITY
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About The Kickstart Scheme:

The Kickstart scheme

The Kickstart Scheme provided funding to create new job placements for 16 to 24 year -olds on Universal Credit who were at risk of long term unemployment.

Employers of all sizes could apply for funding, which covered:

- 100% of the National Minimum Wage (or the National Living Wage , depending on the age of the participant) for 25 hours per week for a total of six months
- associated employer National Insurance contributions
- employer minimum automatic enrolment contributions

Employers could spread the start date of the job placements up until the end of December 2021.

A Kickstart Scheme application could be made initially by employers for a minimum of 30 job placements. Kickstart gateways, of which Oxford City Council was one, could then help employers with 29 or less job placements by applying for funding on their behalf. These initial guidelines were revised in January 2021.

Every job placement created received £1,500 funding, paid to the employer.

This funding was for setup costs and to support the young person to develop their 'employability' skills. Employers could choose to get someone else to do this for them, such as a Kickstart gateway or a service provider.

Kickstart Scheme wages and related costs for employers

Kickstart Scheme wages and costs were paid to the gateway and then passed on to the employer. The funding covered:

- 100% of the National Minimum Wage (or the National Living Wage depending on the age of the participant), for 25 hours per week for a total of six months
- associated employer National Insurance contributions
- employer minimum automatic enrolment contributions

Employers could opt - and in Oxford many did, encouraged by our Oxford Living Wage campaign - to pay a higher wage, and for more hours at their own costs, as the funding did not cover this.

ACKNOWLEDGEMENTS

With thanks to the Kickstart Account Managers at The Department for Work and Pensions (DWP), Dawn Bridge, Kam Bering and DWP staff James Gilpin and Jon Wood for providing support and guidance in the delivery of the scheme.

Thanks also to OCC Colleagues in finance, Paul Swaffield, Invoices, Sue Allen and the economic development team, Matt Peachey and Carmel Conway for providing the support to deliver the Kickstart Scheme in Oxford and Oxfordshire.

Further thanks to all partner employers participating in the scheme, particularly Barton Community Association, Rhubarb Seating, Taste Tibet, In Spire Sounds, Rosehill Junior Youth Club, Shepherd and Woodward, Thame Senior Friendship Centre, Oxford City Farm and Oxford and Swindon Society of Friends (Quakers) who made time to provide detailed case studies to inform this report.

Many thanks for your support to deliver a successful scheme.

Clayton Lavallin, Principal Regeneration and Economic Development Officer,
Oxford City Council



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Foreword

As Leader of Oxford City Council and portfolio holder for economic development, I welcome the publication of this report summarising learning and case studies from Oxford City Council's role as gateway to the national Kickstart Scheme from September 2020 to November 2022.

Oxford City Council's role to lead as a gateway provided valuable financial support to employers and job creation opportunities for young people on placement during the most challenging period of the economic impacts of the pandemic. It has led to increased capacity and resilience as well as, in many cases, employees for participating employers.

The testimonials of the employers captured in the case studies section of this report speak for themselves as to the positive impact of the scheme in terms of financial and social value.

I wish to thank Oxford City Council officers, partners and the participating employers from across the city and county for their contributions to this report, as well as to the economic development team for their excellent delivery of the scheme.



Councillor Susan Brown,
Leader of the Council, Leader of the Labour Group, Cabinet Member for Inclusive
Economy and Partnerships

Introduction

As part of the Re-start phase of COVID-19 recovery, Oxford City Council's Economic Development Team acted as a gateway for the Government 'Kickstart scheme' to support both employers and local unemployed people to benefit from the scheme across Oxfordshire.

The Kickstart Scheme involved:

The Kickstart Scheme placements are six months, 25 hours per week for 16-24 year-olds who have been referred by The Department for Work and Pensions (DWP) as part of the scheme because they are on Universal Credit or long-term unemployed. The placements must be new roles created specifically for the scheme and not replace previous roles or vacancies in the organisation. Salaries are paid by DWP for placements at minimum wage, although many employers at our encouragement are topping up the salary at their own expense to pay Oxford Living Wage (OLW). All employers also receive a grant per placement of £1500.

The Support we offered as gateway:

- We provided free-of-charge support at every step of the application process
- We provided a placement pack we've created for employers to use when they start hosting Kickstart placements
- We worked with a partner 'Oxford Hub' to support recruitment of employers to undertake Kickstart Training
- We accepted and then administered the DWP grants to employers
- We supported and kept in touch with employers throughout the placement and
- We signposted employers to support/advice as required.

We secured an authorised 137 placements under the scheme, creating new jobs for 71 young people and providing participating employers with over £350,000 by scheme end.

Kickstart Scheme-Oxford City Council Gateway Summary

Summary of participating employers:

Employer (Legal Name) and Companies House (or Charity Commission No.)
Cohort 1-14 employers
Burnout BBQ (11650787)
Oxford Diagnostics Limited (Previously Baycloud Systems Ltd)
Taste Tibet Ltd (10844692)
Oxford and Swindon area Quaker meeting of the Religious Society of Friends (Quakers) in Britain (06947462)
Modus Accountants Ltd (11108267)
The Folly Bridge Brasserie (08321596)
Rhubarb Seating Limited (07625650)
Soundabout (05023067)
Modern Art Oxford (868757)
Good Food Oxford Ltd (11001098)
OFVM - Trading as Film Oxford (02022892) Registered Charity Number: 1041014
Pens Plus of Oxford (12040346)
Creation Theatre (06135973)
Oxford Direct Services (ODS)
Cohort 2-6 employers
Reduce my Footprint (12536903)
Zeta specialist lighting (02112527)
Kitchen Cut (07757271)
Brill Power Limited (10220472)
Nanolyse (12658132)
The Curiosity Box Ltd (09851204)
Cohort 3-18 employers
Barton Community Association (4994052)
St Andrews Church (1129280) Department 1
Got2bCIC (12084416)
OxWash (11099853)
Rose Hill Junior Youth Club (1161836)
St Andrews Church (1129280) Department 2
Thame Senior Friendship Centre (1039978)
Pobi Bakery (12879419)
2TemptuTravel (08211834)
Gem dbi (12671314)
Keen (1157084)
OX365 (10104470)
Thomley (Charity number: 1089224)
In-Spire Sounds CIC (12610800)
Oxford City Farm (1144439)
Tap Social (10272544)
Maymessy CIC (09889207)
Alfresco Group Ltd

Cohort 4-12 employers
Spark Media TV
Wurzel (09114154)
Jiro UK (10927843)
Dash-Cae Limited (5979747)
Wasulu Fashion Ltd (12072044)
Mastiha World Ltd(09171479)
You HR Consultancy Limited (07337493)
Designs On Ltd 3294745
Knowledge Visual Technology Ltd - 11671311
Menelic Ltd company number 06740954
Always & Forever Limited No:- 03552317
Shepherd & Woodward Group
Total Employers C1-4: 50 Employers
Total Placements C1-4: 137 Placements Authorised

In our role as gateway, Oxford City Council worked with DWP to vet companies before approving them for the Kickstart scheme. If employers did not meet the criteria they were rejected by DWP.

Eligibility was assessed against DWP conditions, which can be found at: <https://www.gov.uk/guidance/kickstart-scheme-for-employers>

Oxford City Council also applied ongoing checks on the employability support provided to Kickstart by the businesses it approves for the Kickstart scheme in the following ways:

A standard 'Employer agreement' provided by DWP as part of the scheme was signed between the Council and the employers, outlining both the initial and ongoing support we'd provide as gateway.

This included the following:

- Providing free-of-charge support at every step of the application process
- Providing a 'Placement Pack' for employers to use when they start hosting Kickstart placements
- Accepting and then administering DWP grants to employers
- Keeping in touch and supporting employers throughout the placement
- Signposting employers to support/ advice as required.

We created a 'Placement Pack' which was issued to all employers joining the scheme that we supported as gateway. This was designed to support employers to successfully get 'on board' and provide support and supervision throughout the life of the placements. We created this in-house and it included the following:

- OCC-Kickstart Placement Workplace specific Information Sheet
- OCC-Kickstart Employers - 'Preparing for Placement' Checklist
- OCC-Kickstart Placement Day - 1 Checklist
- OCC-Kickstart Employer & Kickstart Participant Placement Agreement

- OCC-Kickstart Placement Reflective Log
- OCC-Kickstart End of Placement Evaluation

In addition, we supported with one-to-one phone calls, emails and meetings to support employers with their questions, advise on the process and help resolve specific placement issues with DWP, if and when required.

As a gateway, we strove to deliver the project on a 'cost neutral' basis with administration funding received as part of the scheme used to meet the costs of staff time of two members of our staff, the 'Economy Projects Officer' and 'Principal Regeneration and Economic Development Officer', to administer the scheme, with an intention to reduce the financial loss in staff time to the Council of delivering the scheme.



Key Impacts of the scheme – Social and Economic value

a) Oxford City Council as gateway

In our role as gateway to Kickstart, Oxford City Council's economic development team directly and successfully met both of the government's objectives for the scheme:

1. Funding the direct creation of high-quality jobs for young people at the highest risk of long-term unemployment by securing an authorised **137 placements under the scheme**
2. Giving young people the chance to build their confidence and skills in the workplace, and to gain experience that will improve their chances of going on to find long-term, sustainable work by supporting employers to deliver placements, **creating new jobs for 71 young people**

In addition, by receiving and administering funding as part of the scheme Oxford City Council provided participating employers with over **£350,000 in funding**.



b) Department for Work and Pensions return on Investment model

£7,000	approximate cost of each Kickstart job placement
£1.65:£1	Department's current estimate of the economic returns for society, for every £1 of public money invested in Kickstart

The Department of Work and Pensions estimated that, taking account of a wider range of benefits, the Kickstart scheme would generate a return-on-investment for society of up to £1.65 for every £1 invested (1), if:

- Kickstart participants spend, on average, 52 more days in work (and 80 fewer days on benefits) in the five years after their Kickstart job placement, compared with non-participants – a forecast based on results from the Future Jobs Fund; and
- Kickstart jobs create real economic value, with at least 50% of the economic output of the subsidised jobs being 'additional', meaning they would not have been created otherwise.

The same report (1) identified and took into account that in a scheme such as Kickstart, there is an intrinsic risk a proportion of the jobs funded would have been created anyway (an effect known as 'deadweight') or will result in other negative effects in the wider economy, such as 'substitution' and 'displacement', where Kickstart jobs and hiring result in losses elsewhere.

The Department recognised these risks in its business case, assuming that only 50% of the economic output of Kickstart jobs would be additional. It also calculated it could be as low as 30% and the scheme would still have a positive social return, if the scheme also has the intended employment impact.



1. Report by the Comptroller and Auditor for General Employment support on The Kickstart Scheme, Department for Work & Pensions, National Audit Office, November 2021. See: <https://www.nao.org.uk/wp-content/uploads/2021/11/Employment-support-the-Kickstart-Scheme-Summary.pdf>

Case Studies 1- Employers

We supported 50 employers over four cohorts of the Kickstart scheme, with all placements set up and delivered over two years between September 2020 and November 2022. We requested evaluation forms from all employers to evaluate our support to them as a gateway, as well as the outcomes and impacts for the employees on placement.

In end of project evaluation, employers were asked to rate Oxford City Council's support as a gateway:

- **100% of the sample employers felt 'Very Supported' by Oxford City Council as gateway**
- **100% of the sample employers rated the quality of Oxford City Council's support as 'Excellent'**
- **100% of the sample employers rated the responsiveness of Oxford City Council's support as 'Excellent, with one employer stating Oxford City Council were: *"always just a phone call or email away and response was always within 24 hours, usually by return"*.**

The following is a summary of the employer's responses:

How employers benefitted from the Kickstart scheme

'it enabled us to support and help develop the skill set of the participant which is very rewarding for an organisation like ours'

'We did not benefit at all from the placement because of the very complex personal circumstances of our young person on placement. Both my senior team and I felt that it was just too much for him to try to take on a new job in a new sector as well as cope with his personal circumstances. I do still feel that DWP (knowing his personal circumstances) should never have put him forward for this role and actually, what he needed was support - not to be pushed into employment'

'Clayton's support throughout the whole process was invaluable and I was very grateful for his advice and patience. Keeping a business running throughout the Covid period was extremely challenging and stressful and finding a third party who was always there and happy to help made a big difference'

'This was a complicated scheme, for a small organisation to enter into and support from the OCC team made it all possible... the patient, individualised support was invaluable'

'It was a great way to galvanise ourselves after Covid and start to build back business. We needed the help!'

'One of our placements was an asset to us. He moved on eventually to a different type of work, but hopefully he also gained from his experience. Another did not work out-he was unreliable and dishonest.'

'As this was during the pandemic and we had a vacant deputy post the Board of Trustees decided to have a support worker to support our members and the Manager. We re-opened in May 2021 and our placement started with us in the July. This individual helped us open a new service in the adjacent building for a Dementia Café to support members from our waiting list which had increased to a total of 23 individuals with 50% of members having a confirmed diagnosis of dementia'

'Our experience with Clayton and the OCC gateway was seamless! Super well informed and proactive – so thanks!'

'Really delighted by the support. Always excellent and informed. We were really pleased to make contact with the Economic Development team. The help we had – including with the problems we encountered, was great. Many thanks'

'We seem to have gained one employee who will make a valuable contribution to the future of the business, and I suppose we have the satisfaction of providing another with experience that enabled him to get back into the workplace. However, it has taken a significant amount of man hours, particularly senior management, in achieving what we did. Our first candidate made me personally unpopular with the rest of the team as I should have called it a day much earlier than we did. He clearly didn't want a job and put us in a position whereby we had to release him. A lot of time and resource was wasted.'

Employer's comments on our role as gateway or the support of DWP for continual improvement and learning

'If the Kickstart programme is relaunched at any time it is essential that you are invited to act as the gateway organisation for DWP otherwise it just won't work. I wonder if this role within OCC can be used with any other organisations. It certainly worked for us'

'In an ideal world I would have liked to have had a meeting with similar sized businesses taking part in the scheme to see if we could offer more support to participants and each other.'

'I think it was a great initiative and I think a more in-depth screening of the candidates and their potential would have been helpful'

'We have been very lucky with the participants who have come our way and the two who first came to us have both secured full time employment within a short time of their placement with us ending. I hope that in some small way we were able to make this happen. Our two main contacts at DWP were brilliant and kept in constant touch with us once we had taken on a Kickstart participant'

'This was a great experience for us and the employee as we both learnt an awful lot and the impact she had on our members was fantastic, so much so they didn't want her to leave to take up a new post at the John Radcliffe Hospital NHS Trust . The experience she gained with us in both the elderly and dementia was integral in her successfully being appointed to a Health Care Assistant post at the JR'

'Would have been better if placements were a whole year so that employees could work a whole season and gain broader confidence and skill. The placements allowed us to bring new capacity on board and reach a new demographic recruitment wise. Was very beneficial. Great learning experience all round'.

'The input needed for the participants was high and we under estimated this. At least one needed a great deal of support. DWP were good at supporting us once we had identified this but it might have been good to have more realistic profiling to start with (but maybe that is impossible)'.

Case Studies 2-Employees

We set up 137 placements for 50 employers over four cohorts of the Kickstart scheme, with all placements set up and delivered over two years between September 2020 and autumn 2022. We requested evaluation forms from all employers to evaluate our support to employers as a gateway and the outcomes and impacts for the employees on placement.

Employability support and benefits:

When asked what employability support had benefitted them, most young people on placement spoke of the purpose and motivation it gave them as well as financial benefit. 'Participant A' noted: "*(The scheme) gave me a purpose. Something to get up for in the mornings, as well as money obviously*".

The placements also provided opportunities to try a new role and challenge themselves to re-skill and grow in ability, as expressed by 'Participant B', also noting the positive impacts on social skills and relationships: "*I was pushed out of my comfort zone and that enabled me to become more confident in my role and in turn made my engagement with staff and members more pleasant*".

Their mentor concurred, stating at the end of the scheme that: "*Participant B was very missed by everyone when her placement finished. She was caring with the members, confident with the volunteers and was able to undertake all administration tasks with minimal supervision. She always had a positive attitude to any task undertaken and learned systems and procedures quickly. Participant B met all of her placement objective and became a valued member of the team*".

Skills and work experience:

Many Kickstart employees on placement stressed the value in learning new skills and gaining work experience transferable to future professional roles, as 'Participant C' explained: "*I've learned a plethora of administrative skills, such as financial management, basic accounting, invoicing clients and communicating with clients professionally. Beyond this, I now have a much better understanding of how a successful charitable organisation is run, as well as how a professional studio functions on a daily basis*".

This was echoed by 'Participant D', who improved confidence quickly by "*Learning new skills and techniques like building frames, webbing, gluing, along with sanding down the wood that has been cut from the CNC machine*".

The role of the Workplace Mentor:

Kickstart employees on placement benefitted from the one-to-one support and supervision of a mentor within the workplace. The mentor provided tremendous value to the young person in order to gain confidence, capability and independence in the roles, as captured by 'Participant E': "*I have received a lot of support from my mentor. At the beginning of my placement, he helped me greatly to grasp all the skills needed to be an Admin, including a zoom call with myself, him and his former Administrative Assistant so that I could learn the ropes. Within a few months into my placement, I felt confident enough to take on all of my tasks independently*".

The workplace mentor also supported the young people with various challenges around their mental health or wellbeing, which may affect their ability to work and improve their employability, as described by 'Participant F's Mentor: "*Participant F has definitely progressed a long way since he started with us and has adapted well to his new environment. He still has days where he appears to be unfocused and we regularly sit down to discuss and ongoing issues and re-focus him. Participant F takes constructive feedback well and tries to be open with us when he is having a bad day or has something on his mind that may distract him from his regular duties*".

This one-to-one support and mentoring enabled many young people with additional needs or other barriers to work to complete successful placements, but also for some even this support was not adequate and the referral to the scheme was not appropriate, as in the example of 'Participant G':

'Participant G was referred to the scheme by DWP when facing tremendous challenges in his personal and family life. Despite his best efforts to settle into the job, his personal circumstances overwhelmed him, revealing that the referral had been inappropriate at that time'

Placements-young people's feedback

Young people feeding back on what worked well or could have been better about their placements emphasised the benefits of 'on the job training'. For example, 'Participant H' said what worked well was: "*Support and patience to take on the job. Previously I worked in kitchens and this change of environment to retail which is much less pressured and stressful... allowed me to show my talent and flair*".

A challenge for many young people of participating in the scheme was the low wages, as the scheme was paid at minimum wage and not a real living wage, despite many employers voluntarily meeting the difference in cost to supplement a Real Living Wage or Oxford Living Wage: 'Participant I' noted: "*Wages are very low at the scheme rate and I could earn more working elsewhere but I wanted to be part of the scheme. I have not been paid more than benefits would have been but experience is useful*".

Planned next steps post-placement:

Next step plans following completed placements for the young people included the following examples:

- To continue working with the placement employer
- To update CVs
- To continue improving skills and employability
- To access higher education or further training
- To take up a Zero hour contract in the short-term with current employer and then to find permanent role in the long-term

Case Study 3 - Training Partner

“Working Well changed how I approach work, interact with colleagues and think about my career. It’s helped me build self-confidence and support networks and reflect deeply on priorities, work culture and self-care. I feel much more engaged in, and excited about, what I’m doing and empowered to really make a difference!” – 2021 ‘Working Well’ participant

In addition to the participating employers and employees of the scheme, we also worked with Oxford Hub to support cohort 3 of the scheme to participate in training they provided. The ‘Working Well Workshops’ training offered the following

- **Early-Career Development:** Young people are hungry to create impact, but are struggling to access learning to help them know how
- **High Quality Training:** Many small social organisations find it tricky to provide high-quality on-boarding and training — there is no economy of scale and short-term impact can be hard to measure
- **Creating Connections:** Cross-organisation peer networks are hard to form from ‘silo-ed’, busy organisations, but are essential for support, knowledge sharing and seeding collaboration

Summary of Oxford Hub’s learning: Measuring impact before and after the training, participants reported increased wellbeing, agency and collaboration skills, and rated the quality of our facilitation and learning quality 8.5 out of 10. 85% of participants reported increased ability to collaborate.

Qualitative feedback highlighted the following:

- **Reflection room:** Participants reported that having space to reflect each week was something they had really valued. Usually squeezed out by every day busy-work, this space allowed them time to sense what was going well, what changes could make work go even better, and gave them time to discover how to implement them
- **Peers are Powerful:** Every other week, participants met with a buddy from the course to try peer-coaching, support each other in exploring and applying what they’d learned in the workshops, and work through any challenges they were facing. Participants found the peer element really valuable (something we’ll measure in the next cohort!) — learning their struggles were shared and figuring how to navigate them well
- **Quality Connection:** We were surprised how quickly participants found the quality of their working relationships increased, with space and stimulus to have more honest conversations around work with peers yielding more honesty and closeness within our team
- **Community Participation:** Opportunities for Collaboration- cross-organisation cohorts are taking their group forwards, independently meeting monthly to continue to support each other to reflect and grow. The offer of this

training in partnership with Oxford Hub added considerable value and impact to the scheme overall and was widely recommended.

Key Learning/Recommendations

- The learning from the evaluation the Kickstart scheme in Oxford by this gateway clearly demonstrates the scheme provided significant opportunities for the young people on placements to gain confidence, skills, work experience and exposure to new roles, which both provided employment in the short-term and increased employability in the longer-term. In many cases the placements led to employment directly, and for others, transferable skills provided by the placements led them to take on new jobs with other employers.

Recommendation:

1. In any future similar schemes, longer-term career progression and/or funding for continuation employment should also be considered in the design of a future scheme.

- The investment in employers as part of pandemic recovery cannot be underestimated, contributing both to their ability to ride out the economic impacts of the pandemic and manage with limited staffing and capacity under furlough and lockdowns. It also enabled employers to re-orientate to future growth and recruitment with the benefit of the funding and the return-on-investment in terms of social and financial value generated by the placements.

Recommendation:

2. In any future similar schemes, the impact of the pandemic on 16-24 year olds was recognised but not the impact on the over-50s and/or disproportionate economic impacts on those from minoritised communities, which should also be considered in the design of a future scheme.

- The participants could present with high-support needs, making the role of one-to-one support and mentoring crucial for successful placements. In some cases, the referrals were not appropriate, as the level of support needs were too high, providing learning to DWP for future referrals under any potential replacement scheme. Young people on placement often had barriers to undertaking the placements, for which flexibility, support and patience from hosting employers was required. In turn, flexibility, a proactive approach and confidence were required of the young person participating in the scheme.

Recommendations:

3.a. In any future versions of the scheme, the DWP work coaches should take sufficient time to balance clients' support needs and assessment of their suitability to placements, in order to increase the likelihood of successful completion.

3. a. The labour market issues expected from the pandemic played out differently in practice, and this requires flexibility to be built into future

schemes if this type of emergency situation arises in future. Labour market constraints and employee 'work readiness' due to support needs were key factors in the 1.93:1 conversion rates cited in the report and should also be considered in the design of a future scheme, in order to increase the rate of success from placement to employment.

- Timely and informative communications were often a barrier to the successful gateway support to the delivery of the scheme, with DWP launching the scheme ahead of the detailed guidance and delivery steps being clearly communicated. This, and restrictions at the outset of the scheme in September 2020 (later relaxed in January 2021), had consequences for the lead-in time of delivery, for the number of employers that could benefit versus those that expressed interest, and for the investment in time and capacity the employers made, versus the outcomes.

Recommendation:

4. In any future versions of the scheme, DWP should ensure communications about the scheme's process are clear and concise from the outset to reduce lead-in times, barriers to employer engagement and increase effectiveness of delivery.

Any new scheme designed to replace the Kickstart scheme would do well to take on board these insights, as well as to acknowledge the key roles of timely and complete information and communication from central Government/ DWP to gateway delivery, of appropriate DWP referrals and support to employers to placement delivery, and of employer training and support to provide mentors who can offer the range of one-to-one support and supervision required by the young people on placement.

For Oxford City Council, the Kickstart scheme was an important component of our wider pandemic response to the economic impacts of Covid-19 and enabled us, in our role as gateway, to provide employment support and finance to employers at the time it was needed most, generating significant return-on-investment in terms of social and financial value.

Further Information and Support

Oxford City Council



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Kickstart Scheme

KICKSTART
SCHEME

Please see: <https://www.gov.uk/government/collections/kickstart-scheme>

