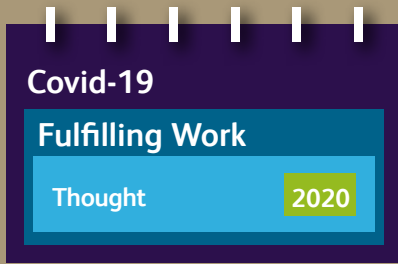




# Good Work for Wellbeing in the Coronavirus Economy



## Acknowledgements

We are grateful to the individuals from the following organisations who were interviewed as part of our research. Your time, thoughts and insights are greatly appreciated, particularly given the pressures of the current times.

- Acas
- Be the Business
- Chartered Institute for Personnel and Development
- Community Union
- Close the Gap
- Federation of Small Businesses
- Inclusion Scotland
- Institute for Public Policy Research North
- Institute for Employment Studies
- Joseph Rowntree Foundation
- Learning and Work Institute
- Mind
- Recruitment and Employment Confederation
- Trades Union Congress
- Resolution Foundation
- Unions 21
- Warwick Institute for Employment Research
- What Works Wellbeing

## DISCLAIMER:

Recommendations made in this report do not reflect the view of any of the above organisations, only the view of the Carnegie UK Trust. Neither should the quotations from interviewees, anonymised and reported throughout, be considered as reflective on the view of the Carnegie UK Trust. These quotations are used as illustrative devices to highlight the range of points of view, concerns and priorities we heard from stakeholders as we conducted this research.



The text of this work is licensed under the Creative Commons Attribution-ShareAlike 3.0 Unported License. To view a copy of this license visit, <http://creativecommons.org/licenses/by-sa/3.0/> or send a letter to Creative Commons, 444 Castro Street, Suite 900, Mountain View, California, 94041, USA.

# Contents

<b>A note on our definitions and approach</b>	<b>2</b>
<b>Key messages</b>	<b>3</b>
<b>Introduction</b>	<b>6</b>
Why Good Work matters	6
Policy direction on Good Work	6
Introducing this research	7
A note on our recommendations	9
<b>1. The Coronavirus economy</b>	<b>11</b>
Exits from work	11
Changed working lives	11
Where does this lead us?	12
<b>2. Which workers have been most impacted by the Coronavirus crisis?</b>	<b>13</b>
Segmenting the workforce	13
Workers most adversely affected by the crisis	15
<b>3. How has job quality been impacted by the Coronavirus crisis?</b>	<b>20</b>
Terms of employment	21
Pay and benefits	23
Health, safety and psychosocial wellbeing	27
Job design and the nature of work	29
Social Support and Cohesion	31
Voice and Representation	32
Work-life balance	35
<b>4. Strategic and cross-cutting issues on good work and the Coronavirus economy</b>	<b>38</b>
Protecting jobs and good work	38
Good Work is core to the economic recovery	43
Points of leverage to deliver good work	44
<b>Recommendations</b>	<b>49</b>
<b>Afterword</b>	<b>57</b>
<b>Appendix 1. List of interviewees</b>	<b>58</b>
<b>Appendix 2. Interview topic guide</b>	<b>59</b>
<b>Appendix 3. bibliography</b>	<b>60</b>

# A note on our definitions and approach

This report sets out a number of definitions of ‘good work’, and conclusions and recommendations about how it can be sustained and extended in the Coronavirus economy.

Our conceptual framework for ‘good work’ is based on the seven headline dimensions and 18 job metrics produced by a cross-sectoral Measuring Job Quality Working Group convened with the RSA in 2018. The seven dimensions and 18 job quality metrics are set out in figure 1 below.

We address the impact of the Coronavirus on each of the seven dimensions in chapter three of this report. Some of our recommendations are specific to individual dimensions of good work, such as pay and health, others are cross-cutting.

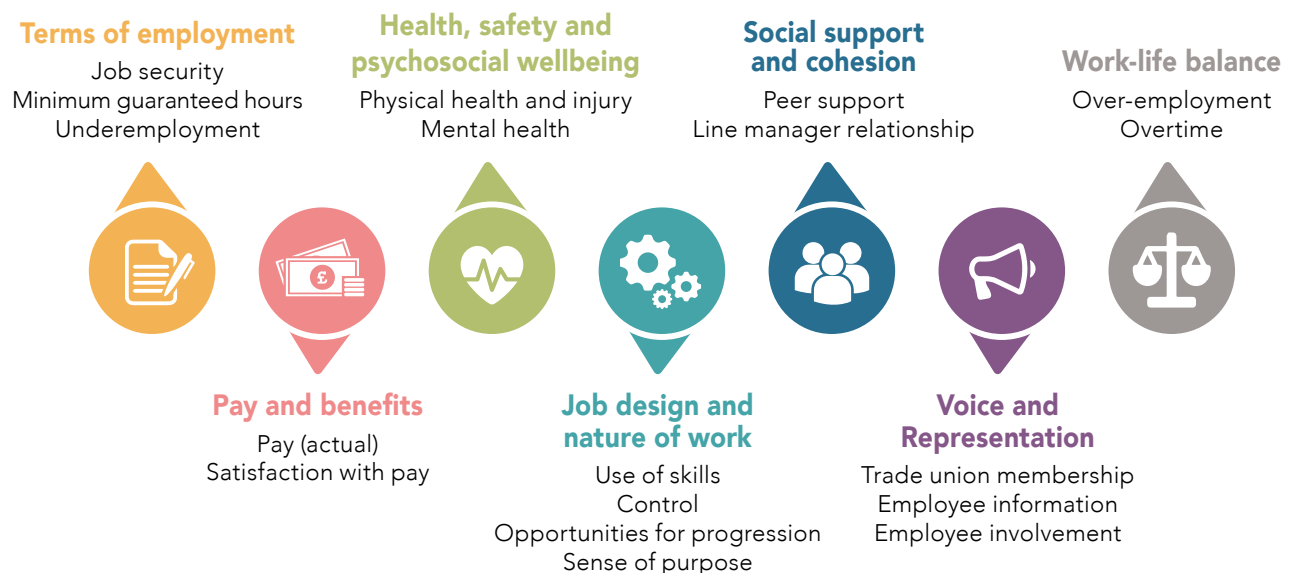
Our term ‘the Coronavirus economy’ encompasses both the current and short-term outlook for the labour market in the pre-vaccine stage of the Coronavirus crisis, and the potential medium and longer-term impacts of the recessionary effects of the crisis.

We understand that many other organisations active in labour market policy and the ‘good work’ debate will be setting out their own ideas about what actions need to be prioritised to secure the best possible recovery from this crisis. Given the

heavy demands placed on decision makers in policy and business by the pandemic response, we recognise the reduced capacity to make sense of, respond to, and take forward our various ‘asks.’ We believe it is incumbent on all organisations active in this debate to engage with each other as far as possible, and to consider how we might align and amplify our messages where we share common areas of concern and ideas about possible solutions.

This report is part of the Carnegie UK Trust’s contribution to this kind of pragmatic collaboration for change. We are grateful to the 18 organisations who participated in this research. The insights, knowledge, and ideas that interviewees shared have informed the development of the Trust’s recommendations for good work in Coronavirus economy. However, those recommendations, presented on p.49, should be understood as solely reflecting the views of the Carnegie UK Trust. We encourage any individuals and organisations who wish to work with us to develop and amplify our ‘asks’, or indeed challenge our thinking and pose alternative recommendations which could achieve better good work outcomes for citizens, to get in touch with us. You can do this by emailing the report author, Gail Irvine, on [gail.irvine@carnegieuk.org](mailto:gail.irvine@carnegieuk.org)

Figure 1



# Key messages

## 1 Protecting jobs must be a priority

Access to employment is a key determinant of wellbeing and there has rightly been a major focus on protecting employment in the UK during the COVID-19 pandemic. This must continue. For 'good work' to matter, people need to have a job in the first place. Action to protect and boost employment must remain an essential policy priority for government, business and civil society during the coming years.

## 2 There is insufficient focus at present on 'good work'

There has been insufficient attention to date on the immediate, medium and long-term implications of the pandemic for key aspects of job quality. This includes issues such as pay; terms and conditions; health, safety and psychosocial wellbeing; job design; social support; work-life balance; and voice and representation. This matters, as while access to work is highly important to wellbeing, access to 'good work' is also vital. We need to redress this balance and renew our understanding of, and commitment to delivering, good work as we navigate a new, challenging labour market in the context of COVID-19.

## 3 The pandemic is deepening inequalities in access to good work

The crisis has impacted on all dimensions of job quality, affecting different industries and different groups of workers, in very different ways. However, the overall impact has been worsening inequality in access to good work. The groups of workers most adversely affected by the COVID-19 crisis are low-paid workers, people in precarious employment; the self-employed; women; young people; people with low formal skills; Black, Asian and Minority Ethnic (BAME) workers; people who are clinically vulnerable to Coronavirus, and people with disabilities. Many of these workers cluster disproportionately in the industrial sectors most impacted by economic shutdown or restrictions (e.g. women and young people in retail and hospitality)

as well as in frontline sectors working with those most vulnerable to COVID-19 (e.g. women and BAME workers in health and social care). These groups were amongst the most disadvantaged workers in their access to good quality employment, even before the onset of the crisis.

## 4 Pay packets and incomes are under severe pressure

Pay has been hit hard by the pandemic, with many people experiencing a reduction in their income and hours, causing hardship for many lower paid workers. This is especially the case for those who have been made unemployed and for those furloughed on 80% of wages. The prospects for pay over the coming period do not look promising, with further job losses and reductions in incomes likely when the Job Retention Scheme (JRS) ends and is replaced by the Job Support Scheme (JSS). Restrictions to suppress the virus appear likely to remain in place for many months, placing further pressure on employment, levels of pay and the number of hours of work available.

## 5 Low paid workers need and have earned a pay rise

Many low-paid key workers work in sectors whose efforts are highly visible on the frontline of the pandemic, such as social care. There has been widespread recognition of their efforts, as well as growing recognition of the need to tackle low pay more generally given the high levels of in-work poverty and the limited financial resilience among many households exposed by the pandemic.

## 6 Precarious work is likely to be on the rise

The trend towards precarious terms and conditions in the labour market, including the issue of employment status, is likely to remain a major challenge for job quality in the coming years. It is expected that the recession, and the volatile nature of dealing with a pandemic, will create a desire and pressure among employers for greater flexibility in their contract arrangements, increasing insecurity for workers.

7



**Health, safety and psychosocial wellbeing have moved to the top of the job quality priority list**

As a public health crisis, it is clear that the COVID-19 pandemic has brought significant new focus, attention and concern to health and safety in the workplace. Key workers and public-facing workers face a higher risk of exposure to COVID-19 than those working at home, while the crisis has created unprecedented new pressures on mental and physical health for almost all workers, which may have long-running impacts. Employers have significant responsibility to consider their employees' physical health, in respect of protection from the virus, and mental health in respect of the pressures of working in very different and often highly challenging environments during a pandemic. There is a clear impetus for action in both these fields.

8



**The crisis has placed a huge strain on work-life balance for many workers**

This impact is partly related to the wider societal impact of the virus, with the initial lockdown and now restrictions on leisure and socialising activities. During the initial emergency phase there were also significant additional pressures of childcare, home-schooling and other caring responsibilities for many working-aged people. Throughout the crisis, workers in all circumstances have experienced additional pressures which have impacted on the intensity of their work and their work-life balance. For those working in public facing roles, this includes the additional tasks and requirements involved in ensuring that workplaces are COVID secure. For those working remotely, working almost exclusively via digital platforms has brought new strains and expectations, isolation from co-workers and an often unhealthy blurring of boundaries between home and work.

9



**In the medium-term, there is potential for improved work-life balance through more remote and flexible working, but this opportunity is not shared equally across the labour market**

The shift to home working for certain sectors has the potential to lever a sustained shift away from the standard 'office 9 to 5' in a way that may improve work life balance and autonomy for some workers. However, not all jobs can be done remotely, and flexibility is significantly more challenging to deliver in some industries and job roles than others. There is concern that those workers who may stand to benefit from greater flexibility and work-life balance in future are those who already have higher levels of job quality overall, further deepening inequalities in how people experience work across the labour market. Even within those sectors where work can be delivered remotely, there is significant inequality on experience depending on the suitability of home environments for work, and on the most important aspects of job quality for different workers. For example, greater flexibility may come at the cost of peer relationships, training, learning or progression opportunities; and there is a risk that the costs of creating appropriate home working spaces will fall to workers.

10



**Key workplace relationships, including those between colleagues and those between managers and staff have been tested during the pandemic**

The nature of the crisis has placed significant pressures on all workplaces and the relationships within them, which are a key aspect of job quality. Organisations have had to deal with many challenging issues, including rapid shutdown; furloughing of staff; job losses; remote working; employees juggling work and caring responsibilities; reopening; and new operating arrangements to manage COVID-19 risks. This has tested key relationships. In some workplaces, trust and bonds have strengthened as people have gone through the experience together, while in others there have been growing feelings of isolation or disconnection. The experience has exposed the importance of good quality line management to support people to perform and thrive despite the emotional strain and disruptive changes brought by the crisis. The case for investment in this area, and in supporting workplace relations more broadly, is now stronger than ever.

11



Many workers have had limited involvement in key decisions in their workplaces during the pandemic

The trade union movement has performed strongly during the crisis, negotiating at the highest level with government and attracting new members who have been represented and supported. However, levels of trade union membership and collective agreements are relatively low in international terms. The challenge of organising among remote workplaces may add to longer-running challenges constraining trade union activity, including legislative constraints and lack of tripartite structures at UK level. Moreover, it appears that consultation and engagement between employers and employees across the non-unionised parts of the labour market has been more patchy and it is not clear whether workers have been able to express their views and voice consistently and effectively. While government has issued guidance on the need to consult staff on certain issues, it is clear that this is an area where more needs to be done as the labour market is managed through the next stages of the pandemic. Strengthening worker voice and representation requires supporting the capacity of trade unions to represent more workers, as well as other means of individual, workplace and sectoral representation which are shown to be effective.

12



Investment in skills and training is going to be a key priority in the coming years

The pandemic is changing the shape and nature of the UK labour market, and some of these changes will be permanent. This means that investment in high quality skills and training programmes to help workers prepare for new roles and opportunities is going to be vital. There is a strong case for further public investment in this area, given that many employers' training budgets are likely to be under severe pressure in the coming years. It will also be important that these interventions are targeted at those who have been most adversely affected by the crisis, and who were already disadvantaged in both employment and job quality before the pandemic.

13



We should be ambitious in setting a vision for a renewed focus on job quality coming out of COVID-19

The pandemic has brought significant pressure on employment, pay, terms and conditions, physical and mental health and working arrangements for many businesses and workers. But it has also opened up the labour market to interventions that would have been unimaginable 12 months ago. Issues such as how to better protect workers' incomes, how to protect the health of workers, and how to give employees greater control and flexibility over their working lives are now prominent public policy issues. The type of labour market that emerges from the COVID-19 crisis is not pre-determined, and public policy makers, businesses, workers and civil society organisations have many different levers at their disposal to design a new labour market that delivers on good work for all.

14



A multi-strand strategic approach is required to deliver on a renewed job quality vision

Policymakers, businesses, worker organisations and civil society groups face many competing priorities in addressing the unprecedented impacts of the COVID-19 crisis. Within such a crowded landscape, there is no single approach that will deliver on good work. Instead, a multi-dimensional approach is required. This might include, for example, a better understanding of how good work contributes to improved workplace productivity; setting good work within national industrial strategy policies and local economic recovery plans; considering how the wide range of national, devolved and local government touchpoints with business can be used to lever good work responses; and fostering a culture of recognising and celebrating good work amongst business, civil society and consumers.



Click here to skip forward to our Recommendations (p.49)



# Introduction

## Why Good Work matters

Sustaining access to paid employment for as large a proportion of the working age population as possible has long been a central policy goal for governments across the UK, and for good reason. For many of us, employment is an essential way to provide for ourselves and our families; buy the goods and services we need; build connections in our communities; and establish our individual and collective sense of purpose and identity. Getting people working generates wealth in the economy and livelihoods for households. Conversely being unemployed has been found to be highly detrimental to individual and community wellbeing, and the longer the period of unemployment, the greater the impact. The UK labour market has done well at providing employment in the past decade; we enjoyed what economists call a 'labour rich' recovery from the financial recession of 2007, with February 2020 marking the high watermark of numbers in employment.<sup>1</sup>

However, creating jobs and sustaining people in employment is only one part of delivering a labour market that enhances wellbeing. Despite record levels of employment, many people's experience of work has not been good, with persistent inequalities of opportunity; low and stagnant pay; lack of worker voice; and a growth in insecure forms of work all salient features of the UK labour market in the last decade.

This is important, because while being unemployed is highly damaging to wellbeing, being employed in poor quality work also has significant negative impacts. It is intuitive that work which pays enough to sustain a decent standard of living; is fulfilling; offers a sense of purpose and participation, and a safe working environment will deliver more benefit to individuals, communities and society, compared to the individual and collective costs of work

which is dangerous, demeaning, unfulfilling, or bad for your health. The What Works Centre for Wellbeing, which collates high quality evidence for policy making, notes the positive wellbeing impact offered by jobs that exceed minimum legal standards and deliver on multiple aspects of job quality, concluding that for individual wellbeing: *'having a job is good and having a good quality job is miles better.'*<sup>2</sup> Some studies have even found that working under precarious terms of employment or a stressful or poor quality job can be as, or even more, detrimental to our health and wellbeing than being unemployed.

Many individual businesses have recognised that in addition to being good for individuals, seeking to provide and champion 'good work' makes good business sense as it enables a business to attract, retain and motivate more productive employees. Increasingly, governments have recognised that good work is a means to generate social capital and wealth through the economy, at the same time reducing government expenditure on social transfers or health care services; the Organisation for Economic Cooperation and Development (OECD) states that 'quality jobs are an important driver of increased labour force participation, productivity and economic performance.'

Therefore, as well as seeking to grow or maintain employment, improving the quality of work that people experience, and in particular, tackling poor quality work should be a core concern of public policy.

## Policy direction on Good Work

In recent years there has been an increasing focus on good work in public and political debate, at UK, devolved and local level, borne out of a recognition that even prior to the Coronavirus crisis good jobs have not been available to all in the UK. The extent to which workers enjoy aspects of good work such as job security; decent pay; opportunities for

1 The Institute for Employment Studies notes: 'This (Coronavirus) crisis hit the UK economy at the peak of a jobs boom – with record levels of employment, near-record low unemployment and narrowing employment 'gaps' for disadvantaged groups. Employment had grown by 3.5 million since 2011, with more than three million of those jobs full time, permanent, and/ or higher skilled work.'

2 Submission by Nancy Hey, Director of What Works Wellbeing to the Carnegie UK Trust, September 2017. See <https://whatworkswellbeing.org/product/job-quality-and-wellbeing/> for more information.



progression; positive management support; access to training; a reasonable work-life balance, and the chance to be involved in decisions that affect them, varies hugely across industries, regions, job roles and demographic groups. In particular, younger workers; BAME workers; women; disabled workers, and those working in the hospitality, retail and care sectors have been more vulnerable to poor employment practices and the negative consequences these can bring for wellbeing. The 'Leave' result of the 2016 referendum on exiting the European Union strengthened political and public awareness of how economic growth and labour market opportunities are distributed unevenly around the country. Calls to ensure that workers' protections and conditions are maintained following Brexit have been prominent in the years following that referendum, as a range of labour market legislative competencies return to the UK Government.

The effect of these forces has been an evolution in policy thinking about what qualifies as a successful labour market. Workers and their representatives have, of course, long campaigned, lobbied and negotiated successfully on many aspects of job quality, while many regulations regarding aspects of job quality, such as minimum levels of pay and health and safety requirements, are already embedded within our legal and cultural norms. But in the last five years, prior to the COVID pandemic, a wider range of policy actors' positions evolved from an embedded 'jobs first' policy orthodoxy, which could be said to prioritise moving and maintaining people into employment, largely indiscriminate to the nature of that employment, into one which places greater scrutiny on the quality of work that people have access to. This trend was accompanied by a wider conceptualisation of what 'good work' really means – a debate in which the Carnegie UK Trust has been active, through our convening of a cross-sectoral Measuring Job Quality Working Group.

A number of significant initiatives were progressed across the UK to encourage the creation of more 'good work.' At a UK level, the Taylor Review of Modern Employment, commissioned by then Prime Minister Theresa May, produced 50 recommendations for changes to labour market policy, with an overarching ambition that 'all work should be fair and

decent, with realistic scope for development and fulfilment.' The UK Government's response to the Review, the *Good Work Plan*, accepted the majority of these recommendations, including a commitment to measure and improve quality of work in the UK. Scotland has a Fair Work Convention and Wales a Fair Work Commission, and both jurisdictions have sought to embed a fair work focus across government with dedicated policy directorates. Authorities at a regional and local level in many areas including Greater Manchester, North of Tyne and Greater London have sought to develop new approaches to foster fair work practices in local economies.

Throughout much of this period, during which an evolution of thinking about the place of job quality in employment debates took place and a range of policy initiatives were progressed, the UK enjoyed record high employment levels. However, with the onset of the Coronavirus crisis, and the subsequent impact on employment levels, the capacity of public policy to address key job quality issues, while sustaining the necessary focus on sustaining and creating jobs, will be tested. Moreover, unemployment and job quality are intimately linked, at individual and economy level. In particular, high levels of unemployment can impact upon the ability and willingness of individuals, businesses and governments to call for higher employment standards.

## Introducing this research

### The purpose of this research

Given the impact of the Coronavirus pandemic, and as a wellbeing-focused organisation, the Carnegie UK Trust is concerned to understand how we can ensure the best possible jobs recovery, in terms of job quantity but also *quality*. To begin to understand the impacts and policy implications of the COVID-19 crisis for good work, and how policy might mitigate these, we began an inquiry into the place of good work for wellbeing in the Coronavirus economy. Our central research question was:

***What does "good work" look like in the Coronavirus economy – and what are the mechanisms by which it might be achieved and sustained?***

In this report we systematically examine the changes that have, or may, occur to job quality in the UK because of the pandemic. We use the seven headline dimensions and 18 job quality metrics agreed by the Carnegie UK Trust-RSA 2018 Measuring Job Quality Working Group for our analysis. Please see figure two.

We conducted our inquiry through an ongoing review of the developing literature of the impacts of Coronavirus, internal staff workshops and policy formulation, and critically, intelligence gathering through 18 external stakeholder conversations.

## Stakeholder conversations

The interviews with external stakeholders were particularly important in conducting this research. The Carnegie UK Trust places great value on cross-sectoral and collaborative working; we believe progress against the most intractable policy issues in our society can only be made by bringing people together from different backgrounds and experiences. We do not believe we have a monopoly on wisdom, certainly not on the impacts of a crisis that was unfolding in real time during our inquiry. We reached out in our interviews to listen to what these different organisations were observing and analysing from their viewpoint on the impacts of the crisis on different groups of workers and the good work agenda.

The stakeholder conversations consisted of 18 semi-structured qualitative interviews, conducted via teleconference in May and June 2020.

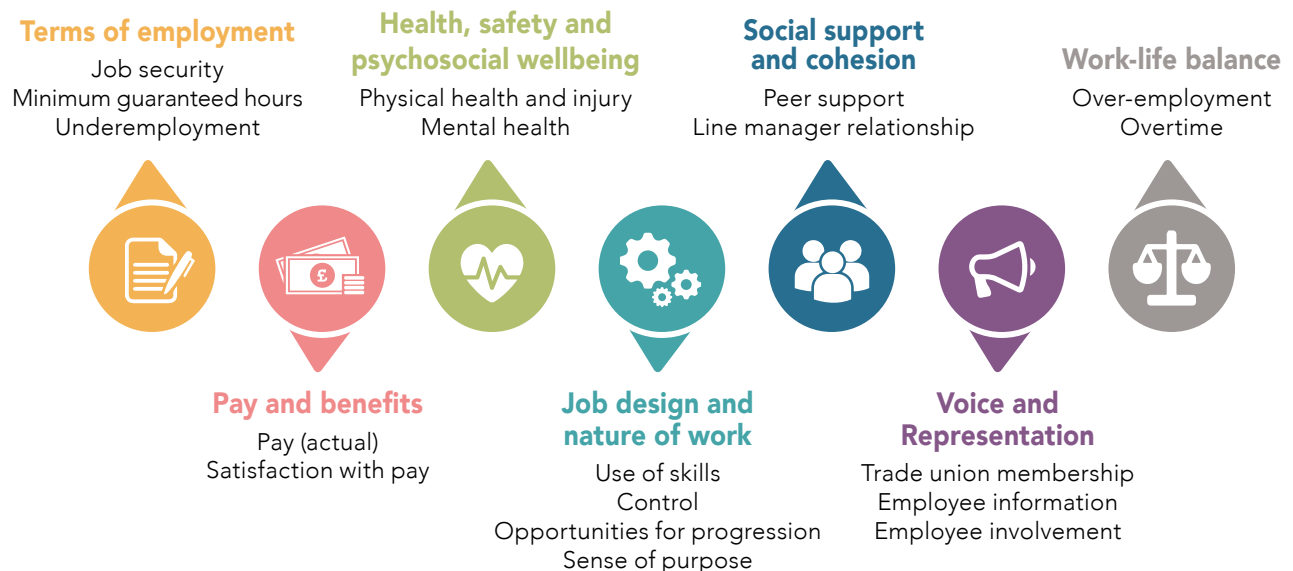
Interviewees included representatives from the business community; trade unions; campaign and special interest groups; and other labour market experts such as academics and think tanks.<sup>3</sup> The insights they shared have informed the writing of this report and the development of our recommendations. There are of course, many more expert organisations actively debating these issues than we were able to interview as part of this research. We also did not have the opportunity to interview individual workers directly. As far as we are aware though, this report presents the first collated ‘temperature check’ of how key stakeholders in the world of work are feeling about the wide-ranging job quality implications of the pandemic.

## A note of the timing of this report

We were still very much in the teeth of the immediate crisis when the interviews that inform this report were held. There was great fear and uncertainty about the path of the virus and whether it would subside sufficiently to allow the lockdown to be lifted and normal labour market activity to return to any degree of normality. Following the unprecedented intervention of the Job Retention Scheme and its sister scheme for the self-employed (Self-employed Income Support Scheme; SEISS), there was uncertainty about what other policy interventions would be forthcoming, and whether they would be adequate to the scale of the crisis. Amid these extraordinary levels of uncertainty though, there

<sup>3</sup> The full list of organisations involved in the research, and interview topic guide, can be found in Appendix 1 and 2.

Figure 2



was a settled view among interviewees that while it was difficult to fully grasp the impacts of the acute phase of the crisis as we were living through it, these impacts would be with us for some time to come, changing the labour market and public policy priorities. Reaching for the template of the 2007-2008 financial crisis, most stakeholders expected the labour market to be scarred for at least several years, if not a decade. They were also conscious that this crisis was different in having not only potentially economic scarring effects, but also in the substantial social scarring, as a result of the high levels of death, grief, illness and forced changes to normal behaviour through social distancing that the pandemic had caused.

At the time of publication, many of these concerns still hold true, particularly as new restrictions to combat the virus are being reintroduced following easing during the summer, and there is much uncertainty about what the coming months will bring for the labour market. This report aims to provide a broad view of what we know about how workers have been impacted by the pandemic at this point in time, and outline the key considerations and priorities ahead as we prepare for a long phase of efforts to protect and sustain good work in the coronavirus economy.

## A note on the content of this report

The Coronavirus is first and foremost a health crisis, and there has been a near-daily upgrading of our collective understanding of who is most impacted by exposure to the virus, albeit that this is still far from perfect.<sup>4</sup> For the purposes of our discussions, it was understood that different types of jobs and groups of workers – particularly key workers in frontline, public-facing positions<sup>5</sup>, and individuals clinically vulnerable to Coronavirus – were more exposed to the virus and its potential detrimental health impacts. While we reference concerns about health impacts throughout our narrative, we have not attempted to draw conclusions about the emerging evidence, or

issue detailed recommendations about the public health response, as this is outside the scope of our study.

Regarding employment, from the onset of the crisis, substantial analysis undertaken by the Office for National Statistics (ONS); Resolution Foundation; HMRC; Department of Work and Pensions; Institute for Employment studies; IPPR; the RSA; and Learning and Work Institute, among other organisations and agencies, has illustrated the scale of the employment changes which have occurred in the labour market and who has been most exposed to these. We do not attempt to replicate the depth of their analysis in this report.

## A note on our recommendations

Throughout this report, we will describe the insights we have heard from interviewees. The recommendations we arrive at do not represent the views of any of these individuals. They represent only the views of the Carnegie UK Trust.

## Good Work actors

Many different actors can influence quality of work. Individual businesses create jobs and are ultimately responsible for the quality of work they make available to their staff. Businesses in the same sector as each other and with similar product offerings can – and do – make different decisions about the nature of the work they offer. Individuals, within constraints, can exert choices over the forms of employment they enter, based on their individual talents, skills, inclinations, and effort. Moreover, individual workers can organise within trade unions, or campaign through other forms of action to influence and improve their own terms and conditions. Campaigns, whether organised by individuals, trade unions, pressure groups, or supported by think tanks or charities, can be instrumental in improving work quality. Governments of all levels have access to a range of levers to exert supportive conditions for good quality work, including but not limited to setting minimum standards through employment law. Government can lead from the top, articulating clear expectations that employers will create good work as part of their role in supporting the economic recovery. Government can introduce new initiatives that incentivise or

4 At the onset of the pandemic, certain categories of the population were advised to 'shield,' because it was expected they would be more at risk of mortality or becoming very ill if they contracted the Coronavirus. The shielding population included people with a number of disabilities and physical health conditions, people over aged 70, and pregnant women. Various studies have found that black and ethnic minority populations also appear to be disproportionately at risk of mortality from the virus. We explore what is known and speculated about the economic, social and health impacts on some of these groups on p.18-19.

5 At the onset of the economic shutdown to contain the Coronavirus, categories of workers known as 'key workers' were identified as being necessary to support the functioning of society or to containing the virus. These workers were to be exempted from the instruction to 'stay at home' and therefore unable to minimise their exposure to the virus.

require particular actions on job quality, such as a requirement to offer training, or to pay the Living Wage. Government can also work to ensure compliance and prevent bad practice through the use of monitoring and enforcement powers. Finally, consumers may be able to influence the working practices of firms by rewarding with their custom those businesses who adhere to certain standards, and withholding their custom from those businesses that do not embrace certain aspects of good work.

## Good Work Places

Our discussions sought to examine the picture of the labour market broadly across the UK. The majority (though not all) of the interviewees spoke to us from a point of view of familiarity with the UK-wide policy landscape, rather than expertise of the differentiated context in the devolved jurisdictions of Scotland, Wales and Northern Ireland. It perhaps reflects the scale of the crisis, and the fact that the UK Government – with control over much of employment policy – has the capacity to act and pull policy levers at scale, that the majority of interventions suggested by interviewees relied on UK Government action.

We recognise that labour markets are local, and the vital importance of local and regional areas in generating and sustaining good work. We also recognise that while much of the UK's labour market policy and legislative power is reserved to Westminster, the devolved administrations of Scotland, Wales and Northern Ireland have deployed their own policy levers in responding to the employment consequences of the pandemic. Pre-crisis, each of these jurisdictions already had existing distinctive, embedded strategies and priorities related to the promotion of 'good' work, known as the Fair Work agenda in Wales and Scotland, and the Better Jobs agenda in Northern Ireland. As a future study, we would like to work with local and regional actors to explore how good work could be achieved and sustained in their localities, and undertake further work understanding the implications of the pandemic,

and resulting priorities, for the Fair Work agenda in Wales and in Scotland. However, we hope that this report, which deals in the UK-wide picture and policy landscape, will also contain useful information and insights for actors in these jurisdictions.

### Report structure

- In **Chapter one**, we present an overview of the ways in which the Coronavirus crisis has impacted the labour market.
- In **Chapter two**, we examine the groups of workers which have been most impacted by the health, employment and job quality impacts of the Coronavirus crisis. We collate information from the interviews and briefly examine the emerging evidence on how different workers have been impacted.
- In **Chapter three**, we use our job quality measurement framework to systematically examine job quality changes which have, or may occur because of the pandemic, using information from the interviews, and briefly reviewing the emerging evidence. We summarise key interventions suggested by stakeholders related to the different dimensions of job quality.
- In **Chapter four**, we present a commentary on the place of good work in the Coronavirus economy, reflecting views of interviewees. We conclude with the Carnegie UK Trust's recommendations on how good work might be achieved and sustained in the Coronavirus economy.

# 1. The Coronavirus economy

In this chapter we summarise the overall themes and challenges for the good work agenda in the context of the coronavirus crisis. The pandemic raises significant questions for the Good Work agenda in the UK. As a health, economic and social crisis, it changes the quality of work that people may have access to and, potentially, the terms of the debate around 'good work', in fundamental and lasting ways. The shutdown of most physical workplaces and the instruction to work from home where possible, as part of UK-wide measures to contain the Coronavirus outbreak in March 2020<sup>6</sup>, has brought dramatic changes to many working lives.

## Exits from work

At the height of the first phase of the crisis in summer 2020, the estimated number of people not working exceeded 11 million.

The UK Government's own figures report that 9.5 million jobs were cumulatively 'furloughed' via the Jobs Retention Scheme (JRS) – whereby workers were retained on employers' payroll with 80% of wages paid by the state, but unable to return to work during the economic shutdown. Over 2.6 million self-employed people received loss of income support via the Self-Employed Income Support Scheme (SEISS). Other workers may have fallen through the cracks in these two substantial schemes; while recorded unemployment levels were unchanged at the time of conducting this research, Universal Credit claims surged to 2.7 million between March and July 2020, an increase of nearly 117%. As Universal Credit includes both unemployment and in-work support, this points to loss of employment and / or falls in incomes for many people.

At the time of writing, the unemployment rate has increased from 3.9 to 4.5%, and approximately one in eight workers are still on furlough. Looking

ahead to the planned wind-down of the JRS, there are fears of large-scale redundancies. Around a third of businesses have said they plan to make redundancies, and workers who are made redundant or are unable to produce an income because of the crisis face a depressed labour market, with job vacancies during the crisis being down by around 50-60% on the previous year.<sup>7</sup> The Bank of England's revised assessment of the economic fallout anticipates that the UK economy will shrink by 9.5% in 2020, the largest decline in 100 years, and that unemployment will almost double to 7.5% by the end of 2020. This gloomy assessment is based on the assumption that there will not be a future national lockdown, which is far from certain. With 'local lockdowns' proliferating as Coronavirus cases spike in particular localities, and widespread uncertainty about the path of the virus and future public health containment measures, the business trading environment remains precarious. Meanwhile, it is not yet clear what impact the next set of government interventions such as the Job Support Scheme<sup>8</sup>, announced in September, will have on employment projections, but all commentators agree that further significant job losses appear highly likely.

## Changed working lives

Navigating the crisis has brought a raft of challenges to all aspects of work quality, across the entire labour market. For those on the frontline throughout lockdown, the notion of health and safety at work has taken on new meaning and significance, with workers in key sectors facing a significant new level of risk through potential exposure to the virus. Greater physical and mental strain, and an increase in

6 The UK 'lockdown' started on 23 March 2020 when the UK Prime Minister, in coordination with the devolved administrations, announced restrictive measures to mitigate the spread of Covid-19. After seven weeks, restrictions were gradually eased (in England), with restrictions eased more slowly in Wales, Scotland and Northern Ireland. Following a large degree of easing over summer 2020, a range of local, regional and national restrictions have since been reinstated to seek to control a resurgence in COVID cases.

7 Note: These statistics were gathered prior to the announcement of the Winter Economy Plan.

8 The Job Support Scheme is a form of a short-time working scheme, which aims to sustain employment among businesses which are facing lowered demand due to the ongoing COVID restrictions. The company will continue to pay its employee for time worked, but the cost of hours not worked will be split between the employer, the Government (through wage support) and the employee (through a wage reduction). The Government will pay a third of hours not worked up to a cap, with the employer also contributing a third. This will ensure employees earn a minimum of 77% of their normal wages, where the Government contribution has not been capped. The scheme will open on 1 November 2020 and run for 6 months. We discuss the JSS further on p.26



work intensity may have been additional pressure points for key workers. The heightened health risk and experience of working with ‘COVID-proof’ safety adaptations, impacting mobility and interactions, are being extended to greater numbers of workers who are returning to work as part of the phased post-lockdown ‘reopening.’ For people working from home – whose numbers increased eight-fold during the pandemic, from 6% to 43% of the working population – there may have been changes in relationships with peers and managers, pressures around work intensity, and strains on psychosocial wellbeing. Particular circumstances such as isolation, caring responsibilities or the suitability of home working conditions may have exerted additional pressure, while some changes may have been for the better, with for example, home working offering the possibility for increased flexibility, autonomy or reduced commuting time.

## Where does this lead us?

Business models and ways of working have been disrupted on a near-universal scale, potentially transforming the nature of job opportunities in the labour market.

Fears of a deep recession and mass unemployment make tackling the looming jobs crisis one of the most urgent and important priorities for policymakers at all levels. In doing so however, there is a risk that we may see the return of a ‘jobs first’ orthodoxy, where governments and businesses prioritise job creation and sustaining employment at all costs, with little concern as to the quality of the work available. The historical experience of economic downturns would suggest that businesses under pressure may respond by reducing staff headcount; use of forms of precarious work including zero hours and temporary contracts; holding down pay where possible, and seeking to reduce non-wage labour costs such as staff training budgets, or the resources available for employee engagement programmes or job-quality enhancing practices. It is thought that individuals seeking jobs during a period of high unemployment will feel less able to demand decent terms and conditions of employment; coupled with high levels of available labour, this may present limited incentives for employers to offer terms and conditions which exceed minimum requirements. There is a risk

that the prospect of high unemployment, in and of itself deleterious to wellbeing, may also pose downward pressure on quality of work and potentially reduce the scope for political actors to prioritise the cause of good work.

At the same time, the crisis is also provoking new debate about policy priorities and how to organise our society. Widespread disruption to ordinary patterns of working, socialising and caring has changed perceptions of the possibilities for change in how we order our society, and given rise to calls to use the crisis as a point of departure to ‘build back better.’ That clear realisation that an economy cannot function fully without a healthy society points to the possibility of different political, business and individual responses than are seen in a ‘conventional’ recession, created by a financial event. Prominent in individual and community responses to the crisis has been a greater recognition of the contribution of people designated as ‘key workers,’ required to keep working in physical worksites during the pandemic. Recognition, gratitude, and increased scrutiny of the terms and conditions of these workers, many of whom are low-paid and in insecure forms of work, has been widely described in the media. It was brought to life through the ‘Clapping for Carers’ phenomenon, and the multitude of signs displayed in people’s homes and public buildings thanking the NHS and all key workers. In common with other major national crises, there is some sense that the sacrifice made by individuals through the period of containing the pandemic, especially by key workers, calls for an improved social contract, including the availability, quality and dignity of work. At the same time, the rise in remote working practices has increased calls for the greater flexibility this offers to become an embedded aspect of work from now on.

### RECOMMENDATIONS THAT APPLY:

3

## 2. Which workers have been most impacted by the Coronavirus crisis?

In this chapter, we begin to delve more deeply into the research, starting from the findings from our interviews and weaving in broader desk research as appropriate.

### Segmenting the workforce

The first question we asked interviewees was who, in their view, had been most adversely affected by the Coronavirus crisis.

The Coronavirus pandemic has been an all-encompassing societal event, impacting almost everybody in some way. However, there is widespread awareness that those most likely to see their health, access to employment, or job quality negatively affected by the pandemic are those who were already most disadvantaged in the pre-Coronavirus labour market. This has led to some commentators describing our collective experience of the crisis as being ‘all in the same storm, but in different boats.’

The labour market experience of the pandemic can be broadly segmented into three categories: those who, at the onset of the pandemic, were working from home; those who were furloughed or made unemployed; and those who, as key workers, continued to travel to their place of work throughout the pandemic. In April, immediately after the national lockdown, just under half of the workforce were working from home<sup>9</sup>, around a third (27%) were furloughed, and the majority of the remainder were categorised as key workers.

Segmenting the labour force further, our interviewees felt that **furloughed workers**, **the unemployed**, and **key workers** were most adversely affected by the crisis. We provide an overview of the impacts on these categories below, before looking in more detail at the impacts on particular subsets of workers within these categories.

<sup>9</sup> By June, when restrictions had started to ease and (in England) non-key workers had been encouraged to return to physical workplaces, around a third of workers (33%) reported they were still working exclusively from home.

### Furloughed workers

All stakeholders welcomed the JRS for preventing mass unemployment and sustaining the connection between individuals and their place of work until such time when, hopefully, restrictions would ease sufficiently for many workers to return to their jobs. However, they were concerned about the wellbeing and financial impacts on furloughed workers, particularly their job security (real and perceived) and loss of income, as the scheme only set out to cover up to 80% of an employees’ usual earnings<sup>10</sup>. Many interviewees noted that if someone was furloughed on 80% of earnings this could amount to a serious financial blow and consequential hardship, particularly for those households on very low earnings or without savings. The *Standard Life Foundation* found that around one third of households who were either partially supported or unsupported by the JRS and SEISS were experiencing financial difficulties. This is between four and five times more than among working households whose earnings had been unaffected by the pandemic and were not being supported by these schemes. Interviewees were also concerned about the acute sense of insecurity facing furloughed workers, given the possibility that, as the JRS winds down, we may see large scale redundancies from those businesses most adversely affected by ongoing social distancing requirements, or otherwise struggling financially. Another cause for concern was for furloughed workers’ loss of social support, connections and sense of purpose and status due to the abrupt dislocation from their workplaces. In this regard, the daily experience of being furloughed could replicate some of the negative wellbeing impacts of being unemployed due to a removal of meaningful activity and social interaction, loss of income, and worry about the future. These impacts may extend beyond the furlough period itself.

<sup>10</sup> Although businesses had the option to top up furloughed workers’ salaries beyond 80% of earnings, of those businesses with a proportion of their workforce furloughed, according to ONS figures, 41% of businesses reported providing top-ups to furloughed workers’ pay on top of the scheme.



## The unemployed

On the other hand, some interviewees noted that the successful intervention of the JRS meant those furloughed were less adversely affected compared with workers who experienced unemployment or loss of livelihood at the outset of the pandemic and fell through the gaps in government support. For example, while the JRS was designed to include workers in, for example, zero hours, temporary or agency contracts, interviewees were concerned that people in these groups would be made unemployed in larger numbers than people in standard employment contracts, as these workers were easier for employers to stand down in times of crisis. We explore these concerns in more detail on p.15-16.

## Key workers and people travelling to work

Interviewees were concerned about the experience of 'key workers' during the pandemic, particularly the pressure on their health and wellbeing. Key workers were seen as being required to expose themselves to the Coronavirus, in contrast to people told to obey the 'stay at home' instruction. This meant that key workers were potentially risking their physical health and experiencing additional worry and anxiety, especially in sectors such as social care where there were well-reported failings in the distribution of appropriate Personal Protective Equipment (PPE). People working in key sectors, particularly health and social care, and essential retail and distribution, were seen to be working under pressured and stressful conditions, experiencing work intensification and long hours, in return for relatively low pay and little recognition.

While the key worker categorisation contains a broad cross-section of society, analysis has shown that key workers are disproportionately likely to be low-paid than the general population, with a particular clustering of low paid key workers in health and social care, education and childcare, and in the food and necessary goods industry. Key workers are also more likely than average to be from a BAME background, to be female, and to have been born outside the UK. Key worker occupations such as care workers, taxi and cab drivers, security guards, and sales and retail assistants are among those with the highest number of Coronavirus-linked deaths.

## Working from home

This is not to say that interviewees did not have concern for people working from home. They recognised that those working from home during the economic shutdown were likely to experience different, but also important, job quality considerations and challenges. When prompted, interviewees acknowledged the particular pressures facing home workers in balancing work and caring responsibilities. They speculated that work intensification may be occurring due to removal of boundaries between work and home life, and were concerned that extended home working and isolation could place strain on physical and mental health.



## Workers most adversely affected by the crisis

Beneath those broad categorisations segmenting the workforce, interviewees were particularly concerned about worsening of conditions for:

- Low-paid workers
- Workers in precarious employment
- Self-employed
- Women
- Young people
- BAME workers
- Workers clinically vulnerable to Coronavirus
- Workers with disabilities
- Workers with low formal skills

We examine the challenges facing each of these groups of workers in turn below.

### A note on intersectionality

While we address these groups of workers in turn to give structure to our analysis, we recognise that there is significant crossover between many of the most adversely affected groups. For example, women, people with disabilities, young people, and BAME individuals are **more likely** to work in low paid employment. **Young people** and **BAME individuals** are more likely to be in precarious work. Low pay is also concentrated in **particular sectors** with lower formal skills-related entry requirements, such as accommodation and food services. We recognise that individuals on the intersection of some of these groups – for example, low paid BAME women, or young people with disabilities, face a heightened risk of negative impacts on their working lives.

### a) Low-paid workers

Much of the published literature on the labour market in recent months has emphasised the stark impact of coronavirus on the lowest paid workers.<sup>11</sup> This concern was echoed in our stakeholder interviews; lower paid workers were seen to face a series of risks regarding health

11 The low pay threshold is defined by the UK Government as earning less than 60% of median incomes. Our analysis of low pay in this report also looks at workers earning at the minimum wage and below the real Living Wage as indicative of working on low pay. Some statistics we cite look at the experience of income inequality during the pandemic, comparing for example the experience of workers in the lower half of the earnings distribution versus the top half

impacts, access to employment and job quality.

This is first of all because lower paid workers are over-represented in the worker groups that interviewees had greatest concern for: key worker sectors and workers who had been furloughed because of the Coronavirus shutdown. The Resolution Foundation finds that lower earners, those in the bottom half of the earnings distribution, are two times more likely to be key workers, and 2.4 times more likely to work in shutdown sectors, than they are to work in jobs which could be done from home. The Institute for Employment Studies has also found that low paid workers were more likely to report having been laid off or had their hours reduced at the onset of the crisis. If furloughed under the Job Retention Scheme, interviewees felt it intuitive that lower paid workers would be more likely to suffer hardship from seeing their salary reduced to 80%, particularly as lower income households are less likely to have sufficient savings to weather a period of unemployment or reduced earnings.<sup>12</sup>

Finally, workers on the lowest incomes do not meet the earnings threshold ('Lower Earnings Limit') to qualify for Statutory Sick Pay (SSP) prompting concerns that they may feel compelled to attend work even if they fear they may have contracted Coronavirus, as the alternative would be to receive no income. The TUC reports that around 2 million workers, of which 70% are women, do not qualify for SSP because they do not meet the Lower Earnings Limit of £120 a week.

### b) Workers in precarious employment

Low paid workers are also more likely to be in work which is more precarious than what is sometimes termed the Standard Employment Relationship (i.e. full-time permanent employment). 'Precarious work' is a broad category, encompassing temporary or agency workers; short or zero hours contracts; casual and gig workers; and what is termed 'false self-employed'. The central concern is that these types of contracts tend to lack guaranteed hours and may be accorded fewer employment rights

12 Recent research has found that 1 in 4 all UK households have no savings at all, while 9% have savings of £250 or less. Aviva's Family Finances 2017 report finds a savings gap of 25% between high and low income households (it classifies low income households as those earning less than £1,500 or less a month after tax, and high income households as those earning £5,001 a month or more after tax).

and protections.<sup>13</sup> This means that these workers may be more easily stood down in times of crisis as employers have fewer legal obligations towards them. Institute of Employment Studies analysis finds that, compared to higher paid workers, low paid workers are nearly five times more likely to be on zero hours contracts, and two times more likely to be in temporary work. Interviewees were concerned that workers on precarious contracts would be the first to be made unemployed or have their hours reduced when the pandemic hit. Resolution Foundation analysis on the impacts of the economic shutdown on different workers has found that employees in precarious forms of work were more likely to have been furloughed, or lost jobs or hours, compared to other employees.

The view was also expressed from interviewees that, as well as potentially lacking access to the full range of employment rights and protections, precarious workers were more likely to fall through the gaps in government support schemes. The JRS was intended to be able to be used to furlough workers on a range of precarious working arrangements, including gig economy workers. However, a number of stakeholders expressed concerns that some of these workers would be unable to avail themselves of the scheme because the practical mechanisms and rationale for furloughing these staff were less evident to many employers who could simply not renew temporary contracts, or not provide hours to zero hours employees until the Coronavirus situation had stabilised.

It was felt that precarious workers, particularly those with no guaranteed hours and wages, would be less able to control their level of potential exposure to the Coronavirus as they might feel compelled to turn up for work when asked in order to get paid. The assumption underpinning this concern is that the 'on call' nature of zero hours contract work – where

workers are expected to attend work if needed but employers are not obliged to offer them a set number of hours – creates a dynamic where it is difficult for workers to turn down offers of work, because they do not know when they will next get paid. Several of the occupations already most at risk of exposure to the Coronavirus were also those in which precarious contracts are widely used, for example among delivery drivers, security guards and in social care. Notably, social care workers are four times more likely than average to be employed on a zero-hours contract.

### c) Self-employed

A number of interviewees described concern for the self-employed as being particularly vulnerable to the impacts of the crisis. In part, this reflects increasing concern prior to the crisis that the number of low-paid self-employed people has been growing. While the self-employed category contains many higher earners, self-employed people are now, on average, more likely than employees to be low paid. It also reflects the fact that being self-employed, at any time, is arguably more precarious than being in employment, as self-employed people lack access to the same social insurance entitlements as employees such as the minimum wage, sick pay, protection against unfair dismissal, and holiday pay.<sup>14</sup> Finally, there has been a tendency to falsely characterise employees as 'self-employed' in order to minimise tax or employment liabilities, when the person is actually working in a way that is characteristic of an employee. This is known as 'false self-employment' and it has blurred the boundary for many commentators between self-employment, traditionally associated with high levels of autonomy, and precarious work which is associated with the converse.

It is clear that the self-employed have disproportionately suffered from loss of work and income during the crisis. The Resolution Foundation found that only 58% of workers self-employed in February were working in May, compared to 71% of employees, demonstrating how the abrupt onset of the crisis had disrupted many self-employed business models.

13 Despite there being many different contractual relationships operating in UK workplaces, there are only three legal classifications for people in work (Employees, Self-Employed, and an intermediate category known as Worker). It is these legal classifications which determine exactly which employment rights and protections different individuals are entitled to, and as employment status is currently determined by a series of complex and highly technical legal tests in the event of a dispute, it is difficult for individuals to seek clarity or redress if they believe they have (knowingly or accidentally) not been accorded the right employment status and are therefore missing out on rights and protections due. It is also difficult to know precisely which employment rights and protections different workers outside of the Standard Employment Relationship are likely to receive, as to an extent this depends on how employers have interpreted the individuals' legal employment status. For a detailed account of this, see the Taylor Review or the Resolution Foundation's *A Tough gig? The nature of self-employment in 21<sup>st</sup> century Britain*

14 Self-employed people are not legally entitled to: protection against unfair dismissal, maternity / paternity leave, sick pay, minimum wage, working time protections and holiday entitlement. They are partially covered by discrimination protections and fully covered by health and safety protections. See <https://www.resolutionfoundation.org/app/uploads/2017/02/Self-employment-presentation.pdf> for more information.

Self-employed people have traditionally had less recourse to support from the state when unable to work. The UK Government's introduction of the SEISS<sup>15</sup>, intended to make up income shortfalls caused by the pandemic, was a significant point of departure in this regard. This symbolic assertion that the state had a responsibility to sustain the incomes of self-employed people – who, whether high or low paid, are generally accustomed to fluctuations in their income levels – did not, in the view of interviewees, follow through to delivering the same high levels of coverage as the JRS. Interviewees were concerned that the scheme was implemented too late to help many people who faced immediate losses of income, and that there were more gaps and exceptions in this scheme for self-employed people to fall through. The TUC for example notes that people who have multiple engagements and are paid by PAYE but may not have an employer willing to furlough them, and those who have become self-employed in the year preceding the beginning of the pandemic, do not have recourse to the SEISS.

#### d) Women

The interviewees identified that women have been particularly adversely impacted by the crisis. This is partly because women are more likely to have been working in shutdown sectors or in precarious, low-paid, part-time work, often as key workers. Women are over-represented, for example, in hospitality and retail, the sector which furloughed the largest number of workers. It is estimated that overall 23% of female employees work in sectors that were shut down, compared to 16% of male employees. They also occupy the majority of part-time<sup>16</sup> and low paid work in the economy. Women are more likely to be key workers than men; 50% of women self-identify as key workers, compared to 38% of men. Occupations in the health and education sectors are female dominated. Women are particularly over-represented in social care (where 83% of frontline care workers are women) and there is also an overrepresentation of BAME women in frontline health and social care roles, working in stressful and physically hazardous conditions,

some reportedly without access to appropriate PPE. Research from the Women's Budget Group emphasises that women's frontline roles are among the lowest paid in society, finding that 98% of women in high exposure jobs during the pandemic were low paid.

Another keenly felt inequality was the propensity of women to have a greater share of childcare responsibilities. Women carry out an average of 60% more unpaid work than men when it comes to childcare, cooking and housework. The vast majority of lone parents in the UK are women, and women in two-parent families are more likely to be the second earner. Prior to the crisis, mothers typically performed a larger share of childcare and housework than fathers did. As well as being more likely to have been furloughed or quit their job since the onset of the crisis than men, IFS research shows that at all points in the day, more men than women are doing paid work, with women doing more housework and childcare than men.

There was genuine concern from a number of interviewees that the gender equality gains made by women in recent decades could be stalled or even thrown into reverse by the pandemic – to say nothing of the stress, anxiety and self-sacrifice associated with being the primary carer for children during these times. At the time of the interviews, childcare and educational settings were beginning to open up across the jurisdictions of the UK, and the expectation was that these institutions might only reopen on a partial basis. This prompted concerns from interviewees that if childcare and teaching hours were reduced from pre-crisis norms, more mothers would feel that they had little option but to reduce their hours or stop working if sufficient childcare infrastructure was not in place, and did not keep pace with the reopening of workplace settings. The development of the furlough scheme to support part-time working, (the introduction of "flexible furlough" from July 2020), and the recall of schools for full-time hours may have minimised many of these concerns. However, the potential for future disruption impacting disproportionately on women who are mothers remains an ongoing risk, with local lockdowns; closure of facilities where Coronavirus symptoms are detected; and the removal of wraparound care like after school clubs all occurring.

15 The first SEISS grant allowed self-employed people to claim 80% of average profits up to a maximum of £2,500 per month from the government, for a period of three months.

16 40% of women work part-time compared to around 13% of men, and 42% of part-time workers are low-paid compared with 13% of those working full-time.

## e) Young people

Concern for young people was a recurring feature of the interviews. There was broad recognition that young people are often hardest hit by economic downturns and are seen to experience the greatest scarring effect from a period of unemployment. On the eve of the crisis, one third of under 25s were working in shutdown sectors, compared to only 1 in 8 people aged 25 and over. Subsequently the Resolution Foundation has found that 44% of employees aged 18-24 have been furloughed, lost their job, or lost hours, compared to less than a quarter of employees in their forties. There was an expectation that youth unemployment would significantly rise as the furlough scheme unwound, and that young people entering the labour market for the first time would face extremely difficult conditions. This is on top of the fact that young people were already more likely to be unemployed, or in low-paid or precarious work in the pre-Coronavirus economy<sup>17</sup>.

## f) Black and Minority Ethnic (BAME) workers

Some interviewees noted specific concerns in relation to people from a BAME background. BAME individuals have been shown to be more vulnerable to contracting coronavirus and more likely to die as a result. These unequal risks have been widely reported in the media, and studies initiated to further understand the root causes. Hypotheses proposed include socio-economic factors such as quality of housing, exposure to air pollution, or the prevalence of pre-existing health conditions such as obesity or diabetes among some minority ethnic groups. There is also a number of labour market related factors which are important to analyse in view of the good work agenda. For example, BAME workers are over-represented in key worker categories – 14% of key workers are from BAME backgrounds compared to a workforce average of 12%. This increases the likelihood of face-to-face contact with members of the public, thereby increasing risk of exposure to the virus. Workers in occupations with the highest number of Covid-19 deaths, such as care workers; taxi and cab drivers; security guards; sales and retail assistants, are more likely to come from a BAME background.

17 See for example the Carnegie UK Trust's *Work and Wellbeing Discussion paper; Flexibility for Who?* by IPPR; *The Kids aren't Alright* by Resolution Foundation

BAME individuals have not only been more exposed to the health impacts of the pandemic, they are also facing unequal disadvantage in terms of the labour market impacts more generally. BAME individuals are more likely to be unemployed, more likely to work in a sector that was shutdown (many of which, such as hospitality, still face significant operational challenges), and more likely to be employed in precarious work. They also score poorly across many aspects of job quality, compared to white individuals.

Work has been done to capture the experience of BAME workers during this crisis, with concern that institutional and structural racism is contributing to the highly adverse outcomes for these groups compared to non-BAME groups. Studies reported experiences of being discriminated against in terms of access to PPE, allocation to more dangerous work environments, and fear of speaking up about these issues. Recent reports also highlight a risk of discrimination in terms of redundancies<sup>18</sup>.

## g) Workers who are clinically vulnerable to Coronavirus

Concern for the heightened impact of the pandemic on people who are clinically vulnerable to Coronavirus was raised as an issue. This category covers a broad range of workers, including individuals who are pregnant and those with certain underlying health conditions or disabilities, and may also extend to those who share a household with someone in those circumstances. Some of these individuals may have been formally advised to shield; others may have not, but may feel themselves to be particularly vulnerable and compelled to take additional steps to reduce their potential exposure to the virus. Interviewees felt that workers in these circumstances could intentionally or unintentionally become isolated or treated differently from colleagues, and that they might face greater physical hazards, or risk being made redundant if required to attend physical work sites due to the added complexity that employers face in accommodating their higher level of risk. Emerging data lends credence to this concern;

18 The issues of race inequality in the coronavirus economy are further explored in our separate briefing paper, *Race inequality: the state of play in the Coronavirus Economy*, available at [www.carnegieuktrust.org.uk](http://www.carnegieuktrust.org.uk)



Citizens Advice Bureau research finds that around one in two (48%) of people who are extremely clinically vulnerable to coronavirus are facing redundancy, compared to 17% of the general working population.

## h) Workers with disabilities

Several interviewees raised concerns about people with disabilities, especially given their existing disadvantage in the labour market. Even prior to the pandemic, individuals with disabilities were significantly more likely to be unemployed, and if employed, were more likely to be in work that is poor quality by many measures, compared to non-disabled people. In terms of health impacts, the toll of the pandemic on individuals with disabilities is stark. The mortality rate for disabled people during the pandemic has so far been significantly higher than for non-disabled people. For example, disabled women under 65 are 11.3 times more likely to die, and disabled men under 65 are 6.5 times more likely to die than their non-disabled counterparts. Interviewees were concerned that the health risk presented by Coronavirus may introduce additional barriers to entry and progression in work for individuals with disabilities, or that employed individuals may be treated differently in returning to physical work sites because they are seen as posing more challenges to employers' duty of care. This concern seems substantiated in the Citizens Advice bureau research which finds 1 in 4 disabled people (27%) are facing redundancy, rising to 37% for those people whose disability has a substantial impact on their activities – compared to 17% of the general working population.

In terms of the wider context of labour market policy, some interviewees expressed concern that advancing mechanisms to improve the recruitment of disabled workers, on which the UK

has a poor record and has only seen piecemeal progress over the last decade<sup>19</sup>, was likely to be de-prioritised if the Coronavirus recession created a slack labour market. On the other hand, some optimism was expressed that the greater normalisation of home working during the pandemic might level the playing field for individuals with disabilities, specifically in cases where travelling into a place of work on a regular basis was a barrier to individuals with particular disabilities.

## i) Workers with lower formal skills

Intertwined and overlapping with the groups of workers in low paid work and precarious forms of work, as well as many younger workers, are those with lower formal skills levels. The sectors most likely to have been shut down and to struggle under ongoing social distancing requirements are those with lower formal entry requirements – such as hospitality and retail. This is clearly a cause for concern, as those who work in these roles may also struggle to find the opportunities and support required to pivot to other types of employment given the context of the economic crisis

### RECOMMENDATIONS THAT APPLY:

1 6

19 Prior to the Coronavirus outbreak, 53% of working aged disabled people were in work. The employment disability gap (the gap in the employment rate between disabled and non-disabled people) has decreased from 34.2% in 2013 to 28.6% in 2019. This is welcome progress over the last decade but still represents a marked disparity. Statistics taken from internal briefing paper shared with the author by the Centre for Better Aging, September 2020. Carnegie UK Trust research has also found that disabled workers are more likely to be in work which is poor quality across several measures than non-disabled workers, even when controlling for all other factors such as educational attainment.

# 3. How has job quality been impacted by the Coronavirus crisis?

## Introduction

Job quality is multi-faceted and perceptions of job quality can be subjective. People tend to value different aspects of their work more highly depending on their circumstances, personalities, and expectations. We often think of 'good work' first in terms of pay; but it is clear that people also value and pursue other aspects of employment – such as secure contracts, relationships with colleagues and management, flexibility and work-life balance, and opportunities for training and progression. The majority of people in the UK say they would enjoy having a paid job even if they did not need the money, illustrating the wider impact work exerts on wellbeing.

In 2018 the Carnegie UK Trust and the RSA convened a cross-sectoral Measuring Job Quality Working Group to produce a framework for measuring job quality in UK national statistics. This group endorsed a set of priority 18 job quality metrics, grouped under seven 'headline' dimensions which are: terms of employment; pay and benefits; health; safety and psychosocial

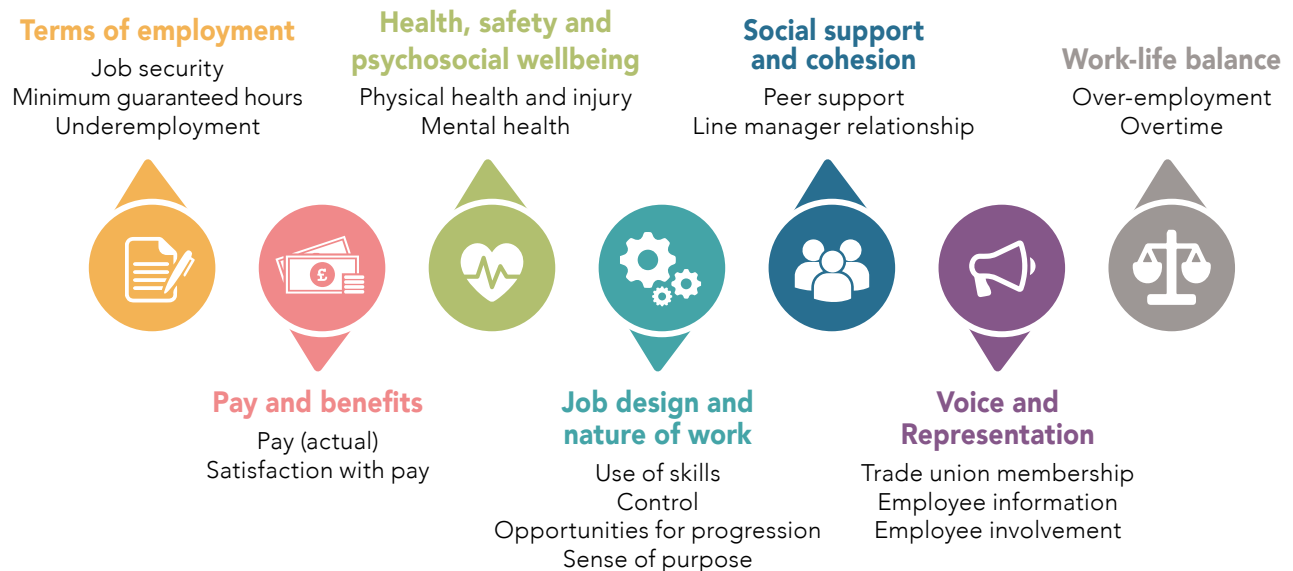
wellbeing; job design and nature of work; social support and cohesion; voice and representation; and work-life balance.<sup>20</sup> See figure 3 below.

A number of our recommended metrics are now included in the Labour Force Survey, while the Chartered Institute for Personnel and Development (CIPD), which established and uses these same seven dimensions of job quality, has been collecting annual, nationally representative data on many of these metrics since 2018.

We used our job quality framework in the interviews to systematically consider how different aspects of job quality have been, or may be, impacted by the pandemic as they affect different groups of workers.

<sup>20</sup> In addition to the 18 priority measures, the Working Group proposed a further 14 additional measures grouped under the 7 dimensions, which we believed it would be useful to aim to capture data on at a future point to gain a richer picture of job quality in the UK. Two of these 'additional metrics,' Training and Flexible Working, were raised spontaneously and repeatedly by stakeholders, therefore we have brought them forward for discussion in this report. This perhaps represents how the COVID-19 crisis has emphasised the salience of some aspects of job quality compared to others and compared to what was prioritised pre-crisis.

Figure 3





## Pressure points on job quality

We asked interviewees what aspects of job quality, in their opinion, were being impacted most by the Coronavirus crisis. There was a sense that the job quality impacts of the crisis are diverse, evolving, and falling differently on different workers, and that much of what we know at the moment is anecdotal or speculative. However, three broadly shared opinions emerged:

1. There are immediate job quality 'pressure points' regarding **pay, terms of employment, and health, safety and psychosocial wellbeing.**



2. Changes occurring to **work-life balance and job design and the nature of work** are significant, particularly for the parts of the workforce who have been **home working** during the pandemic. We are at early stages of understanding these impacts, including how they might in turn impact on **social support and cohesion.**



3. Interviewees felt there may have been broadly positive impacts on **voice and representation** from the crisis, although employer practice on this was bound to be mixed. At an institutional level, most interviewees felt **trade unions** had been strengthened by the crisis, although they were unsure how this would be sustained.



## This chapter

In the remainder of this chapter we explore the main points relating to each dimension in turn. The opinions of stakeholders and their ideas for job quality interventions are summarised. Where applicable, we signpost the Carnegie UK Trust's recommendations for how this dimension of job quality can be protected or enhanced.



## Terms of employment

**Job security**  
**Minimum guaranteed hours**  
**Underemployment by hours**

### Fears for worsening job security

Interviewees felt that in aggregate, terms of employment would be seriously adversely affected by the economic fallout caused by the pandemic. They felt that this impact would be with us for several years and spread broadly across different groups of workers.

The rationale for this was simple and based on the historical experience of economic downturns. If a business is struggling financially, uncertain about the size of wage bill it can accommodate or about the levels of consumer demand, it follows that making greater use of contingent and 'on call' labour, such as zero hour contracts, offers greater flexibility and less liability in terms of fixed wage costs. Similarly, in the context of high unemployment, it was felt that workers would be less willing to challenge terms of employment because they would feel grateful to have a job at all, and that employers would have a greater choice of alternative hires who might accept their terms and conditions.

Some workers are content with working under these more contingent or flexible working arrangements; for example the *Taylor Review of Modern Working Practices* found that 58% of people on zero hours contracts (ZHCs) are content with this arrangement. However, for others, being employed under these terms may mean not having enough hours to make a living, or having unpredictable working hours, and this may generate anxiety or economic hardship. Carnegie UK Trust-Operation Black Vote-University College London research and IPPR research have both shown that there are significant links between precarious contracts and poor mental health. The CIPD contends that underemployment had arguably become a more significant issue than unemployment in the UK labour market prior to the pandemic, with zero hour contracts and 'gig economy' employment

– though still relatively rare<sup>21</sup> – attracting particular concern as totemic symbols of rising worker insecurity. Concern about zero hours contracts had led to a significant focus in the UK Government’s Good Work Plan in tackling one-sided flexibility, and inappropriate use of zero hour contracts being explicitly discouraged by, for example, the Fair Work agenda in Scotland. The Living Wage Foundation had also developed a ‘Living Hours’ scheme, to encourage employers to provide security of hours alongside the real Living Wage to their workers.

The Coronavirus pandemic led to an exceptional collapse of consumer demand when businesses were shut down and people asked to stay in their homes during the initial lockdown: the UK economy contracted by around 20% in April 2020, the largest ever recorded drop. Businesses reopening may find that the financial hit of the pandemic, and reduction in the consumer demand they can accommodate because of social distancing, will require them to reduce staff hours, make redundancies or make greater use of contingent and flexible contracts to manage the uncertainties ahead. Interviewees were deeply concerned about a tide of redundancies they feared would follow the winding down of the JRS – directly impacting on many workers and deepening the perception of insecurity for many more. During the initial phase of the crisis, furloughed workers understandably had the greatest concerns about their future job security. CIPD found 38% of furloughed workers polled in April thought it likely they would lose their job in the next 12 months, compared to 22% of all workers. CIPD also found that perceived job insecurity has increased for *all* workers over the crisis period, from 13% in January, to 23% in May, only reducing slightly to 19% in June. Use of zero hours contracts also increased by 17.5% between April and June, to a record high of 1 million.

Going forward, it may be possible that the wider pressure on finances and low levels of demand in the economy will have an impact on job security for many other workers, not just those who were furloughed. CIPD reports that employment confidence has fallen across the public, private, and voluntary sectors of the economy. However, interviewees felt that the public recognition

and gratitude for key workers, large numbers of whom are in the public sector, may make it more politically difficult to implement large-scale public sector redundancies in the months and years ahead.

In terms of underemployment, which is measured by not being able to work as many hours as you would like to, average weekly working hours have fallen to their lowest levels on record since March. Although underemployment is seen to have a negative effect on worker wellbeing, interviewees felt that we may have to tolerate higher levels of unemployment and underemployment in the labour market for several years as a result of the crisis. They were supportive of the JRS being adapted to support part-time working as ‘a lesser of two evils’, compared to workers being pushed out of work altogether in businesses that would struggle to take them back on full-time hours.

### Opportunities to protect job security

Although broadly pessimistic about the prospects for terms and conditions, interviewees pointed out that how this will develop depends on whether there are any countervailing political interventions or responses from employers. As we have said, public recognition and concern about insecure work was already salient prior to the pandemic. At the outset of the crisis, there was a perception that some public services had lacked the resilience to cope with the national emergency, partly due to reductions in staffing which had occurred during austerity. The outpouring of support for key workers, particularly in health and social care, could also act as a deterrent against future job cuts or degradations in employment terms and conditions in these areas, with part of the public debate about rewarding key workers having centred on improving their job security. The strength of public sentiment in this regard, and its impact on political priorities or employer behaviours, however, is yet to be determined.

#### RECOMMENDATIONS THAT APPLY:

12

16

17

<sup>21</sup> Prior to the pandemic, the Taylor Review found that approximately 905,000 people, or 2.8% of those in employment, were on a Zero Hours contract, while around 1.3 million people, or 4% of those in employment, were working in the gig economy.



## Pay and benefits

Pay (actual)  
Satisfaction with pay

### Prospects for pay (actual)

Hours, contract type and pay were seen by interviewees as intimately linked, with the adverse economic conditions posing difficult decisions for employers about how many staff they could afford to hire, for how many hours, and at what rates of pay. Downward pressure on pay was expected to be a feature of the labour market for several years resulting from the impacts of the pandemic. This pay restraint was seen as likely to affect most workers. Recent CIPD polling finds that 33% of employers intend to freeze or delay pay increases, 26% plan to cut bonuses, and 18% plan to cut pay in the year ahead. However, pay falls and freezes are likely to be most felt by those on the lowest incomes. The data shows it is workers in the lowest income quintiles who have seen the largest hits to their income during the pandemic so far, being more likely to have lost their job, been furloughed or seen a reduction in hours (following through to lower hourly incomes). As already mentioned, interviewees were concerned about the hardship facing low-paid workers furloughed at 80% of wages. One interviewee voiced concern about whether 80% of former wages might become the 'going rate' in certain under-pressure sectors returning after furlough, due to this being the rate pegged by the Coronavirus Jobs Retention Scheme.

### Satisfaction with pay

Although there was a unanimous view that real pay growth would stagnate during the next few years, there were mixed views about whether satisfaction with pay would fall with it. Some interviewees felt that workers would be content to have a job, at any rate of pay, against the backdrop of high unemployment, and would moderate their expectations accordingly. Some also noted that when there is heightened fear of unemployment, workers tend to be more reticent to move jobs. This is likely to further constrain wage growth across the economy, as moving jobs is more likely to generate a pay rise than staying with the same employer.

### A lost decade of pay growth

Interviewees reflected that the gloomy prospects for pay marked a continuation of a 'lost decade' of lost real pay growth. Median weekly pay in the UK stood at £439 in 2018, still 1.8% lower (in real terms than the £447 that had been recorded in 2004). The majority of households in poverty now have at least one adult in work. Some of our interviewees noted that even before Coronavirus took hold, they had noticed increasing wariness from employers about levels of pay, with concerns about the economic impact of the UK's exit from the European Union. Coronavirus was seen as expediting a 'perfect storm' of negative pressures on pay.

### Improving pay for key workers

One area of cautious optimism on pay was regarding the prospects for key workers. Interviewees sensed widespread public awareness and concern that many of the key workers who were extremely visible in responding to and placing themselves at risk during the pandemic were also disproportionately likely to be low-paid. In particular, public attention and gratitude had been focused on NHS workers and social care workers during the pandemic. Some interviewees felt the strong mood of public support would solidify political consensus around tackling low pay facing some workers in these sectors in the medium term. However, interviewees felt there was a need to act decisively to harness this public mood and channel it into an irresistible demand for change. In the short term it was felt economic conditions and, in the case of social care, structural constraints, posed barriers to tackling low pay, and there was a risk that the rhetoric around rewarding key workers would not be turned into action.

For key workers that are unionised, there was a sense that unions would work hard to protect pay for their members against "austerity 2.0" and may enjoy greater legitimacy among the public in doing so, because of their profile as key workers during the crisis, presenting political risks to freezing public sector pay. Interviewees were nevertheless conscious that decision makers in government would be facing difficult future decisions around managing the public debt and finances and that future increases in public sector pay were not guaranteed.<sup>22</sup>

<sup>22</sup> A range of above inflation pay increases for many public sector workers were announced by the UK Government in July 2020, however these awards did not apply to all 'key workers,' excluding for example social care workers, local government officials, and other NHS staff.

## Social care

In the case of improving pay for social care workers, who exist outside the NHS system and whose sector is a patchwork of publicly funded and private-sector provision, several of our interviewees mentioned this as a group of workers to focus on as a priority. They noted the increased public awareness and recognition of the efforts of this group of workers, and the potential that this public mood could be harnessed to address longstanding challenges around pay in this sector. It is worth pointing out that the way that social care funding models are delivered has diverged across the nations of the UK and interviewees spoke mainly from a point of familiarity with the English model. In Scotland, a funding deal agreed between the Scottish Government and local authorities in 2016 has sought to ensure that all social care workers receive the Living Wage, and this commitment has been followed up by a Coronavirus funding boost. In spite of this, Resolution Foundation data finds a large minority (43%) of social care workers in Scotland still earn less than this amount; and across the UK as a whole, the figure of social care workers earning below the Living Wage is 58%. Moreover, it is believed that underpayment of social care workers for hours worked is a challenge in the sector; estimates of social care workers earning less than the minimum wage vary significantly, from roughly 20,000 to 160,000 workers, pointing to entrenched challenges around fair pay in the social care sector.

In light of these challenges, one interviewee suggested that greater clarity was required in our understanding of and demand for mechanisms to achieve a pay rise for social care workers. Other interviewees touched on the range of barriers to be overcome, some technical and political, relating to the development of a sustainable funding model with political and public buy in; others more intrinsic, related to changes in how society values different job roles and activities. The perception that society has tended to undervalue (paid and unpaid) care because it is was traditionally regarded as ‘women’s work,’ was discussed as an example<sup>23</sup>. Despite a sense that many challenges remain, a common theme in the interviews was that the significant changes which have been introduced and mobilised across society in response to Coronavirus have strengthened the sense that progress on the issue of pay for social care workers is possible.

23 For an in depth study of societal attitudes towards paid and unpaid care, see Bunting, M, 2020, *Labours of Love: the Crisis of Care*, London: Granta.

## Acting on pay inequality

Even if pay is broadly under pressure, the point was made that we should not stop monitoring and seeking to act against pay inequality, given that these inequalities were already salient as we entered the crisis. One interviewee said, for example, that gender pay gap reporting requirements on businesses, suspended at the onset of the crisis, should be reinstated urgently or risk arresting progress. Action is also outstanding on the previous UK Government commitment to introduce ethnic minority pay gap reporting.

## The role of the minimum wage

In recent years, minimum wage policy has been one of the levers through which the lowest incomes have been upheld in the face of economic headwinds. However, interviewees were uncertain about how minimum wage policy would adapt in the years ahead to respond to the difficulties facing businesses and households. When the lockdown began in March, some voices in the public debate expressed the view that the planned uprating of the National Minimum Wage – due in April – should be postponed, but it went ahead. Interviewees were unsure if the planned future increases, projected up to 2024, could or should go ahead as planned, particularly given that low pay density high employment sectors such as hospitality and retail are among the hardest hit by the Coronavirus crisis.

It is worth remembering that increasing the minimum wage has been successful in alleviating extreme low pay over the last 20 years, without being shown to damage employment. Increasing the wage floor signals to citizens that they are right to expect a baseline of economic security through wages. This may become even more important due to public recognition that many key workers who have supported the country through the pandemic earn the minimum wage.

However, while the minimum wage is an important lever for supporting household incomes, clearly it is not the only lever available and will not be sufficient on its own. Supporting working hours and addressing the interaction between in-work benefits and the minimum wage will also be important in improving the situation of workers on low incomes.<sup>24</sup>

24 The Carnegie UK Trust and the Learning and Work Institute will publish a new report about the future of the minimum wage in autumn 2020. This will include more in depth analysis and recommendations on how the future path of the minimum wage could, and should, be influenced by the economic effects of the Coronavirus outbreak. It will be available at [www.carnegieuktrust.org.uk](http://www.carnegieuktrust.org.uk)

## The role of social security

When considering the ‘perfect storm’ of negative pressures on pay and employment, some interviewees questioned whether changes to the social security system might be required to make up for a shortfall in the capacity for people to earn wages from paid employment. This might be, for example, through forms of tax credits or other social transfers. There was a widespread perception among interviewees we spoke to that levels of job seeker and disability benefits and SSP were very low, and that any worker having to rely on these would be likely to experience significant falls in income. For some interviewees, improving the level and accessibility of social security payments was long overdue and was seen as a moral imperative. At a time when unemployment will rise, it is incumbent on us to re-examine the culture and effectiveness of the system that is there to support people.

While the UK Government has internationally ambitious minimum wage targets, it is true that levels of social security relative to wages are internationally and historically low. The basic rate of Universal Credit is worth around a sixth of average weekly pay (17%), much lower relative to wages than social security payments were, for example, during the high unemployment of the 1980s (when it was worth a quarter of average wages). Even with the £20 increase introduced for new Universal Credit claimants at the onset of the pandemic, social security levels are also very low by European standards. This temporary increase may be seen as a tacit acknowledgement that the low level of payments would pose difficulties for large numbers of people moving into the system. Meanwhile the temporary removal of sanctions demonstrated that the system can be responsive to the external reality of the labour market, accepting the principle that people should not be punished for failing to make high numbers of new job applications a week during a period where vacancies are at record lows. However, it’s not clear that there is any political appetite at UK level for sustaining temporary changes to social security, or for adapting or reforming the social security system more substantially in the medium term.

## Sick pay

Our interviewees were supportive of removing the minimum income threshold to qualify for SSP and also increasing the level of payments, which, at £95.85 a week, would represent a substantial fall in income for many people if forced to rely on it. Prior to the pandemic, the UK Department for Work and Pensions was consulting on proposals for reform of SSP. These proposals included widening its eligibility to extend protection to those on the lowest incomes, and exploring how a rebate of SSP for Small and Medium Enterprises (SMEs) that demonstrate best practice in supporting employees on sickness absence might be designed. Some changes were temporarily introduced in response to the pandemic; with SSP eligible to be awarded after one day of absence, not four, and rebates of up to two weeks’ coverage targeted at SMEs who have placed staff on sickness absence if the cause is being ill with or needing to self-isolate with Coronavirus. The UK Government has given further indication that they recognise the challenges facing workers who cannot afford to take time off work to self-isolate with Coronavirus and are not able to draw on SSP. From September, they have begun piloting a £13 a day self-isolation payment for low-paid workers drawing on Universal Credit or Tax Credits in selected localities in England. The Scottish Government has announced a £500 Self-Isolation Support Grant for the same purpose, targeted towards the same group with some discretion for other workers who would face financial hardship if forced to self-isolate. However, there have not yet been any moves from the UK government in response to demands to increase the levels of SSP or the coverage of the scheme.

It is worth noting also that many employers provide contractual sick pay, topping up the levels of SSP when a staff takes sickness absence so that they receive closer to their normal income.

## Supporting incomes through a short-time working scheme

Through the JRS, the UK Government has been supporting the wages of around one in four workers. Some interviewees recommended that the government should not withdraw from action to support wages as the JRS comes to an end, but should provide some continuity of support for the hardest hit sectors and businesses through the



roll out of a new short-time working scheme. The general aim of short-time working schemes is to encourage employers facing financial pressures to reduce employees' working hours instead of laying them off. The best known example of a short-time working scheme is probably the Kurzarbeit social insurance programme in Germany, which predates the Coronavirus pandemic, but which has been adapted and used as a significant pillar of Germany's Coronavirus response. Under Kurzarbeit, the government provides an income "replacement rate" of around 60% – 80% – e.g. a worker receives a given percentage of pay from the state for the hours they would normally have worked but are not currently able to, while at the same time receiving full pay from their employer for actual hours worked.<sup>25</sup> Interviewees acknowledged that underemployment, as well as unemployment, was likely to be more prevalent in the Coronavirus economy. An intervention such as Kurzarbeit would be one way for the state to support pay, a crucial dimension of good work, during a very difficult economic period. It would also retain the link between workers and their employment, enabling part-time working, and in a way that could also potentially increase work-life balance and flexibility for some workers.

Since our interviews were conducted, there has been a further significant extension of the government's jobs support strategy along these lines. The UK Government has introduced the JSS, which has many of the features of a short-time working scheme. When the policy was announced, concerns were expressed, including publicly by some of our interviewees<sup>26</sup>, that the government contribution to the scheme was not sufficiently generous to achieve the goal of sustaining as many people as possible in work. The view has been expressed that the scheme is more likely to incentivise employers to keep one member

of staff on full-time than to keep two members of staff on reduced hours, and therefore that the scheme is unlikely to achieve the aim of keeping as many people in work as possible. Just as we came to publish this report, changes to the JSS were announced including substantially increasing the government contribution and decreasing minimum working hours requirements, which may go some way towards addressing these concerns, by making it more affordable for businesses to retain as many workers as possible on a part time basis. It has also been announced that workers in businesses legally required to close due to local and regional lockdowns are to get two thirds of their salary paid by the government, with the scheme due to commence at the point of the termination of the JRS, on 1 November, and run for six months. Full details and reaction to the scheme is still emerging. The commitment to continue government support for workers who are unable to earn because of the pandemic has been broadly welcomed. However, the decreased level of subsidy (from 80% to 67%) available to support workers in shutdown businesses points to continuing pressures on many workers' incomes and the potential for arising financial hardship.

## The future of the Living Wage campaign

Regarding other approaches for increasing low wages, many interviewees cited the Living Wage movement as one of the most impactful campaigns to engage voluntarist approaches from employers in the recent decade, but they were unsure about the forward momentum of the campaign given the economic context, and the risk that this might undermine employer confidence in their ability to commit to paying staff the real Living Wage.

<sup>25</sup> For more details see IMF Country Focus: Germany's Short-Time Work Benefit

<sup>26</sup> See for example commentary by the Resolution Foundation, IPPR, and Timewise

### RECOMMENDATIONS THAT APPLY:

2

12

18

19

20



## Health, safety and psychosocial wellbeing

Physical injury and health at work  
Anxiety and stress caused by work

### Influence of work on mental and physical health

Changes to worker health, safety and psychosocial wellbeing were pressure points identified consistently by interviewees; unsurprising in the context of the public health emergency. In the immediate term, there was great concern that physical and mental health was deteriorating for many workers. This was accompanied by a sense that the longer-term physical and mental health impacts of the pandemic may be substantial, with dramatic reported increases in people suffering depression and anxiety, and developing awareness about the long-term health consequences for some people recovering from Coronavirus.

Worker health and wellbeing is, of course, also informed by personal circumstances and characteristics outside of the workplace. Mental and physical health can be protected and ill health treated by a number of actors, with roles for individuals, family and friends, communities and community organisations, as well as the provision available for prevention and treatment of ill health through the UK's national health service. However, given that we spend an average of 37 hours at work a week and an increasingly large share of our adult lives in work, there is clearly a role for employers to exert an influence on the health and wellbeing of their staff.

### Immediate impacts

Since 2018, the CIPD has been surveying workers on the extent to which they feel the work they do has a positive or negative effect on their mental and physical health, and they report a steadily deteriorating picture<sup>27</sup>. In January 2020, prior to

the pandemic, 28% of workers said work had a negative effect on their mental health, and 26% said work had a negative impact on their physical health. The pandemic has placed health and safety concerns front and centre of the good work agenda, with all employers required to introduce policies and practices to help protect their staff from contracting Coronavirus while at work, and to consult with employees on these new 'COVID-secure' work procedures. There has been much greater scrutiny placed on the role of employers in supporting public health by providing adequate policies on sickness, working from home and absence to enable staff to stay at home if they are quarantining or at risk from Coronavirus.

The CIPD figure for work-related mental health impacts has remained steady in the period since January, although the reported decline in mental health in general is more substantial. Workers reporting that their physical health was negatively impacted by work increased by five percentage points to 31% from January to April, but had returned to 26% by June.

There are some differences in the work-related mental and physical health reported by people travelling into work and those working remotely. We have already set out how key workers and those who continued to travel into physical work sites have been most exposed to the risk of contracting the virus. Interviewees hypothesised that these workers may also be facing increased anxiety at work as a consequence. CIPD survey data in April found while many (58%) people still going into worksites said they were able to social distance at work; and had the right protective equipment (68%), around half (47%) of these workers were concerned about catching or spreading COVID-19 at work. By May-June this had fallen to around a third (32%) of workers concerned about catching or spreading the virus at work, with 21% of employees going into work not satisfied with the health and safety measures put in place by their employer. However, the same survey found key workers were more likely to say their mental health was negatively affected by work in June (30%) than non-key workers (23%).

The nature of health risks that home workers might experience as a result of the Coronavirus are clearly different to those working in public-facing roles and are less to do with the risks of contracting the virus itself. However, interviewees

<sup>27</sup> From 2018-2020, the percentage of those reporting work very positively or positively affected their mental wellbeing in the CIPD survey declined from 43% to 35%, and the figure for physical health declined from 32% to 27%. While data has been collected across too short a period to indicate a long-term trend, the survey authors note that the finding is consistent with other large scale employment surveys showing a decline in work-related wellbeing over the last decade. See for example: Green, F., Felstead, A., Gallie D. and Inanc, H (2016) Job-related wellbeing through the Great Recession. *Journal of Happiness Studies*. Vol 17, No1 pp.389-411



highlighted that people working from home may face deteriorations in their health, especially if they were working in unsuitable and cramped accommodation. Home workers were also seen as likely to experience pressures on their mental health and wellbeing due to, for example, difficulties in managing work-life balance, isolation or other stressors extenuated by the pandemic. The Institute for Employment Research Home Working survey found that more than half of home workers reported new musculoskeletal complaints as well as difficulties sleeping, reductions in exercise, increased consumption of alcohol and a less healthy diet in the initial weeks of lockdown. Interestingly, those attending their normal workplace were more likely to cite work as having a positive impact on their physical health (28% in June) compared to those working remotely (23% in June).

### Tensions between mental and physical health

Physical and mental health have been deeply intertwined, but also sometimes at odds for workers during this pandemic. There has been a need to protect physical health through social distancing measures and reduced contact with others; however it has also been widely understood that these steps have been suboptimal for wellbeing and for the mental health for many workers. Meanwhile, regardless of mitigation actions, employees may have experienced stress or anxiety because of fear of catching the virus.

Interviewees perceived that these tensions posed dilemmas for employers in exercising their duty of

care towards staff, with physical and mental health imperatives sometimes pointing in different directions – if for example, workers were keen to return to workplaces to reduce their isolation and loneliness, but this might increase their risk of contracting the virus.

### Changing the debate about work and health in the longer term?

As well as the production of government guidance for employers on managing the Coronavirus health risks to staff, the emotionally distressing experience of living through the pandemic, widely discussed in the national conversations and the media, has led to a proliferation of advice and guidance emerging from employer bodies and advisory organisations about how employers can support employees' mental health. In this regard, there was some cautious optimism that, while the lived health impacts of the pandemic may be highly negative, the experience may lead to a sustained and important focus on how employers can support good physical and mental health at work. Anecdotally, it was felt that many businesses have taken steps to support employees' mental and physical health, and that there would be likely to be a sustained interest and awareness among employees about the ability of their employer to protect their health at work.

#### RECOMMENDATIONS THAT APPLY:

22 23 24 29



## Job design and the nature of work

Opportunities for progression  
Training and skills use<sup>26</sup>  
Control  
Sense of purpose

### Opportunities for progression

Opportunities to progress at work are affected not only by individual skills level, but also whether employers are in a position to expand their operations or promote staff, and whether the labour market is buoyant enough to support people to switch jobs. Neither of these latter conditions has a promising outlook in many sectors at this point in the COVID-19 crisis. Interviewees envisaged that many workers would struggle to think about career progression during this acute phase of the crisis. This was because the labour market outlook is so uncertain, with the potential for future lockdowns or altered job roles to accommodate public health measures reducing our ability to forecast with certainty the medium to longer-term prospects for particular career paths and sectors.

### Training and skills use

However, some interviewees also noted that new opportunities also arise during periods of change. They pointed out that skills gaps were likely to be occurring in organisations due to changes in workforce composition as a result of people becoming ill, being furloughed, or being laid off, and because of the pivot to online working in some sectors requiring more digital skills. The ability of employers to manage these skills gaps intelligently, including through supporting existing staff to take on new work tasks, adapt their roles, or through new hires, was seen as the important question.

Many interviewees imagined that in-work training would be one of the first budget lines employers would look to cut back on in straitened economic times. UK workforces already score relatively poorly on employer training provision; typically around a quarter of the workforce report having received training within the last three months, with those on the lowest incomes least likely to have received training. A common theme in our interviews was that the question of training should not focus solely on training provided by employers, but that the issue should be considered more broadly, including the provision of better quality publicly-funded training opportunities. This was seen as critically important to support people to sustain or return to employment, and continue to progress into better quality work.

In terms of the mechanisms for delivering more training, ideas from interviewees included the re-introduction of a mechanism similar to the previous Portable Learning Accounts, and a major scale up of the UK's fledgling National Retraining Scheme to support individuals to learn and retrain, noting that the increased use of digital platforms could reduce the costs of such provision. It was also noted that barriers to accessing training should be addressed to ensure an inclusive approach, as if this is not taken account for it might risk compounding the employment and job quality challenges facing the groups of workers most adversely affected by the pandemic. For example ensuring that the delivery, cost and scheduling of training is geared towards supporting people with caring responsibilities or those with disabilities are able to take part.

Before the crisis, there had already been widespread calls from employers, employability providers, and think tanks to redevelop the apprenticeship levy. There have been a variety of different proposals, but a common theme has been the aim of better targeting apprenticeships at those groups who would benefit most from this pathway into work while also introducing a broader adult skills levy to support life-long learning. Several stakeholders reiterated the importance of getting this right as part of our response to the crisis. In its Plan for Jobs, the UK Government announced increased funding to boost the provision of apprenticeships, the scale up of the National Careers Service, and the tripling of Sector-Based Work Academies and traineeship places for 16-24 year olds.

28 The Measuring Job Quality Working Group recommended opportunities for progression, use of skills, control, and sense of purpose for inclusion in our priority set of 18 metrics. They also proposed we should recommend capturing data on training within our 'additional' measures, which we hoped to advance at a future point to gain a richer picture of job quality in the UK. Training however was raised spontaneously and repeatedly by interviewees, therefore we have brought this metric forward for discussion in this report. This perhaps represents how the COVID-19 crisis has emphasised the salience of some aspects of job quality compared to others and compared to what was prioritised pre-crisis.

Interviewees also suggested that the Government could consider waiving the repayment of Coronavirus emergency business loans and making the awarding of future Coronavirus support packages contingent on employers delivering training for staff. In terms of targeting groups for training interventions, given that lower-paid employees typically receive less training than higher-paid peers, there was some suggestion that skills training could be ring-fenced for lower-paid workers. Others mentioned that targeting training at managers would help to improve the quality of work throughout the workforce, as line manager relationship and quality is so important in people's experience of work, and this is even more significant at present as managers navigate the changes wrought by the pandemic. Finally, another approach which had some support was to target training opportunities at people who have been furloughed, as they may not be able to, or may not wish, to return to their previous jobs.

## Control

There is clear evidence that feeling in control is a factor in individual wellbeing<sup>29</sup>. In the context of our job quality measurement framework, we consider the extent to which workers feel they would like more or less control over the way they are able to do their job. Interviewees felt that a sense of control may have increased for remote workers, but not for those still travelling into physical work sites. For the latter, the stakes in relation to control seemed higher due to the perceived unfairness that these workers were not able to control their risk of exposure to the

29 See for example: April, Ket al 'Impact of Locus of Control Expectancy on Level of Well-Being' *Review of European Studies*. 4 (2), 2012; or Stajkovic, A. D. & Luthans, F. 'Self-efficacy and work-related performance: A meta-analysis'. *Psychological Bulletin*. 2: 240–261, 1998)

Coronavirus. In practice, given the income grade segmentation of occupations which can be done remotely, it may be that higher income workers are gaining increased control over the times they work, their work tasks, and the degree of health risks they wish to expose themselves to, while lower income workers have not seen any of this expansion of control.

## Sense of purpose

Interviewees speculated that a sense of purpose at work might be increasing for people who had kept physically attending work during the pandemic, especially if the work was part of the response to managing the virus, or keeping essential services running. They suggested that the converse may be true for people working from home for the duration and those furloughed, especially at the onset of the crisis when there was a sharp division between people being labelled 'essential' and 'non-essential workers.' Interestingly, while we have limited evidence of how people's sense of purpose at work has changed during the pandemic, the sense of meaning in life in general has been notably higher for health and social care key workers in the last few months than those in other professions.<sup>30</sup>

### RECOMMENDATIONS THAT APPLY:

21 24 25

30 See *Covid-19 Social Study*, Results release 11, Fancourt et al. Respondents were asked to rate to what extent they felt the things they had been doing in their life during the past week were worthwhile using the Office for National Statistics wellbeing scale on a scale from 0 (not at all) to 10 (completely).



## Social Support and Cohesion

### Peer support Line manager relationship

Interviewees' views on how social support and cohesion in workplaces had been impacted by the pandemic was largely anecdotal, and they had a clearer line of sight to how they felt the experience of home working may have impacted social support and cohesion, rather than speaking about the experience of key workers and workers travelling to their place of work.

Interviewees felt it was too early to know how people who had been working remotely, away from peers during this period had experienced social support and cohesion. On one hand, some interviewees felt that social support and cohesion at work may have been given a boost by the crisis. This was due to the collective experience of going through the strains of the pandemic together, and a sense that, for those organisations who are working remotely, seeing into each other's home environments on a daily basis via video conferencing may have a 'humanising' effect, reducing hierarchy which can be perpetuated in the layout and structures of office spaces and the way business is conducted in meeting rooms.

On the other hand, many were concerned about the implications of how managers and colleagues could support each other effectively when not physically working together, feeling it was difficult to provide the same levels of support remotely.

Some interviewees felt that trust had to be built between staff and management as a necessity to enable remote working, and equally so that employees feel safe to return to physical worksites. However, this sentiment may rather downplay the constraints facing both parties, as remote working was enforced on many types of businesses, and the power imbalances which can be present in worker-employer relationships may mean that some workers may feel compelled to return to work sites if asked to, even if they do not feel safe.

A common theme from our interviews was that workers' job quality during the crisis will have been influenced by the quality of their line management, which is highly variable across UK workplaces. Efforts to improve this dimension of job quality should focus on ensuring line managers have the training, support and competencies to support their people effectively in turn.

Recent CIPD data provides some further insight into how workers have experienced peer and line manager support during the pandemic, suggesting this dimension has remained relatively stable despite the changes to how work is carried out and stressors of the pandemic. Around seven in ten employees say they are satisfied with how their employer has responded to the crisis and agree that their employer has been supportive during this period (69% and 67% respectively). Employees largely report that line management and peer support has held up to pre-pandemic levels<sup>31</sup>, with general positive social relationships at work revealed in the CIPD's survey over the last three years.

Across the wider labour market, interviewees were concerned that we may see an acceleration of digitisation and automation in a way that negatively impacts on workers and communities. Increased use of tools such as automatic pay points, food and beverage ordering stations, apps or other automated processes designed to minimise human contact in workplace settings have been a feature of transactions during the pandemic. Some interviewees were concerned that sustaining these processes would lead employers to reduce their workforce, and that this may also remove the important social aspects of how people interact with each other in workplace settings, making work less fulfilling.

### RECOMMENDATIONS THAT APPLY:

9 12 24

31 The CIPD's Good Work Index 2020 which surveyed workers in January 2020, found that three out of four employees were positive about their line managers, rating their relationship as 'good' (42%) or 'very good' (35%) and almost 90% of employees were positive about their team members, rating their relationship as 'good' (42%) or 'very good' (47%)



## Voice and Representation

Trade union membership  
Employee Engagement  
Employee Involvement

Interviewees reported generally positive feelings about workers' voice and representation having increased in salience during the outbreak. This was seen as due to the need for employers to consult and bring staff with them when introducing changes in ways of working and safety procedures; the heightened stakes of the issues under discussion – perhaps alerting many people for the first time to the importance of having their views expressed or their rights upheld – and the tendency of trade unions to be, as one interviewee puts it, 'strong when they are needed'. However, they were also aware that the extent to which employees have mechanisms for voice and representation varies widely across the workforce. There was some concern that those workplaces which perform poorly at voice and representation generally, may see a further decline due to the difficult external circumstances, compounding the difficulties facing their workers.

### Trade union membership

The trade union movement was felt by interviewees to have been influential and seen as a constructive partner at the highest levels of government at the beginning of the outbreak, for example, through their influence in developing the JRS. Some interviewees also had a positive opinion of sectoral dialogue which had taken place to negotiate "COVID-secure" practices, e.g. between retail employer representatives and trade unions, and hoped to see this continue and extend to more sectors as we navigate the pandemic.<sup>32</sup> Trade union stakeholders interviewed for this research all anecdotally reported that memberships have increased over the crisis, even among self-employed people, a group where collective organisation tends to be weaker. However, trade union interviewees

also recognised that they had been forced to be reactive during the crisis, representing their existing members rather than putting energies into attracting and representing new groups of workers in need, and that the shift to remote working for a significant proportion of the workforce presented new challenges to their ability to organise.

Moreover, at the level of influencing public policy, interviewees were also unsure about how long the "uneasy truce" between the UK Government and the trade union movement would be sustained. They were aware that decisions to return to work potentially offer up more grounds for contention between employer and trade unions representatives than the decision to lockdown; the example of the schools reopening was cited as an example where the discourse had become more antagonistic in tone, in that case particularly between government and trade union voices. Several interviewees spoke about the importance of sustaining the influence that trade unions have shown during the crisis if job quality is to be achieved for workers in the difficult economic conditions of the Coronavirus economy. However, this was accompanied by recognition that the UK does not have embedded tripartite structures or a recent culture of social partnership; that relationships between workers and their employers had become increasingly individualised in recent decades; that successive governments have introduced legislation perceived as restricting trade unions activities; and that to rebuild in a different direction would require a significant departure from prevailing norms. Most interviewees emphasised they did not expect a significant reversal in these trends, and that this might place a threshold on the capacity to improve voice and representation for many workers.

In summary, interviewees were uncertain as to whether trade unions would sustain their current position of influence, grow in influence, or stagnate. This was seen as something which could go in either direction; there might be a resurgence in interest in the importance of collective voice, or the harsh economic climate might lead to a greater sense of 'every person for themselves' and unions being seen as a luxury people could not afford.

<sup>32</sup> An example was given of the safety guidance agreed between the retail employer body the British Retail Consortium and trade union USDAW (Union of Shop Distributed and Allied Workers). See <https://www.usdaw.org.uk/About-Us/News/2020/Apr/BRC-guidance-to-support-reopening-of-shops>

## Employee engagement and Involvement

Interviewees recognised that workers' opportunities to express their voice during the crisis will have been variable. As all businesses have had to introduce substantial changes during this period, it might be hoped that workers will have had some degree of effective consultation and voice regarding these changes, and that this will not have been restricted to unionised workplaces. However, some concern was expressed that we may see further polarisation between workplaces that are strongly unionised (e.g. teachers, police) and those that are not (e.g. retail, hospitality) and that this might impact the pay, terms and conditions, and safety of workers in the latter sectors. Although interviewees felt confident that they had some evidence to discuss the role of trade unions during this crisis, there was less empirical understanding about how other, more informal instances of worker voice and representation may have been realised during the crisis. It is worth noting that the most common form of voice in UK workplaces is one-to-one meetings with a line manager, reported by 60% of workers, followed by team meetings (around half of workers) and employee surveys (40%). Only around 5% report having non-union staff consultations committees or associations, while one in five have a trade union in their workplace. Some interviewees, particularly employer representatives, were aware of anecdotal good practice of employment engagement from the businesses they had come into contact with. But they also recognised that the need for quick decisive responses in an emergency, particularly the original decision to lockdown, may have curtailed the extent to which staff were likely to be involved in decision-making.

While government guidance asked non-unionised employers to consult staff about changes and "COVID-secure" procedures in the return to work, this instruction did not include guidance on meaningful or acceptable forms of consultation, and there was no sense that this was being monitored or audited. Not all interviewees had a view on what they considered minimum acceptable standards of consultation in non-unionised workplaces, but some did feel strongly that this was an issue where more robust guidance and championing from government and employer intermediaries was required: with

one saying '*engaging employees is no longer optional*'. The view was expressed that it was hard to imagine getting any form of consensus about how we move forward without employers engaging more systematically with workers, individually and collectively. In workplaces, this was seen to involve encouraging both trade union representation and encouraging more staff forums to represent themselves, if these were legitimised and given 'teeth' through formal terms of reference and properly trained individuals.

We have limited evidence of how much consultation has occurred, and what forms it has taken, particularly in non-unionised workplaces (where the guidance stopped short of providing examples of what constitutes 'meaningful' consultation). Recent CIPD survey data suggests consultation has not occurred in every workplace as per government advice. Just over half (55%) of workers surveyed said they've been given adequate information about returning to work, with only 44% saying they'd been adequately consulted about returning.

In terms of formalised voice mechanisms other than trade unions, legislative changes in April<sup>33</sup> reduced the threshold for workers to trigger a statutory right to request that their employer makes arrangements to inform and consult them – normally through the setting up of staff forums bringing together employee representatives with senior management. However this change went largely unheralded, and was not mentioned at all in Government guidance for employers. None of the interviewees were aware of this being taken up as a mechanism for voice during the pandemic. Other interviewees mentioned the Advisory, Conciliation and Arbitration Service (Acas) as an existing body which provides essential advisory services to workers and employers on employment rights, organisational change and workplace dialogue; and arbitrating to resolve workplace disputes. There was a view that Acas would benefit from being strengthened to respond to the heightened challenges arising from the pandemic.

33 Known as the Information and Consultation of Employees Regulation, the reduction for rights to request information and consultation arrangements was reduced from a threshold of 10% to 2% of workers; subject to an existing minimum of 15 employees. The regulations only apply to employers with 50 or more employees.



## Conflict

The Carnegie UK Trust does not look specifically at conflict in our job quality measurement framework. However, more than one interviewees advised us that they expect workplace conflict to increase exponentially going forward, due to the array of changes employers were having to introduce because of COVID-19, high degrees of uncertainty about rights and responsibilities, and the likelihood of mass redundancies, on top of the normal recessionary effects which usually trigger an increase in workplace disputes.

## Changing expectations about employee voice and representation?

While many challenges remain, it seems to us that the point of principle embedded in government advice – that meaningful consultation is part of employers' responsibility and can lead to better outcomes – has achieved new levels of support during this crisis period. There is the potential that this could be the basis for more progressive workplace relations and an increased focus on enabling worker voice going forward

### RECOMMENDATIONS THAT APPLY:

26

27

28

29

30



## Work-life balance<sup>34</sup>

Overtime  
Flexible working  
Anxiety reconciling work-life balance

### Immediate impacts

Interviewees felt work-life balance had been negatively impacted for many during the crisis. They reported a sense that many people working both from home and in their place of work may be working longer hours. There was concern that key workers in particular were being asked to work overtime in pressurised circumstances, including to cover staff absences due to illnesses and quarantining. For home-workers, it was felt that the boundaries between work and life had been eroded, and that 'always on' syndrome may have worsened for many people, due to there not being any physical change of environment between work and home.

There is some data to support the view that work-life balance has worsened during lockdown. The picture is mixed for people who have been working from home. Around half of home workers said in April that they were working long and irregular hours or were unhappy with their work life balance (48% and 50% respectively). For key workers, CIPD data suggests that more key workers compared to non-key workers report having too much work during April-June 2020. In April, 44% of key workers said this, compared to 28% of non-key workers<sup>35</sup>.

Looking across the labour market as a whole though, it is worth noting that ONS data finds adults were still over three times as likely to have seen their working hours decrease (35%), than report having to work overtime (9%), or working longer hours with no or fewer breaks (5%) during the crisis.

34 The Measuring Job Quality Working Group recommended over-employment and overtime for inclusion in our priority set of 18 metrics. They also proposed we should recommend capturing data on flexibility (formal and informal); anxiety and work-life balance; and suitability of hours within our 'additional' measures, which we hoped to advance at a future point to gain a richer picture of job quality in the UK. These latter metrics were, however, raised spontaneously and repeatedly by interviewees, therefore we have brought them forward for discussion in this report. This perhaps represents how the COVID-19 crisis has emphasised the salience of some aspects of job quality compared to others and compared to what was prioritised pre-crisis

35 The figures were similar in May (42% key workers vs 24%) and in June (37% of key workers vs 24% of non-key workers)

### Pressure on people with caring responsibilities

In relation to people with caring responsibilities during the period that schools and childcare settings were closed, interviewees anticipated that there had been excessive strain in trying to balance work, care, and in many cases home-schooling. The CIPD finds that 30% of workers say their ability to work has been affected by a change in caring responsibilities since the outbreak. IFS data found immense pressure on parents' time at the height of lockdown with, on average, parents doing childcare during nine hours of the day, housework for three, and paid work for an average of just three hours<sup>36</sup>, with parents often carrying out at least two of these tasks at the same time. Anecdotally, it was also reported to us that many parents were storing up annual leave for childcare, which is not optimal from a work-life balance and wellbeing perspective. As we outlined in chapter one, women undertake the majority of caring responsibilities in UK households, so negative work life balance impacts of combining caring and work during the pandemic clearly fall disproportionately on women.

### How home working may develop

Despite the significant pressures on work-life balance being experienced by many workers during the pandemic, particularly in the early stages, interviewees questioned how this aspect of good work might evolve in the longer run, with some grounds for optimism. Most felt that greater use of flexible and home working would be sustained even when it was no longer required as a measure to control the virus. Interviewees felt speculation about the 'death of the office' was over-hyped, noting that people would have a mixed experience at home, some positives and some negatives depending on their circumstances, and would miss aspects of working with others. But they did feel that remote working and flexible working had been normalised for those who have been doing it during this period, making a wholesale return to the 'office 9 to 5' unlikely. They felt that many businesses would be re-examining the value of having large office premises. Although they did not expect all activities to withdraw from physical workplaces

36 The average hours doing paid work figure is partly driven by large losses in employment.

permanently, they thought both employers and workers would look to establish a different balance of home and remote working in the future once the public health imperatives for home working have passed.

This sentiment is largely borne out in the data. The CBI finds that 37% of companies are conducting, or planning to conduct, conversations with landlords or managing agents to review their office space requirements going forward.<sup>37</sup> Meanwhile, polling suggests that nine out of ten employees who have worked at home during the lockdown would like to continue working at home in some capacity, with around one in two employees wanting to work at home often or all of the time. There was a general sense that workers identified positives in working from home and the greater flexibility it offered, such as enjoying spending more time with their families or not having to commute, but that the intensity of lockdown had, understandably, obscured or dampened many of these positives. Two-thirds (65%) of office workers surveyed in April agreed that though the current situation was challenging in other ways, they were enjoying the fact that remote working meant that they could spend more time with their family, with this figure rising to 72% of those with young children. Once childcare settings were reopened and other social and leisure activities made permissible, interviewees wondered if work-life balance may re-establish itself on a more balanced footing for many home workers.

It was seen by interviewees as important that as workplaces begin to open up again, or bring workers back on a partial basis, employers, policy makers and researchers should seek to understand the productivity and wellbeing impacts of the enforced experiment in home-working that had taken place, to try to establish more optimal arrangements in modes of working which might enable better work-life balance. A role was also identified for internally or externally conducted research to evaluate the impact of working flexibly during the pandemic, and to ensure that the learning from this experience is visible to employers to support them in their decisions around flexible working in the future.

There was concern that increased flexible and

home working could bring some negative implications for job quality, as well as positive benefits, which we do not yet fully understand. For example, there were concerns that remote working might reduce opportunities for progression – in workplaces and across the economy – if people are less visible to managers, or less able to leverage social connections to identify progression opportunities. This might particularly affect younger, less embedded workers. To be able to work effectively from home, there is also a need for individuals to have a safe and relatively comfortable environment and access to necessary equipment, which is clearly not guaranteed in the circumstances of all workers. This prompts the question of the extent to which increased use of home working by employers might require employers to provide new coverage for costs arising from working from home as standard, such as the purchasing and consuming of office equipment, expenses such as work phone calls, or even potentially extending to the cost of heating homes or broadband.

As noted in the section on peer and management relationships, it is not yet known how well employees can be supported by managers and able to enjoy social connections with colleagues while working remotely most or all of the time. There are also question marks about the extent to which effective idea generation, creativity, team working and problem solving between staff members can be replicated while working remotely most or all of the time. On the other hand, a greater shift to remote and flexible working might open up opportunities for people geographically dispersed around the country, outside major job centres, to access jobs that they would not have considered previously. Increased flexibility in work location was also thought by stakeholders to potentially help improve access to work for individuals with disabilities, or those with health conditions and or caring responsibilities, which may make travelling into work difficult.

Interviewees felt employers could spearhead progressive work-life balance policies to try to minimise 'always on' syndrome, and combat isolation among people working from home. Suggestions were that employers should make use of the proliferation of guidance made available online during lockdown on how to support staff to work remotely and flexibly in ways which protect wellbeing and productivity.

<sup>37</sup> This number is highest in banking, where 88% of firms reported a review of office space, and lowest in the manufacturing sector, with 18% undertaking reviews.

Employer practices around flexible and home working in certain sectors have clearly moved well ahead of existing standards in law. At the onset of the pandemic, the law allowed only for the right of employees to request flexible working arrangements. This 'right to request', implemented in 2010, has not been found to deliver a substantial increase in formal flexible working arrangements in the decade prior to the pandemic. Some interviewees proposed that the appropriate place for the UK Government to move to would be to introduce legislation to make flexible working by default a 'day one' employment right – and that progressive employers should be offering this in advance of being mandated.

It bears repeating that the experience of working from home during the pandemic has only been the preserve of around half of the workforce at any given time. We have already flagged the potential equity issues and risk of compounding inequalities if much greater use of flexible and home working (with the benefits this is seen to offer to work-life balance and control, especially over health risks) is only the preserve of workers in certain sectors, and predominantly those that are higher paid.

The flexible working consultancy and campaign organisation *Timewise* has for several years pointed out that flexible working is harder to achieve in frontline and shift-based sectors, where workers are, for example, required to serve customers in a given location, or work with specialised equipment which is not available at home. *Timewise* has been calling for more innovation to afford workers in these sectors greater 'shift-life' balance, e.g. more control and predictability over when and how much they work, if not an outright shift to fully flexible and / or home working. There may be a role for policy to monitor the greater potential equity issues the pandemic has thrown up between workers who are afforded options for home and flexible working and those that are not, and to consider how government might create or support guidance or resources to enable greater work-life and 'shift-life' balance for a greater number of workers.

#### RECOMMENDATIONS THAT APPLY:

9

12

23

24

25

29

## 4. Strategic and cross-cutting issues on good work and the Coronavirus economy

We asked interviewees what interventions they would prioritise to minimise the damage to the labour market caused by the COVID-19 crisis and ensure the best possible recovery for jobs and job quality. In this chapter, we reflect on what interviewees said, adding insights and recommendations developed from the Carnegie UK Trust's evidence base and our own process of internal discussion. We make use of anonymised quotations from our interviewees, to illustrate the range of view points, concerns and priorities we heard as we conducted our research. In doing so, we tackle a key tension at the centre of our enquiry: how can good work be achieved and sustained as a reality for workers and as a public policy goal, in the context of the Coronavirus recession and significant job losses? We conclude by submitting our overarching recommendations for how actors in the labour market can seek to balance the twin goals of sustaining employment and improving job quality, to ensure work improves wellbeing for many more people. Our recommendations are listed in full on p.49.

### a) Protecting jobs and good work

#### The importance of sustaining employment

On the whole, interviewees saw the priority interventions as those that would protect and sustain employment, pointing out *"you can't have job quality unless you have a job."*

Clearly, employers need to be in a position to create and sustain employment opportunities if individuals are to gain wellbeing benefits from being employed. There was real concern about the capacity of many businesses to survive and continue to provide employment given the severity of the crisis. This prompted misgivings about the extent to which public policy could be encouraged to focus on 'good work' rather

than 'any work,' due to the pressures on policy bandwidth managing the crisis, and on business survival and capacity to maintain employment:

**“ If we've got a choice between 4 million unemployed and some low paid work in retail, for example, these are quite tough policy choices.”**

**“ Going back to the main threats and the main impacts on wellbeing, if we look at unemployment, and furloughing, which reduces people's income, and people that are self-employed having to shut down their businesses and so on and so forth – I think the intervention that would be rightly prioritised is protecting people's basic needs. And so moving aside job quality for a moment, for people's wellbeing, you need income, you need food, you need housing. And so protecting those basic needs has to come first [...] and particularly it can be done through a targeted approach, recognising where there are particular 'at risk' groups, whether it be in low pay sectors or geographically or young people and making sure that nobody falls through the cracks.”**

Interviewees were very conscious of the difficulties facing businesses trying to stay afloat, and the constraints of operating in the Coronavirus economy, and could understand it might seem imperative for policy makers to resist placing any more demands on businesses:

“ How do we do this [promote job quality] in a way that tries to make sure we’re not adding to the non-wage labour costs for employers, because that will ultimately risk job destruction? And we don’t want less jobs in a crisis. Ideally, we want more jobs, and then we can, when we come out of the crisis, try and make those jobs better or create more better quality jobs and destroy some of those worse ones.”

“ There’s going to be a lot of labour market slack for a long time. And so I think that means on things like security, hours, pay, underemployment, opportunities [...] it’s going to be quite slim pickings. It’s going to be a tough labour market”.

Given the fears of significant job losses in the sectors worst hit by the crisis, almost all interviewees called for sustaining and adapting the JRS for a period past its planned October wind-down date. Interviewees felt there would be significant value in it being retained and tailored towards the worst-hit sectors, due to the longer shutdown and severe operational challenges facing sectors such as hospitality, travel, leisure, arts and culture and non-essential retail in the age of social distancing. This desire may have been largely met through the introduction of the JSS and commitment from government to continue to pay two-thirds of the wages of workers employed by businesses unable to operate due to local restrictions.

Interviewees also saw an important role for public spending and the design and rollout of government programmes to support individuals to move into jobs, or otherwise be in productive activity like training. This was seen as critically important to minimise the negative impact of unemployment for individuals and increase their opportunities to access and progress in good work. These suggestions go beyond what has been promised in the Winter Economy Plan, which indicates that interviewees think that the existing government interventions must go further.

Interviewees continually emphasised that access to work is the first hurdle to be addressed if work is to improve wellbeing. Resources need to be prioritised into job search support on this basis. Interviewees emphasised the importance of improving the existing publicly-funded back to work provision, by significantly increasing the resources available to the Department of Work and Pensions. Others talked about the importance of rebuilding an infrastructure of support around the country, adequately funded by central government but more deeply embedded in local labour markets, and also drawing on the expertise of the third and private sector. In its *Plan for Jobs*, the UK Government has announced a doubling of capacity of work coaches in job centres, and that it will be utilising private sector capacity to deliver a new online one-on-one job finding support facility<sup>38</sup>.

Several interviewees also favoured job creation schemes of various degrees of scale. Some favoured “Job Guarantee” schemes, normally denoting time-limited but paid employment targeted at young people or other people vulnerable to long-term unemployment – similar to the ‘Kickstart Scheme’<sup>39</sup> launched in the UK Chancellor’s Plan for Jobs. Others highlighted the need for more sustainable, large-scale job creation. Several mentioned the potential of a ‘green stimulus’; jobs created or job creation partially funded by government to perform roles related to climate transitions, such as large scale infrastructure or retrofitting projects, thereby advancing the UK’s response to the climate emergency as well as providing employment for many people. In its *Plan for Jobs* the UK Government has brought forward measures focused on job creation which were proven to be at least partially successful in mitigating unemployment in previous recessions. Funding to encourage home owners to improve the energy efficiency of their homes was announced in the Plan for Jobs, estimated to support ‘over 100,000 green new jobs’, but nothing has yet been signalled from the UK Government of the scale of a ‘green stimulus’ envisaged by our interviewees.

38 The additional work coaches are earmarked to work with people at risk of being long term (over 6 months) unemployed, while the online service will be aimed towards those who have been unemployed for fewer than 3 months. In October, an initiative called the Jobs Entry Targeted Support Scheme (JETTS) was announced which is to bring in an additional 13,500 work coaches to support job entry for people who have been unemployed for over 3 months.

39 The KickStart Scheme is a circa £2 billion fund earmarked towards the creation of hundreds of thousands of paid 6-month work placements, aimed at those aged 16-24 who are on Universal Credit and are deemed to be at risk of long-term unemployment. Government funding available for each job created will cover 100% of the relevant National Minimum Wage for 25 hours a week.



## The policy space for good work

All our conversations acknowledged that a range of political interventions, employer and worker responses could change the dynamics of how the situation develops, and while there was a path of dependency and underlying economic logic influencing events, this did not have to be decisive:

**“ And what could change that? Stronger trade unions, more government regulation, using some kind of leverage on employers from the job retention scheme and other things to try to encourage better practice – all of that could help mitigate those impacts. But some of this is just fundamentally swimming against the tide until the labour market improves.”**

Clearly, in the context of a severe economic recession, the extent of scrutiny placed on quality of work will need to be balanced against other related and legitimate policy goals such as minimising unemployment. However, there is also danger in losing the much needed long-term focus on job quality if we do not include delivering more ‘good work’ among our stated priorities for the labour market recovery.

We have already outlined the significant wellbeing costs of work that is poor quality. Tolerating a significant or growing proportion of work that is of poor quality across a range of measures will likely bring negative wellbeing outcomes for many workers; further exacerbate inequality in workplace experiences; compound the damage to physical and mental health that has occurred during the pandemic, and fail to reward the sacrifices made by many low paid, frontline workers in their efforts to contain the virus.

Despite expressing legitimate concerns about the perils of unemployment and the sensitivity of articulating expectations around job quality on businesses struggling to survive, interviewees did express a view that this was a moment for the UK to be ambitious. They recognised that working lives and opportunities to access and progress in good work had not been sufficient before the crisis struck. They were concerned that the UK

does not repeat the mistakes of the last recession, where a ‘jobs rich’ economic recovery was accompanied by a significant growth of low-paid precarious work and rising public discontent at falling living standards.

Interviewees were also attuned to the emotional shift which they perceived to have occurred in the general public discourse during the crisis. They felt that awareness about the link between work and wellbeing had been heightened for many people by their experience of crisis, whether because work relationships and a sense of purpose had supported them through this stressful period, or because of the recognition and gratitude towards key workers and the sense that ‘something must be done’ about the terms, conditions and low pay facing some of these workers.

Combined, this suggests that a focus on an ambitious agenda of good work shaping the economic recovery may not only be the right thing to do, but might also go with the grain of public sentiment.

## Good work trade-offs

International analysis<sup>40</sup> of levels of employment quality and quantity suggests there is no trade-off between the two. However, many interviewees suggested that there may be ‘trade-offs’ with some aspects of job quality and job creation in the coming period. For example, there is a strong consensus that we should expect high underemployment to be a feature of the labour market for some time, and that deploying public policy interventions to allow people to return to work on shorter hours would be preferable to these people being pushed out of employment entirely.

There was also a degree of acceptance amongst interviewees about the likelihood of pay restraint for several years, with fears that increasing wages too fast would constrain firms’ ability to hire and retain staff. Expectation of pay restraint and reduced or unpredictable working hours led many to suggest there may be a need for social security or other public intervention to maintain

40 See, for example, L Davoine, et al, (2018) ‘Monitoring quality in work: European employment strategy indicators and beyond’, *International Labour Review*, 147(2–3), p185



household incomes during a period when labour market income is under pressure. Where pay and terms and conditions may be difficult for individual employers to act on, our interviews also acknowledged that even under-pressure employers did have capacity to act in ways to improve – or at least, not make worse – other dimensions of good work such as voice and representation, work-life balance, social support and cohesion, and health, safety and psychosocial wellbeing. Indeed, some interviewees felt that if employers took concerted action to improve job quality across the range of job quality dimensions, employees would value these efforts and be more willing to tolerate pressures on pay and terms and conditions, the two dimensions of job quality which may be more constrained by market forces during a harsh recession.

In short, there are a range of ways that government, employers, and other actors can seek to achieve and sustain good work in the Coronavirus economy.

### Using the energy from the crisis to overcome long-standing barriers

Interviewees expressed an ambitious agenda for change across various fronts. Many of the policy ideas, approaches or interventions identified were not new, but spoke to practices which were not properly applied, widely used or valued. Interviewees recognised the barriers to doing some of these things anew or doing them better. There has been much written about why public policy fails.<sup>41</sup> Many of the potential barriers raised by interviewees regarding their ambitions were longstanding issues – not particular to any political persuasion – such as path dependency; institutional and cultural barriers; resistances and bias; a tendency to ‘muddle through’; and technical difficulties in formulating, implementing and evaluating policy well. Other perceived barriers were where ambitious ideas went against the grain of the dominant political ideology or power interests. More particular to recent times, austerity was perceived by many interviewees as having diminished the capacity of institutions to support individuals, and Brexit and the ongoing Coronavirus health emergency were occupying

much of the available political bandwidth and reducing the capacity to address questions of job quality. Some interviewees noted that, while in the last few years there has been a greater level of political discussion about ‘good work,’ many of these same barriers to going from rhetoric to delivery on a stated policy objective had already been present and constrained our ability to deliver good work for many more people:

**“ If we’re honest with ourselves and we take a step back on the good work agenda... we’ve achieved small stuff here and there, but basically we’ve achieved the minimum wage, the rest of it has for all the talking all the press releases, all the seminars, has been the Swedish derogation and that’s basically it on the big picture stuff. Now, I think it’s worth being slightly tough on ourselves. Because I slightly feel like in policy circles, there’s a little bit too much of ‘oh well we’ve talked about it so much more this decade than previous decades’ out there.”**

It may be possible to use the destabilising moment of the crisis and its rupture with what came before to obtain ‘escape velocity’ to make further progress against embedded barriers which previously have made concerted progress on good work difficult to achieve. There is a clear opportunity to harness the public appetite to ‘build back better’ as an encouragement for progressive policy action on ‘good work.’ The greatest political energy to be harnessed concerns adequately reimbursing the lowest paid and most precarious workers, including many key workers, who have been seen to have made sacrifices during this period. The instinct to deliver on good work as part of improving the social settlement for citizens in the aftermath of this crisis would also be building on the commitment made by the UK Government at the December 2019 election to ‘level up’<sup>42</sup> opportunity across the country.

41 See for example: Taylor, M. (2016) *Why policy fails—and how it might succeed*, Annual RSA Chief Executive Lecture 2016; or King, A, Crewe I 2014. *The Blunders of our Governments* London: One World.

42 A term used by the Conservative Government to denote reducing inequalities between regions around the country.

## Focus on social care workers

In our interviews, social care came through particularly strongly as an area where the crisis could provide an opportunity to harness the energy required to overcome long-standing barriers. The pandemic has thrown into sharp relief a variety of challenges in social care which were already widely acknowledged by policy makers, but have proved difficult to tackle. As we have set out elsewhere in this report, social care workers are disproportionately low-paid and on insecure contracts. As well as this being detrimental to the job quality and wellbeing of social care workers, interviewees suggested that improving job quality for social care workers could help stabilise the number of workers in this critical sector and improve the quality of care received, including supporting people with disabilities or health conditions to continue to participate in work and society. Improving job quality for social care workers was also seen as a driver of increased resilience in the social care sector, for example through the better retention of trained staff in a sector with high levels of turnover,<sup>43</sup> to ensure we are better prepared for a second wave of Coronavirus or a future public health crisis. There is evidence to support a link between job quality of social care workers and the quality of care received<sup>44</sup>. The public mood is now clearly in support of improving job quality for social care workers, extenuated by the perception of their personal risk and sacrifice through the pandemic:

43 Skills for Care's 2019 report found a sectoral staff turnover rate is 30.8 per cent or 440,000 leavers; this is twice the national average turnover rate of 15%, although turnover rates vary significantly across industries.

44 See also for example findings from Timewise, the flexible working consultancy, carried out a six month pilot with Rathbone, a community support provider, on improving scheduling, flexibility and work-life balance for social care workers. Social care workers involved in the pilot reported that working in this way had increased their knowledge about service users and their needs, and improved the support provided to service users. There were also marked improvements in service users' satisfaction with the number of people who support them, the quality of the support they get, and the quality of relationships with support workers.

80% of people think social care workers should be paid more than the minimum wage, and two-fifths support achieving these pay rises through additional funding for social care from general taxation.

However, as some of our interviewees set out, the complexity of the issues perpetuating poor job quality in the social care sector, and the levers for addressing this given that social care is a mixture of public and privately commissioned provision, involving central government and local authorities, need to be fully understood if successful action to rectify problems in the sector is to be taken. As we have said, social care is also devolved, with different funding strategies and levels of government support for the sector in place across the jurisdictions of the UK. There is a multitude of voices calling for reform of the social care sector, putting forward recommendations for how this could be achieved, across all jurisdictions of the UK. Those calling for reform have a focus not only on achieving a funding settlement from central government which is adequate to the needs of the sector, but also, such as expressed by Scotland's Fair Work Convention and the Local Government Association, on improving poor quality work affecting workers carrying out the important societal work of care. We echo these calls.

### RECOMMENDATIONS THAT APPLY:

1 2 3 4 5 6 7

## b) Good Work is core to the economic recovery

### Productivity and good work

There is growing realisation among the UK and other developed nations that poor quality work also has an economic cost in lost productivity, lost tax to the exchequer, and increased spending on national healthcare systems due to the impact poor quality work has on physical and mental health. Carnegie UK Trust research shows a positive correlation between 'good work' and improved workplace productivity, suggesting that if we tolerate a long tail of poor quality work as a way out of the employment crisis, this will have a drag on productivity and will not be conducive to our overall economic recovery.

A suggestion from interviewees, which the Carnegie UK Trust strongly supports, is to focus on articulating both the moral and the 'business case' for good work. There is a clear link between job quality and improved productivity. Carnegie UK Trust research<sup>45</sup> shows that, across sectors, good work and productivity are positively correlated. Five of our seven dimensions of good work are positively associated with productivity: pay and benefits; job design and nature of work; social support and cohesion; voice and representation; and work-life balance.<sup>46</sup> It is noteworthy that the correlation is stronger for poor work and poor productivity – meaning the existence of high levels of poor quality work will actually drag downwards on workplace productivity. Moreover, the evidence found that firms do not need to have the most 'cutting edge' employment practices to produce outcomes – improving poor quality work to make it 'better' if not outstanding, actually seems to be the most optimal point for generating productivity gains.

In straitened financial times, where employers may have to reduce headcounts and reconfigure workplaces, focusing on small changes designed

45 Research examining the links between the good work dimensions and improved productivity, produced by the Warwick Institute for Employment Research, will be published by the Carnegie UK Trust in the autumn and available at [www.carnegieuktrust.org.uk](http://www.carnegieuktrust.org.uk). See also a summary of findings in: Warhurst, C and Bosworth, D. 2020. Does Good Work have a positive effect on productivity? Developing the evidence base. In: Irvine, G, ed. *Can Good Work Solve the Productivity Puzzle?* Dunfermline: Carnegie UK Trust. Available at: <https://www.carnegieuktrust.org.uk/publications/can-good-work-solve-the-productivity-puzzle/>

46 For the other two dimensions, the evidence is mixed or non-existent and a link could not be established.

to improve work quality may be an optimal available lever for boosting productivity and thus expediting financial recovery. Therefore there may be a role for government to emphasise the links between job quality and productivity in its political messaging to employers about the economic recovery.

### Industrial Strategy

Some interviewees spoke about the need for a more effective industrial strategy underpinning any efforts for job creation and stimulus as well as tackling job quality issues in particular sectors. There was some frustration from interviewees who felt that, although a UK Government Industrial Strategy does exist, the potential of this policy was not being fully leveraged, and that there was an opportunity to make significant changes to respond to the challenges caused by the pandemic.

'Industrial strategy' is a term which is not always precisely defined by those who use it. Theoretically, it 'denote[s] policies that stimulate economic activities and promote structural change,' traditionally encompassing policy areas such as infrastructure, skills, research and development spending, regional economic development and export promotion. It implies some degree of overall coordination of these policies to service a clear set of objectives, whether that is full employment; championing sectors which are felt to have competitive advantage; or 'levelling up' opportunities around the country. Matthew Taylor, a member of the UK Government's Industrial Strategy Council, notes that:

**“ In practice, industrial strategies tend to range from subsidising selected high tech, export-oriented manufacturing sectors (which make up a small part of the economy and an even smaller part of the workforce) to full scale planning with the goal of restructuring the whole economy (and the power relations and values underpinning it). [...]The current UK Industrial Strategy is very much at the former end of the spectrum.”**

Several interviewees suggested that an industrial strategy tending more towards the *latter* model was what was needed to ‘build back better’ in the labour market after the pandemic. They envisaged that an industrial strategy of this nature could help achieve labour reallocation through the economy in a way that helped people into work while also serving other social goals, including a goal of improving quality of work in sectors, such as social care, where issues such as low pay or poor terms and conditions may deter workers from entering or staying in these jobs.

Related to this, a common theme in many of our conversations was the importance of sectoral dialogue, enabling bodies to speak with legitimacy on behalf of different sectors (e.g. hospitality, hairdressing, leisure), and which government could engage with to understand the issues on the ground in these sectors. Some interviewees suggested an ‘industrial strategy for every sector’ or ‘sector-specific recovery councils’ might be a mechanism for understanding issues and targeting government support appropriately in the economic recovery, while others spoke about sectoral wage councils, to help set wages at levels which felt sustainable to employers and satisfactory to workers in those sectors. Several interviewees emphasised that industrial strategy bodies, and any sectoral recovery councils, would have to be tripartite – comprised of representatives from employers, trade unions and government – in order to have legitimacy, and to increase the possibility of achieving good outcomes for the actors in these sectors.

Interviewees continually emphasised the need for centrally developed industrial strategy to be integrated with the reality of regional labour markets, with efforts made to purposefully align with the regional and local partners who could enable it to be realised. For example, through linking into regional and local authority economic development, labour market strategies, and the provision by education and training establishments around the country. More broadly, some interviewees pointed to the overtly centralised model of the governance in the UK relative to other countries as a constraining factor in supporting the economic (and, in some cases, public health) response to the Coronavirus, calling for further devolution of meaningful powers and resources.

#### RECOMMENDATIONS THAT APPLY:

14

15

## c) Points of leverage to deliver good work

### Supporting and influencing employers

Most interviewees felt that the pandemic had fundamentally altered the relationship between businesses and government, at least in the short term. The intervention of the state in the economy, through mechanisms such as the JRS, represents a significant shift from the prevailing trends of the past three decades, where successive governments have generally sought to restrict their involvement in the market economy. As the UK responds to the pandemic there is arguably now a higher degree of support, expectation and accountability between individual employers and government than *has* been the case for many years. As one interviewee put it: ‘the state has to be involved – they made the decision to tell employers to shut down, so it's necessary.’

Many interviewees felt that the JRS was a new potential mechanism for government influence on employers, should they wish to use it in this way. As we mentioned in our discussion on training, there is a possibility for future furlough or Coronavirus business support to be conditional on employers demonstrating ‘good work’ practices. These could be, for example, through delivering staff training, management training, recognising trade unions, or not using zero hour contracts, among other potential actions related to the dimensions of good work. Alternatively, it was suggested by some stakeholders that Coronavirus emergency business loans should be written off if businesses demonstrate they have taken specific action on key job quality issues. At the time of writing, there were no plans to use the JRS to encourage the advancement of good quality work in this way. As we have already stated, the scheme is expected to draw to a close at the end of October, making way for the Job Support Scheme and the Jobs Retention Bonus in its place.

It appears highly likely that an increased level of government intervention in the market, through a range of initiatives, will be required for as long as the COVID-19 crisis is with us, in order to support sectors, businesses and workers through the ebbs and flows of the pandemic. A

key question for government to consider will be whether to start attaching any conditionality to the support packages that it provides, to support the delivery of other key policy goals – such as improved job quality. Pre-crisis, there were instances of public sector initiatives whereby the awarding of grants or procurement contracts were linked to the demonstration of ‘good work’ behaviours, such as payment of the Living Wage, provision of training, or no inappropriate use of zero hours contracts, with the aim of improving job quality in a given community. There are challenges to this approach. For example in achieving proportionality – that is, the extent to which achieving good work sits alongside other desired social outcomes which procurement could be geared to, such as environmental aims; the extent to which conditionality placed on potential suppliers does not cause unintended or unfair detriment; and a number of legal and technical questions which need to be assessed to give procurement teams confidence to operationalise the practice. But there are also examples of areas who have successfully operationalised aspects of ‘good work procurement’ – such as Fair Work First in Scotland, Community Wealth Building in Preston and Manchester City Council, and good practice guidance does exist.<sup>47</sup> These could potentially be used as the basis for considering how conditionality might be attached to Coronavirus business support to achieve better good work outcomes in the economy.

#### RECOMMENDATIONS THAT APPLY:

9 10 11

## Measuring Good Work

Another issue which was raised was the question of capturing data on aspects of job quality at a national and workplace level, as a means of increasing scrutiny and understanding progress towards the achievement of good work in the Coronavirus economy. The Carnegie UK Trust supports the inclusion of job quality metrics in national statistics. In 2018, working with the RSA, we brought together a group of cross-sectoral stakeholders to develop a measurement

framework for job quality in the UK. The aim of collecting nationally representative, robust and regularly communicated job quality data is threefold. We believe that better data can help to inform public incentives and interventions that promote better work. Shining a light on sectors where job quality appears high can help other employers understand how aspects of good work and job design can be encouraged and enabled for a more productive workforce. Finally, capturing data on job quality sustains scrutiny and public and media attention on quality of work, which in turn provides a platform for action where job quality problems arise, or progress is not as it should be. We therefore believe there should be a continued focus on capturing job quality data to sustain the expectation for good work in the Coronavirus economy.

### (ii) Workforce reporting

In addition to moving forward with national measurement, some interviewees also raised the issue of workforce reporting encompassing measures of job quality. This was seen as a tool which could be helpful in supporting a cultural shift within the leadership of companies, and strengthen the expectation towards good work. Having a set of requirements to report on job quality, as part of an overall basket of business performance metrics, would lend weight to internal champions of job quality pointing to this as a business priority, alongside, for example, financial performance metrics. One interviewee expressed the view that companies being asked to collect and act on this data would demonstrate positive business outcomes from job quality changes, further supporting the evidence base on the ‘business case’ for good work:

“ **Workforce reporting and analytics... [can help HR leaders] explain why continuing to invest in skills development is crucial to the long term success of the business. They can demonstrate that a ‘salami slicing’ approach to making redundancies [...] will undermine the long term value of the organisation [...and that] consultation with the workforce is crucial in terms of innovation and organisational culture.**”

<sup>47</sup> See also IPPR North’s report *Decent Work: Harnessing the Power of Local Government*



In our *Measuring Good Work* report, the Carnegie UK Trust explored some of the opportunities and challenges for employers of all sizes in capturing data on job quality from within their organisation, either through formal workplace reporting and disclosure (such as that required from large companies with regards to gender pay gap reporting) or through carrying out and sharing, and acting on the findings of internal staff surveys. We know that many employers already measure aspects of job quality at an organisational level via workplace employee surveys. There are some constraints facing employers trying to do this meaningfully. Businesses of all sizes face competing and multiple priorities, particularly as they navigate the COVID crisis, and smaller businesses in particular, who may lack a dedicated HR or employee engagement function and work more closely and with greater visibility of their workforce, may rely on other, less formal means of hearing staff views. Moreover, it does not necessarily follow that the act of carrying out staff surveys or workforce reporting and disclosure results in employers taking action where the results reveal job quality issues. There are risks that staff may perceive surveys as little more than a 'tick box' exercise which does not result in meaningful change, or may become fatigued by being surveyed too often, particularly if results are not seen to be acted upon. However, there is significant value in enabling worker voice through an effective approach to undertaking staff surveys. Job quality reporting at a national level could be a useful lever to support more systematic job quality measurement at employer level, by setting out an expectation around job quality measurement and a suggested set of measures which could be adapted into employer settings. The duty placed on employers to consult staff on COVID secure workplaces has provided a further staging post in normalising the expectation that employers should engage staff views to tackle workplace issues and ensure buy-in.

#### RECOMMENDATIONS THAT APPLY:

8

## Encouraging and celebrating good employment practices

There is a clear role for employers themselves to do more to demonstrate good practice on job quality, and a role for civil society in supporting campaigns and employers that do so.

Interviewees recognised that employer responses through the pandemic have been mixed, with some reacting admirably and treating staff well in difficult circumstances, others less so. Negative public attention was drawn to the actions of certain employers who had delayed the decision to shut down before the choice was removed by the national lockdown, some of whom were seen to be prioritising protecting profits over protecting staff, or those employers who have made mass redundancies rather than drawing on the JRS. From employer representative bodies, we have heard that many of their members were conscious that the public expected companies to be seen to be 'doing their bit' to support their people and public health. They themselves were aware of being judged on the decisions taken during this difficult period, both by the public and by their staff, and many were keen to distinguish themselves from employers who were considered to have behaved badly. It was suggested that employers should speak out about their good practice during the pandemic:

**“ It would be great to have some more vocal employers talking about how they've looked across the piece at good jobs and the wellbeing of employees, systematically addressing the risk factors faced by different employees. And [...] as a result, it's supported their [...] sustainability. Not just the stuff that the employers should do, because they're regulated to do it. There's a real opportunity for some employers to stand out at this point in time and demonstrate what's possible.”**



Interviewees also felt there could be a role for government or third sector organisations to draw attention to good employer practices, and champion and show support for employers exhibiting these to generate social expectations around good practice and ensure employers feel valued for making this effort.

## The importance of business networks and peer learning for Good Work

As well as having seen a decline in levels of trade union membership, relative to many European economies, the UK has seen an accompanying decline in the levels of businesses who are members of business associations – such as local chambers of commerce, trade or employer associations. However, the value of being part of business and employer networks, able to draw upon guidance, practice examples and peer support, is likely to have been clearly demonstrated for many more businesses as they sought to respond to the demands of the pandemic. A range of employer membership organisations, industry bodies, and campaigning and advisory groups have done vital work connecting businesses to guidance and best practice to support their staff during the pandemic – including but not limited to the CBI, Federation of Small Businesses, ACAS, CIPD, and Be the Business. In some cases this has involved making all Coronavirus-related content available free to non-members. We commend the work of these organisations in supporting employers to understand their rights, options, and obligations over this period of enforced and radical change in working models. We suggest this could be used as a jumping off point for a more sustained focus on business peer-learning which also places a greater emphasis on good work practices.

While we expect that efforts to sustain and build on the networks which have been valued during this period will be employer and membership body-generated, there may also be a role for government as well as wider civil society to provide funding, support, and recognition to these networks. Business representatives we interviewed pointed out the huge appetite for guidance from businesses on how to look after their staff during this period. They felt efforts to magnify this guidance, or encourage employers to continue to seek practice examples going

forward, would be helpful for sustaining good work. Peer support networks, such as the model established by Be the Business, were seen as among the most impactful for employers who value learning from each other, rather than being told what to do. Governments, foundations or other organisations could also provide funding to existing networks to generate more activity or magnify and connect existing activity.

Interviewees also pointed out that government funding for business support services, delivered and accessed locally across the UK, had significantly reduced and led to the networks of support being degraded in the last ten years. It was felt that this could be reinvigorated with a greater emphasis on 'good work' guidance given parity alongside information about financing, HR legal requirements, and other 'business basics'.

### RECOMMENDATIONS THAT APPLY:

12 30 31

## The role of labour market enforcement

State-based enforcement regimes are used to ensure that workers' basic rights are upheld. Recent CIPD research which examines the effectiveness of the current UK enforcement regime points out several areas of concern. It notes, for example, that many of the enforcement agencies were inadequately resourced, even before the new risks and vulnerabilities to exploitation or unsafe working practises presented by the COVID crisis. The average employer can expect an inspection from, for example, the minimum wage enforcement team, only once every 500 years.

Plans for various labour market enforcement agencies active in the UK to be merged into a Single Enforcement Body<sup>48</sup>, in order to more effectively improve standards and compliance, is at the stage of being consulted on by the UK Government. Some of our interviewees urged for further progress on the consolidation and improvement of the enforcement regime in the

<sup>48</sup> Three bodies proposed to come under a single enforcement body include the Gangmasters and Labour Abuse Authority; the National Living Wage team within HMRC; and the Employment Agencies Standards Inspectorate within BEIS.

UK, in order to protect the most vulnerable workers. Workers who are already vulnerable to being denied their rights or mistreated were seen as being at potentially greater risk of exploitation due to the twin pressures of sustaining employment in the Coronavirus economy, and the uncertainties of the UK's forthcoming new migration regime. Linked to the appetite for greater 'good work' signposting and practical resources for businesses, it was also suggested that the Single Enforcement Body, when operational, should have an increased emphasis on signposting employers to good practice guidance. This would have the aim of 'nudging' improvements in the job quality provided by employers who are not wilfully breaking the rules, but may simply lack knowledge and understanding of their obligations to their employees.

Related to this discussion, although not falling under the remit of the Single Enforcement Body, was concern about how compliance and monitoring around 'COVID-secure' workplaces would be achieved. Responsibility for ensuring employers deliver COVID-secure workplaces rests with the Health and Safety Executive and local authorities. Analysis from the TUC suggests that HSE inspections have fallen by 70% in the last decade, while local authorities have faced a reduction in core funding from central government of nearly £16 billion in the same period, prompting questions about the capacity of these actors to take on new responsibilities to respond to the risks posed by COVID. We return to this in our recommendation about health.

## Good Work and the power of place

A final suggestion from interviewees was for local areas to take action themselves, in the establishment or expansion of area-specific 'good work'-focused pledges or initiatives.

Building coalitions of businesses making a public commitment to good work principles in a particular area is seen as a useful vehicle. These can help businesses within this network connect and learn from each other, and may also set expectations of the standards of behaviour expected from businesses in a given employer community. Examples of good work pledges already exist in a variety of places including Scotland, Greater Manchester, North of Tyne, and London. Several interviewees also mentioned the Living Wage movement as a potential network which had been influential on employer practices, and that they would like to see this sustained or strengthened through the current difficult period. In addition to its core campaign for employers to become Living Wage employers, the Living Wage Places initiative mobilises groups of local Living Wage Employers to achieve an action plan for growing the number of the Living Wage Employers in a given locality. Examples of places which have taken the Living Wage Places pledge, working towards the achievement of their action plan, include Bristol, Salford, Cardiff, Dundee, Glenrothes, and International House, a shared office building in Brixton. We have already mentioned the Living Hours accreditation, a further initiative which encourages employers to provide security of hours alongside the real Living Wage to their workers.

### RECOMMENDATIONS THAT APPLY:

13

**In the remainder of this chapter, we set out the Carnegie UK Trust's recommendations on how we can protect and sustain job quality in the Coronavirus economy.**

# Recommendations



## Supporting jobs and incomes

**1**

### A multi-year jobs plan

The UK Government should build on what has already been achieved and commit to a multi-year focus on protecting jobs and improving job quality for people in work, recognising the long-term impact of the pandemic on the labour market. The government should adopt the Institute for Employment Studies' proposal to create a 'COBRA for jobs' to drive this multi-year strategy, bringing together national, devolved and local government departments and agencies, sector bodies, employer organisations and employee representatives. As a key part of this plan, particular attention and focus must be given to the groups of workers most likely to be disproportionately affected by the crisis. This includes low-paid workers, people in precarious employment; the self-employed; women; young people; people with low formal skills; Black, Asian and Minority Ethnic (BAME) workers; people who are clinically vulnerable to Coronavirus, and people with disabilities.

**2**

### Strengthen the labour market safety net

The UK Government should undertake a rapid review to identify, develop and pilot a range of measures that it can deploy to strengthen the safety net for workers during a prolonged period of economic and labour market volatility over the next two years. In addition to the Winter Economy Plan, the government should consider specific interventions to support incomes in areas where there are local lockdowns, further sector-specific support schemes, and maintaining or introducing additional social security payments. Given the geographic and sectoral nature of these interventions, it is essential that this work is undertaken in close dialogue with the devolved governments and with local government.

**3**

### Learn and adapt continuously

The current labour market situation is unprecedented and changes continually, with increasing local variation. Starting with the Winter Economy Plan and Job Support Scheme, the UK Government should closely track the impact of its interventions over the months ahead and pivot, adapt and strengthen these if they are not delivering the desired outcomes. Devolved and local governments must be closely engaged in this process.

## A renewed focus on good work

### 4 Good work at the heart of the recovery

The UK Government has previously set out a clear ambition for good work in the UK, and published a Good Work Plan. The government should reaffirm this goal and publicly commit to placing a focus on good work as a central part of the medium-term COVID-19 recovery plans.

### 5 Update on progress and set a new agenda for Good Work

As a first step, the UK Government should publish an update on progress against the Taylor Review recommendations it committed to taking forward in the Good Work Plan; set out a timetable for delivery on outstanding actions; and set out a new process for identifying additional measures that are needed to advance good work in the UK as part of the response to COVID-19.

### 6 Put disadvantaged workers at the centre of a new good work plan

The UK Government should set out a clear commitment and plan to work with organisations representing groups of workers most at risk of poor quality work in order to identify and implement effective, tailored responses to meet the needs of these groups.

### 7 Target improvements for social care workers

The pandemic has exacerbated and exposed many challenges to good work that exist in the vital social care sector. We recommend that the social care sector should receive particular focus and attention for job quality interventions as a matter of urgency. The UK Government's plans to reform social care in England should include an explicit focus on improving job quality for social care workers.

### 8 A new, national system for measuring good work

As part of a reaffirmed commitment to good work, the UK Government should work with the Office for National Statistics (ONS) to complete the task of setting out a new measurement framework for job quality in the UK. This should build on the work of the Carnegie UK Trust and RSA Measuring Job Quality Working Group, as well as the new questions on progression and employee involvement in decision making recently added to the Labour Force Survey.



## Promoting and incentivising good work

9

### Use points of leverage to support employers to deliver good work

The UK Government should use the unprecedented levels of reach that it currently has with employers, through the Job Retention Scheme; Job Support Scheme; Business Interruption Loan Scheme; Kick Start Scheme, and other interventions, to encourage employers to take action on key dimensions of good work. For example by:

- a. Reminding employers of their statutory obligations around pay, terms and conditions, health and safety, employee consultation and equalities
- b. Highlighting the importance of effective line management during the current crisis and signposting employers to the range of freely accessible good practice guidance on effective and supportive management practices
- c. Promoting resources to help employers develop good job design that offers greater flexibility and work-life balance for employees

10

### Assess potential for conditionality within COVID-19 support packages

The UK Government should undertake an assessment of the merits and challenges of applying conditionality within the COVID-19 support packages offered to employers, and consider the potential for providing enhanced support for those employers who commit to key aspects of good work such as training, guaranteed hours and high quality employee engagement.

11

### Procuring for good work

All public sector bodies should consider their commissioning and procurement processes and the various points of engagement that they have with employers and establish a clear plan for how they will use these tools to encourage and incentivise the provision of good work across the labour market during the next five years.

12

### Employer organisation support for good work

A range of employer membership organisations, industry bodies, and campaign groups have done vital work connecting businesses to guidance and best practice to support their staff during the pandemic, often making large amounts of free resources available to non-members. We recommend that these organisations continue to emphasise guidance around good work practices in their communications to members to support a 'job quality rich' economic recovery. For example by:

- a. Reminding employers to fulfil their statutory obligations around pay, terms and conditions, health and safety, employee consultation and equalities
- b. Highlighting the importance of effective line management during the current crisis and signposting employers to good practice guidance on effective and supportive management practices
- c. Promoting resources to help employers develop good job design that offers greater flexibility and work-life balance for employees
- d. Encouraging employers to sign up to the voluntary Living Wage, Living Hours or Living Wage Places accreditation schemes.

13

### Local action

All UK local authorities, towns and cities should look at their approach to driving good work using the levers available to them. They should consider joining or forming local 'good work' business pledges or networks, or signing up to the Living Wage Places accreditation scheme in order to expand the provision and expectation of good work in their area, and champion local employers who are committed to good work ideas.



## Good work and economic recovery

**14**

### A revised Industrial Strategy

We anticipate that the UK Government will be considering the future role of the Industrial Strategy in responding to the COVID-19 crisis and furthering the 'levelling up' agenda. A focus on the creation and sustainment of employment and good quality work should form a key part of any future industrial strategy policy.

**15**

### Understand how good work supports productivity

Improving the UK's low workplace productivity will be more important than ever in the response to the COVID-19 crisis. The UK Government should build on previous work from the Carnegie UK Trust, RSA and Warwick Institute for Employment Research in this area; and the expertise amassed by the PrOPEL Hub and the new Productivity Institute to further develop the evidence base on how good work supports improved productivity. The government should ensure this evidence base is disseminated widely through key employer organisations.



## Terms of employment

**16**

### Tackle one-sided flexibility

The UK Government should publish the conclusions from the consultation on curbing one-sided flexibility without further delay and take forward the required actions based on the consultation response, making use of the forthcoming Employment Bill if required. As part of the proposed national review of flexible and remote working, there should be a focus on whether the significant growth in remote working during the pandemic has resulted in any new problems in 'one-sided flexibility', and for which groups of workers this is most problematic.

**17**

### Encourage employers to offer Living Hours

Employers should consider signing up the Living Hours Accreditation scheme, as part of a commitment to deliver employment terms and conditions which support greater worker security.





## Pay

### 18 Deliver on the 2024 minimum wage target

The UK Government should deliver on its commitment to increase the minimum wage to two-thirds of median incomes by 2024 and provide targeted support to the sectors hit hardest by COVID-19 to help meet this target.

### 19 Protect low paid workers' incomes now

If the Low Pay Commission determines that a minimum wage rise in 2021 is not feasible, then the UK Government should find alternative means of putting the money in low paid workers' pockets until the minimum wage can start rising again.

### 20 Equalities pay reporting

The UK Government should now reinstate gender pay gap reporting and move forward with the implementation of ethnic minority pay gap reporting as a matter of urgency.



## Skills and training

### 21 Continue to invest and innovate in supporting skills

Recognising the significant shift in skills that are needed in a labour market impacted by COVID-19, the UK Government should continue to build on the positive work to date in relation to the Kick Start Scheme, Adult Education, and the National Skills Fund and invest further to advance high quality training provision. This may be, for example, through the expansion of the National Retraining Scheme or through new initiatives like Personal Individual Learning Accounts.



## Health

### 22 A new approach to health at work

Recognising the seismic impact of the COVID-19 crisis on health, the UK Government should implement an urgent review of whether adequate resources and infrastructure are in place to help employers fulfil their duty of care towards their employees' mental and physical health at work. Based on the outcome of this review, the Government should mandate and resource additional provision to ensure delivery of employers' responsibilities. This will include ensuring that relevant health and safety and enforcement bodies and campaigns are adequately resourced to respond to the heightened risks facing workers during the pandemic, including through the delivery of a robust regime around 'COVID' secure' compliance and enforcement.



## Job design and work-life balance

**23**

### Assess the impact and implications of the pandemic for remote and flexible working

The UK Government should commission a national review of the impact of the unprecedented move to remote and flexible working at scale during the past eight months. The review should involve employer and worker representatives, including trade unions, to ensure all interests are represented. The review should establish best practice, challenges and lessons learned and address the specific short, medium- and long-term implications for different groups of workers, industries and job roles. It should then identify a series of actions to support employers in establishing healthy and productive approaches to remote working as part of future business models.

**24**

### Employer evaluations of flexible working

Employers should carry out their own internal evaluations of the impacts of remote and flexible working during the pandemic and build the findings into their future plans. These evaluations should include consideration of how key job quality issues such as social support and cohesion, agency and purpose, and physical and mental health should be supported by the employer when staff are working remotely. In the meantime, employers using or considering extending the use of home working beyond the period that it is necessitated by the pandemic should avail themselves of best practice resources, from organisations such as the CIPD, CBI, and flexible working consultancy Timewise, to support staff to work remotely and flexibly in ways that will protect wellbeing and productivity.

**25**

### Building good job design across the whole labour market

Employers should consider how changes to job design could enable greater flexibility, productivity and work-life balance for staff, even where home working is not feasible or desirable. The UK Government should support job design innovations, such as those piloted by Timewise. For example, they could provide additional funding for pilot schemes to test the impact for workers and businesses of greater employee flexibility across a wide range of diverse workplace settings.





## Voice and Representation

**26**

### Assess employee consultation during the pandemic

The UK Government should commission new research to understand the level and quality of consultation undertaken by employers with their employees about changes during the pandemic. The research should assess what forms of consultation have been undertaken and what outcomes have been observed; the barriers facing employers to undertake duties to consult and involve employees in decision making; and provide recommendations for how these barriers can be addressed.

**27**

### Remove barriers to strengthening worker voice

Strengthening voice and representation will be important to protect job quality in workplaces undergoing rapid change because of COVID-19. This requires supporting the capacity of trade unions to represent workers, as well as other means of individual, workplace and sectoral representation which are shown to be effective. The UK Government should review legislation governing trade union activity to determine how worker voice and representation might be enhanced in the COVID-19 labour market. This should include consideration on how the current restrictions on union access to workplaces could be amended to allow greater rights of access. The government should also bring forward its response to the Knight Review on digital balloting for industrial action, taking account of how the greater shift to remote working may strengthen the imperative to allow this.

**28**

### Improve consultation guidance

The UK Government should update its advice to employers to consult with employees on making workplaces “COVID-secure” to include guidance on what constitutes meaningful consultation in non-unionised workplaces, and signpost to resources which will support employers to do this effectively. Acas, CIPD, Be the Business, the IPA, and trade unions provide guidance on how staff forums or work councils can best be constituted and operationalised as well as information on conducting effective workplace surveys and meetings to inform and seek the views of employees.

**29**

### Build on approaches to consultation from the pandemic

Employers should build on the examples of meaningful staff consultation carried out on COVID-related matters during this period and ensure that such consultation is used to inform future decisions related to changes in job quality. Ongoing important decisions around health, safety and psychosocial wellbeing at work during the pandemic, as well as the continued and expanded use of home working, must be informed by workers’ views as well as employers’ views. At a national level, effective examples of sectoral dialogue should be taken forward by employer and worker representatives and this approach extended into other sectors, so that changes that achieve a balance between the needs of both workers and employers might be negotiated.

**30**

### A greater role for the Advisory, Conciliation and Arbitration body (Acas)

Acas should be recognised and resourced to play a strengthened role in facilitating social dialogue and advising employers, workers, and policy makers to respond to the heightened challenges and opportunities for workplace relations arising from the pandemic.



## Building the movement for good work

**31**

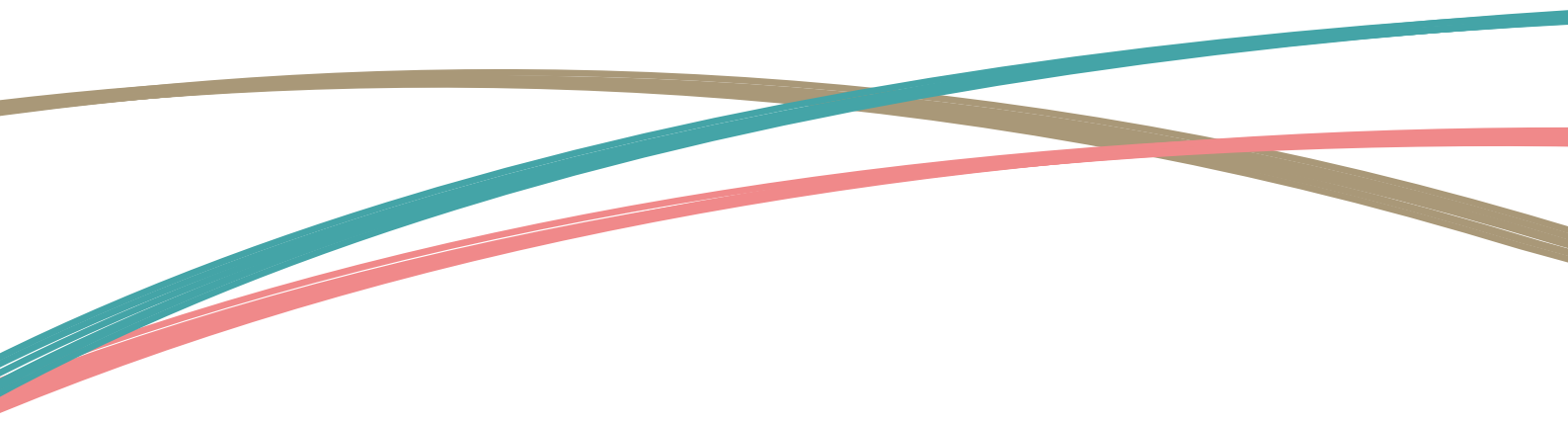
### Celebrate good practice

Employers who have sought to uphold and enhance good work practices during the pandemic should be celebrated. There is a role for employers, their representatives, sectoral bodies and trade unions to be vocal about how they have sought to achieve and sustain good work and to share good practice examples through their communications and networks.

**32**

### Civil society support

Other civil society actors and consumer-organised campaigns should draw attention to good employer practices during the pandemic and hold bad practices up to scrutiny, all as part of giving due recognition to employers and creating a cultural expectation towards good work.

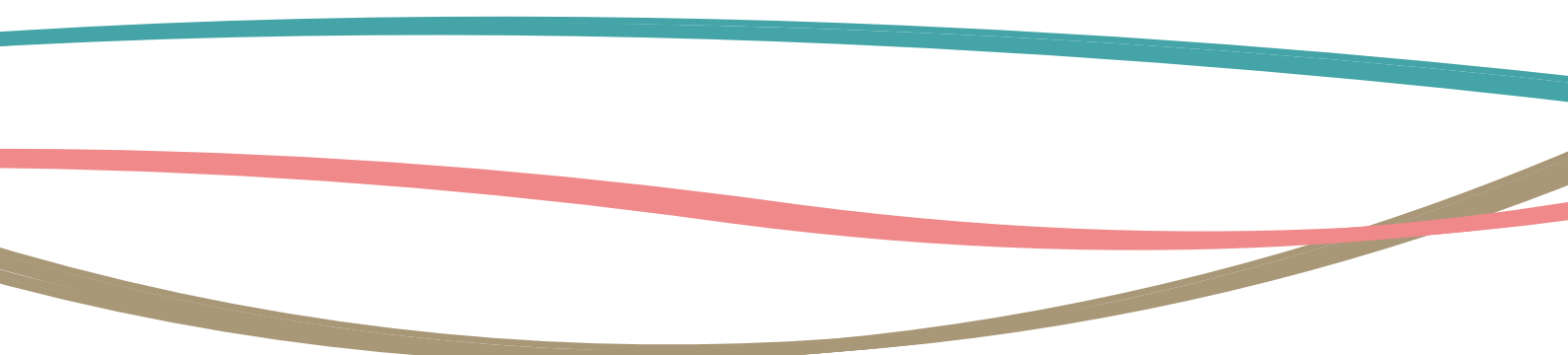


# Afterword

At the Carnegie UK Trust we are committed to advocating the economic and social value of improving job quality in the UK. In the face of a significant economic crisis, we argue that this aim should carry equal weight alongside the crucial efforts to mitigate the dangers of rising unemployment in this country through retaining and creating jobs. We recognise the heavy demands placed on decision makers in policy and business by the pandemic response, and the potential for significant economic challenges to last beyond the immediate period of the pandemic. However, we also recognise that the disruption and changed priorities necessitated by the crisis present an opportunity, giving renewed impetus to the value placed on public health, essential workers, and communities supporting each other. Harnessing the public sentiment and political urgency around these priorities could help overcome barriers to achieving good work for many more people in our society.

It is critical that we build our understanding of the impact of this pandemic crisis on job quality for different groups of workers. We should seek to identify, protect, and sustain changes to the experience of work during the pandemic which could be beneficial in the longer term, while addressing existing and entrenched challenges alongside those which are now emerging. A great amount of work has already been done, and continues to be done, to provide adequate evidence about these issues, and to present policy recommendations. We hope that the recommendations in this report are a valuable contribution to that debate, and that they will act as a springboard for further discussions. More significantly, we hope that they will help to provoke action that promotes and sustains future job quality for workers in the UK.

We reiterate our call for any organisation or individual with an interest in advancing the ideas in this report to get in touch with us. You can do this by emailing the report author, Gail Irvine, on [gail.irvine@carnegieuk.org](mailto:gail.irvine@carnegieuk.org)



# Appendix 1. List of interviewees

We are grateful to the individuals from the following organisations who were interviewed as part of our research. Your time, thoughts and insights are greatly appreciated, particularly given the pressures of the current times.

- Gill Dix and David Taylor, ACAS
- Adam Hardy, Be the Business
- Ben Willmott, CIPD
- Kate Dearden, Community Union
- Ruth Boyle, Close the Gap
- Emelia Quist, Federation of Small Businesses
- Bill Scott, Inclusion Scotland
- Sarah Longlands, IPPR North
- Tony Wilson, Institute for Employment Studies
- Louise Woodruff, Joseph Rowntree Foundation
- Joe Dromey and Jerome Finnegan, Learning and Work Institute
- David Stephenson, Mind
- Neil Carberry, Recruitment and Employment Confederation
- Tim Sharp, Trades Union Congress
- Torsten Bell, Resolution Foundation
- Becky Wright, Unions 21
- Chris Warhurst, Warwick Institute for Employment Research
- Deborah Hardoon, What Works Wellbeing





# Appendix 2. Interview topic guide

## THE FUTURE OF GOOD WORK FOR WELLBEING IN THE POST- CORONAVIRUS ECONOMY

### WHO IS BEING IMPACTED ?

The Coronavirus health and economic crisis is impacting job quality differently for different groups of workers. This clearly depends on individual circumstances and a host of factors, e.g.

- Employment status
- Sector
- Gender
- Occupation
- Age
- Locality

1. Which **groups of workers** are currently being impacted most, in your view?

### WHAT IS BEING IMPACTED ?

2. Which particular **dimensions of job quality** do you think are going to be affected most by this crisis? The Carnegie UK Trust uses the following dimensions of job quality , but you are not limited to talking about these.

Dimension	Concepts to be measured
Terms of employment	1. Job security 2. Minimum guaranteed hours 3. Underemployment
Pay and benefits	4. Pay (actual) 5. Satisfaction with pay
Job design and nature of work	6. Use of skills 7. Control 8. Opportunities for progression 9. Sense of purpose
Social support and cohesion	10. Peer support 11. Line manager relationship
Health, safety and psychosocial wellbeing	12. Physical health and injury 13. Mental health
Work-life balance	14. Over-employment 15. Overtime
Voice and Representation	16. Trade union membership 17. Employee information 18. Employee involvement

3. Can you identify particular labour market trends that you believe are going to be accelerated or changed as a result of this crisis?

### WHEN WILL IMPACTS BE FELT?

4. How do you envisage the job quality / labour market impacts **changing or developing as the pandemic continues?**
5. Do you think the job quality / labour market changes you have identified will **be temporary?** Or will they **endure** beyond the crisis?

### WHAT NEEDS TO BE DONE?

6. In your view, **what interventions need to be prioritised?** Either to minimise deteriorating job quality, or sustain good practice emerging during this period?
7. **Who** should lead these interventions?  
Focus on the possible roles of:
  - The state (UK, Scotland, Wales, Northern Ireland, regional, local?)
  - Employers
  - Workers and worker representatives (trade unions)
  - Others? (E.g. investors, researchers, think tanks?)
8. What do you perceive as the **main barriers** to the interventions you would like to see?
9. **How** might these barriers be addressed?
10. Do you perceive any **opportunities** arising from this present crisis?
11. Is there anything else pertinent to this discussion you thought would come up but has not been addressed?

## Appendix 3. bibliography

Titles are listed in alphabetical order, not the order that they appear in the text. All online sources accessed October 2020.

Andrew, A et al, 2020. *How are mothers and fathers balancing work and family under lockdown?* Online: Institute for Fiscal Studies. Available at: <https://www.ifs.org.uk/publications/14860>

April, Ket al 2012. 'Impact of Locus of Control Expectancy on Level of Well-Being' in *Review of European Studies*: 4 (2)

Aviva, 2017. *UK: Inequality worsens as savings gap grows 25% and homeownership levels fall for low income families.* Aviva; 20 February (online). Available at: <https://www.aviva.com/newsroom/news-releases/2017/02/uk-inequality-worsens-as-savings-gap-grows-25-and-homeownership-levels-fall-for-low-income-families-17740/>

Barnes, M. ORCID: 0000-0002-0702-5222, Ndebele, N. and Harrison, E. K. (2020). The job quality of key worker employees: Analysis of the Labour Force Survey. London: City, University of London. Available at: [https://openaccess.city.ac.uk/id/eprint/24254/3/Job%20quality%20of%20key%20workers\\_Working%20paper\\_Matt%20Barnes.pdf](https://openaccess.city.ac.uk/id/eprint/24254/3/Job%20quality%20of%20key%20workers_Working%20paper_Matt%20Barnes.pdf)

Bell, T et al, 2020. *A new settlement for the low paid.* Online; Resolution Foundation. Available at: <https://www.resolutionfoundation.org/publications/a-new-settlement-for-the-low-paid/>

Bevan, S et al, 2020. *IES Working at Home Wellbeing Survey: Interim Findings.* Online; Institute for Employment Studies. Available at: <https://www.employment-studies.co.uk/resource/ies-working-home-wellbeing-survey>

Bowyer, G and Henderson, M, 2020. *Race Inequality in the Workforce.* Dunfermline; Carnegie UK Trust. Available at: <https://www.carnegieuktrust.org.uk/publications/race-inequality-in-the-workforce/>

Brewer, M et al, 2020. *The truth will out: Understanding labour market statistics during the coronavirus crisis,* Online, Resolution Foundation. Available at: <https://www.resolutionfoundation.org/publications/the-truth-will-out/>

CBI, 2020. How businesses are planning to return to their offices. Online, 11 August. Available at: <https://www.cbi.org.uk/articles/how-businesses-are-planning-to-return-to-their-offices/>

CIPD, 2020, *Information and Consultation of Employees: How, What, and Why.* Online, CIPD. Available at <https://www.cipd.co.uk/knowledge/fundamentals/relations/communication/guide>

CIPD, 2020. *CIPD Adecco Group Labour Market Outlook, views from employers, summer 2020.* Online; CIPD. Available at <https://www.cipd.co.uk/knowledge/work/trends/labour-market-outlook>

CIPD, 2020. *Impact of COVID-19 on working lives.* Online; CIPD. Available at: <https://www.cipd.co.uk/knowledge/work/trends/goodwork/covid-impact>

CIPD, 2020. *Job quality Impacts of Coronavirus Tracker: findings from our April 2020 survey.* CIPD; online. Available at: <https://www.cipd.co.uk/knowledge/work/trends/goodwork/covid-impact>

Clarke, S, and D'Arcy, C, 2018. *The kids aren't alright: a new approach to tackle the challenges faced by young people in the UK labour market.* London: Resolution Foundation. Available at: <https://www.resolutionfoundation.org/publications/the-kids-arent-alright-a-new-approach-to-tackle-the-challenges-faced-by-young-people-in-the-uk-labour-market/>

Close the Gap, 2020. *Disproportionate disruption: The impact of COVID-19 on women's labour market equality.* Online: Close the Gap. Available at: <https://www.closesthegap.org.uk/news/blog/disproportionate-disruption-new-report-from-close-the-gap-highlights-women-are-more-likely/>

Cominetti N et al, 2020. *The Full Monty: Facing up to the challenge of the coronavirus labour market crisis.* Online; Resolution Foundation. Available at: <https://www.resolutionfoundation.org/publications/the-full-monty/>

Cominetti, N et al, 2020. *What happens after the clapping finishes: The pay, terms and conditions we choose for our care workers*. Online; Resolution Foundation. Available at: <https://www.resolutionfoundation.org/publications/what-happens-after-the-clapping-finishes/>

Cook, W and Thorley, C, 2017. *Flexibility For Who? Millennials and mental health in the modern labour market*. London; IPPR. Available at: <https://www.ippr.org/research/publications/flexibility-for-who>

Corbett, A and Tomlinson, D, 2017. *A tough gig? The nature of self-employment in 21st Britain and policy*. London: Resolution Foundation. Available at: <https://www.resolutionfoundation.org/publications/a-tough-gig-the-nature-of-self-employment-in-21st-century-britain-and-policy-implications/>

D'Arcy, C, 2018. *Low Pay Britain*. Online; Resolution Foundation. Available at <https://www.resolutionfoundation.org/publications/low-pay-britain-2018/>

Ed. Berry, C, 2018. *What We Really Mean When We Talk About Industrial Strategy*. Online, Future Economies, Manchester Metropolitan University. Available at: <https://www.mmu.ac.uk/future-economies/publications/what-we-really-mean-when-we-talk-about-industrial-strategy/>

Fair Work Convention, 2019. *Fair Work in Scotland's Social Care Sector 2019*. Online; Fair Work Convention. Available at: <https://www.fairworkconvention.scot/wp-content/uploads/2018/11/Fair-Work-in-Scotland's-Social-Care-Sector-2019.pdf>

Fancourt, D et al. *COVID-19 Social study: results release 11*. Online: UCL. Available at: [https://b6bdcb03-332c-4ff9-8b9d-28f9c957493a.filesusr.com/ugd/3d9db5\\_6028d0aa0e004e5dae6536e7fc2ef280.pdf](https://b6bdcb03-332c-4ff9-8b9d-28f9c957493a.filesusr.com/ugd/3d9db5_6028d0aa0e004e5dae6536e7fc2ef280.pdf)

Farquharson et al, 2020. *Differences between key workers*. Online; Institute for Fiscal Studies. Available at <https://www.ifs.org.uk/publications/14818>

Felstead et al, 2018. *Participation at Work: first findings from the Skills and Employment Survey 2017*. Online, Centre for Learning and Life Chances in Knowledge Economies and

Societies, UCL Institute of Education. Available at [https://www.cardiff.ac.uk/\\_\\_data/assets/pdf\\_file/0010/1309456/5\\_Participation\\_Minireport\\_Final.pdf](https://www.cardiff.ac.uk/__data/assets/pdf_file/0010/1309456/5_Participation_Minireport_Final.pdf)

Felstead, A and Reuschke, D 2020. 'Homeworking in the UK: before and during the 2020 lockdown', *WISERD Report*. Cardiff; Wales Institute of Social and Economic Research. Available at <https://wiserd.ac.uk/publications/homeworking-uk-and-during-2020-lockdown>

Francis-Devine, B, and Foley, N, 2020. *Women and the Economy, briefing paper number CBP06838* London: House of Commons Library. Available at: <https://commonslibrary.parliament.uk/research-briefings/sn06838/>

Gardiner, L, and Hussein, S, 2015. *As if we cared: the costs and benefits of a living wage for social care workers*. London: Resolution Foundation. Available at: <https://www.resolutionfoundation.org/publications/as-if-we-cared-the-costs-and-benefits-of-a-living-wage-for-social-care-workers/>

Gooch, B, et al, 2020. *The Future of the Minimum Wage: the Employer Perspective*. Online; Carnegie UK Trust. Available at: <https://www.carnegieuktrust.org.uk/publications/the-future-of-the-minimum-wage-the-employer-perspective/>

*Good Work Plan*, 2018. London; HM Government. Available at <https://www.gov.uk/government/publications/good-work-plan>

Green, F et al, 2016. Job-related wellbeing through the Great Recession. In *Journal of Happiness Studies*, Vol 17, No1 pp.389-411.

Gustaffson, M, and McCurdy, C, 2020. *Risky business: Economic impacts of the coronavirus crisis on different groups of workers*. Online; Resolution Foundation. Available at: <https://www.resolutionfoundation.org/publications/risky-business/>

Heery, E, et al, 2019. The decline of Employers' Associations in the UK, 1976 to 2014. In *Journal of Industrial Relations* 61 (1) , pp. 11-32. Available at: <https://doi.org/10.1177/0022185617750418>

Henehan, K, 2020. *Class of 2020: Education leavers in the current crisis*. Online; Resolution Foundation. Available at: <https://www.resolutionfoundation.org/publications/class-of-2020-education-leavers-in-the-current-crisis/>

resolutionfoundation.org/publications/class-of-2020/

HMRC, 2020. *HMRC Coronavirus Statistics*. Available at: <https://www.gov.uk/government/collections/hmrc-coronavirus-covid-19-statistics>

Hoxby, 2020. Hoxby's Survey: Remote Working During Lockdown. Online, May 1. Available at: <https://hoxby.com/blog/covid-19-remote-working-survey-results>

Hunter et al, 2019. *Decent Work: Harnessing the Power of Local Government*. Manchester, IPPR North. Available at: <https://www.ippr.org/research/publications/decent-work>

IMF, 2020. *Kurzarbeit: Germany's Short-Time Work Benefit*. Available from: [https://www.imf.org/en/News/Articles/2020/06/11/na061120-kurzarbeit-germanys-short-time-work-benefit?utm\\_source=RF+Mailing+List&utm\\_campaign=4b3a57a1e9-EMAIL\\_CAMPAIGN\\_2020\\_08\\_28\\_12\\_26&utm\\_medium=email&utm\\_term=0\\_c0e8a99f92-4b3a57a1e9-313027733&mc\\_cid=4b3a57a1e9&mc\\_eid=468c3ba024](https://www.imf.org/en/News/Articles/2020/06/11/na061120-kurzarbeit-germanys-short-time-work-benefit?utm_source=RF+Mailing+List&utm_campaign=4b3a57a1e9-EMAIL_CAMPAIGN_2020_08_28_12_26&utm_medium=email&utm_term=0_c0e8a99f92-4b3a57a1e9-313027733&mc_cid=4b3a57a1e9&mc_eid=468c3ba024)

Irvine, G et al, 2018. *Measuring Good Work: the final report of the measuring job quality working group*. Dunfermline; Carnegie UK Trust. Available at <https://www.carnegieuktrust.org.uk/publications/measuring-good-work-the-final-report-of-the-measuring-job-quality-working-group/>

Kempson, E and Evans, J, 2020. *Coronavirus Financial Impact Tracker: key findings from a national survey*. Online; Standard Life Foundation. Available at: <https://www.aberdeenstandard.com/docs?documentId=GB-280920-129998-1>

Kim, T.J., von dem Knesebeck, O. 'Is an insecure job better for health than having no job at all? A systematic review of studies investigating the health-related risks of both job insecurity and unemployment;' in *BMC Public Health* 15, 985, 2015. Available at <https://doi.org/10.1186/s12889-015-2313-1>

King, A, Crewe I 'The Blunders of our Governments' London: One World, 2014.

L Davoine, C Erhel and M Guergoat-Lariviere, 2008 'Monitoring quality in work: European employment strategy indicators and beyond', in *International Labour Review*, 147(2–3), p185.

Local Government Association, 2020. *Adult social care: seven principles for reform*. Online; Local Government Association. Available at: <https://local.gov.uk/adult-social-care-seven-principles-reform>

Local Government Association, 2018. *Local Government Funding: Moving the Conversation on*. London: Local Government Association. Available at: <https://www.local.gov.uk/moving-the-conversation-on/funding>

McNeil et al, 2020. *Children of the Pandemic*. Online; IPPR. Available from: <https://www.ippr.org/research/publications/children-of-the-pandemic#:~:text=The%20Covid%2D19%20crisis%20is,parents%2C%20carers%20and%20wider%20families.&text=Children%20are%20adapting%20to%20this,relatives%20and%20the%20wider%20community>

McNeil, C, 2020. Rishi Sunak's job support scheme is a welcome offer, but may not go far enough. *The Guardian*, 24 September (online). Available at: [https://www.theguardian.com/commentisfree/2020/sep/24/rishi-sunak-job-support-scheme-not-far-enough-pandemic?utm\\_term=Autofeed&CMP=twg\\_gu&utm\\_medium&utm\\_source=Twitter#Echobox=1600990069](https://www.theguardian.com/commentisfree/2020/sep/24/rishi-sunak-job-support-scheme-not-far-enough-pandemic?utm_term=Autofeed&CMP=twg_gu&utm_medium&utm_source=Twitter#Echobox=1600990069)

Metcalf, D, 2018. *United Kingdom Labour Market Enforcement Strategy 2018/19*. London; HM Government. Available at: <https://www.gov.uk/government/publications/labour-market-enforcement-strategy-2018-to-2019>

Nuffield Trust, 2020. *Adult social care in the four countries of the UK*. Online, Nuffield Trust. Available at: <https://www.nuffieldtrust.org.uk/comment-series/adult-social-care-in-the-four-countries-of-the-uk>

OECD (2014) <https://www.oecd.org/statistics/job-quality.htm>

O'Grady, Francis, 2020. When lockdown eases, don't rely on the goodwill of bosses to keep their staff safe. *The Guardian*, 4 May (online). Available at: <https://www.theguardian.com/commentisfree/2020/may/04/lockdown-goodwill-bosses-staff-safe-infection-coronavirus>

ONS, 2016. *Women should the responsibility of 'unpaid work.'* Online; ONS. Available at <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/articles/womenshouldtheresponsibilityofunpaidwork/2016-11-10>

ONS, 2020. *Labour market overview, UK: July 2020.* Online; ONS. Available at <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/uklabourmarket/july2020>

ONS, 2019. *Participation rates for in-work training.* Online, ONS. Available from: <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/datasets/participationratesforinworktraining>

ONS, 2020. *Coronavirus (COVID-19) related deaths by occupation, England and Wales: deaths registered between 9 March and 25 May 2020.* Online; ONS. Available at: <https://www.ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/causesofdeath/bulletins/coronaviruscovid19relateddeathsbyoccupationenglandandwales/deathsregisteredbetween9marchand25may2020#:~:text=Because%20of%20the%20higher%20number,56.8%20deaths%20per%20100%2C000%3B%2049>

ONS, 2020. *Coronavirus (COVID-19) related mortality by religion, ethnicity and disability: England and Wales, 2 March 2020 to 15 May 2020.* Online; ONS. Available at: <https://www.ons.gov.uk/releases/coronaviruscovid19relatedmortalitybyreligionethnicityanddisabilityenglandandwales2march2020to15may2020>

ONS, 2020. *Coronavirus and depression in adults, Great Britain: June 2020.* Online; ONS. Available at: <https://www.ons.gov.uk/peoplepopulationandcommunity/wellbeing/articles/coronavirusanddepressioninadultsgreatbritain/june2020>

ONS, 2020. *Coronavirus and key workers in the UK.* Online; ONS. Available at: <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/articles/coronavirusandkeyworkersintheuk/2020-05-15>

ONS, 2020. *Coronavirus and the economic impacts on the UK: 18 June 2020.* Online; ONS. Available at <https://www.ons.gov.uk/businessindustryandtrade/business/businessservices/bulletins/coronavirusandtheeconomicimpactsontheuk/18june2020>

ONS, 2020. *Coronavirus and the latest indicators for the UK economy and society: 20 August 2020.* Available at <https://www.ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/conditionsanddiseases/bulletins/coronavirustheukeconomyandsocietyfasterindicators/20august2020>

ONS, 2020. *Coronavirus and the latest indicators for the UK economy and society: 6 August 2020.* Online; ONS. Available at <https://www.ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/conditionsanddiseases/bulletins/coronavirustheukeconomyandsocietyfasterindicators/06august2020>

ONS, 2020. *Coronavirus and the social impacts on Great Britain: 16 April 2020.* Online, ONS. Available at: <https://www.ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/healthandwellbeing/bulletins/coronavirusandthesocialimpactsongreatbritain/16april2020#concerns-about-work-and-household-finances>

ONS, 2020. *Labour market overview, UK: August 2020.* Online; ONS. Available at: <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/uklabourmarket/august2020#hours-workedhttps://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/uklabourmarket/august2020>

ONS, 2020. *Labour market overview, UK: October 2020.* <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/uklabourmarket/october2020>



Ormston, R and Hope, S, 2016. *Work and Wellbeing: Exploring Data in Inequalities*. Online; Carnegie UK Trust. Available at <https://www.carnegieuktrust.org.uk/publications/work-wellbeing-exploring-data-inequalities/>

Resolution Foundation, 2020. The Job Support Scheme will not support enough jobs – risking a major living standards squeeze. Resolution Foundation, 25 September (online). Available at <https://www.resolutionfoundation.org/press-releases/the-job-support-scheme-will-not-support-enough-jobs-risking-a-major-living-standards-squeeze/>

Scottish Government, 2020. *Pay rise for social care staff*. Scottish Government, 12 April (online). Available at: <https://www.gov.scot/news/pay-rise-for-social-care-staff/>

Skills for Care, 2019. The state of the adult social care sector and workforce in England. Leeds, Skills for Care. Available at [www.skillsforcare.org.uk/stateof](http://www.skillsforcare.org.uk/stateof)

Sloggett, R and Quilter-Pinner, H, 2020. *Care after Coronavirus: An Emerging Consensus*. Online; Policy Exchange. Available at: <https://policyexchange.org.uk/care-after-coronavirus-an-emerging-consensus/>

Smith, C and McCloskey, S, 2020. *An Unequal Crisis: Why workers need better enforcement of their rights*. Online: Citizens Advice. Available at: <https://www.citizensadvice.org.uk/about-us/policy/policy-research-topics/work-policy-research-surveys-and-consultation-responses/work-policy-research/an-unequal-crisis/>

Stajkovic, A. D. & Luthans, F. 1998 'Self-efficacy and work-related performance: A meta-analysis'. In *Psychological Bulletin*. 2: 240–261.

Stewart, E, 2020. *What we know – and what we don't – about flexible working and productivity*. Blog, Carnegie UK Trust. Available at: <https://www.carnegieuktrust.org.uk/blog/what-we-know-and-what-we-dont-about-flexible-working-and-productivity/>

Taylor, M, 2017. *Good Work: the Taylor Review of Modern Working Practices*; HM Government, London, Available at <https://www.gov.uk/government/publications/good-work-the-taylor-review-of-modern-working-practices>

Taylor, M, 2019. *Industrial strategy – the wider view*. Blog, RSA. Available at: <https://www.thersa.org/blog/matthew-taylor/2019/01/industrial-strategy---the-wider-view>

Taylor, M. (2016) *Annual RSA Chief Executive Lecture 2016: Why policy fails—and how it might succeed*: online; RSA. Available at <https://medium.com/@thersa/annual-rsa-chief-executive-lecture-2016-a1edaadafd27>

The Guardian, 2020. Germany to extend coronavirus furlough to 24 months. *The Guardian*, 18 August (online). Available at: [https://www.theguardian.com/world/2020/aug/18/germany-to-extend-coronavirus-furlough-to-24-months?CMP=Share\\_iOSApp\\_Other](https://www.theguardian.com/world/2020/aug/18/germany-to-extend-coronavirus-furlough-to-24-months?CMP=Share_iOSApp_Other)

The Independent, 2018. More than a quarter of UK households have no emergency savings. *The Independent*; 7 February (online). Available at: <https://www.independent.co.uk/news/business/news/uk-households-no-emergency-savings-pensions-insurance-policies-accounts-a8199201.html>

Thomas, C, 2020. *#CareFitForCarers: Parity for Social Care*. Blog: IPPR. Available from: <https://www.ippr.org/blog/parity-for-social-care>

Timewise, 2017. *Caring by Design*. London: Timewise. Available from: <https://timewise.co.uk/article/caring-by-design/>

Timewise, 2020. Why creating proper part-time jobs beats the Job Support Scheme. Available at: <https://timewise.co.uk/article/creating-part-time-jobs-beats-job-support-scheme/>

Tomlinson, D, 2020. *Launching an economic lifeboat: the impact of the coronavirus job retention scheme*. (Online; Resolution Foundation). Available at: <https://www.resolutionfoundation.org/publications/launching-an-economic-lifeboat/>



TUC, 2020. *Fixing the Safety Net: next steps in the economic response to coronavirus*. Online, TUC. Available from: <https://www.tuc.org.uk/research-analysis/reports/fixing-safety-net-next-steps-economic-response-coronavirus>

UK Government, 2020. *Plan for Jobs: Chancellor increases financial support for businesses and workers*. UK Government, 22 October (online). Available at <https://www.gov.uk/government/news/plan-for-jobs-chancellor-increases-financial-support-for-businesses-and-workers>

UK Government, 2020. *Pay rises for doctors, police and more in the public sector*. UK Government, 21 July (online). Available at <https://www.gov.uk/government/news/pay-rises-for-doctors-police-and-more-in-the-public-sector>

UNISON, 2017. *Benchmarks for sickness absence schemes*. UNISON, March (online). Available at <https://www.unison.org.uk/content/uploads/2017/03/Sickness-absence-benchmarks.pdf>

Warhurst, C and Bosworth, D. 2020. *Does Good Work have a positive effect on productivity? Developing the evidence base*. In: Irvine, G, ed. *Can Good Work Solve the Productivity Puzzle?* Dunfermline: Carnegie UK Trust. Available at: <https://www.carnegieuktrust.org.uk/publications/can-good-work-solve-the-productivity-puzzle/>

What Works Wellbeing, 2017. *Unemployment, Reemployment and Wellbeing*. Online; What Works Wellbeing. Available at <https://whatworkswellbeing.org/wp-content/uploads/2020/02/unemployment-reemployment-wellbeing-briefing-march-2017-v3.pdf>

White, D, 2016. *Work and Wellbeing: Discussion Paper*. Online; Carnegie UK Trust. Available at <https://www.carnegieuktrust.org.uk/publications/work-wellbeing-discussion-paper/>

Whittaker, M, 2020. *Dead-end relationship? Exploring the link between productivity and workers' living standards*. Online; Resolution Foundation. Available at: <https://www.resolutionfoundation.org/publications/dead-end-relationship/>

Williams, M et al, 2020. *CIPD Good Work Index 2020: Full Report*. Online, CIPD. Available at: [https://www.cipd.co.uk/Images/good-work-index-full-report-2020-2\\_tcm18-79210.pdf](https://www.cipd.co.uk/Images/good-work-index-full-report-2020-2_tcm18-79210.pdf)

Willmott, B et al, 2020. *Revamping labour market enforcement in the UK*. Online: CIPD. Available at: <https://www.cipd.co.uk/knowledge/fundamentals/emp-law/employees/labour-market-enforcement-uk>

Wilson T et al; 2020. *Getting back to Work: dealing with the employment impacts of COVID-19*, online; Institute of Employment Studies. Available at <https://www.employment-studies.co.uk/resource/getting-back-work-0>

Wilson, T and Papoutsaki, D, 2020. *COVID-19 and the low paid: Early analysis of the Labour Force Survey*. Online; Institute for Employment Studies. Available at: [https://www.employment-studies.co.uk/system/files/resources/files/IES%20briefing%20-%20Covid-19%20and%20the%20low%20paid%20FINAL2\\_0.pdf](https://www.employment-studies.co.uk/system/files/resources/files/IES%20briefing%20-%20Covid-19%20and%20the%20low%20paid%20FINAL2_0.pdf)

Woodruff, L, 2020. *Can improving productivity help our in-work poverty problem?* Blog: Carnegie UK Trust. Available at: <https://www.carnegieuktrust.org.uk/blog/can-improving-productivity-help-our-in-work-poverty-problem/>

The Carnegie UK Trust works to improve the lives of people throughout the UK and Ireland, by changing minds through influencing policy, and by changing lives through innovative practice and partnership work. The Carnegie UK Trust was established by Scots-American philanthropist Andrew Carnegie in 1913.

**Andrew Carnegie House**  
**Pittencrieff Street**  
**Dunfermline**  
**KY12 8AW**

**Tel: +44 (0)1383 721445**

**Fax: +44 (0)1383 749799**

**Email: [info@carnegieuk.org](mailto:info@carnegieuk.org)**

**[www.carnegieuktrust.org.uk](http://www.carnegieuktrust.org.uk)**

This report was written by Gail Irvine and reviewed and edited by Douglas White and Georgina Bowyer.

October 2020



CHANGING MINDS • CHANGING LIVES

Carnegie United Kingdom Trust  
Registered Charity No: SC 012799 operating in the UK  
Registered Charity No: 20142957 operating in Ireland  
Incorporated by Royal Charter 1917

ISBN 978-1-912908-49-3



9 781912 908493