

# DECENT, SECURE, AND REWARDING WORK

February 2024

#### INTRODUCTION

It's not right that increasing numbers of people in the UK today need to use a food bank because they can't afford to eat and pay the bills. People need to use food banks because they don't have enough money for the essentials. But all of this can change. We know what's pushing people to food banks, so we know the building blocks needed to end hunger for good.

We know the factors that make it more likely people will need a food bank. We know most people at food banks will face more than one of these factors, and we know the way these issues combine and interact can make someone's life even harder. So, while this briefing focuses on work, the recommendations will have most impact when combined with the recommendations in our other building blocks briefings.

We need every party of our society to drive this change. Together, we need to make sure that we have a supportive social security system, as well as decent, secure and rewarding work, and safe, secure and affordable housing.

In addition, we need dignified support for disabled people and people with health conditions, and support and recognition for everyone who provides care.

Finally, easy access to advice and support on money matters, readily available mental health and trauma informed support, and strong and inclusive communities are also essential building blocks to a future where no one needs a food bank.

Further information about all of these building blocks can be found on our website trusselltrust.org/building-blocks

#### **SUMMARY**

"It's zero hours, so work is sporadic, there's very little pattern to it. Quite often it would come down to, very much, day-to-day type thing. And sometimes I would get a phone call at 6:15 saying, 'Can you be in this school in the morning? Can you be in this school in two hours' time?'"

(Hunger in the UK research participant, England)

While paid work can offer a vital route out of poverty, too often it is not protecting people from having to use food banks. One in five (20%) people referred to food banks in the Trussell Trust network are in working households.<sup>1</sup>

Insecure, lower paid, and part-time work can leave many people without enough to cover essential costs. Food banks have reported an increase in people referred to food banks in

professions such as trainee nurses, teaching assistants, factory workers, retail assistants, delivery drivers and hospitality workers.<sup>2</sup> In addition:

- 21% of people in part-time work are experiencing food insecurity compared to 13% in full time employment.<sup>3</sup>
- Just under a third (30%) of people in paid work referred to Trussell Trust food banks are in insecure work, including zero hours contract, agency or seasonal work.<sup>4</sup>

Single parents, disabled people and those with caring responsibilities face additional barriers to finding and sustaining employment. Women<sup>5</sup> and some ethnic minority groups<sup>6</sup> are more likely to be lacking decent, secure work that provides protection from having to turn to a food bank.

Personalised and tailored employment support can play a pivotal role in addressing the barriers to work, but limited funding, fragmented delivery, and a lack of long-term planning is undermining this work. This causes particular challenges for groups such as disabled people and single parents, who face additional barriers to work and are at increased risk of needing to use a food bank.

The result is that the Department for Work and Pensions (DWP) is too reliant on a generic approach, with a strong emphasis on punitive financial sanctions to drive engagement and making accessing take-up of 'any job' the key measure of success. This too often breeds distrust, results in poor job matching, and causes people to go into short-term and insecure roles inappropriate to their skills and circumstances, while pushing many deeper into poverty.<sup>7</sup> The current approach to sanctions makes it harder for people to fulfil their desire to contribute to the economy and society.

Finally, the flaws of the social security system leave people at high risk of extreme hardship and hunger when they are out of work, making it far riskier for people in work to take on new opportunities, innovate, or start small businesses. This holds back the potential in our economy and communities.

We will build decent, secure, and rewarding work by ensuring:

- 1. all jobs are decent and pay enough to provide strong protection from poverty.
- 2. strong rights to job security, predictable working hours and flexible working.
- 3. effective enforcement protects workers from harm and exploitation.
- 4. employers and government together provide effective support and protection from hardship when workers become sick or disabled.
- 5. tailored support is provided so people can find rewarding work appropriate to their skills and circumstances.

#### WHAT IS THE PROBLEM?

While paid work can offer a vital route out of poverty, too often it is not protecting people from having to use food banks.

One in five (20%) people referred to food banks in the Trussell Trust network are in working households. Work is unfortunately not always a reliable route out of severe hardship.

This reflects the high levels of in-work poverty people face. In 2019/20, 66% of children and working-age adults in poverty lived in families where at least one adult was working at least part-time. This is up from 53% in 2009/10 and 44% in 1996/97.9

In the UK, 3.5 million workers are paid below the Living Wage Foundation accredited real Living Wage. This leaves people more at risk of hardship when income shocks or rising costs hit, and leaves people without enough to afford the essentials. In the Living Wage Foundation survey in September 2022, four in 10 (39%) low paid workers reported regularly skipping meals for financial reasons, with individuals also falling behind on rent or mortgage payments and taking loans to afford essentials costs. <sup>10</sup>

In-work poverty affects part time workers disproportionately, as well as disabled workers, carers and households where there is only one worker. People from some ethnic minority groups are more likely to be in in-work poverty, including those from Pakistani, Bangladeshi or Black African, Black Caribbean or Black British backgrounds.<sup>11</sup>

Food banks have reported an increase in people referred to food banks in professions such as trainee nurses, teaching assistants, factory workers, retail assistants, delivery drivers and hospitality workers. In recent years, some food banks in the Trussell Trust network have had to change opening hours to offer support outside of 9am to 5pm, to cater to the increasing number of people working during these hours.

"I've only had one shift, and that was Monday this week, and that's only £80. So this month, if I don't get any more work, I'm only going to receive £680 altogether and £435 of that is my rent. And then I've got gas and electric and water... I struggle and I miss bills a lot. I'm currently not paying my gas or electric."

(Hunger in the UK research participant, England)

Insecure work, low pay, and reduced hours are leaving many without enough to cover essential costs.

People in work find themselves having to turn to a food bank primarily due to job insecurity and low pay:

• Just under a third (30%) of people in paid work referred to Trussell Trust food banks are in insecure work, including zero hours contract, agency or seasonal work.

• One in three (30%) people in routine manual and service occupations experience food insecurity, compared to only 5% of people in managerial, administrative and professional occupations. 12

People working part time or who have been offered fewer hours are at greater risk of hunger:

- 21% of people in part-time work are experiencing food insecurity compared to 13% in full time employment.
- One in three (33%) working people who, during the last year, have been offered fewer work hours than they had previously, have also faced hunger in the last 12 months. This is significantly higher than the rate for people who had not been offered fewer work hours (13%).<sup>13</sup>

People in low paid and insecure work are also more likely to be in 'bogus self-employment' - treated as self-employed while actually carrying out their work under the authority of another company - which denies them basic employment rights such as the minimum wage and holiday pay. At the same time, a fragmented system of enforcement and a shortfall in labour market inspectors makes it harder to enforce people's rights at work.<sup>14</sup>

"At the end of 2019, I worked seasonal jobs, so I was laid off for the winter. That's including Covid hitting in the new year, so I didn't get my job back. With my job came my accommodation, it was on a caravan park and with the job went the accommodation. I had nowhere to go."

(Hunger in the UK research participant, England)

## Too many jobs are inaccessible to parents, disabled people, and those with caring responsibilities.

Many people who would like to work face difficulty accessing jobs, especially disabled people, carers, and parents who can't find affordable childcare:

- The majority (74%) of disabled people referred to a food bank in the Trussell Trust network who are out of work said that their health condition or caring responsibilities mean that they cannot work.
- For carers out of work that do not have a health condition meaning that they can't work, the most common reason cited for being out of work was their caring responsibilities (29%)
- For people living with children out of work that do not have a health condition meaning that they can't work, the most common reason cited for being out of work was their caring responsibilities (41%)<sup>15</sup>

"Most of the work down here is hospitality, I can't make hundreds of double beds a day and mop and use my shoulders for that and my hands to grip brushes and hoovers and... That's the only sort of job that's physical. And a bar worker, I can't stand for hours on my feet."

#### (Hunger in the UK research participant, England)

The vast majority of part time workers are women.<sup>16</sup> The UK is the third most expensive country for childcare in the world, and this cost and lack of capacity in the sector prevents many women from taking on more hours, and forces some to leave work.<sup>17</sup>

"I have a third child and I don't have any childcare, so even if I was working, my wages, that's only £120 a week and it's £50 each day for each child for childcare, that was what the price was last year, it's probably up again now, and I just couldn't afford that."

(Hunger in the UK research participant, Northern Ireland)

Low paid and part time work often lacks the flexibility available in better paid or full-time roles, such as remote working. Since the pandemic the availability of roles offering remote working has decreased, with some figures showing that they now represent only 11% of advertised jobs. Many jobs cannot be done remotely, and opportunities for people with lower skills are even less likely to offer remote and flexible working. Low-paid workers are least likely to have the chance - only 8% of low-paid workers were working remotely in the second quarter of 2023. 19

Personalised and tailored employment support can play a pivotal role in addressing the barriers to work - but limited funding, fragmented delivery, and a lack of long-term planning is undermining these efforts.

The picture of employment support in the UK is complex, with support provided in a variety of settings and funded through many different mechanisms. Most support is delivered through Jobcentre Plus work coaches (who aim to offer 'personalised' support but are not resourced or trained to deliver specialist provision) or through grant-based programmes that can be delivered by local government, private, or voluntary sector entities. At present, at least five UK Government departments have some responsibility for funding for employment and the labour market, but this is not well integrated across departments at national or local level, and a wide range of different schemes exist with overlapping objectives. <sup>20</sup> Funding for employment support programmes declined during the 2010s across the UK, but has seen an uptick in investment during and after the pandemic. <sup>21</sup>

Over the last decade, Jobcentre Plus services have become increasingly inaccessible, with many services closing their doors<sup>22</sup>. Job search conditions are determined by work coaches, who aim to tailor these to individual circumstances but have had to manage increasingly high caseloads and do not necessarily have the time or skills to provide truly expert and tailored support. The National Audit Office forecasts that the number of people supported per work coach in the intensive work search group will increase from 96 in 2019 to 133 by 2024-5. Many concerns have been raised about the adequacy of training that work coaches are given and their ability to support people facing barriers to work, such as disabled people in particular.<sup>23</sup>

Grant-based programmes include the Work and Health Programme, Universal Support, Kickstart and Restart, which were introduced to provide specialist support to disabled people, young people and people who had been out of work for long periods. While providing important extra capacity, these centralised schemes often lack the kind of integration that would maximise referrals, take-up, and joint planning, including with JCP and local health and other public services. He ReAct+ programme provides tailored support to help people find new, fair and sustainable employment. It is also striking that the numbers of people supported by more tailored schemes, particularly the Work and Health Programme and Individual Placement and Support Programme<sup>26</sup>, have remained very low, with the majority of claimants having to rely on the more 'generic' Jobcentre Plus offer.

"Maybe more things could be offered rather than you having to seek them out. It gets overwhelming and you get to a point and you don't know where to turn. The help is out there but it's not always easy to find where to go or who to speak to. When people become unemployed, there could be more information at the start of that journey."

(Hunger in the UK research participant, England)

## The DWP is too reliant on a generic approach and on driving engagement through punitive financial sanctions, which results in poorer outcomes.

As The Welfare Conditionality Project at the University of York has identified, many aspects of conditionality such as mandatory job searching and training offers feel to people like 'jumping through hoops' rather than a meaningful tailored intervention for labour market entry and progression.<sup>27</sup>

The current approach to work search requirements and support often appears to be fairly generic rather than personalised and tailored to an individual's situation. The 'work first' approach prioritises people taking on 'any job' rather than receiving specialist support to find the right job. This too often results in poor job matching and individuals moving through a series of short-term and insecure roles.<sup>28</sup> This is particularly inappropriate for marginalised groups or those who experience additional barriers, such as disabled people

and single parents. The gaps in partnership working with key agencies at the local level and limited funding exacerbates these problems.

Conditionality, and therefore financial sanctions, are often over-used to drive compliance. This has a very serious financial impact that can worsen people's health and it can also be detrimental to employment outcomes, particularly for disabled people.<sup>29</sup> People with experience of using food banks report that a lack of information, support, and flexibility from work coaches led to mistrust and disengagement, while digital exclusion made it harder for them to meet requirements such as updating their Universal Credit journal.<sup>30</sup>

"I feel dismissed even when I have jumped through all the hoops."

(Hunger in the UK, Workshop participant)

The very low levels of income people receive through Universal Credit create significant barriers to people taking on new opportunities, holding back innovation and growth.

Universal Credit offers an extremely low-income replacement rate relative to earnings. The income someone receives when they move onto Universal Credit is on average 17% of what they used to earn - the lowest in the OECD.<sup>31</sup> The level of payments is so low that people face a serious risk of severe hardship and hunger.

Social security should offer effective collective 'insurance' for when things go wrong and times are difficult. But the flaws of the current system can force people in work to be extremely risk averse. This is because the system often requires reassessments that could lead to delays or removal of payments, or sanctions for having 'given up' work when things go wrong. That might mean people not taking on a new work opportunity which offers better pay or that is in a new location or sector, or not start a new business or enterprise. This can hold back innovation and economic growth and prevent people from increasing their pay or finding a new career path with more opportunities. <sup>32</sup>

Once people are out of work, the evidence shows that severe material hardship also holds people back from being able to take up opportunities, through worsening their mental and physical health and reducing their ability to meet the costs of training, travel to interviews and work and other costs related to finding and maintaining employment.<sup>33</sup>

"Because I'm not working, I'm only getting £165 a fortnight. I'm in debt, I can't pay the HP [hire purchase] on the car, I can't pay bills, I'm [in] arrears with rent. I couldn't pay the internet."

(Hunger in the UK research participant, Northern Ireland)

"It's just trying to get the stuff for my house. And buying clothes. All the normal stuff that people that are working can do. It's hard to when you've not got much of anything".

(Hunger in Scotland research participant)

## BUILDING DECENT, SECURE AND REWARDING WORK

1. All jobs are decent and pay enough to provide strong protection from poverty.

Encouraging more employers to pay the Real Living Wage (as set by the Living Wage Foundation) should be a priority, as paying a wage that reflects real living costs can help ensure people can pay their bills and buy essentials and prevent them from being forced to turn to a food bank to survive. Businesses and employers themselves can encourage their peers to do this, while governments can use public procurement to increase take up.

There is also a strong case for introducing new legislation, such as for sectoral collective bargaining, which could include steps to address pay and conditions in sectors where there are particularly high levels of poverty such as adult social care.<sup>34</sup> This would help to create a step change for large groups of workers, beyond what is likely to be achieved through voluntary action by individual employers. It would also help to protect those businesses who are taking action from being undercut by a small minority who seek to avoid their responsibilities. Ensuring a fairer base line is particularly important for people who face additional barriers to progression due to ill-health or caring responsibilities.

## 2. Strong rights to job security, predictable working hours and flexible working.

New rights to more secure and predictable working hours and access to flexible working by default, from day one, will help more people to take up work and ensure work provides better protection against needing to turn to a food bank. Flexible working should include working from home, job shares, late starts and early finishes, and term-time working. These measures will particularly benefit people with caring responsibilities, dependents, and disabled people. New legislation is needed to address the three-tier system of employment status (employee, worker and self-employed) which can leave insecure workers with fewer rights, through an expansion of the 'employee' category.<sup>35</sup>

#### 3. Effective enforcement protects workers from harm and exploitation.

Rights at work need to be enforced to ensure exploitation never occurs. Currently enforcement is split between multiple bodies and has a strong reliance on workers or others reporting possible infringements or challenging their employers through tribunals.

The UK also has less than half the number of labour market inspectors recommended by the International Labour Organisation (ILO), making proactive investigation and enforcement very difficult. The result is that many workers are poorly treated and over 400,000 workers receive less than the minimum wage.<sup>36</sup> The UK Government should create a new single enforcement body to ensure rights at work are upheld, alongside an increase in the number labour market inspectors to ILO recommended levels. This should include powers to enforce the collective agreements and the payment of awards.

Those most at risk of extreme exploitation have often migrated to the UK, and protecting this group from harm should be a priority. This should include opening up access to legitimate work, for example by lifting the ban on people seeking asylum finding work.

4. Employers and government together provide effective support and protection from hardship when workers become sick or disabled.

Statutory sick pay (SSP) is too often either unavailable or inadequate, particularly for people who work fewer hours. At £95.85 per week, the rate of SSP in the UK is one of the lowest in Europe, and some two million workers are not even eligible for this low rate.<sup>37</sup> Scrapping the minimum earnings threshold so all workers can receive sick pay, and increasing the rate of weekly sick pay would help protect people from needing to use a food bank when they fall ill. Research has found this could have positive impacts for the economy, businesses and society, in reducing worsening health and presenteeism.<sup>38</sup>

### 5. Tailored support is provided so people can find rewarding work appropriate to their skills and circumstances.

Across society, business and government there should be an emphasis on people finding work that is appropriate to their skills and circumstances and that offers protection from hardship. This helps to ensure people can sustain work and thrive and develop in their roles. When people feel pushed into taking jobs which are not a good fit for their circumstances and skills, for fear of being sanctioned, this often leads to poorer long-term outcomes for the individual, employers, and society - with additional impacts on health, wellbeing and productivity.<sup>39</sup> A new framework to expand specialist employment support, encouraging integration at the local level to provide joined-up interventions, is necessary, particularly for individuals who face additional barriers to work. We need to increase work coach capacity and deliver a new framework for Jobcentre Plus outcomes beyond compliance, with an emphasis on enabling people to build on their strengths and find decent work. This should reduce reliance on the current model of generic high volume, compulsory job-seeking which relies on the threat of sanctions to drive engagement.

#### WHO NEEDS TO BUILD THIS FUTURE?

#### The UK Government

The UK Government has a range of powers over labour market regulation and support for people seeking employment. The UK Government should bring forward legislation to increase rights to more secure work and access to flexible work to help stabilise incomes and enable people to balance work with caring responsibilities and health needs. Reasonable exemptions should be included for business reasons. Existing rights should be better enforced with a single enforcement body and an increase in labour market inspectors. Public procurement can also be used to deliver decent, secure, well-paid jobs. Action should include working with employers to design accessible jobs and support disadvantaged workers to take up opportunities.

The UK Government should provide long-term funding commitments to improve the effectiveness of commissioning and delivery of employment support. This should come alongside a more diverse offer to pilot, design and scale up voluntary specialist support for groups who face particular barriers to the labour market, including exploring devolving models of support particularly in England where fragmentation is particularly bad, to encourage more integration between local delivery partners, agencies and voluntary organisations, and employers.

## Scottish Government, Welsh Government, and the Northern Ireland Executive

The Scottish and Welsh Governments and Northern Ireland Executive all have powers to influence and deliver fair work, including promoting a living wage and decent living hours for all.

The Welsh Government should continue to progress the recommendations made by the Fair Work Wales Commission and the implementation of the Social Partnership and Public Procurement (Wales) Act. The Welsh Government also should continue with ReACT+, a programme that is providing personalised support to people who are not currently in education, training or employment to find and stay in work.

The Scottish Government has much to do to honour its commitment to make Scotland a fair work nation by 2025, a target which will surely be missed. This includes action in priority sectors of childcare, social care, hospitality and construction - all sectors that have been identified in our research that affect levels of food insecurity. Without full powers over employment law, the Scottish Government should focus on what can be done to improve the effectiveness of employability programmes; using public procurement to deliver decent work; and expanding the free childcare with more hours and for more families.

The Northern Ireland Executive's Scoring Social Value policy should be fully implemented, with sufficient resources allocated across Government. The Northern Ireland Executive should encourage private sector accreditation as Real Living Wage employers. A childcare strategy should also be introduced which ensures affordable, accessible, and high-quality

childcare, removing barriers to parents' - particularly women's - participation in work. There should also be greater engagement from employers with carers and carer organisations to introduce carer-friendly policies and more supportive workplace cultures for carers.

#### Local government

Local authorities can play a key role in delivering a 'no wrong door' approach to employment support, where effective integration of services increases access and coordination with other local services. For example, Northumberland Country Council has established the North East Mental Health Trailblazer, managing the project on behalf of seven councils, which pilots integrated employment support and talking therapies to people out of work with anxiety and/or depression, to improve their mental wellbeing and support them to move into work. This collaboration with health has result in over 1,450 people supported, with more than 270 moving into work.

Southwark Works in London is commissioned by the council and offers independent, voluntary, specialist employment support.<sup>41</sup> Their model emphasises quality work and clear routes of progression in good jobs, co-ordinating with local services such as housing and debt advice to provide person-centred support. Local authorities can also deliver outreach to reduce barriers to work support - for example, Haringey council used data systems to identify young people not in education, employment or training and deliver targeted interventions and referrals into the Haringey Works employment service.<sup>42</sup>

#### **Businesses and employers**

Businesses and employers have the central role in ensuring they provide decent, secure and rewarding work. We recognise this may present more challenges for some employers than others and would like to see support and guidance from governments, trade associations and trade unions to support employers to take these steps.

Employers should look to become a Real Living Wage accredited employer (paying the voluntary real living wage to all direct employees and contractors) and a Living Hours accredited employer, committed to providing sufficient, secure and predictable hours. Whether or not they are accredited under these schemes, employers should provide all employees with access to suitable flexible work options. Employers should also encourage employees to check they're claiming everything they're entitled to in terms of government support and design any additional benefits packages to offer maximum value to low paid employees.<sup>43</sup>

There are positive examples of how employers can come together to achieve this. For example, in Greater Manchester more the 500 employers have signed up to the Good Employment Charter, an initiative which promotes seven characteristics of good employment in partnership with trade unions and local government. The Charter has had an impact on over 500,000 employees across Greater Manchester, with more than 1,500 employers engaged. In Scotland, Eyemouth Marine implemented Fair Work practices to build a working environment that is innovative, progressive and inclusive, to attract better quality staff who produce better quality work.

#### CONCLUSION

Ensuring people can access decent, secure and rewarding work is crucial to making sure people can afford the essentials in the long term and are protected from destitution and hardship. Employers have a central role to play, but government at all levels can also help to set rights and enforce standards in a way that provides protection and dignity to all workers.

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A working household is defined if the survey respondent states any of the following: that their main activity is being in work; they say they have any paid work; they say someone in their household is working.

09/Life%20on%20Low%20Pay%20as%20Inflation%20Begins%20to%20Ease.pdf

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<sup>&</sup>lt;sup>1</sup> The Trussell Trust (2023). *Hunger in the UK*. <a href="https://www.trusselltrust.org/wp-content/uploads/sites/2/2023/08/2023-The-Trussell-Trust-Hunger-in-the-UK-report-web-updated-10Aug23.pdf">https://www.trusselltrust.org/wp-content/uploads/sites/2/2023/08/2023-The-Trussell-Trust-Hunger-in-the-UK-report-web-updated-10Aug23.pdf</a>

<sup>&</sup>lt;sup>2</sup> One in three (30%) people in routine manual and service occupations experience food insecurity, compared to only 5% of people in managerial, administrative and professional occupations.

<sup>&</sup>lt;sup>3</sup> The Trussell Trust (2023), *Hunger in the UK* – see endnote 1.

<sup>&</sup>lt;sup>4</sup> The Trussell Trust (2023), *Hunger in the UK* – see endnote 1.

<sup>&</sup>lt;sup>5</sup> Trades Union Congress (2023), *Women 7 times more likely than men to be out of work due to caring commitments*. <a href="https://www.tuc.org.uk/news/women-7-times-more-likely-men-be-out-work-due-caring-commitments">https://www.tuc.org.uk/news/women-7-times-more-likely-men-be-out-work-due-caring-commitments</a>

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<sup>&</sup>lt;sup>10</sup> The Living Wage Foundation (2023), *Life on Low Pay as Inflation Begins to Ease.* https://www.livingwage.org.uk/sites/default/files/2023-

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<sup>&</sup>lt;sup>13</sup> The Trussell Trust (2023), *Hunger in the UK* – see endnote 1.

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