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Analysis for Policy



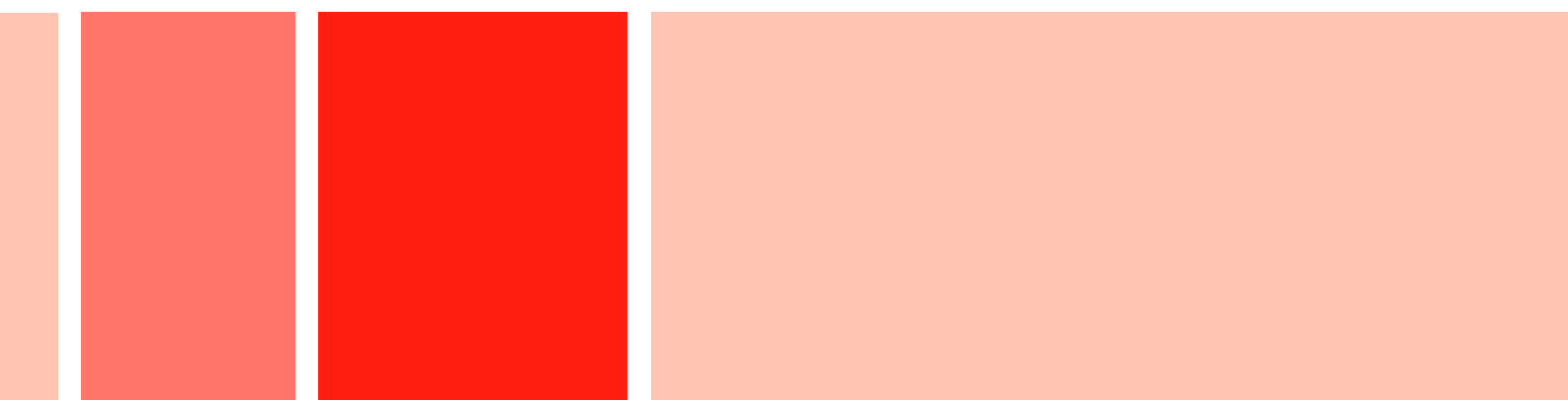
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Evaluation of Genesis Cymru Wales 2



Evaluation of Genesis Cymru Wales 2:

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Views expressed in this report are those of the researcher and not necessarily those of the Welsh Government

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Executive Summary

Genesis Cymru Wales 2 (GW2) was a national programme, supported by the European Social Fund (ESF), which was aimed at increasing economic activity amongst those furthest from the labour market.

SQW was commissioned by the Welsh Government (WG) to evaluate the programme in October 2010.

This report:

- provides a description of GW2
- reports on the feedback received from local authorities in relation to GW2 programme delivery
- provides an overview of GW2 performance based on a review of programme monitoring data
- summarises feedback received from the telephone survey of GW2 participants
- looks at the factors associated with the achievement of positive outcomes based on statistical analysis of the beneficiary survey results.

The findings of the report suggest there was an issue of strategic misalignment with the GW2 programme. The policy aim, as defined by the ESF priority through which it was funded, was to increase employment and economic activity amongst key target groups and female lone parents in particular. However, the programme plan and delivery was found to have focussed predominantly on engagement and the removal of barriers, as demonstrated by the fact that relatively few participants moved into employment following completion of the programme.

A contributing factor to this was that GW2 was positioned and widely regarded as essentially a continuation of Genesis Wales (GW), a predecessor programme focussing on the removal of barriers to employment faced by female lone parents. This perception was further substantiated by the transfer of GW staff and active participants into the new programme. There was no explicit communication to the

effect that the primary objectives of the programme had changed, although the new focus on employment outcomes was reflected in the programme targets that local authorities signed up to.

A further contributing factor was a general lack of oversight around what was happening with the programme, particularly in the early years. The governance structure was still not fully operational two years in and monitoring was patchy. This could be partly attributed to the fact that the programme was widely dispersed with all 22 individual local authorities reporting directly into WG. The consensus amongst consultees was that a regional approach could have worked better. This was trialled at one point, but subsequently put on hold awaiting the outcome of the internal performance review.

Related to the above, the evaluation highlighted a lack of consistency in terms of how programme eligibility criteria and outcomes had been communicated and interpreted. This was demonstrated by the fact that progress towards one of the main outcome targets (entry to Further Learning) could not be assessed due to variations between areas in terms of how this had been defined and reported.

Overall, a total of 12,080 individuals received support through GW2 between 2008 and 2013, representing 70 per cent of the revised six-year target, over around 80-85 per cent of the expected time. This suggests that recruitment ran a little behind target. The key target of recruitment of women was exceeded, however, there was less success across other target groups.

The monitoring data shows that while the programme exceeded target in delivering qualifications, it fell some distance short on the number of people entering employment. This position was true across the majority of local authorities.

There is an argument to say that, had effective governance, monitoring and communication processes been in place from the outset, issues of under-performance could potentially have been picked up earlier and appropriate measures taken to address them. However, it is clear that the external context within which GW2 was operating also played a contributing role.

There were three main contextual factors that could be considered to have impacted on GW2 programme performance. The first relates to the economic recession from 2008 onwards. The resultant rise in unemployment and decline in job opportunities made it much harder to get people into work than anticipated when the project was first designed. The second relates to the clarification by WEFO that projects could not share employment outcomes. When GW2 was first conceived, there was some thought that they could be. However, without this capacity, the onus increased on individual projects to provide a full range of support and so generate the spread of outcomes. The third contextual factor was the introduction of the DWP Work Programme in June 2011. This effectively limited the potential client group for GW2, resulting in the programme having to work with a more challenging client group who were further from the labour market.

Despite these issues, GW2 could be considered successful as an engagement project and in particular at engaging individuals that would have been unlikely to come into contact with mainstream employment support services. The majority of GW2 participants had no recent work history; many were not looking for work prior to starting on the programme and were facing multiple barriers to employment. There is evidence to suggest that GW2 was successful in terms of helping them take their first steps towards re-engaging with the labour market. There is further evidence to suggest that labour market participation amongst GW2 beneficiaries did increase as a result of participation in the programme and that this increase has been sustained.

1 Introduction

Background

- 1.1 Genesis Cymru Wales 2 (GW2) was a national programme, supported by the European Social Fund (ESF), which was aimed at increasing economic activity amongst those furthest from the labour market. SQW was commissioned by the Welsh Government (WG) to evaluate the programme in October 2010. The evaluation was subsequently put on hold following the completion of an initial scoping report in May 2011.
- 1.2 In response to changes within the programme, that had occurred during this delay, and to planned changes in 2013, a revised specification for the evaluation was issued to SQW in December 2012. Table 1.1 sets out the original and revised objectives.

Table 1.1: Original and revised GW2 evaluation objectives

Original objectives	Revised objectives
Review initial progress to date and examine how the project is meeting its aims. This will include an early set of recommendations for project improvement and a review of the rationale.	Conduct a process evaluation looking in particular at: <ul style="list-style-type: none"> the interpretation and implementation of the business plan (for example, the extent to which stakeholders and providers were focussing on the 'hard outcome' of employability or 'soft outcomes' such as confidence)
Development and implementation of a comprehensive research programme, to answer the following key evaluation questions: <ul style="list-style-type: none"> have the project aims been met? how efficiently were outputs and results achieved? what would have happened without the intervention? 	<ul style="list-style-type: none"> what eligibility criteria were set and how 'distance from the labour market' was defined and assessed by LAs. This is particularly important as from January 2012 the programme was restructured so that it did not offer support to those eligible for the DWP's Work Programme (introduced in June 2011) and as the planned introduction of a single universal credit means that participants eligibility can no longer be based on criteria such as claiming JSA how participant needs, in terms of barriers to labour market entry, were identified and good practice in this field in terms of subsequent outcomes for participants how 'distance travelled' was assessed.
Undertake econometric analysis to measure the impact of GW2 on levels of economic activity and upskilling, using matched comparison design methods.	
Undertake primary research to identify the wider difference GW2 has made to participants. This should seek to measure the outcomes of the project, as well as exploring the softer outcomes experienced by beneficiaries.	
Complete a range of thematic case studies in response to key operational and strategic issues	Analyse delivery and performance data including analysis of female and BME participants and those to whom support was provided in Welsh,

Original objectives	Revised objectives
<p>raised throughout the life of the programme. Examples could include an investigation of childcare provision, collaboration with other strategic projects and mechanisms for responding to local need.</p>	<p>and progress against WEFO outcome targets (exploring any issue with definition, e.g. definition of 'other positive outcomes').</p>
<p>An examination of the ability of GW2 to address the needs of the structural fund programme under the relevant funding priorities and measures including the cross-cutting programme themes.</p>	<p>Conduct an impact evaluation of GW2 with consideration given to whether and how participants moved closer to the labour market (given the definitional issues mentioned above). Also to consider whether the original aims were met and, if not, what contributed to this.</p>
	<p>Identify providers successful in achieving outcomes for participants and provide an assessment of the key factors driving success.</p>

1.3 The revised objectives also included provision to evaluate part of GW2 that was being incorporated within the Single Adult Employment and Skills Programme (SAESP) pilot - a new model for the delivery of employability and skills services in south west Wales. The SAESP pilot initially focussed on the integration of GW2 with South West Workways (SWW) and was subsequently broadened to incorporate other eligible ESF-funded activities being delivered in the region. The remainder of this report focusses on GW2 before integration within the pilot.

Methodology

- 1.4 This document reports on the findings from the programme of research to evaluate GW2, the main elements of which are set out below.
- **Inception** – an inception meeting was held with the evaluation steering group in April 2013.
 - **Desk Review** – a detailed review of background documentation, such as WEFO business plans, relating to GW2 was carried out.
 - **Consultations with WG representatives** – in-depth consultations were conducted with relevant WG representatives that had been involved in the GW2 programme.
 - **E-survey and consultations with GW2 leads within local authorities** – an electronic survey was sent to GW2 leads within all 22 Welsh local authorities and this was followed up with a series of telephone consultations.

- **Analysis of GW2 monitoring information** – the database holding information relating to programme activity and performance was provided to the evaluation team for review.
- **Survey of GW2 beneficiaries** – a telephone survey of over 1,000 individuals who had received support through the programme was carried out during July and August 2013.
- **Econometric analysis of beneficiary survey results** – detailed analysis of the results of the beneficiary survey was carried out to identify factors associated with the achievement of positive outcomes.

Report Structure

1.5 The remainder of this document is structured as follows:

- **Chapter 2** provides a description of GW2 and overview of the timeline of events impacting on the programme from inception through to early closure in June 2013
- **Chapter 3** reports on the feedback received from local authorities in relation to GW2 programme delivery
- **Chapter 4** provides an overview of GW2 performance based on a review of programme monitoring data
- **Chapter 5** summarises feedback received from the telephone survey of GW2 participants
- **Chapter 6** looks at the factors associated with the achievement of positive outcomes based on statistical analysis of the beneficiary survey results
- **Chapter 7** provides summary conclusions.

2 Programme Description

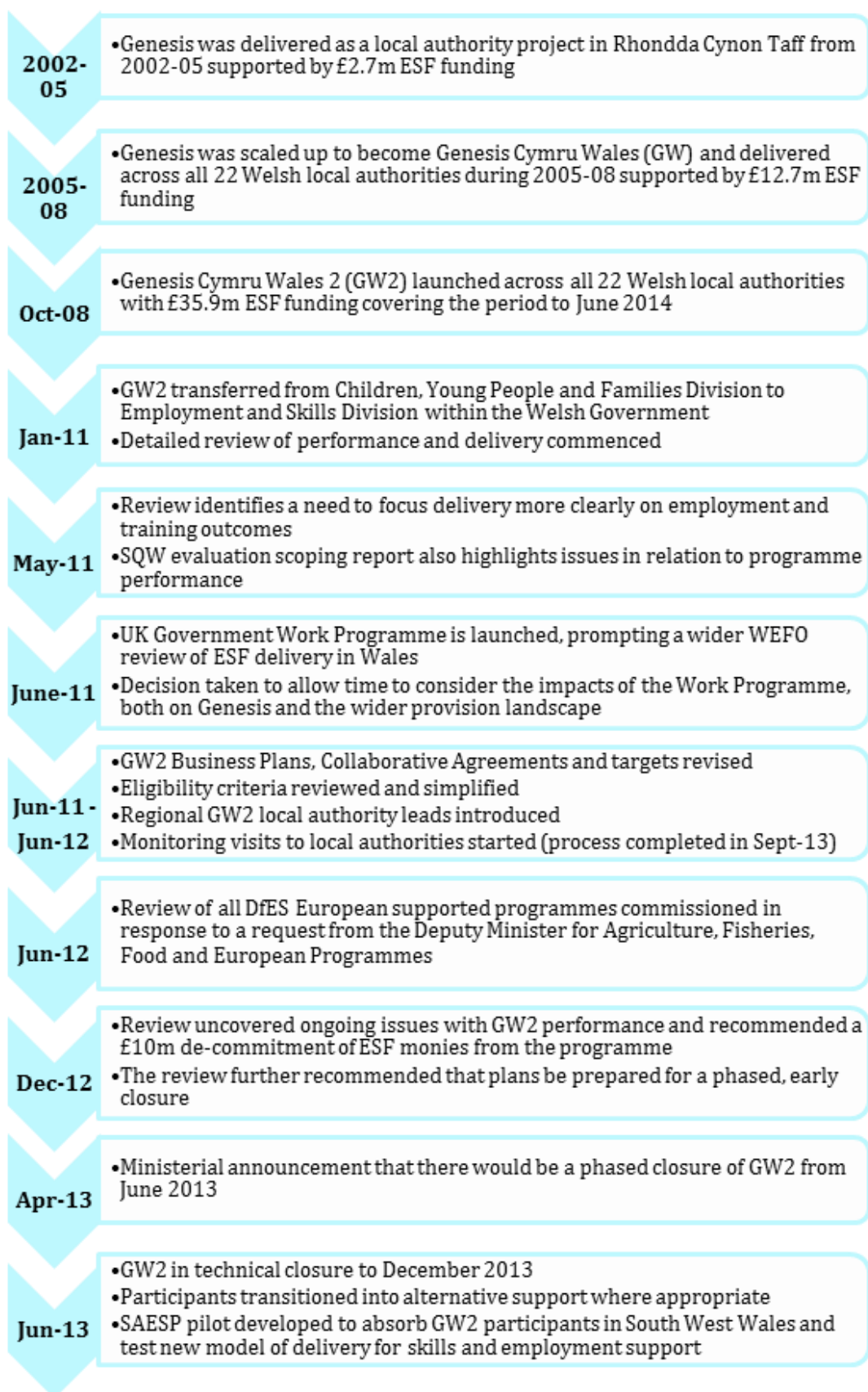
Introduction

2.1 This chapter provides a description of GW2 and an overview of the programme from inception through to early closure in June 2013 covering:

- rationale, aims and objectives
- governance structure
- internal performance review
- early closure and transition arrangements.

2.2 The history and development of the GW2 programme is fairly complex. However, it is important to understand this as it provides context to some of the issues that have been raised in this evaluation. In order to assist with this, a timeline of key events is detailed in Figure 2.1.

Figure 2.1: Timeline of key events in the development of GW2



Rationale, aims and objectives

Origins and Funding

- 2.3 The majority of this chapter focuses on the GW2 project as delivered in the post-2008 period. However, it is useful to reflect on the history and origins, and in particular the changing priorities of the programmes, as we will see that this had some bearing on subsequent performance.
- 2.4 The original Genesis programme started as a local authority project within Rhondda Cynon Taff in 2002. It was supported **by £2.7m of ESF funding** covering the period 2002-05.
- 2.5 The project was subsequently scaled up to become the Genesis Cymru Wales (GW) programme and rolled out across all 22 Welsh local authorities in 2005. The roll-out was supported by **£12.7m ESF funding** (from the two programmes Convergence and Regional Competitiveness and Employment (RCE)¹) covering the three years to 2008.
- 2.6 GW was generally considered to have been delivered successfully, as confirmed in the various evaluation reports produced for the programme². The following extract is taken from an announcement by the then Minister for Children, Education, Lifelong Learning and Skills:

“I am pleased to acknowledge the excellent achievements of the ESF funded Genesis Wales project... The project closes at the end of March 2008, and it is exciting to note that some targets have already been met or significantly exceeded.”

Jane Hutt

Minister for Children, Education, Lifelong Learning and Skills

January, 2008³

- 2.7 The same announcement reported an intention by WG to submit an Expression of Interest to WEFO to develop a ‘successor project’ to GW. It also detailed a commitment on the part of WG to underwrite the transitional costs to partners from the resultant delay in developing the new project. The aim being to

¹ Convergence covers 15 Local Authority areas in west Wales and the Valleys and RCE covers the remaining 7 Local Authority areas in east Wales. A list of the local authorities contained within each can be found in Annex A.

² <http://wales.gov.uk/statistics-and-research/evaluation-genesis-wales-2/?lang=en>

³ <http://wales.gov.uk/about/cabinet/cabinetstatements/2008/genesis/?lang=en>

mitigate the risk of losing experienced staff thereby 'jeopardising continuity between projects.'

2.8 The language here is significant in that it describes a **planned continuation of the project** as opposed to the development of something new. This comes through from the stated commitment to retain project staff and we know from consultations with WG and local authority staff that many GW clients were also retained and subsequently transitioned into the new programme.

2.9 WG successfully secured **£35.9m ESF funding** (from the two programmes Convergence and RCE) to deliver the Genesis Cymru Wales (GW2) programme over the period the 2008-14. The new programme commenced across all 22 Welsh local authorities in October 2008 and was scheduled to run until June 2014.

2.10 **An important difference between GW and GW2 relates to the ESF Priorities through which funding was awarded**, as shown in Table 2.1.

2.11 The most notable difference was the shift away from '**tackling barriers to employment**' in GW to '**increasing employment**' in GW2. In other words, the focus for the new programme was more firmly orientated on the achievement of employment outcomes for participants.

Table 2.1: ESF Funding for GW 2005-08 and GW2 2008-14

GW 2005-08			GW2 2008-14		
Priority	Description	Value of award (£million)	Priority	Description	Value of award (£million)
4	Tackling barriers to employment	10.1	2	Increasing employment and tackling economic inactivity	30.8
5	Improving the skills of the local workforce	2.6	1	Supplying young people with skills for learning and future employment	5.1
Total		12.7	Total		35.9

Source: WEFO

Business Plans

2.12 There were two Business Plans developed for GW2 covering ESF Convergence and RCE areas. The Business Plans were very similar and both describe the project in the following way:

“The Genesis 2 Project will increase labour market participation specifically concentrating on those who are ‘hardest to reach’ and move them closer to the labour market. The project will do this by providing a package of easy to access client centred support including personal development and soft skills, thus enabling the project to engage with individuals who may otherwise be excluded from training/economic activity.”

2.13 It is notable that, despite the ESF Priority 2 aim of ‘increasing employment and tackling economic activity’, this statement lacks a direct commitment on the part of the programme to move participants into employment. Rather, it will ‘move them closer to the labour market’. This statement appears later in the Convergence Business Plan:

“The project will move individuals closer to the labour market via progression routes onto training, other projects or directly into employment / self-employment or volunteering opportunities.”

2.14 Whilst this statement does mention moving individuals into employment, the emphasis remains on progression. **It was not stated explicitly anywhere in the new Business Plans that the focus for the programme had shifted from tackling barriers to employment to increasing employment.**

Targets

2.15 The participant targets, in terms of both participant characteristics and outcomes, also provide evidence about the focus of the GW2 programme. The original targets were revised following an internal review of performance in 2010 and subsequently re-profiled again in 2013 to take account of the early closure of the programme. In both cases, the target numbers of programme participants was reduced, but the relative splits by participant characteristics remained the same, as shown in Tables 2.2 and 2.3.

Table 2 2: Original and Revised GW2 targets for Participant numbers

	Numbers			
	Convergence		RCE	
	Original	Revised	Original	Revised
Total participants	15,000	12,600	5,000	4,550
Economically inactive and unemployed	14,000	12,200	5,000	4,550
Employed	1,000	400	0	0
Employers assisted or financially support	200	0	0	0

Source: GW2 Business Plans

Table 2 3: GW2 targets for Participant characteristics

	Percentage of all participants	
	Convergence	RCE
Female participants	85	85
Economically inactive and unemployed	93	100
Economically inactive	67	80
Unemployed	27	20
NEETs	20	10
Female	85	85
BME	7	6
Older participants ¹	7	6
Work limiting health condition or disability	40	2
Lone parents	73	70
Employed	7	0
Work limiting health conditions or disability	7	0
Individualised assistance with work limiting health condition or disability	5	0
General assistance with work limiting health condition or disability	1	0
Female	5	0
BME	1	0
Older participants	<1	0

Source: GW2 Business Plans

1 over 50 years old

2.16 The participation targets show that the programme:

- was very clearly **targeted at female lone parents** who were economically inactive or unemployed
- included some provision (within the Convergence area) to **engage and support individuals that were already in employment**, but facing work limiting health conditions or disabilities
- originally included an element of **employer engagement and support**, with the Convergence Business Plan including a target to engage 200 employers (Table 2.2). However, this target was removed in the revised Business Plan.

2.17 Whilst the participant characteristics targets (as a percentage of overall participants) did not change the relative outcomes targets did, as shown in Table 2.4. The targets applied only to those participants who were economically inactive or unemployed.

Table 2 4: GW2 targets for outcomes

	Percentage of all economically inactive or unemployed participants			
	Convergence		RCE	
	Original	Revised	Original	Revised
Entering employment	29	20	20	18
Gaining qualifications	21	21	20	20
Entering further learning	43	41	60	60
Gaining 'other positive outcomes' ¹	43	41	15	15

Source: GW2 Business Plans

1 No definition was provided in the Business Plans as to what constituted 'Other Positive Outcomes'. However, guidance was produced and issued to all local authorities at a later stage.

2.18 The outcome targets demonstrate:

- a focus on further learning, with just over 40 per cent of Convergence and 60 per cent of Competitiveness participants expected to progress into further learning
- as the programme was not qualification focussed there were low targets for participants gaining qualifications at less than half the proportions expected to enter further learning
- an expectation that 20 per cent of participants in the Convergence area, and 18 per cent in the Competitiveness area, would enter employment following completion of the programme
- that just over 40 per cent of Convergence participants and 15 per cent of Competitiveness participants were expected to gain 'other positive outcomes', although no definition was provided in the Business Plans as to what constituted an 'other positive outcome'.

2.19 One of the most apparent differences between GW and GW2 was the absence of a childcare target for the latter. GW aimed to engage 13,500 participants and to offer 8,500 additional childcare places, whilst there was no childcare target for GW2. This can be attributed to WEFO not agreeing a childcare target for the GW2 programme. Information was still collected on childcare places, but there was no target set.

2.20 Despite there not being a target, childcare was still referenced extensively in the GW2 Business Plans. For example, the sections on added value describe GW2 as offering free or subsidised childcare places for individuals accessing training or employment; increasing the number of childcare places available through the provision of sustainability grants and support to new providers and/or those wishing to expand their provision; and recruitment of mobile childcare teams to provide childcare for training to take place in isolated communities. **Again, this could be seen as suggesting continuity, whilst the targets for the programme were suggesting a change in emphasis.**

Governance Structure

Overview

2.21 Figure 2.2 provides an overview of the Governance Structure for GW2 and Table 2.5 outlines the respective roles and responsibilities of the various stakeholders involved. It is worth noting that, although this structure was in place when SQW first started the evaluation in 2010, it was clear that it was not operational. For example, a number of local authorities had not yet signed their collaborative agreements and the project board was not meeting regularly.

Figure 2.2: Governance Structure for GW2

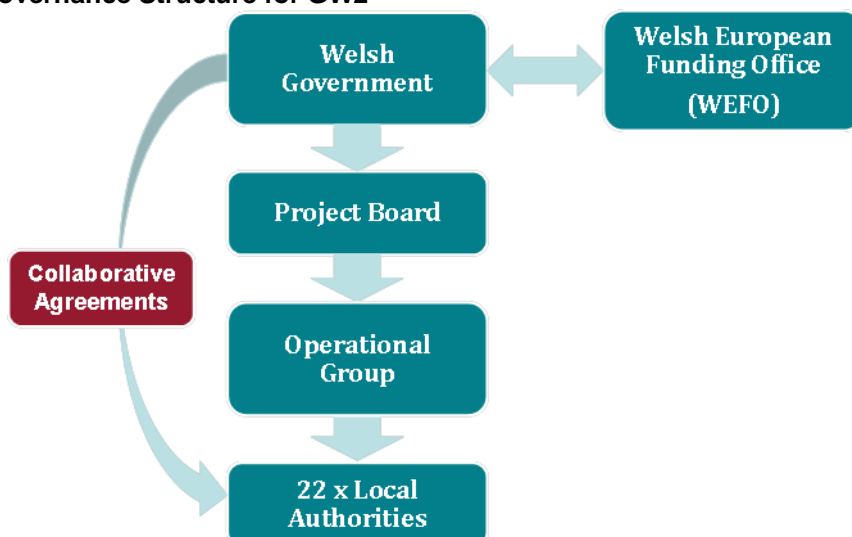


Table 2.5: Roles and Responsibilities for GW2

Stakeholder / Group	Description / Outline of Responsibilities
WEFO	Control / audit of EU funds on behalf of European Commission Sign off Business Plans Advise on eligibility and monitoring Approve claims and release funds
WG	Lead sponsor – develop Business Plans Report to WEFO on project performance Develop Collaborative Agreements with 22 x local authorities Communicate with local authorities on any aspect of programme Provide advice and guidance to local authorities on project objectives, eligibility criteria and definitions Processing and submitting claims to WEFO Making payments to Joint Sponsors Monitoring programme activity
Project Board (WG and LA strategic / regional leads)	Strategic lead in terms of project design and performance Ensure financial management, procurement, monitoring and audit systems are appropriate and fit for purpose Review project performance and provide advice on the potential re-allocation of resources across the project Consider and make recommendations in light of WEFO Project Review Meetings
Operational Group	Made up of: Strategic Project Director Operational Manager Liaison Officer Project Co-ordinator Finance Manager Administrative Officer Support and co-ordination role to all partners including monitoring of all progress, record keeping and financial monitoring.
22 x Local Authorities	Local authorities were responsible for delivering their own individual project plans as detailed within the Collaborative Agreements.

Move to Employment and Skills Division

2.22 When GW2 was approved in 2008, it was managed by the Children, Young People and Families Division of the WG. This was a continuation of where its predecessor programme (GW) had sat. Following a restructure within the Department for Education and Skills (DfES), and reflecting a renewed emphasis on employment outcomes, responsibility for the programme was transferred to the Employment and Skills Division in January 2011.

2.23 Following this transfer, a detailed review of project performance and delivery commenced in early 2011. This highlighted a number of issues (some of which

were noted in the evaluation scoping report provided to the Welsh Government by SQW in May 2011) including:

- **lack of clarity in relation to eligibility criteria and target groups** – there was no single definition of eligibility leading to differing practice
- **lack of clarity and consistency in relation to what constituted an ‘other positive outcome’** – again, this was resulting in differing practice making it difficult to review programme performance
- **some local authorities had not yet submitted a claim** – usually where they had not signed off their Collaborative Agreement
- **gaps in monitoring data** – often relating to the lack of an Agreement, but also reflecting a fairly lax process of checking and chasing missing submissions. There were also issues raised in relation to the suitability of the monitoring database being used and an expectation that it would be replaced
- **lack of consistency in the way programme activity was being recorded** – for example, in relation to definition of leavers / completers, some local authorities recorded participants as active on the programme until they were informed otherwise, whilst others recorded participants as leavers if they did not return a set number of phone calls
- **very low employment outcomes** – despite the shift in emphasis of the programme from removing barriers to employment to increasing employment.

2.24 A decision was taken at that point to refocus the programme on the achievement of employment and training outcomes. Activities undertaken in relation to this include that:

- Business Plans were revised to better reflect likely throughput
- the target number of participants were reduced, though target outcomes as a proportion of programme participants remained broadly unchanged. The main exception to this was the target proportion of participants in the Convergence area that were expected to enter employment, which reduced from 29 per cent to 20 per cent. Collaborative Agreements with local authorities were amended to reflect the re-profiled targets
- four Regional Local Authority Leads for the programme were introduced to facilitate better communication between the WG and local authorities

- eligibility criteria were reviewed, simplified and communicated to local authorities – the focus was to be on people who were ‘two steps’ removed from the labour market. However, this took some time with the Project Board minutes of September 2011 noting that they were not yet finalised
- definitions of other positive outcomes were agreed and guidance issued in relation to these
- a series of ‘housekeeping’ activities were undertaken to get programme paperwork in order ahead of the next EU funding audit, including monitoring visits to local authorities.

2.25 Whilst these measures were generally considered to have had some success in terms of getting the programme back on track, the consensus within DfES was that the programme was **still unlikely to achieve what was expected in terms of expenditure, engagement, outputs or outcomes**. This view has to be set in the wider context of the time – unemployment was rising due to the recession, making it much harder to get people into work than anticipated when the programme was designed (pre-2008). However, WG consultees explained that WEFO would not negotiate down the agreed outcome targets without an equivalent decline in programme funding, despite this change in external circumstances.

2.26 The internal review of performance in 2011 coincided with the introduction of the UK Government’s Work Programme. This did not specify what should be delivered to help people into work (rather, it adopted a ‘black box’ approach enabling anything reasonable to be used), which **raised concerns about the additionality of GW2 and other ESF-funded provision**. It was therefore agreed that GW2 would not support people who were eligible/likely to become eligible for the Work Programme, namely Jobseekers Allowance (JSA) claimants, unless they had written permission from Jobcentre Plus (JCP) to participate. This effectively limited the potential client group for GW2 and also resulted in the programme having to work with a more challenging client group who were further from the labour market.

2.27 A further challenge was the **clarification by WEFO that projects could not share outcomes** i.e. where more than one ESF project had supported someone who moved into employment, they could not each claim that as a positive outcome. There had been some thought that they could be and so

projects expected that where they (say) moved participants closer to employment and another project then helped them into work then the outcome could be shared. Without this capacity, the onus increased on projects to provide a full range of support and so generate the spread of outcomes.

Internal Performance Review

- 2.28 In parallel to the ongoing activity to review performance of GW2, a wider review of DfES European-supported programmes was commissioned in June 2012. This was in response to a request from the Deputy Minister for Agriculture, Fisheries, Food and European Programmes to Ministers to review the performance of Structural Funds projects within their portfolio.
- 2.29 The review involved analysis and comparison of performance data across programmes, with a particular focus on cost per outcome achieved. GW2 did not compare favourably with other programmes on this measure. The cost per employment outcome for the programme was much higher than similar programmes and amongst the highest of all of the programmes reviewed.
- 2.30 The review also uncovered an issue in relation to ineligible match funding for the programme. This was complex, but centred mainly on the issue of dedicated staff time and lack of timesheets recording staff time allocated to GW2 activity. WG agreed to underwrite the shortfall (figure not provided but described as 'considerable') up to September 2012. This was a goodwill gesture and part acknowledgement that the guidance provided in relation to this could have been clearer. However, this was described by stakeholders as the 'last straw' for the programme.
- 2.31 The review of DfES-led ESF projects was completed in December 2012 which led to a proposed de-commitment from the project as well as a recommendation that plans be prepared for a phased, early closure of the GW2 programme.
- 2.32 In January 2013, the Deputy Minister for Skills issued a statement recognising that serious issues had been identified in relation to the programme:
- “A recent internal review of GW2 has identified that the Programme is under-performing in relation to key recruitment, expenditure and performance outputs. This follows a previous review of performance

undertaken in 2011, which highlighted the need to focus delivery more clearly on identified employment and training outcomes. However, it has become clear through ongoing performance monitoring and review that, whilst Genesis has helped many hard-to-reach individuals to develop their confidence and self-esteem to find work now or in the future, the Programme continues to under-perform against its key outputs. “

Jeff Cuthbert

Deputy Minister for Skills

January 2013⁴

2.33 A decision was taken to limit communication between WG and local authorities from November 2012 while awaiting the outcome of the internal performance review – technical queries were answered, but WG did not engage in discussions over the future of GW2. The view amongst stakeholders was that this did not help relations between WG and local authorities.

Early Closure and Transition Arrangements

2.34 The full results of the internal review were reported to the Deputy Minister for Skills, along with various options for next steps for the programme, one of which included early closure. Following this, there was a Ministerial announcement on 15th April 2013⁵ that the decision had been taken to **implement a phased closure of GW2 one year early in June 2013**. Local authorities were alerted by WG immediately prior to this announcement, although it was not unexpected as the media had already picked up on the story.

2.35 Following the decision to close GW2, the transfer of active programme participants within the South West region into South West Workways was negotiated and agreed between WG, WEFO and the local authorities running the programme. This was subsequently expanded to become the Single Adult Employment and Skills Programme (SAESP) pilot. Active participants in the other regions either transitioned into alternative programmes or left altogether.

⁴ <http://wales.gov.uk/about/cabinet/cabinetstatements/2013/genescymruwales2/?lang=en>

⁵ <http://wales.gov.uk/newsroom/educationandskills/2013/7313187/?lang=en>

Summary – Programme Description

- WG secured £35.9m ESF funding to deliver the GW2 programme across all 22 Welsh local authorities over the period 2008-14.
- The majority of this funding was aimed at **increasing employment and tackling economic activity**. This was different to the funding for the predecessor programme (GW), which was more focussed on **tackling barriers to employment**.
- Feedback from stakeholders suggests that the increased focus on employment in GW2 was **not clearly communicated**. It was also not made explicit in the Business Plans. However, it was set out in the outcome targets for the programme, with **a fifth of participants expected to move into employment**.
- Following a restructure within WG, and reflecting a renewed emphasis on employment outcomes, responsibility for GW2 was transferred from the **Children, Young People and Families Division to the Employment and Skills Division in January 2011**.
- A review of programme activity and performance was subsequently undertaken. **This highlighted a number of issues**, including a lack of clarity and consistency in relation to eligibility criteria and the definition of 'Other Positive Outcomes', as well as very low employment outcomes for participants.
- Measures were taken to address these issues. However, the consensus within DfES was that the programme was **still unlikely to achieve what was expected in terms of expenditure, engagement, outputs or outcomes**.
- **GW2 went into phased closure one year early in June 2013**. Active participants in the South West region transferred into SWW to form what subsequently became the SAESP pilot. Participants from other areas either transitioned into other programmes or left altogether.

3 Programme Delivery

Introduction

- 3.1 WG was the lead sponsor for the GW2 programme and local authorities were responsible for delivery within their respective areas. As part of the evaluation, an electronic survey was emailed to GW2 leads in all 22 Welsh local authorities in July 2013. A total of 17 responses were received, representing a response rate of 77 per cent. Of the 17 respondents, all but one had been in their role for a year or longer. Nearly half (8) had been in their role since the start of the programme.
- 3.2 A further five follow-up telephone consultations were carried out with local authority leads to explore some of the issues raised in the survey in more detail. The five were selected based on progress made towards GW2 outcome targets at the time the programme closed, with the aim being to include a mix of high, medium and low performers. .
- 3.3 This chapter reports on the findings from the survey and follow-up consultations covering local authorities' views on:
- programme objectives
 - programme management
 - participant engagement
 - service delivery
 - lessons learned.
- 3.4 A full copy of the questionnaire that was sent to local authorities can be found in Annex B.

Programme objectives

- 3.5 Local authorities were asked what they understood the overarching aims and objectives of GW2 to be and to list these in order of priority. The aim/objective identified as the top priority by the highest number of respondents (11/17) was to **work with hard to reach groups and those furthest from the labour market**.
- 3.6 The second most common aim/objective of the programme reported by respondents was **removing barriers and helping participants to overcome**

barriers, although only three reported this as being the top priority for the programme.

3.7 Other aims/objectives mentioned by local authorities in response to this question include:

- supporting parents to access childcare
- increasing confidence and self-esteem
- increasing employment / employability
- moving people closer to the labour market.

3.8 It is notable that **moving participants into employment** was mentioned by relatively few (5/17) respondents as an objective of GW2. The emphasis was very much on engagement, removal of barriers and moving people closer to the labour market.

Changes to programme objectives

3.9 When asked if the aims and objectives of GW2 had changed over the lifetime of the programme, around two fifths of respondents (7/17) reported that they had. When asked in what way they had changed, the responses focussed mainly on changes to eligibility criteria and programme activities:

- Eligibility Criteria:
 - the introduction of the Work Programme in 2012 reduced the number of people eligible for GW2 support
 - introduction of the 'two-steps' rule meant that to be eligible participants had to be facing two barriers to employment⁶
 - increased focus on parents with dependents.
- Programme Activities :
 - the introduction of other employability programmes meant that GW2 became more focussed on engagement activities
 - one respondent felt there had been an increased focus on employment related activities, whilst another felt there had been an increased focus on getting participants into training rather than employment.

⁶ It should be noted that, whilst the 'two-steps rule' was in place at the start of the programme, it was subsequently removed by DfES in order to ensure that participants facing any barrier could be supported if they met the eligibility criteria. The fact that this was mentioned in response to this question suggests that there remained confusion amongst local authority leads in relation to programme eligibility even after closure.

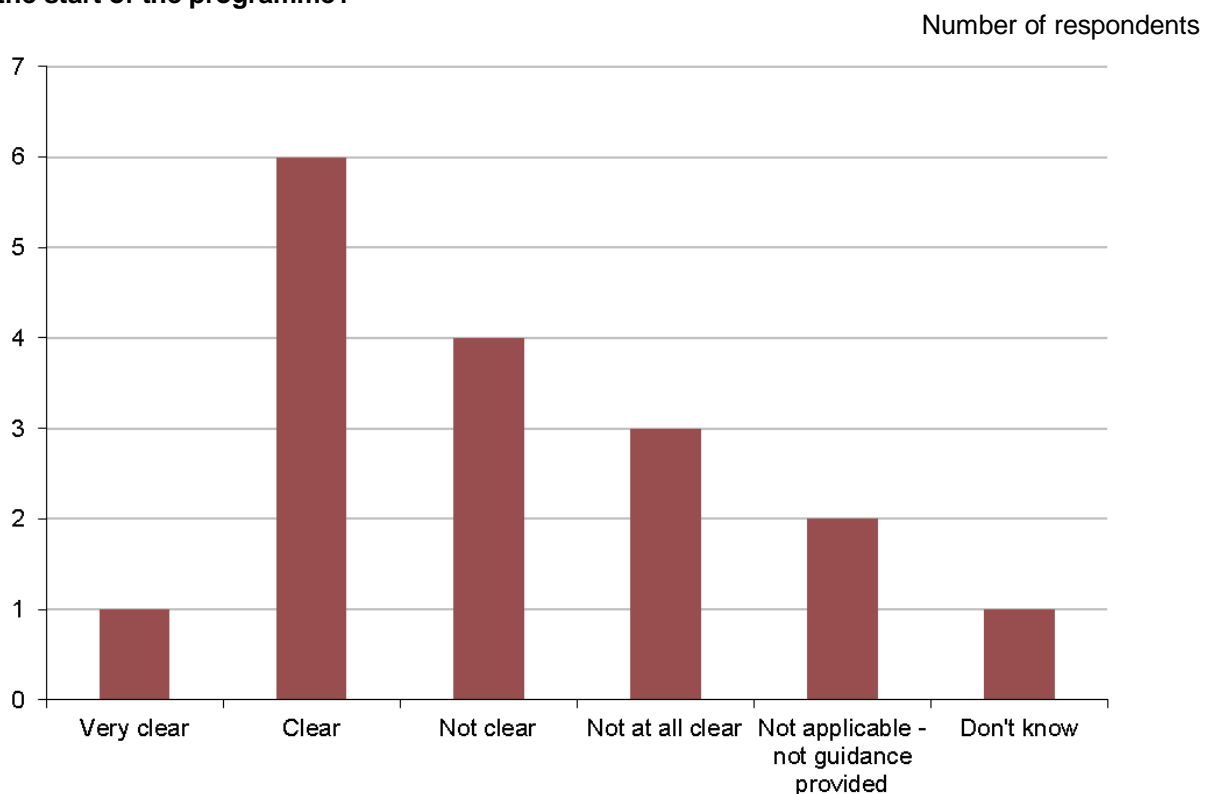
3.10 Respondents were asked what their understanding was of why the aims and objectives of the programme had changed. The reasons cited focussed on:

- the economic recession
- the introduction of new initiatives / programmes
- political and leadership changes
- guidance provided was open to interpretation.

Guidance

3.11 Views on the clarity of the initial guidance provided by WG in relation to the aims and objectives of the programme were divided (Figure 3.1). A total of seven local authority leads reported that it was 'clear' or 'very clear' and the same number (seven) reported that it was 'not clear' or 'not clear at all'. The remaining three either didn't know or reported that no guidance had been provided.

Figure 3.1: How clear was guidance provided by the WG in relation to aims and objectives at the start of the programme?

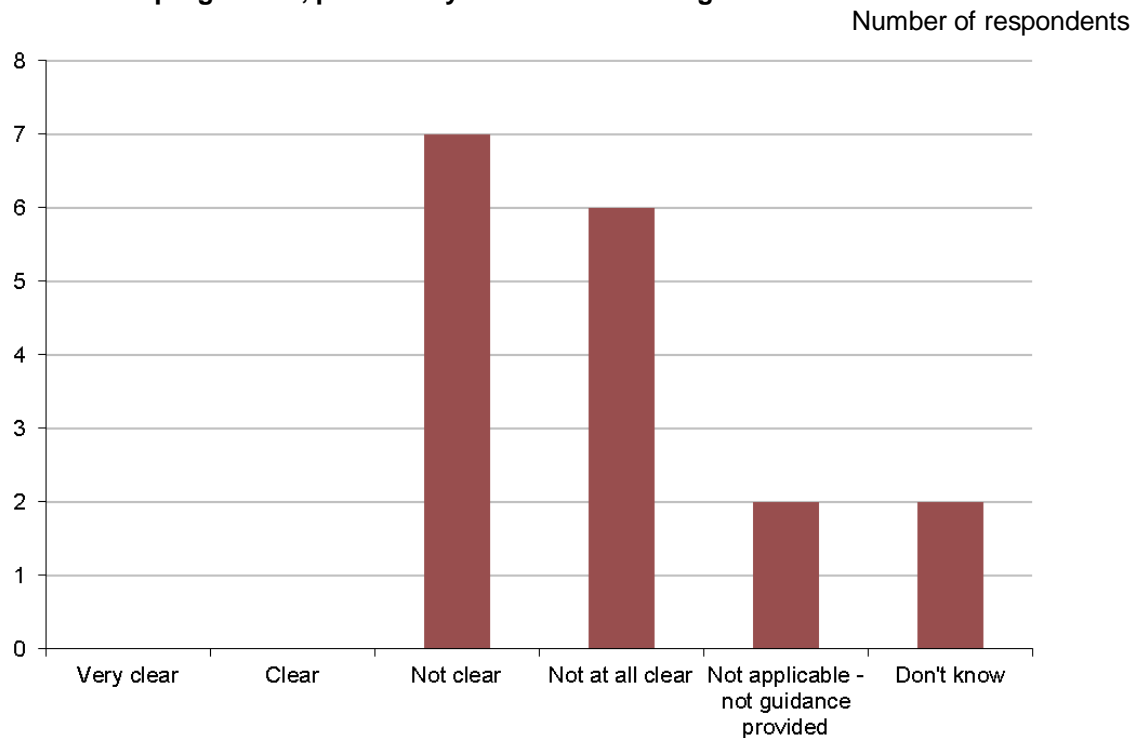


Source: GW2 local authority e-survey; Base=17

3.12 Local authorities were in agreement, but not positive, about the clarity of the guidance issued by WG throughout the lifetime of the programme. The majority of respondents (13/17) reported that it was either 'not clear' or 'not clear at all'.

None of the respondents rated the guidance provided as 'clear' or 'very clear'.

Figure 3.2: How clear was guidance issued by the WG in relation to aims and objectives during the lifetime of the programme, particularly in relation to changes?



Source: GW2 local authority e-survey; Base=17

Location of GW2 in the local authority

3.13 The team or department most commonly reported as having responsibility for GW2 both at the start and end of the programme was **a team focussing on Children and Families.**

3.14 The second most common was **a team focussed on Adult Skills/Lifelong Learning.** Relatively few local authorities reported that teams focussing on employment or local economic development were responsible for GW2.

Table 3.1: Which department or team was responsible for managing the Genesis Wales 2 programme within your Local Authority?

	Number of respondents ¹	
	At the START of the Programme	At the END of the programme
A team focussing on Children and Families	12	10
A team focussing on Adult Skills/Lifelong Learning	5	5
A team focussing on Employment	3	3
A team focussing on Local Economic Development	1	2
Other (please specify)	0	2

Source: GW2 Local Authority e-survey; Base = 17

1 More than one response could be selected

3.15 Of the six local authorities that reported a change in the department responsible, three reported **a move from a team focussing on children and families to a team focussing on skills or employment**. This is what we might expect in the context of the measures taken to re-focus the programme on employment from January 2011 onwards. However, two local authorities reported that GW2 had moved **away from a team focussed on skills to a team focussed on children and families**. This is the reverse of the other areas and not what we might have expected to see in the context of the increasing focus on employment outcomes.

Staff

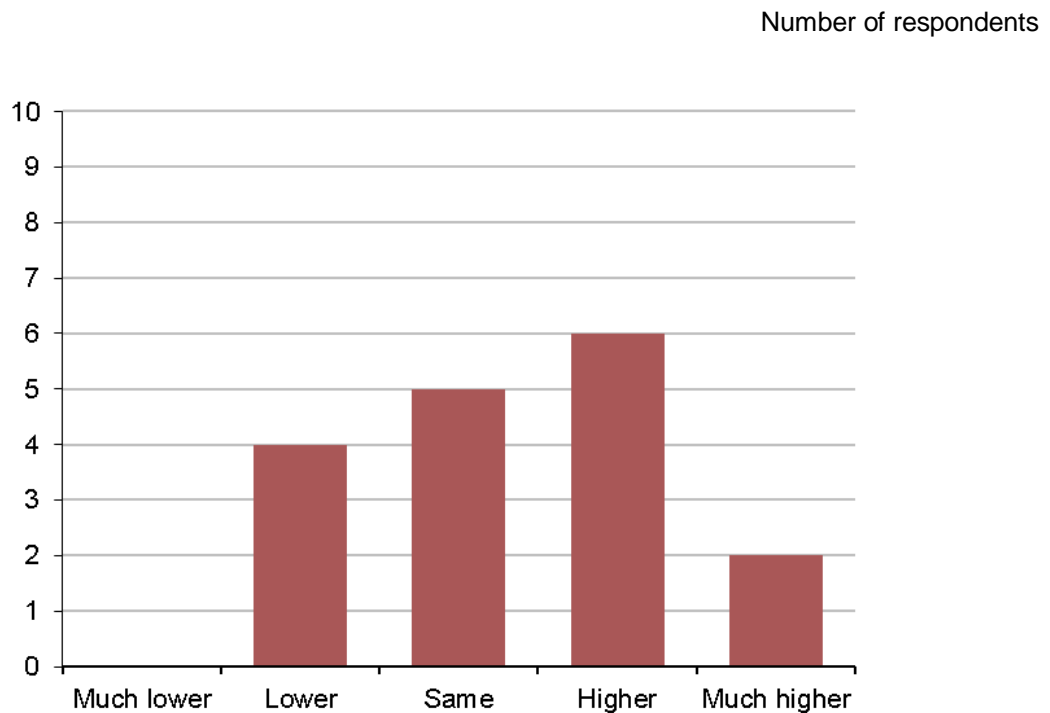
3.16 There were wide variations between local authorities in terms of the number of staff working on management and delivery of GW2. The average was **6 Full-Time Equivalents (FTEs)**, although this ranged between 2 and 17 ⁷.

3.17 Comparing the number of GW2 participants (from programme monitoring data) with the number of staff working on the programme suggests that there was some relationship between the two although, further analysis suggests that the relationship was not linear. Across the programme as a whole, there was an average of 86 GW2 participants per year for each FTE staff member (this ranged from 39 to 156 across areas).

⁷ 17 respondents provided details of the number of staff involved in management and delivery of GW2, but only 13 provided FTE figures. An FTE approximation was made for the other 4 based on the information provided.

3.18 The majority of respondents reported that the number of staff working on management and delivery of GW2 either stayed the same or increased over the lifetime of the programme. Less than a quarter of respondents (4/17) reported a decrease in staff numbers.

Figure 3.4: How does the number of FTE staff working on programme delivery and management over the past 12 months compare with the number during the first year of the programme?



Source: GW2 local authority e-survey, Base=17

Engaging Participants

3.19 Respondents were asked what eligibility criteria individuals had to fulfil in order to receive support through GW2. They were asked to list the criteria and provide an estimate of the proportion of programme participants that met each. There was some variation between respondents in terms of how this question was interpreted; some listed core criteria that had to be met by all respondents (e.g. over the age of 16, resident in the UK and legally eligible to work in the UK), whilst others listed variable criteria.

3.20 In terms of the variable criteria, being **unemployed, economically inactive, working less than 16 hours per week and / or not in education or training** were mentioned by 13/17 respondents. More than half (10/17) stated that being a parent or lone parent was a criterion for support.

3.21 The majority (15/17) of respondents reported that the eligibility criteria for GW2 had changed over the lifetime of the programme. When asked in what way it had changed, the main responses given were that individuals with one or more of the following characteristics were no longer eligible to receive support:

- those in receipt of Jobseekers Allowance (JSA)
- those less than ‘two steps’ away from the labour market⁸
- lone parents with children over the age of 5.

3.22 **It is clear from the responses that some confusion remained in relation to the eligibility criteria for the programme.** For example, when asked to explain in what way the eligibility criteria had changed, one respondent stated that participants no longer had to be parents to receive support when previously they had to be. However, seven other respondents stated that **only those who were parents could now qualify for support.** Similarly, one respondent reported that they could work with JSA claimants within the first 12 months of their claim, whilst seven others reported that they could no longer work with anyone claiming JSA no matter how long they had been claiming the benefit. These variations could be partly explained by the fact that some areas could not work with JSA claimants if that is what their local Jobcentre Plus stated, whilst others could if they were given permission.

3.23 The general consensus amongst those that reported the eligibility criteria had changed was that **these changes had not been clearly communicated**⁹.

The Work Programme

3.24 Local authority leads were asked what impact (if any) the introduction of the Work Programme in 2011 had on engaging participants on GW2. A small number (3/17) reported that it had **limited impact** because it:

- was introduced towards the end of GW2 delivery
- targeted different groups of people
- did not lead to a reduction in the number of referrals received.

⁸ As noted previously, the ‘two-steps rule’ was in place at the start of the programme, but was subsequently removed by DfES in order to ensure that participants facing any barrier could be supported if they met the eligibility criteria. The fact that this was mentioned in response to this question suggests that there remained confusion amongst local authority leads in relation to programme eligibility even after closure.

⁹ When asked ‘how clearly were these changes communicated’ two thirds (10/15) gave a response of 1 or 2 on a scale of 1 to 5 where 1=not very clearly and 5=very clearly.

3.25 The remaining 14 respondents were of the view that the introduction of the Work Programme had a **negative impact** on GW2 because it:

- narrowed the eligibility criteria for the programme, thereby reducing the number of potential participants and the ‘window’ for engaging them
- restricted outcomes that could be claimed
- created confusion
- reduced referrals
- disproportionately affected male participants, as they were generally thought to be more ready for work or training¹⁰.

Referrals

3.26 Survey respondents were asked to list the five most common referral routes onto GW2 and the approximate proportion of participants that came through each. **Jobcentre Plus was the most common referral route on to GW2**, accounting for almost half (48 per cent) of all referrals across the 14 local authorities that received referrals from this source. The other most common referral routes included social workers, self-referral, health visitors and other ESF projects.

Table 3.2: What were the top five most common referral routes onto the programme and the approximate proportion of participants that came through each if known?

Route	Number of respondents receiving referrals via this route	<i>Proportion of participants referred via this route (median across LAs)</i>
Jobcentre Plus	14	48
Social workers	4	14
Self-referral	11	13
Health visitors	8	12
Other ESF projects	2	11
Flying Start/Sure Start	7	10
Women’s Aid	3	10
Communities First	2	10
Voluntary sector	4	8
Other	15	10

Source: GW2 local authority e-survey, Base=16

3.27 Some local authorities used referral routes that were less common across respondents, but which had worked well in terms of generating a high

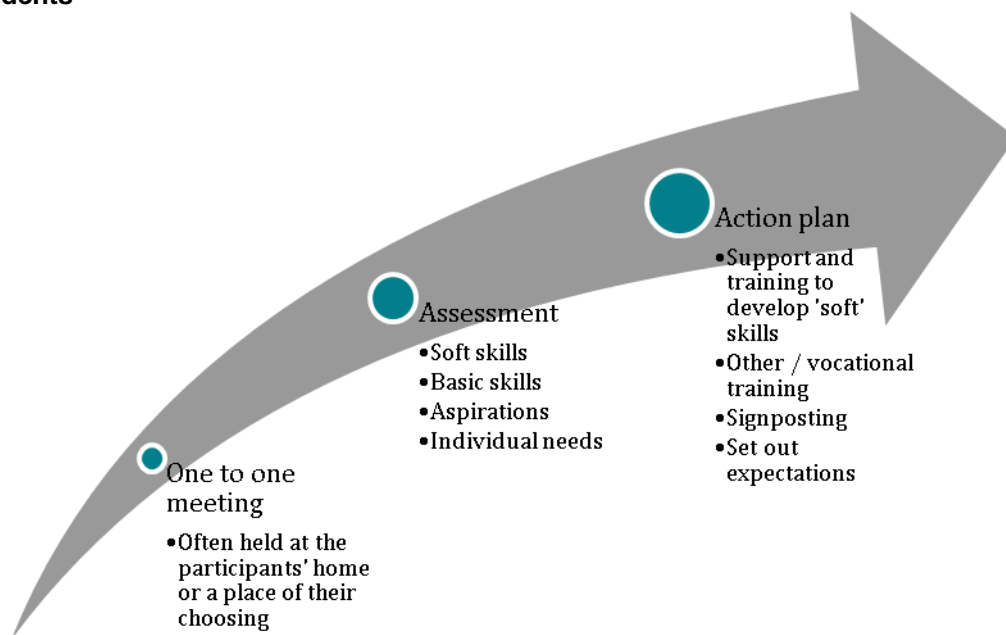
¹⁰ A further factor impacting on male participation in GW2 was parent / lone parent with dependent children being clarified as part of eligibility.

proportion of referrals. For example, one local authority generated 20 per cent of referrals from a local Further Education College and another generated 54 per cent of referrals from other departments within the local authority, such as the Parenting Team and Child and Family Team.

Participant assessment

3.28 Respondents were asked how participants' needs were assessed and appropriate support identified. The majority of respondents described a three-stage model as outlined in Figure 3.5.

Figure 3.5: Process of participant assessment following referral for the majority of respondents



Source: GW2 local authority e-survey, Base=16

3.29 There was some variation between local authorities in terms of the approach taken to assessment. They referenced a series of tools such as 'Work Star', 'Our World' and 'Participant Assessment Tool (PAT)' that were used. In others, unspecified basic and soft skill assessment approaches were adopted.

Programme finance

3.30 Local authorities were asked to estimate the proportion of overall GW2 programme spend (over the lifetime of the programme) that was accounted for across the range of categories set out in Table 3.3. A total of 11 respondents provided this information, although one was subsequently removed from the analysis due to an error in the way the information was provided.

Table 3.3: Proportion of GW2 programme spend on ...

Programme element	Median spend	Lowest percentage spend recorded	Percentages
			Highest percentage spend recorded
Staff - management, administration and delivery	77	48	93
Vocational skills training	2	0	8
Basic skills training	1	0	8
Self-esteem/ motivation/ life skills training	5	0	12
Childcare sector development	0	0	4
Funding for childcare provision	9	2	43
Travel and subsistence	2	0	5
Equipment	1	0	1
Other (please specify)	0	0	8

Source: GW2 local authority e-survey, Base=10, one respondent removed due to rounding error

3.31 This analysis shows that:

- **The majority of GW2 spend was on staff costs.** This category accounted for a median of 77 per cent of total programme spend, though this ranged between 48 per cent and 93 per cent across local authority areas. However, it is noted that some of these costs were for childcare staff within local authorities.
- **The second highest category of spend was funding for childcare provision.** This accounted for a median of 9 per cent of programme expenditure, though again there was wide variations between areas on this measure (2 per cent - 43 per cent).
- **Expenditure on the provision of training and other support for programme participants was relatively low, combined accounting for 11 per cent of the total.** However, it was noted by one respondent that a substantial proportion of GW2 staff time was spent on delivering training, accreditation and job search activities. If this was the case across other areas, then spend on the provision of training and other services is likely to be underestimated within these figures.

Lessons learned

Programme management

3.32 LA respondents were asked whether there were any aspects of GW2 programme management that they thought worked particularly well and whether there was anything that they would change for managing future programmes of this type. These questions were open-ended and a summary of the responses provided is shown in Table 3.4.

Table 3.4: Summary of programme management – lessons learned

What worked well?	What would you change?
Creation of an integrated delivery model – joining up all ESF programmes in one area to create a seamless service for participants	Improve data monitoring – have a robust system in place at the start of the programme and report regularly
Engaging with partners – this helped to generate referrals	Regional approach – management and delivery coordinated at a regional level
Having a dedicated programme coordinator – creating a single point of contact	Communication – increase communication between WG/WEFO and local authorities both through formal and informal channels
Local and regional management and networking between local managers	Staff – have staff in place before the programme starts and create more training opportunities for programme staff
Positioning Genesis in the Early Years team – this helped identify participants and provide joining-up support	Internal links – better links with other local authority departments (e.g. Economic Development) would enable better linking of provision to opportunities
	Local context – taking better account of the local context when setting targets would help ensure that they are realistic and achievable

Source: GW2 local authority e-survey, Bases: What worked well, 14: What would you change, 15

Engaging Participants

3.33 Respondents were asked what they had found to work well in terms of engaging participants and the responses focussed on:

- **working with partners** – this not only helped to identify potential participants, but also meant that a joined-up ‘suite of services’ could be offered

- **going into communities** – a range of community settings were used to engage and deliver services and support to programme participants. These included parenting events, cafes and community halls
- **having a good team** – having staff with the right mix of skills and experience was a key success factor in terms of making initial contact and engaging participants
- **an appropriate offering** – it was important to have an offering of support that was relevant and suitable for the individual. Having both a one-to-one adviser and the offer of group activities meant that there was choice, similarly offering soft skills training and introductory courses at entry level increased the likelihood of participants feeling able to get involved.

3.34 Respondents were asked what challenges were experienced in relation to engaging participants, particularly those from ‘hard-to-reach’ groups. The responses provided mainly related to **non-labour market barriers** such as personal issues including substance misuse, financial problems, health issues and domestic issues, which were mentioned by seven respondents and all presented a challenge that needed to be overcome in order to facilitate engagement with GW2.

3.35 Other challenges, each reported by more than one respondent included:

- childcare and transportation issues in some cases caused by a rural location (mentioned by six respondents)
- family history of unemployment and benefit dependency, history of low aspirations and peer pressure not to get involved (two)
- cluttered landscape of provision causing competition for potential participants (two)
- difficulty contacting participants (two)
- poor relationships with referring/partner organisations (two).

3.36 A range of actions were reported to have been undertaken by local authorities in order to overcome the challenges associated with engaging participants and these are summarised in Table 3.5.

Table 3.5: What was done to overcome challenges in engaging participants?

Challenge	Action taken
Personal issues	Sign-posting to agencies that could offer relevant support Engaging and communicating through means that were convenient / accessible to participants Scheduling events and activities during school hours Holding pre-engagement events so that participants were fully prepared Treating beneficiaries with compassion and empathy
Childcare and transportation issues in some cases caused by a rural location	Arrange and provide funded childcare Offer mobile childcare facilities Provided widespread outreach services Home visits Funding to cover travel costs
Family history of unemployment and benefit dependency, history of low aspirations and peer pressure not to get involved	Work with participants' families to help address issues Work with communities to overcome negative perceptions Home visits to allay fears Have courses that are targeted and interesting to participants to help build ambition
Cluttered landscape of provision causing competition for potential participants	Engage with other providers and create local agreements (although this was not always achieved)
Difficulty contacting participants	Use of any and all contact means including social media Arranging home visits
Poor relationships with referring/partner organisations	Individual assessments at the point of engagement Look for examples of good practice Organise joint events

Source: GW2 Local authority e-survey, Base=17

Employer engagement

3.37 Less than half (7/17) of survey respondents reported that the GW2 team within their local authority had direct engagement with employers (Table 3.6). This is perhaps lower than might have been expected given the aims and objectives of the programme. The challenges cited by respondents in relation to engaging employers were that:

- **companies are too busy** and often don't have the time / capacity to have an individual on placement – in one area they linked this to the high proportion of SMEs (mentioned by three respondents)

- **the economic recession** has resulted in a decline in the number of opportunities available (two)
- **changes to the benefit rules** mean that any voluntary or work placement opportunity requires approval from the Department for Work and Pensions (two).

3.38 Table 3.6 suggests that there was no clear relationship between employer engagement and employment outcomes for GW2 participants. In other words, GW2 teams that directly engaged with employers were no more or less likely to achieve employment outcomes for programme participants than those that did not.

Table 3.6: Local authority employer engagement, links to proportion of participants entering employment

Local authority	Direct employer engagement (Yes/no)	Proportion of all GW2 participants entering employment* (%)
Ceredigion	Yes	20
Neath Port Talbot	No	16
Blaenau Gwent	No	11
Conwy	Yes	10
Monmouthshire	No	10
Caerphilly	No	8
Wrexham	No	8
Anglesey	Yes	8
Merthyr Tydfil	No	8
Flintshire	Yes	7
Newport	No	7
Torfaen	Yes	6
Gwynedd	Yes	6
Rhondda, Cynon, Taff	Yes	5
Swansea	No	5
Bridgend	No	5
The Vale of Glamorgan	No	5

Source: GW2 Local authority e-survey, Base = 17; SQW analysis of GW2 monitoring data

*Source: SQW analysis of GW2 monitoring data

Programme results

3.39 In cases where programme outcome targets had been met or exceeded, survey respondents were asked to identify the key success factors and the responses are summarised in Table 3.7. The analysis within Chapter 4 shows that all local authorities were considerably behind target in relation to the number of

participants entering employment, which explains why limited information was provided for that category.

Table 3.7: In cases where results targets were met or exceeded, what were the key success factors?

Participants gaining qualifications	Participants entering employment	Participants entering further learning	Participants gaining other positive outcomes
One to one mentoring	One to one mentoring	One to one mentoring	One to one mentoring
Good relationships with local colleges, Adult Community Learning (ACL) and training providers		Links with local colleges, ACL and training providers Effective programme management	Good relationships with local colleges, ACL and training providers Free childcare
Access to free accredited courses			Provision of suitable ongoing support
Qualifications achieved via continual assessment			Group community based courses
Ability to provide provision when needed			Offering in house non-accredited courses
Qualifications that are suitable and achievable			

Source: GW2 Local authority e-survey, Base=14

3.40 In cases where outcome targets were not achieved, respondents were asked to provide an explanation as to why they thought this was the case and the responses are summarised in Table 3.8. The **early closure of the programme and the personal issues and barriers faced by participants** were the most commonly cited reasons. However, this needs careful interpretation as the programme was:

- established to tackle such barriers
- considerably behind on some targets. Some local authorities thought that they might have closed this gap if it wasn't for early closure.

Table 3.8: In cases where programme outcome targets were not achieved, can you please provide an explanation of why this was the case? What were the challenges?

Participants gaining qualifications	Participants entering employment	Participants entering further learning	Participants gaining other positive outcomes
Changes to the definition of outcomes	Referrals to other programmes and inability to share outcomes	Participant ability and starting point	Changes to the definition of outcomes
Inability to report more than one qualification per participant	Economic climate	Significant personal issues and barriers, especially childcare	Early closure of the project
Participant ability and starting point	Impact of other programmes i.e. DWP Work Programme	Changes to benefits	Child protection issues
Early closure of the project	Employment not a focus at the beginning	Early closure of the project	Lack of clarity in relation to what constitutes an 'Other Positive Outcome'
Significant personal issues and barriers	Lack of volunteering and employment opportunities	Inability to track participants	
Staffing levels too low	Significant personal issues and barriers		
	Inability to track participants		
	Early closure		
	Targets too ambitious		
	Work under 16 hours per week not counted		
	Participants better off on benefits		

Source: GW2 Local authority e-survey. Base=15

Changes for future programmes

3.41 Local authorities were asked if there was anything they would do differently when delivering future programmes of this type. The majority (13/17) said that they would do at least one thing differently and only one respondent reported that there was nothing they would change. The responses were separated into those relating to programme governance / management and those related to

programme activities. A summary of the main themes emerging from the responses is provided in Table 3.9.

Table 3.9: Is there anything you would do differently when delivering future programmes of this type?

Programme governance and management	Programme activities
Have processes in place from the outset to evidence outcomes and provide a basis for robust reporting and evaluation	Provide a budget per participant
Have a better relationship with the WG and programme funders, clearer communication channels and the ability to raise questions	More regular individual engagement with participants
Review the role of the WG as project managers	Do more to ensure the offering is right for the individual and the family
Have higher levels of staffing, a dedicated project manager and provision for staff training	Don't offer too many options, keep the activities offering at a scale that it offers choice and enables viable group sizes
Have clear eligibility criteria from the outset	Develop stronger links with employers
Set realistic targets	Focus on partnership working

Source: GW2 Local authority e-survey, Base=13

Recommendations to the WG

3.42 Finally, local authorities were asked if they had any recommendations for WG in relation to the design and delivery of future programmes of this type. A total of 14 respondents answered this question and the recommendations provided are summarised below.

- Consideration should be given to the introduction of regional programmes – around a third of respondents suggested this. The reasons cited included the need to reduce programme duplication, de-clutter the landscape and encourage more effective management and increased capacity with programmes.
- Future programmes should be better planned and communicated from the outset – four respondents suggested that providers, participants and other stakeholders with expertise in the type of programme proposed (and the local area) should be consulted during programme development. In addition, clear and firm guidance regarding the parameters of the programme should be issued to all involved from the outset.

- Improved monitoring and reporting – four respondents suggested that there should be better and more regular monitoring of programmes, including the development of an appropriate database for tracking programme activity.
- A degree of flexibility should be introduced – three respondents were of the view that future programmes of this type would benefit from having a greater degree of flexibility built into programme design to allow them to be more adaptable to changes in external circumstances.

Summary – Programme Delivery

- There were variations between local authorities in terms of their understanding of the aims and objectives of GW2, with **relatively few citing moving participants into employment as a top priority for the programme.**
- The local authority team or department most commonly reported as having responsibility for GW2, both at the start and end of the programme, was a **team focussing on Children and Families.**
- An average of six full-time equivalent (FTE) staff worked on management and delivery of GW2 per local authority. However, **there were wide variations between areas on this** with a range from 2 – 17.
- The survey results suggest that **there remained some confusion over the eligibility criteria for GW2** following closure of the programme, with a broad range of sometimes conflicting responses given when asked this question.
- Several respondents reported that criteria had changed over the lifetime of the programme and the majority of these were of the view that the changes had **not been clearly communicated.**
- The delivery model for GW2 was similar across most areas. It involved an **initial one-to-one meeting, followed by an assessment and the development of a tailored action plan.** There was found to be some variation between areas in terms of the approach taken to assessment, with some using standardised tools and others taking a less formal approach.
- **The majority of GW2 spend was on staff costs** and the second highest category of spend was funding for childcare provision. Expenditure on the

provision of training and other support for programme participants was relatively low, although a substantial proportion of GW2 staff time was spent on delivering training, accreditation and job search activities, meaning that some of this spend would be incorporated within staff costs. In terms of future initiatives, local authorities recommended that **consideration be given to the introduction of regional programmes**, with more effective monitoring and reporting procedures in place. Further recommendations include **better planning and communication from the outset and greater flexibility** within programmes to adapt to changing circumstances.

4 Programme Performance

Introduction

- 4.1 Individual local authorities were responsible for monitoring and reporting GW2 programme activity. Information was gathered and recorded across a standard set of variables for each programme participant. The monitoring databases were then submitted to WG for collation and as evidence for ESF funding claims.
- 4.2 For the purposes of evaluation, SQW was provided with the anonymised, collated monitoring database covering the period from programme inception in October 2008 through to full closure in December 2013. This chapter looks at the performance of GW2 based on a review of this monitoring data covering:
- progress towards targets
 - profile of beneficiaries
 - engagement with GW2
 - outcomes achieved.

Progress towards targets

Participation targets

- 4.3 As detailed in Chapter 2, GW2 received funded through ESF Priority 2 in the Convergence area and Priority 1 in the RCE area. The two programmes had separate business plans and targets and have therefore been reported on separately within this section.
- 4.4 The original GW2 participation targets were revised downwards following an internal review of performance in 2011. Table 4.1 shows the original and revised participation targets for the planned six year duration of the programme. It also shows progress made towards these by the time of programme closure one year early in June 2013¹¹.
- 4.5 When interpreting these figures, it is worth bearing in mind that the targets covered the planned six year duration of the programme and **have not been re-profiled to reflect the closure one year early in June 2013**. Although the

¹¹ The monitoring database covers the period up to December 2013, although the programme was closed to new participants from June 2013.

programme closed early, the wind-down did not happen uniformly across all areas. We were made aware, through consultations, that some areas stopped recruiting at earlier points than others in anticipation of closure. Therefore, we have not sought to re-profile the programme targets for the shorter period because we cannot consistently define the period across all areas. However, at key points below we comment on how far the programme was on-track at the point it closed. The programme broadly ran for five of the intended six years, and so we would anticipate around 80-85 per cent of targets to have been achieved, with better performance for recruitment and more lag around outcomes, which take time to emerge.

Table 4.1: GW2 participation targets

	Revised Target (2008-14)	Total Achieved at programme close (June-13)	Proportion of Revised Target Achieved (%)
Convergence	12,600	9,041	72
RCE	4,550	3,039	67
Total GW2	17,150	12,080	70

Source: SQW analysis of GW2 monitoring data; GW2 Business Plans

4.6 A total of 12,080 individuals received support through GW2 between 2008 and 2013, representing 70 per cent of the revised six-year target. The Convergence area was slightly ahead of RCE in terms of progress towards this target (72 per cent compared to 67 per cent). However, both areas were below the 80-85 per cent that we would have expected to see had they been on track to achieve target.

Participant characteristics

4.7 In addition to total participant numbers, the business plans for GW2 specified a range of targets relating to **participant characteristics**. These were also revised, in absolute terms, following the review of programme performance in 2011 (although the proportions remained the same). Performance is assessed here by looking at how the actual proportion of participants with different characteristics compares to the targets, it is important to bear in mind, however, that this is in the context of the performance against overall target numbers reported above (i.e. that they were at 70 per cent of overall target).

Table 4.2: Target and actual participant characteristics

	Percentage of all (target/actual) participants			
	Convergence		RCE	
	Target	Actual	Target	Actual
Female participants	85	90	85	88
Economically inactive and unemployed	93	97	100	99
Economically inactive	67	81	80	86
Unemployed	27	16	20	13
NEETs	20	4	10	3
Female	85	87	85	87
BME	7	2	6	10
Older participants ¹	7	4	6	4
Work limiting health condition or disability	40	26	2	21
Lone parents	73	60	70	62
Employed	7	3	0	0
Work limiting health conditions or disability	7	2	0	0
Individualised assistance with work limiting health condition or disability	5	0	0	0
General assistance with work limiting health condition or disability	1	0	0	0
Female	5	3	0	0
BME	1	0	0	0
Older participants	<1	0	0	0
Total participants (Number)	12,600	9,041	4,550	3,039

Source: SQW analysis of GW2 monitoring data; GW2 Business Plans

*Defined as 16-18 year olds not in employment, education or training
- no target specified

4.8 The key messages from this analysis are that:

- in both areas the proportion of participants who were unemployed was below target (11 percentage points in Convergence and 7 percentage points in RCE) whereas the proportion who were inactive was above target (14 percentage points in Convergence and 6 percentage points in RCE). This suggests that the programme was working with a client group that was further from the labour market than originally anticipated
- **the programme worked predominantly with females, and even more so than expected** – the target percentage share of GW2 participants that

were female (85 per cent) was exceeded in both the Convergence and RCE areas (90 per cent and 88 per cent respectively)

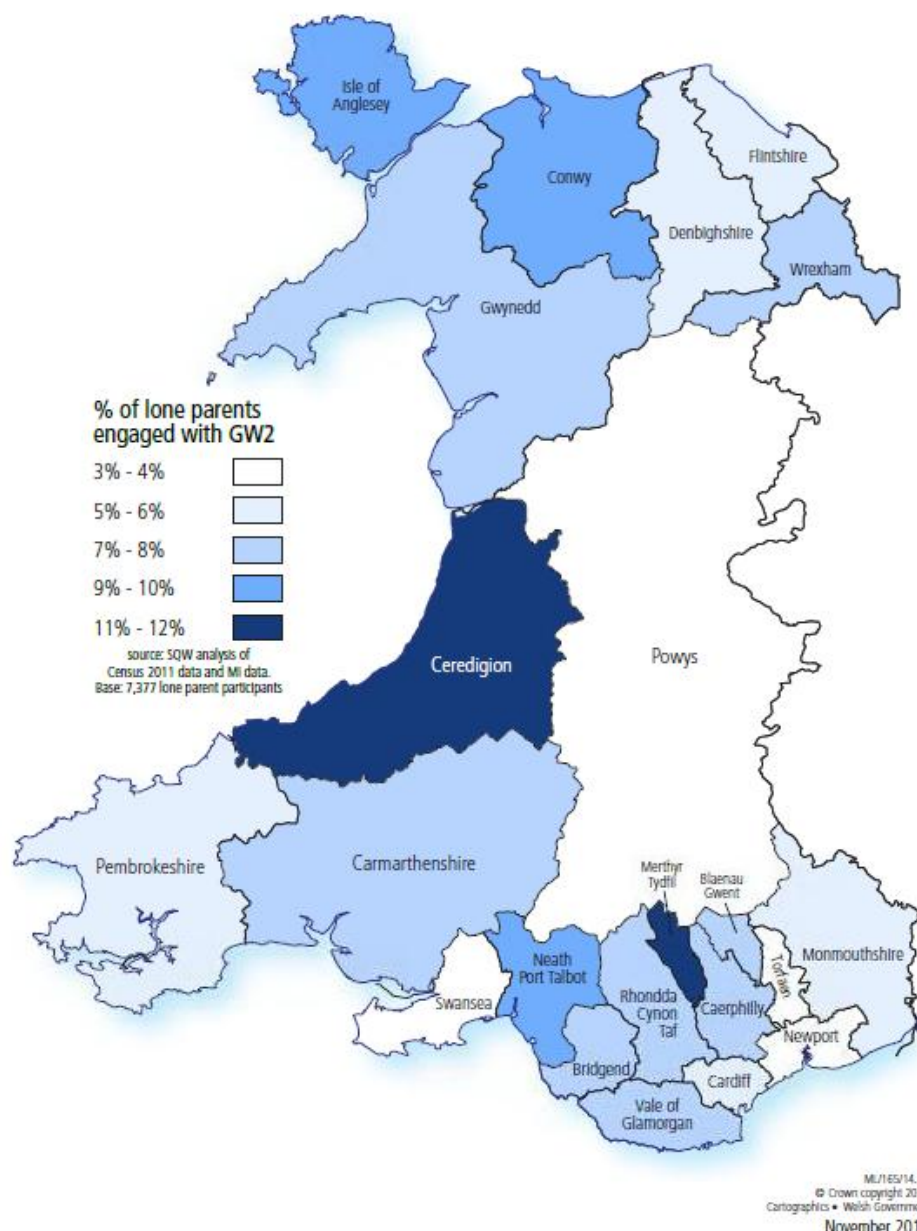
- **the programme was less successful in attracting participants from other target groups** – the share of participants that were NEET, older (defined as aged 50+) or lone parents were all considerably behind target within both the Convergence and RCE areas
- **the RCE area was relatively more successful in attracting BME participants** – the RCE target for BME participants was exceeded (by four percentage points), whilst Convergence was considerably behind on this target (by 5 percentage points for the unemployed/inactive participants))
- **the RCE area also exceeded target in relation to the number of GW2 participants with a work limiting health condition or disability** – the RCE target for work limiting health condition or disability was exceeded by 19 percentage points
- **GW2 worked with relatively few employed participants** – the Convergence area had a target of seven per cent employed participants, but only three per cent of actual participants were employed. This is partly due to the fact that the eligibility criteria for employed participants was only for those suffering from post-natal depression. There was a misunderstanding in relation to this amongst local authorities, meaning that the targets set were not necessarily realistic.

4.9 Lone parents were a key target group for GW2. As highlighted earlier in this chapter (Table 4.2), the programme was behind target in terms of the total number of lone parents engaged. However, despite this, **lone parents still accounted for the majority (60 per cent) of GW2 programme participants.**

4.10 The Census reported that there were 113,000 lone parent families in Wales in 2011. The GW2 programme **provided support to almost 7,300 of these (6 per cent of the total).** Figure 4.1 shows that there were variations across local authorities in terms of the proportion of lone parents in each area that engaged with GW2.

4.11 The areas where the highest proportion of lone parents engaged with GW2 were **Conwy (11 per cent) and Merthyr Tydfil (9 per cent).** The areas with the lowest proportion of lone parents engaged with the programme were **Torfaen and Swansea (4 per cent each).**

Figure 4.1: Proportion of all local authority Lone Parents engaged with GW2



Source: SQW analysis of Census 2011 data and MI data
Base: 7,377 lone parent participants

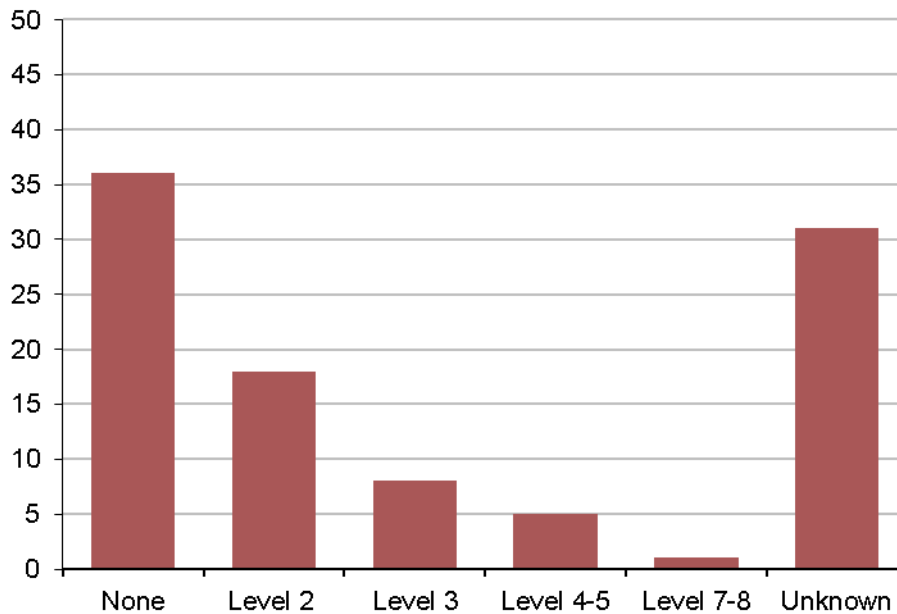
4.12 There was no target for participants by qualification level but this data is available from the monitoring database and gives a further indication of the characteristic of the GW2 participant population. Over a third (36 per cent) of GW2 programme participants were recorded as having **no qualifications** prior to starting on the programme. A further third (32 per cent) were qualified to Level 2 or above and information was missing for the remaining 31 per cent.

4.13 The 2011 Census found that 18 per cent of all working age residents in Wales had no qualifications. The proportion of GW2 participants recorded as having

no qualifications was therefore **double the average for the working age population as a whole.**

Figure 4.2: Highest level of qualification prior to starting GW2

Percentage of GW2 participants



Source: SQW analysis of GW2 monitoring data
Base: All programme participants (12,080)

Outcome targets

4.14 There were four participant outcome targets specified in the original and revised GW2 Business Plans, however, when the final GW2 monitoring data was submitted to WG, an inconsistency was found in relation to the way in which local authorities had recorded progress towards the ‘entering further learning’ outcome. In some cases, individuals that had participated in further learning **whilst still receiving support through GW2** were counted as having achieved this outcome. However, only individuals that entered further learning **following completion** of GW2 should have been counted. **For this reason, we are unable to report progress towards this outcome and the remainder of this section therefore focusses on the other three.** The targets only applied to those participants who were unemployed or economically inactive on entering the programme.

Table 4.3: Target and actual outcomes

Percentage of all economically inactive or unemployed (revised target/actual) participants

	Convergence		RCE	
	Target	Actual	Target	Actual
Entering employment	20	9	18	9
Gaining qualification	21	34	20	27
Entering further learning	41	-	60	-
Gaining 'other positive outcome'	41	52	15	48
Total participants (Number)	12,200	8,786	4,550	3,002

Source: GW2 Business Plans and SQW analysis of MI data

- Could not be reported due to issue with definitions of this outcome

4.15 Looking at progress towards the revised outcome targets, Table 4.3 shows that:

- **GW2 performed well in relation to the share of participants gaining qualifications** – a third (34 per cent) of GW2 participants in the Convergence area and a quarter (27 per cent) in the RCE area gained accredited qualifications through participation in the programme (12 percentage points and 7 percentage points above target respectively)
- **the programme also performed well in relation to the number of participants gaining 'other positive outcomes'**¹² – around half of programme participants in both the Convergence and RCE areas achieved an 'other positive outcome'. The associated targets were exceeded by 32 percentage points in the RCE area and 9 percentage points in the Convergence area.
- **GW2 was considerably behind target in terms of the proportion of participants entering employment** – just 9 per cent of GW2 participants in both the Convergence and RCE areas entered employment following completion of the programme – 11 and 9 percentage points below target respectively.

Local Authority targets

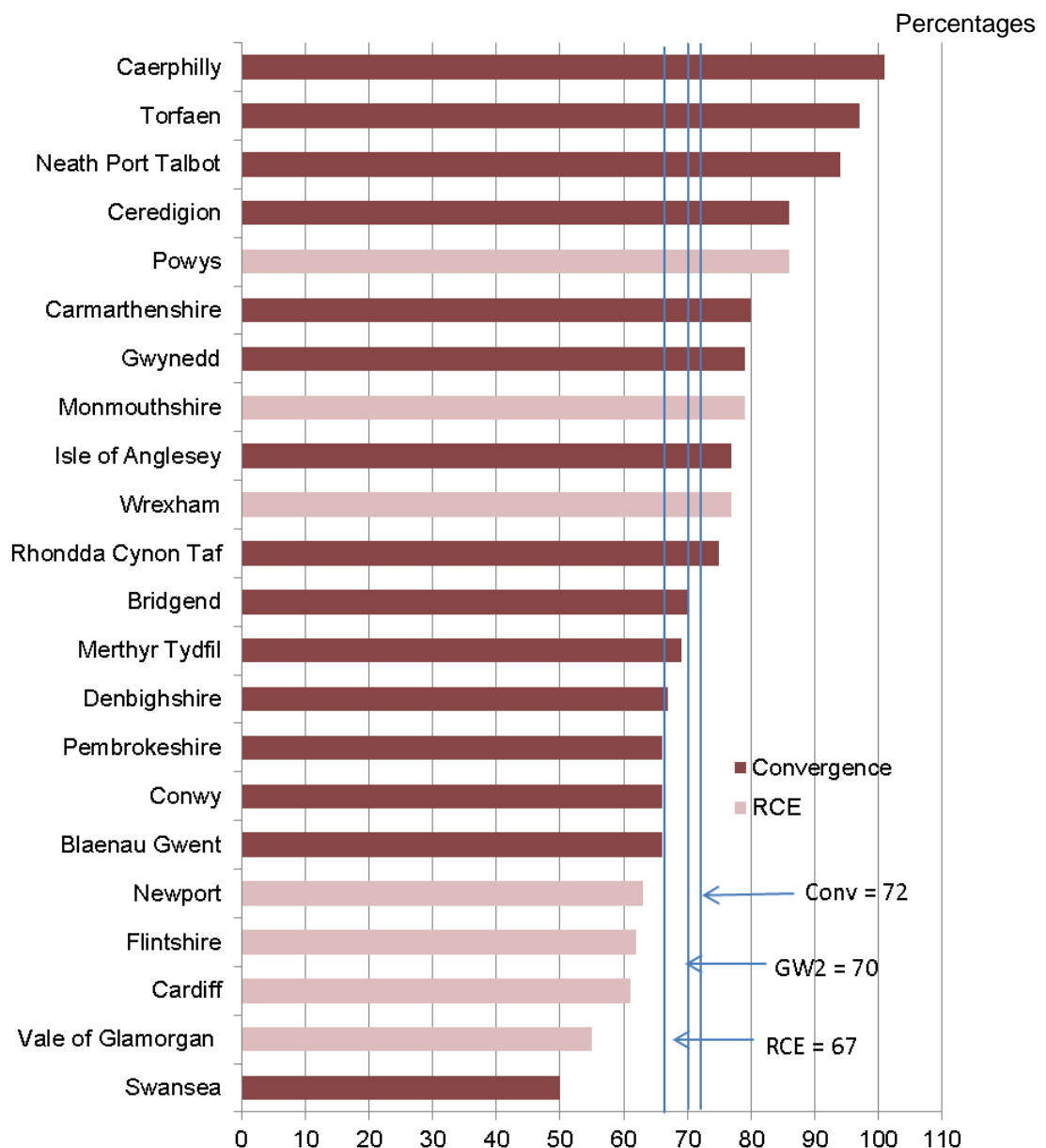
4.16 In addition to programme-level targets, each local authority had their own participation and outcome targets for GW2. These were specified in the Collaborative Agreements between WG and local authorities and were also revised following the review of programme performance in 2011. This section

¹² Which included: entering voluntary work; attending a job interview; participating in non-accredited training; and/or participating in further learning whilst still receiving support through the programme.

looks at progress made towards the revised targets at the time the programme closed. Again, it is worth noting that the targets were for the intended six-year duration of the programme and **have not been re-profiled to take account of the early closure**.

4.17 Figure 4.3 shows that there were **variations between local authorities** in terms of progress made towards the revised GW2 participation targets.

Figure 4.3: LA Progress towards revised GW2 participation targets



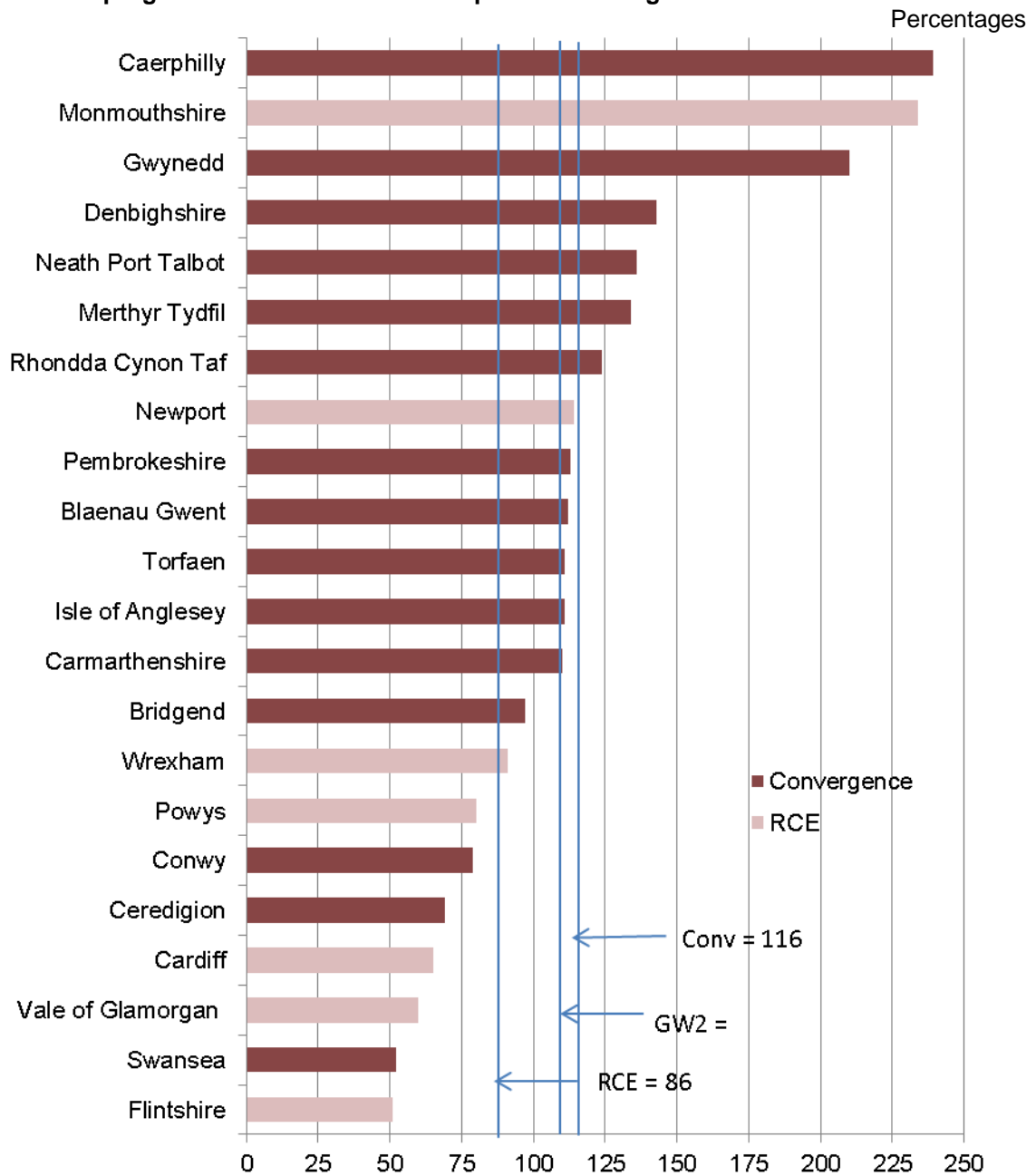
Source: SQW analysis of GW2 monitoring data
Base: economically inactive / unemployed participants

4.18 Caerphilly was the only local authority to have exceeded the participation target one year early at programme close. Torfaen and Neath Port Talbot were also close to meeting their respective participation targets at that stage.

4.19 However, several local authorities **were considerably behind target** five years into the planned six year programme. Local authorities within the RCE area accounted for four of the five that were most behind on this measure.

4.20 Figure 4.-4 shows that there were also variations between local authorities in terms of progress made towards GW2 qualification targets. However, most areas performed well on this measure with more than half (13/22) having exceeded target at the time of programme close, including three local authorities that had achieved more than double their target. Some areas performed less well and again these were mainly concentrated in the RCE area.

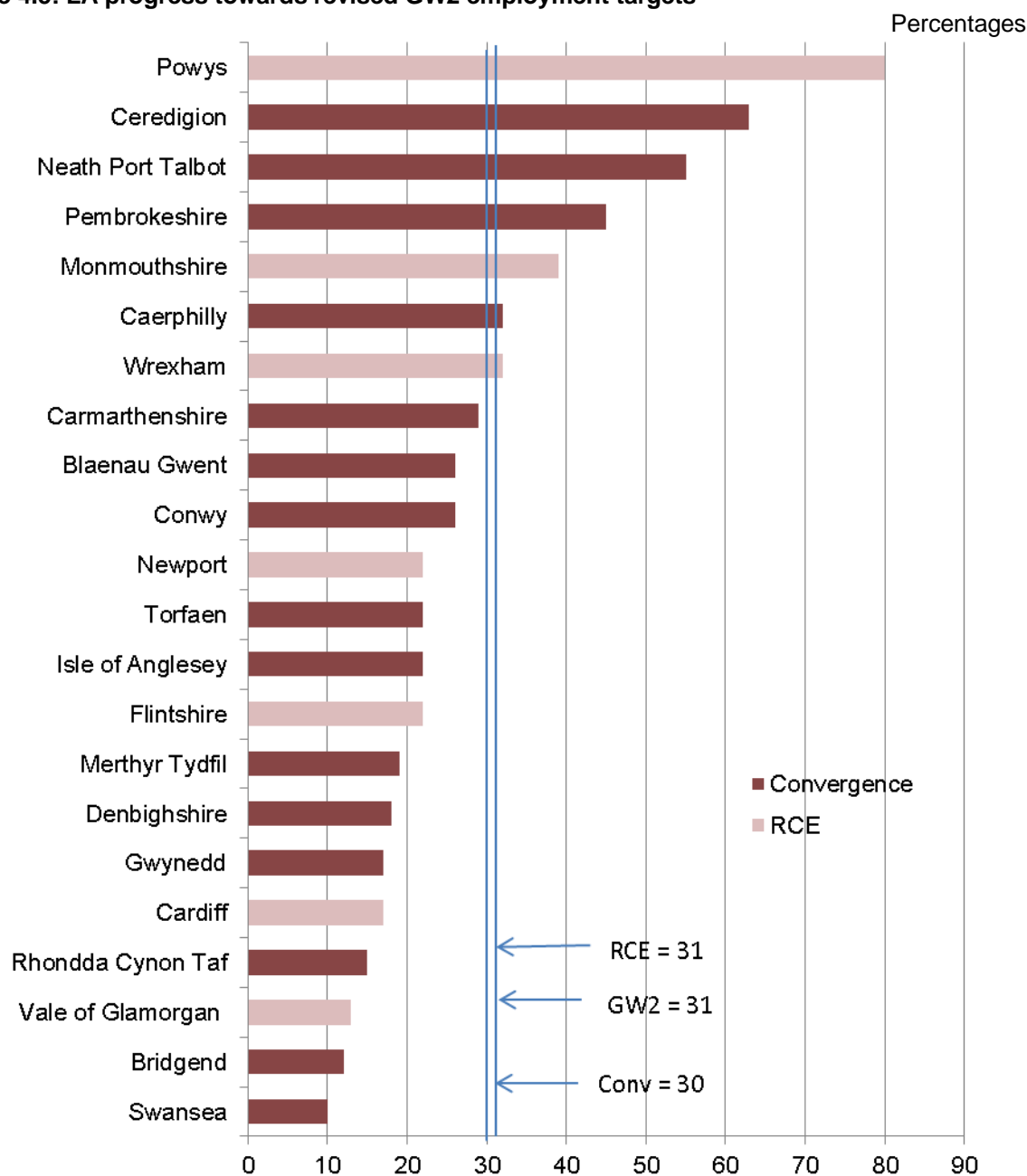
Figure 4.4: LA progress towards revised GW2 qualification targets



Source: SQW analysis of GW2 monitoring data
Base: economically inactive / unemployed participants

4.21 Looking at progress towards employment outcome targets, it is clear that most local authorities found this to be the most challenging. Figure 4.5 shows that Powys was the only local authority that was broadly on track to achieve this at the time the programme closed. However, the majority of local authorities (17/22) were less than a third of the way towards achieving their GW2 employment outcome target at that stage.

Figure 4.5: LA progress towards revised GW2 employment targets

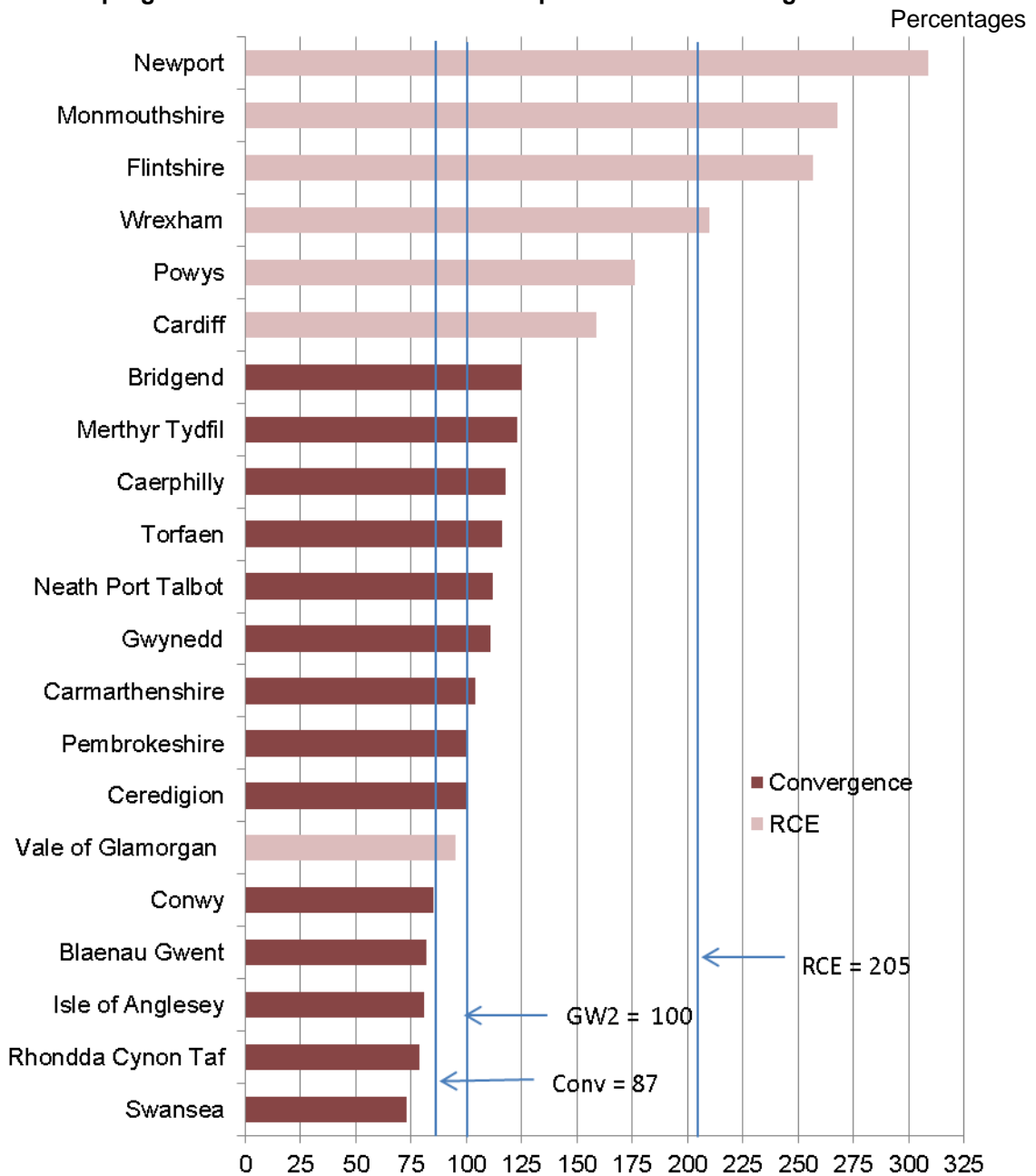


Source: SQW analysis of GW2 monitoring data
 Base: economically inactive / unemployed participants

4.22 Figure 4.6 shows that almost all local authorities either exceeded target in relation to the number of GW2 participants gaining ‘other positive outcomes’¹³ or were broadly on track to do so at the time the programme closed. The six areas that exceeded target by the highest amount were all within the RCE area.

¹³ It is possible that some of the differences here are due to interpretation of definitions.

Figure 4.6: LA progress towards revised GW2 'other positive outcome' targets



Source: SQW analysis of GW2 monitoring data
 Base: economically inactive / unemployed participants

Engagement with GW2

4.23 This section looks at participant engagement with GW2 covering:

- starts by year
- length of time on the programme
- activity duration
- completers and early leavers.

Starts by year

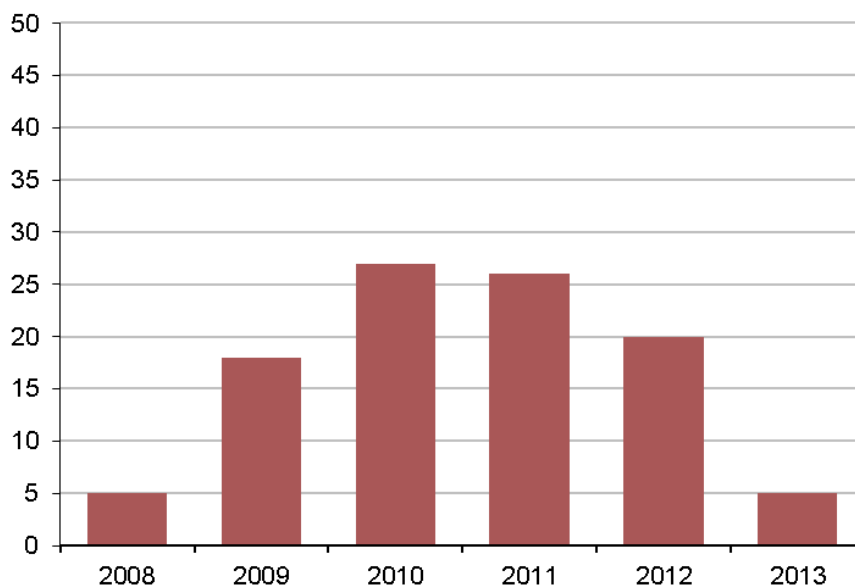
4.24 GW2 started in October 2008 and closed to new participants in June 2013.

Figure 4.7 shows that the **majority of programme starts occurred between 2009 and 2012**, with 90 per cent of participants recorded as having started during that time.

4.25 It was announced in April 2013 that GW2 would be going into phased closure from June 2013. However, the low proportion of overall participants recruited in 2013 suggests that many areas **stopped recruiting to the programme prior to June**.

Figure 4.7: GW2 participant starts by year

Percentages



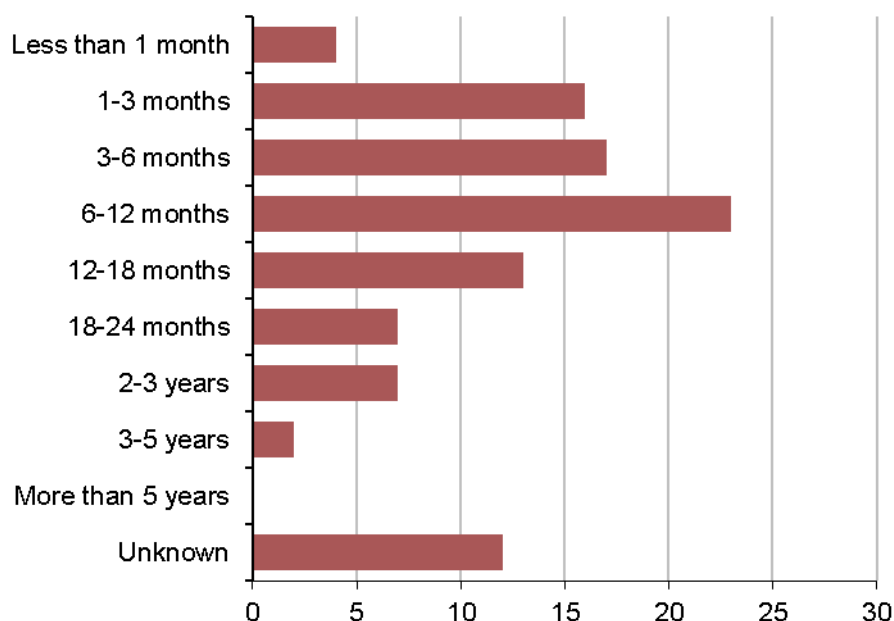
Source: SQW analysis of GW2 monitoring data
Base: All programme participants (12,080)

Length of time on the programme

4.26 Figure 4.8 shows that the **majority (60 per cent) of GW2 participants were on the programme for up to twelve months**, with the most common duration being 6-12 months.

Figure 4.8: Participant time on GW2 programme

Percentages



Source: SQW analysis of GW2 monitoring data
Base: All programme participants (12,080)

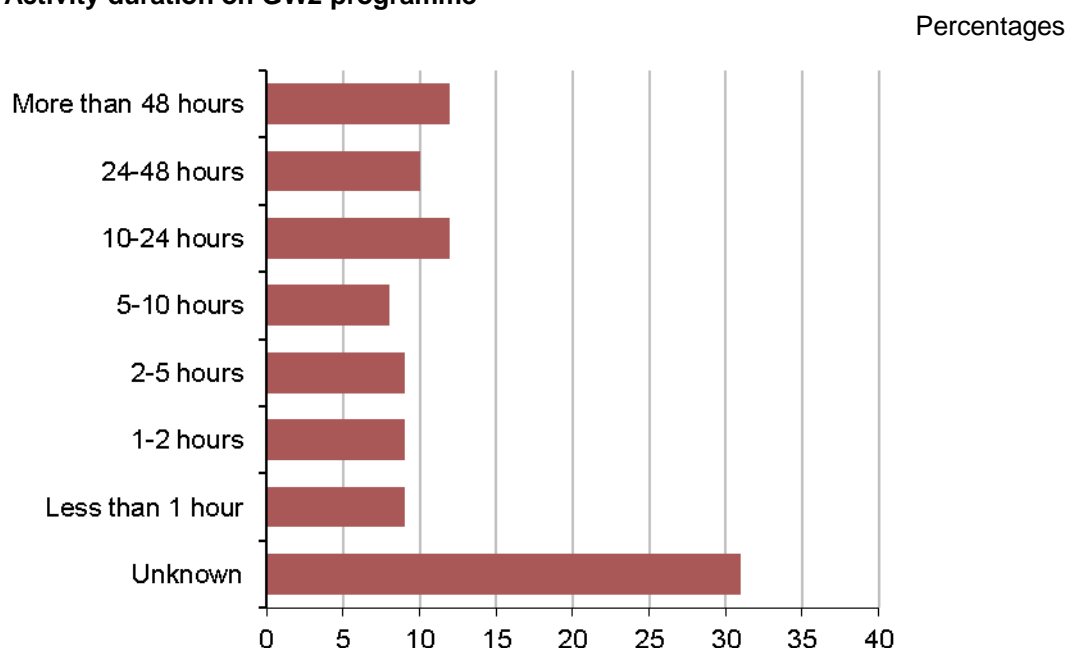
4.27 Around one in every three (29 per cent) were recorded as being on the programme for longer than 12 months, some of which were registered as active on the programme for up to five years.

4.28 However, some caution should be taken when interpreting this data. When GW2 went into early closure, many participants registered as 'active' were found to have **not had any contact with the programme for some time**. In addition, feedback from local authorities suggests that there were variations between areas in terms of the length of time participants would remain registered as 'active' with no contact. For example, one local authority reported that they would only keep participants active for one month with no contact, whilst others would keep them active for three to six months with no contact.

Activity duration

4.29 Figure 4.9 shows that there was considerable variation in the overall length of time GW2 participants spent engaged in activity whilst on the programme.

Figure 4.9: Activity duration on GW2 programme



Source: SQW analysis of GW2 monitoring data
Base: All programme participants (12,080)

4.30 Around a fifth (18 per cent) were engaged in programme-related activity for up to two hours, whilst 22 per cent were engaged for more than 24 hours. This suggests that the types of services accessed by GW2 participants **ranged from relatively short / light touch interventions to longer term / more in-depth support.**

Completers and early leavers

4.31 Early leavers and completers are defined as:

- **early leavers:** those recorded in the monitoring database as having left the programme early; and
- **completers:** participants with a valid completion date who have not been recorded as an early leaver.

4.32 Table 4.4 shows that **around two thirds (61 per cent) of GW2 participants were recorded as having successfully completed the programme.** A further 31 per cent were recorded as having left early. The survey and consultations with local authorities highlighted some variations between areas in terms of how these variables were defined. However, the general consensus was that those who completed their GW2 Action Plans were recorded as having

completed the programme, whilst those who left before completing the activities in their Action Plans were defined as ‘early leavers’.

Table 4.4: GW2 completers and early leavers

	Total	Proportion of all participants (%)
Completers	7,410	61
Early leavers	3,722	31
Unknown	948	8
Total GW2 participants	12,080	100

Source: SQW analysis of GW2 monitoring data
Base: All programme participants (12,080)

Summary – Programme Performance

- A total of 12,080 individuals received support through GW2 between 2008 and 2013, representing **70 per cent of the revised six year participation target**.
- GW2 was on target in terms of the share of participants that were female, but was **less successful at engaging participants from other target groups such as NEETs, older participants and lone parents**.
- GW2 performed well in relation to the proportion of participants that **gained accredited qualifications or ‘other positive outcomes’**.
- However, the programme was **considerably behind target** in terms of the number of participants entering employment.
- At programme close, the RCE area was behind Convergence in terms of progress towards **participation and qualification outcome targets**.
- There were variations between local authorities in terms of progress towards GW2 participation and outcome targets, although **almost all were considerably behind on their employment outcome target**.
- There were wide variations between participants in terms of the length of time engaged in programme-related activity, suggesting that **the services offered ranged from relatively light touch interventions to longer term / more in-depth support**.
- Less than two thirds of GW2 participants successfully completed the programme **with around one in every three recorded as an ‘early leaver’**.

5 Feedback from beneficiaries

Introduction

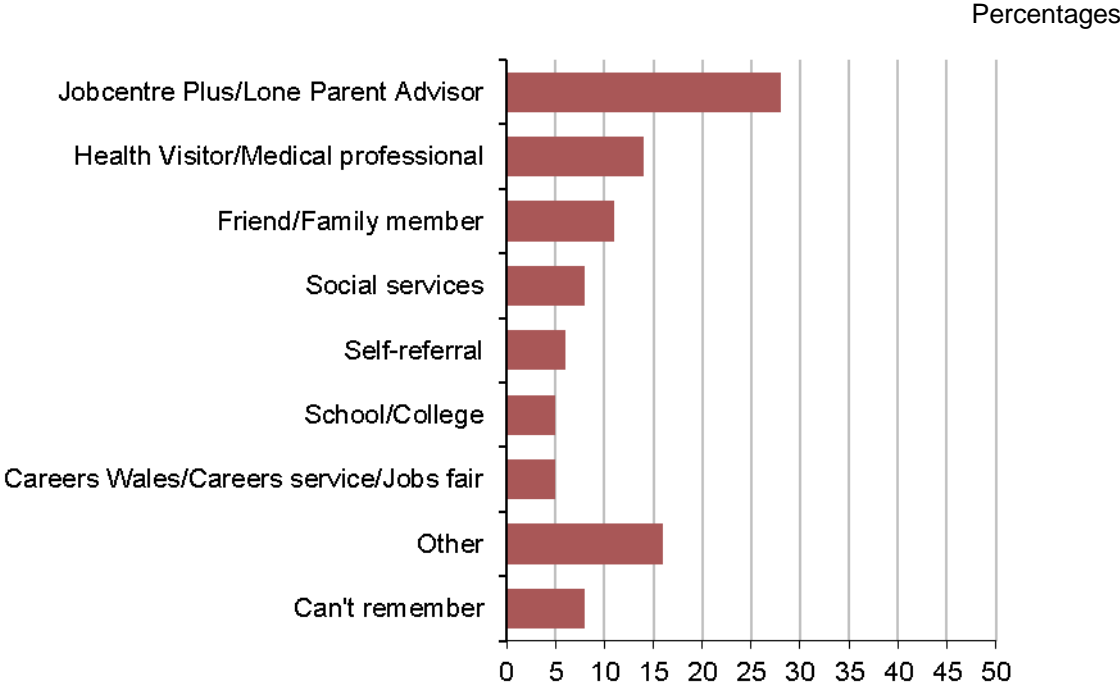
- 5.1 A telephone survey of GW2 participants was carried out during July and August 2013. The purpose of the survey was to gather feedback on their experiences of the programme and evidence of the outcomes and benefits of the support received.
- 5.2 The sample for the survey was drawn from those who had started the programme since January 2010 and left prior to April 2013. The aim was to ensure that respondents had participated in GW2 recently enough to be able to recall their experiences, but had left at least three months prior to being surveyed. A total of 1,032 interviews were completed, accounting for approximately 16 per cent of all people that participated in the programme over that period.
- 5.3 The survey responses were weighted to align with the profile of programme participants recorded in the monitoring data to that point. There was a good match between the sample and population in terms of gender, disability and ethnicity. Corrective weights were applied for age and lone parent status.
- 5.4 This chapter summarises the main findings from the survey covering participant:
- engagement with GW2
 - satisfaction with services
 - employment outcomes
 - qualifications and other outcomes / benefits
 - recommendations.

Engagement with GW2

- 5.5 The most common source of referrals into GW2 was **Jobcentre Plus**, cited by 28 per cent of survey respondents. This was followed by **health visitor / medical professionals** (14 per cent) and **friend / family member** (11 per cent).
- 5.6 The remainder came from a range of other sources including social services, self-referral, school / college and the careers service. The 'other' category in

Figure 5.1 includes the Family Information Service, Women’s Aid, Flying Start, community centre / charity and childcare providers.

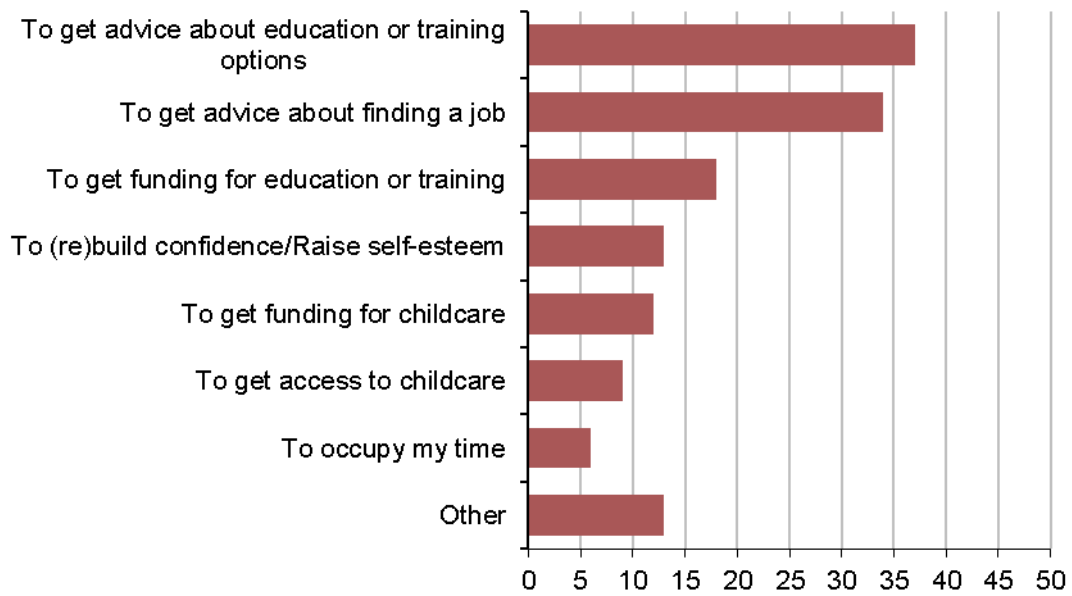
Figure 5.1: Who, if anyone, first referred you on to the GW2 programme?



Source: GW2 Beneficiary Survey
 Base: All respondents; 1032
 Single response per respondent; respondents were prompted if necessary

5.7 Individuals got involved with GW2 for a range of reasons. The most popular was to **get advice about education or training options**, cited by 37 per cent of respondents. Around a third (34 per cent) reported getting involved to **get advice about finding a job**. Other reasons mentioned include funding for education or training, to build confidence / self-esteem and funding for / access to childcare (Figure 5.2).

Figure 5.2: What was/were your main reason(s) for getting involved with the programme?
Percentages



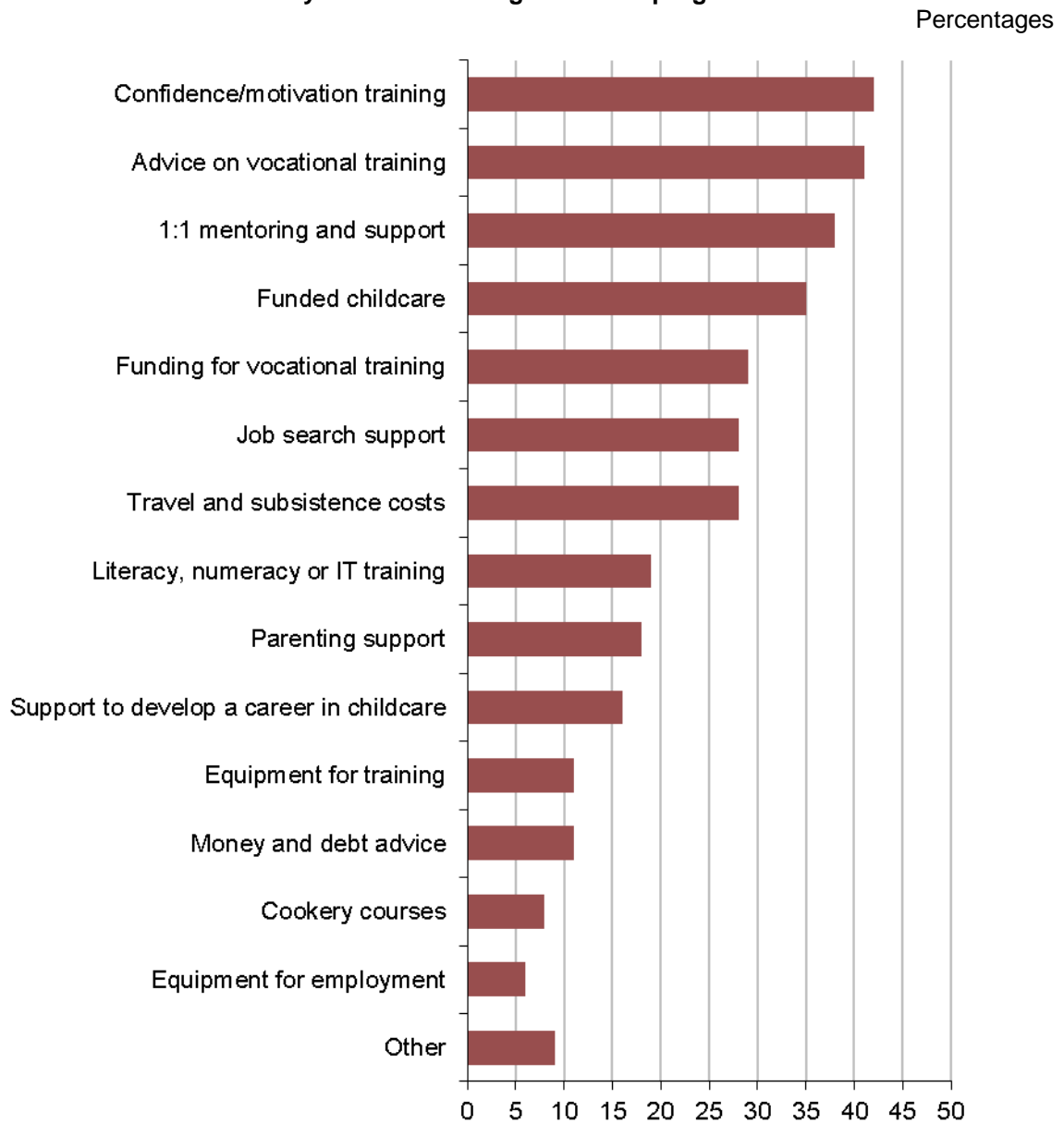
Source: GW2 Beneficiary Survey

Base: All respondents; 1032

Respondents could select more than one option; respondents were prompted if necessary

5.8 Survey respondents were asked what services they had received through GW2 and **over 15 categories of services were mentioned**. The most common services received were confidence / motivation training (mentioned by 42 per cent of respondents), advice on where / how to access vocational training (41 per cent), 1:1 mentoring and support (38 per cent) and funded childcare (35 per cent).

Figure 5.3: Which services did you receive through the GW2 programme?



Source: GW2 Beneficiary Survey

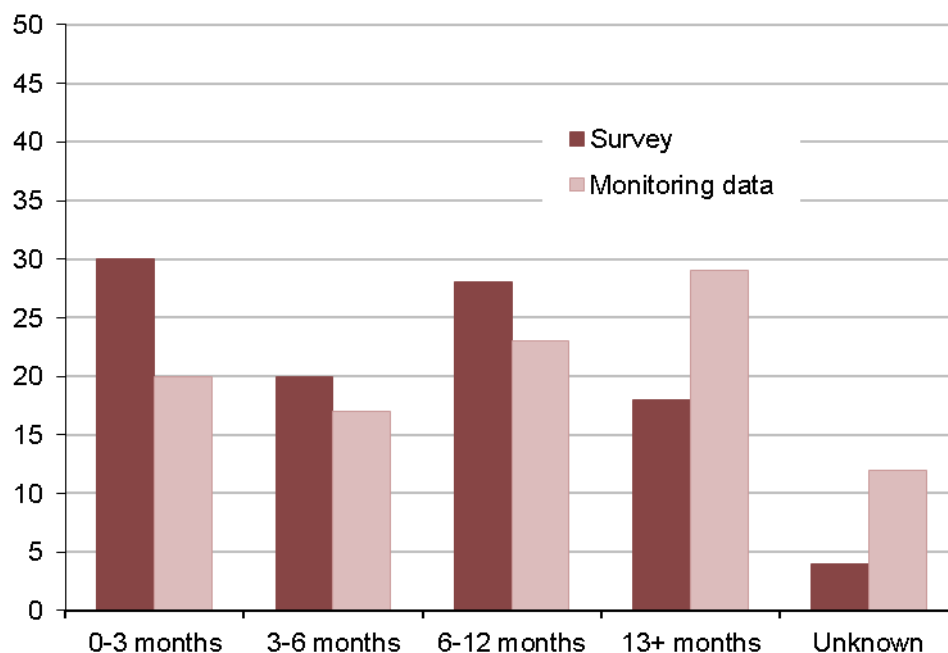
Base: All respondents; 1,032

Respondents could select more than one option; respondents were prompted

5.9 Figure 5.4 shows the length of time individuals reported having contact with their GW2 advisor and/or receiving services through the programme compared to that reported in the monitoring data.

Figure 5.4: How long did you have contact with your Genesis advisor and/or receive services through the programme?

Percentages



Source: GW2 Beneficiary Survey

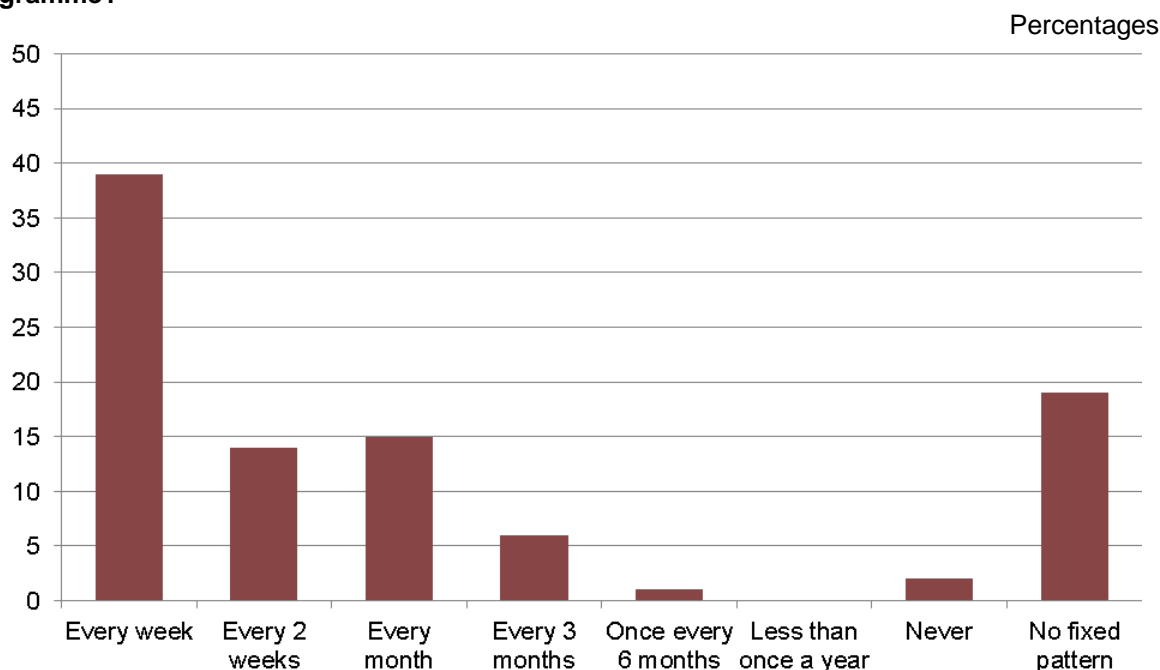
Base: All respondents

Single response per respondent; respondents were prompted

5.10 Individuals reported being on the programme for shorter periods of time than the monitoring data suggests. For example, the monitoring database recorded 29 per cent of participants as having been on the programme for more than 12 months, whilst just 18 per cent of survey respondents reported having been on the programme for that long. Similarly, the monitoring data reports 20 per cent of participants being on the programme for up to three months, compared to 30 per cent of survey respondents.

5.11 There was some variation between GW2 participants in terms of the regularity of contact they had with their advisor. Almost two fifths (39 per cent) of survey respondents reported that they had weekly contact with their GW2 advisor. A further 14 per cent had fortnightly contact and 15 per cent said they had monthly contact. Combined, over two thirds (68 per cent) of participants therefore had contact with their advisor **at least once a month**. The remainder reported contact of less than once a month, never or no fixed pattern.

Figure 5.5: How often did you have contact with GW2 advisors whilst you were on the programme?



Source: GW2 Beneficiary Survey
 Base: All respondents; 1032
 Single response per respondent; respondents were prompted

5.12 Respondents who had contact with a GW2 advisor were asked what they thought about the regularity of that contact. Table 5.1 shows that the majority (87 per cent) thought that it was ‘**about right**’. A further 11 per cent thought that it was ‘not enough’ and a relatively few (2 per cent) thought that it was ‘too often’.

Table 5.1: What do you think about the regularity of contact you had with a GW2 advisor?

	Total	Percentages
About Right	861	87
Not Enough	105	11
Too often	16	2
Don't know	6	1
Total	988	100

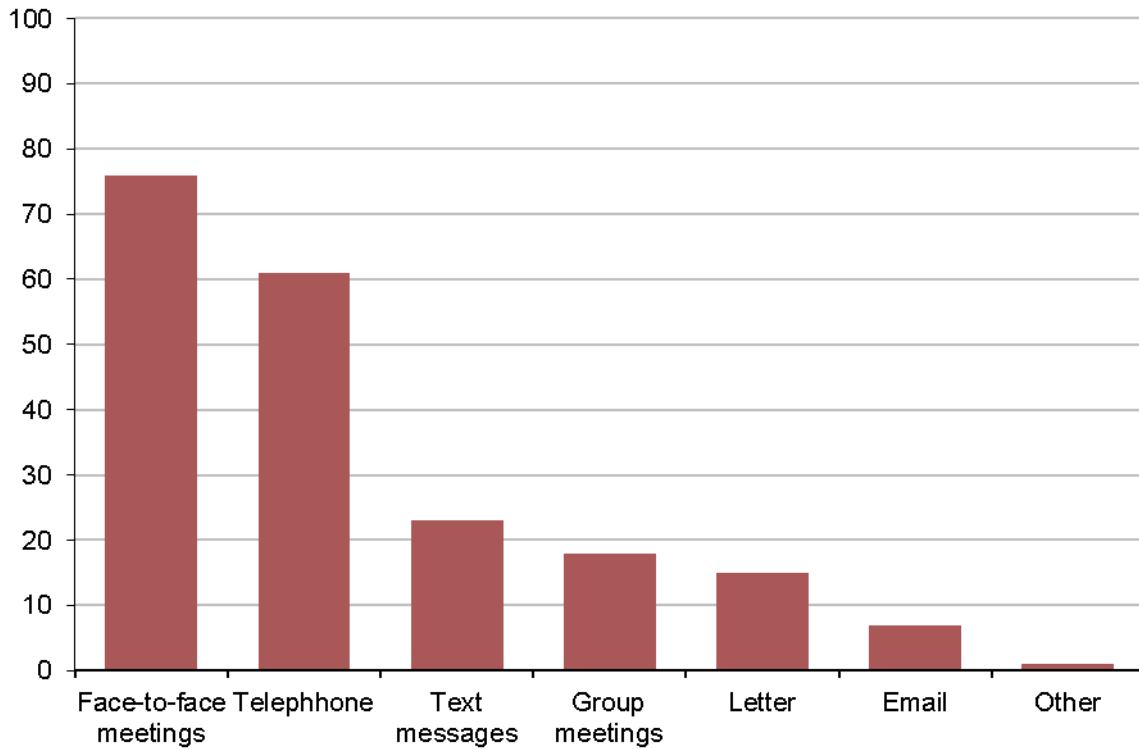
Source: GW2 Beneficiary Survey
 Base: If had contact with an advisor
 Single response per respondent; respondents were prompted

5.13 Respondents who had contact with a GW2 advisor were asked what form this took – they could select multiple choices indicating that forms of communication had been in combination with each other. The most common method of communication was **face-to-face meetings** (76 per cent), followed by

telephone (61 per cent). Other communication methods mentioned by fewer participants included text messages, group meetings, letter and email.

Figure 5.6: What method did this contact usually take?

Percentages



Source: GW2 Beneficiary Survey

Base: If had contact with an adviser; 988

Respondents could select more than one option; respondents were prompted

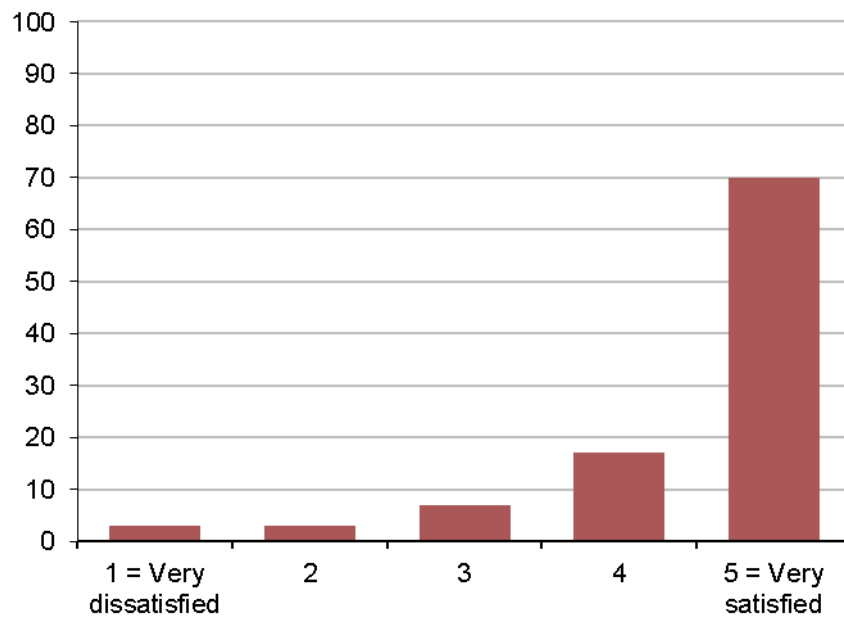
Satisfaction with services

5.14 Survey respondents were asked to rate how satisfied they were with the support received from their GW2 advisor. Responses were provided on a scale of 1-5 (where 1 = very dissatisfied and 5 = very satisfied).

5.15 Figure 5.7 shows that the majority (70 per cent) reported being **very satisfied** with the support received and relatively few (3 per cent) were very dissatisfied. The mean satisfaction score on this measure was 4.5 / 5.

Figure 5.7: How satisfied or dissatisfied were you with the support received from your GW2 advisor?

Percentages



Source: GW2 Beneficiary Survey
Base: 1,025 (don't knows have been excluded)
Single response per respondent; respondents were prompted

5.16 Beneficiaries were asked to rate (again on a scale of 1-5 where 1 = very dissatisfied and 5 = very satisfied), how satisfied they were with each of the services they had received through the programme. They were only asked to rate those services that they reported having received.

Figure 5.8: How satisfied or dissatisfied were you with the service(s) you received through the programme? How would you rate the quality of the service(s) your received through the programme? How useful were the service(s) you received in helping you move closer to getting work?



Source: GW2 Beneficiary Survey, SQW Analysis

1 Where 1 = Very dissatisfied/Very low quality/Not at all useful and 5 = Very satisfied/Very high quality/Very useful

Base: Various, depending on how many accessed each service

Single response per service received; respondents were prompted

5.17 The results were analysed to produce an average satisfaction score for each service. Figure 5.8 shows that:

- **high levels of satisfaction were reported in relation to all of the services received through GW2** with each service achieving an average satisfaction score above 4 out of 5
- the services that achieved the highest satisfaction scores were **funded childcare and travel and subsistence costs** (i.e. those offering some

form of financial support directly to individuals). However, funding for vocational training was not rated as highly

- the service that achieved the lowest satisfaction score was **job search support**, though this was still reasonably high at 4.3 / 5, suggesting that the majority of recipients were satisfied with the service.

5.18 Survey respondents were also asked to rate the quality of services they had received through GW2 on a scale of 1-5 (where 1 = very low quality and 5 = very high quality). Again, they were only asked to rate those services that they had received.

5.19 Figure 5.8 shows that:

- the average quality score across all services was **4.6 out of 5**
- **funded childcare and travel and subsistence costs** again received the highest scores of all the services received
- **job search support** was the least highly rated service in terms of quality, though still achieved a score of 4.4 out of 5.

5.20 Beneficiaries were also asked to rate how useful the services they reported that they had received through the programme were in helping them move closer to getting work. The responses were provided on a scale of 1-5 (where 1 = Not at all useful and 5 = Very useful). Figure 5.8 shows that:

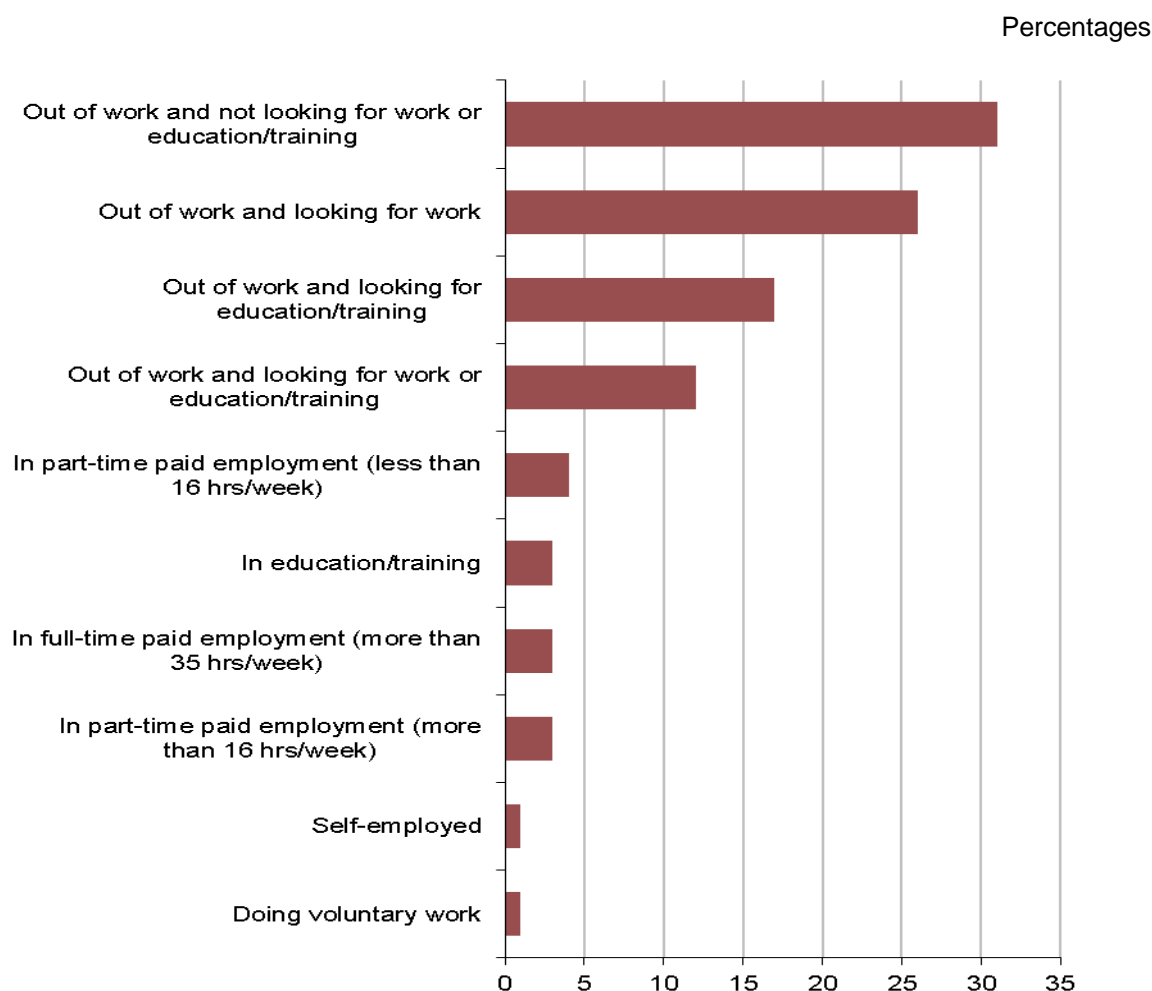
- there was minimal variation between services on this measure with all receiving an average score of between **4.3 and 4.6 out of 5**
- **travel and subsistence costs, equipment for training, money and debt advice and funded childcare** came out marginally above the others in terms of usefulness for moving closer to work
- **literacy, numeracy or IT training and job search support** came out the lowest on this measure.

Employment status

5.21 Around a third (31 per cent) of survey respondents were **out of work and not looking for work or training** prior to starting GW2. More than half (55 per cent) were out of work and **looking for work, education / training or work or education/training**. The remaining 14 per cent were in some form of employment or education / training prior to starting on the programme.

5.22 The fact that such a high proportion of GW2 participants were not looking for work / training prior to starting on the programme suggests many were quite far from the labour market. For these, GW2 could be considered a first step in their journey back to work.

Figure 5.9: What was your main work status prior to starting on the GW2 programme?



Source: GW2 Beneficiary Survey

Base: All respondents; 1,032

Single response per respondent; respondents were prompted

5.23 Respondents who reported being out of work prior to starting on the programme were asked how long they had been out of work for. The majority (78 per cent) had been **out of work for at least 12 months** and more than half (53 per cent) had been out of work for **more than three years**.

Table 5.2: How long had you been out of work for?

	Total	Percentages
Up to 6 months	75	8
Over 6 months and up to a year	69	8
Over 1 year and up to 2 years	120	14
Over 2 years and up to 3 years	102	12
More than 3 years	466	53
Can't remember	13	1
Not asked	37	4
Total	882	100

Source: GW2 Beneficiary Survey

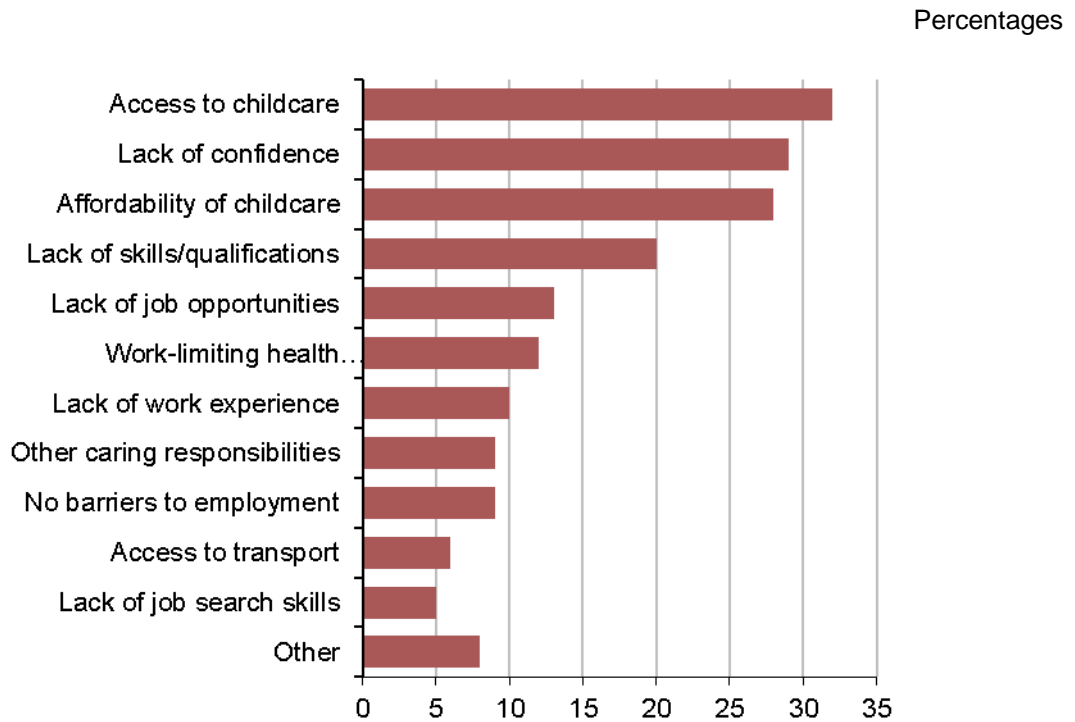
Base: If out of work prior to starting GW2

Single response per respondent; respondents were prompted

5.24 Survey respondents were asked to identify the main barriers to employment they faced prior to starting on the GW2 programme. The results show that:

- **access to childcare and affordability of childcare** were amongst the top barriers, identified by 32 per cent and 28 per cent of respondents respectively
- **lack of confidence** was also common and cited by 29 per cent of respondents as a barrier to employment
- a fifth (20 per cent) identified **lack of skills / qualifications** as a main barrier
- a range of other responses were identified highlighting the **range of barriers** faced by programme participants.

Figure 5.10: What were the main barriers to employment you faced before you started on the programme?



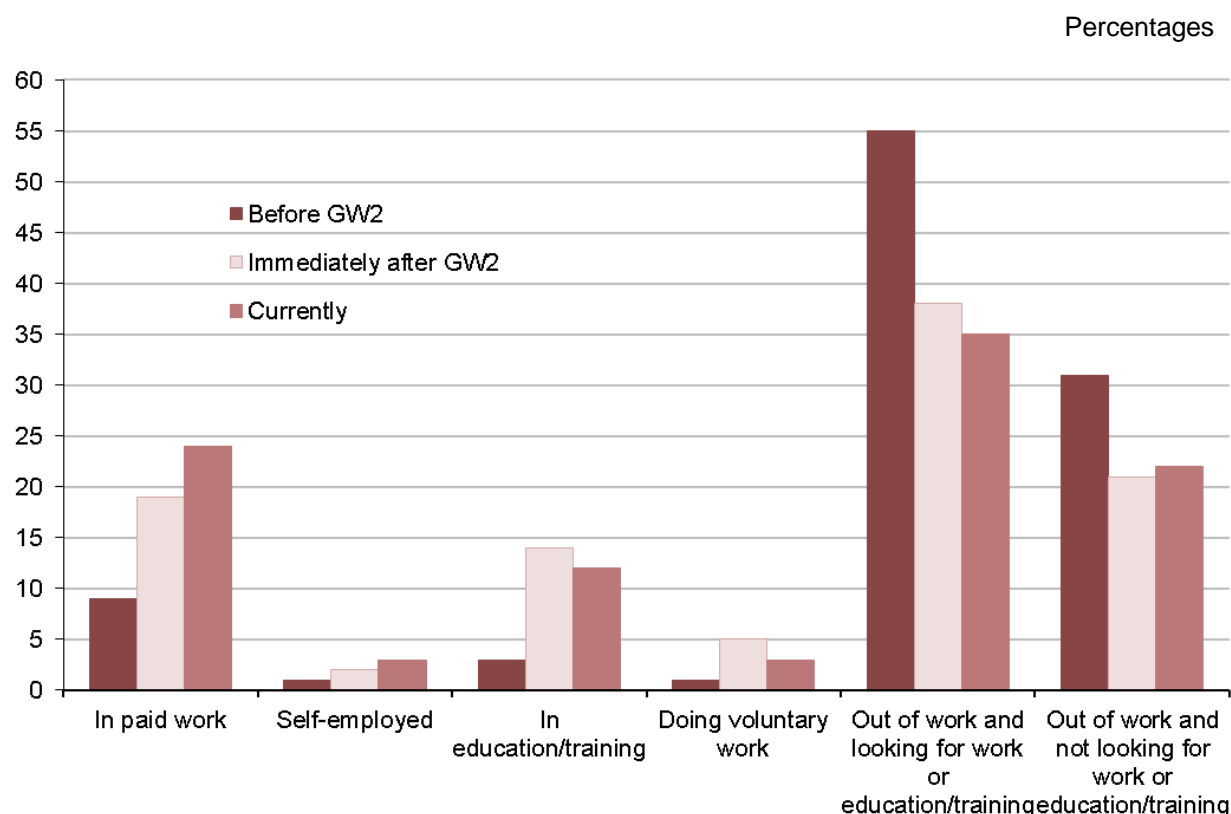
Source: GW2 Beneficiary Survey

Base: All respondents; 1,032

Respondents could provide more than one answer; respondents were prompted if necessary

5.25 Figure 5.11 shows changes in the main work status of survey respondents before and after participation in the GW2 programme.

Figure 5.11: What was your main work status before GW2 and immediately after leaving or completing the GW2 programme? What is your main current work status?



Source: GW2 Beneficiary Survey

Base: 1026 (before GW2); 1025 (immediately after GW2); 1029 (current)

Single response per respondent; respondents were prompted if necessary

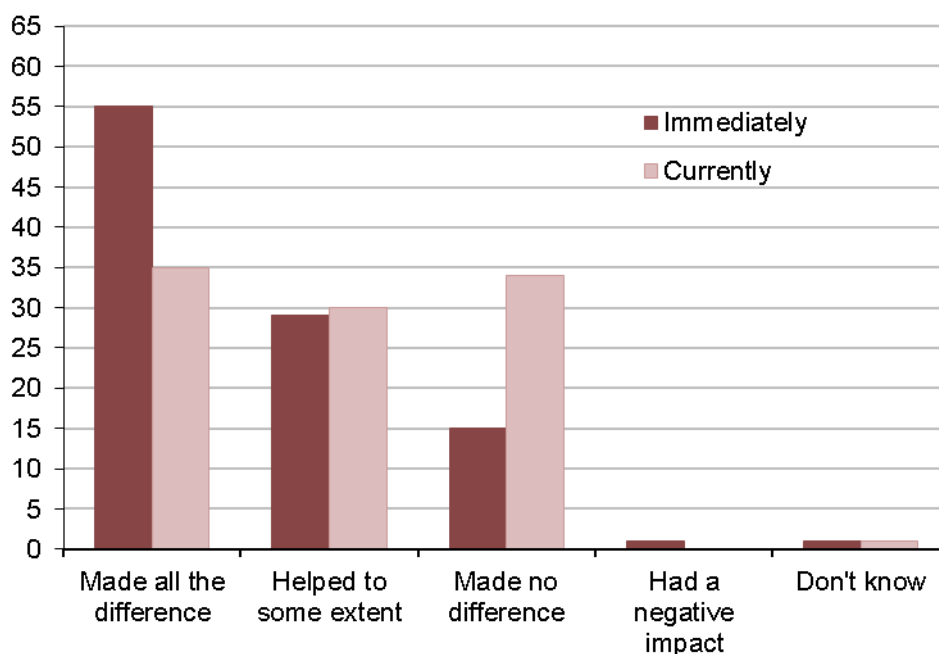
5.26 The key messages from this are that:

- the proportion that were **out of work and looking for work, education or training** has fallen substantially from 55 per cent to 35 per cent
- the proportion that were **out of work and not looking for work, education or training** also fell from 31 per cent to 22 per cent
- almost a quarter (24 per cent) of respondents **were in paid employment at the time of the survey** compared to 9 per cent before starting GW2
- the share of respondents that were in education / training **was three times higher at the time of the survey rising from 4 per cent to 12 per cent**
- there were also increases in the share of respondents who were doing **voluntary work (1 per cent to 3 per cent) and who were self-employed (1 per cent to 3 per cent).**

- 5.27 The one in four survey respondents reporting being in employment was noticeably higher than the 9 per cent recorded in the monitoring data. Even at the point of exit for the programme, respondents were twice as likely to report being in employment. We looked in more detail at the unweighted data and found that some 16 per cent of people who had been out of work on entry to the programme reported entering work immediately on leaving (rising to 22 per cent by the time of the survey). This is still above the level recorded in the monitoring data.
- 5.28 There are several possible reasons for this. Firstly, we asked was the sample representative? The survey response was very similar to the personal characteristics of the respondents and weighted to control for differences. On closer investigation, we found a 5 percentage point difference in the proportion who had been out of work for less than one year. However, the survey respondents had been out of work longer, which might be expected to have decreased their likelihood of finding employment, not increased it. Indeed, the survey respondents were also more likely to have been out of work 1-3 years, and more likely to have been out of work over 3 years.
- 5.29 Secondly, it may be that the monitoring data has under-recorded the extent of entry into employment. There were issues with the monitoring data, including the extent to which it was possible to keep in touch with clients. It may be that there was higher propensity, of those who got work, to cut off contact with the project as they thought they no longer required help.
- 5.30 Thirdly, in a similar vein, it may be that those who found a job had better memories of GW2 and so were more likely to reply to the request to be interviewed.
- 5.31 In all likelihood, the reason for the differences observed is a combination of the reasons above.
- 5.32 Survey respondents who were self-employed, in paid employment or in education/training immediately following completion of GW2, and those who were currently (at time of survey) but not immediately after GW2, were asked the extent to which the support they received helped them move into their work status.

Figure 5.12: To what extent did the support you received through GW2 help you to move into employment, self-employment or education / training?

Percentages



Source: GW2 Beneficiary Survey

Base: All in paid employment, self-employed, or education / training immediately after GW2 363

Base: All currently in paid employment or self-employed, but were not immediately after GW2

97 Single response per respondent; options were read out to respondents

5.33 Figure 5.12 shows that of those who moved into employment immediately:

- more than half (55 per cent) said that GW2 **made all the difference**
- a further 29 per cent said that GW2 **helped to some extent**
- around one in every seven (15 per cent) said that GW2 **made no difference** and just 1 per cent said that it had a **negative impact**.

5.34 Of the beneficiaries who were in paid employment or self-employed when surveyed, but were not immediately after leaving or completing the programme:

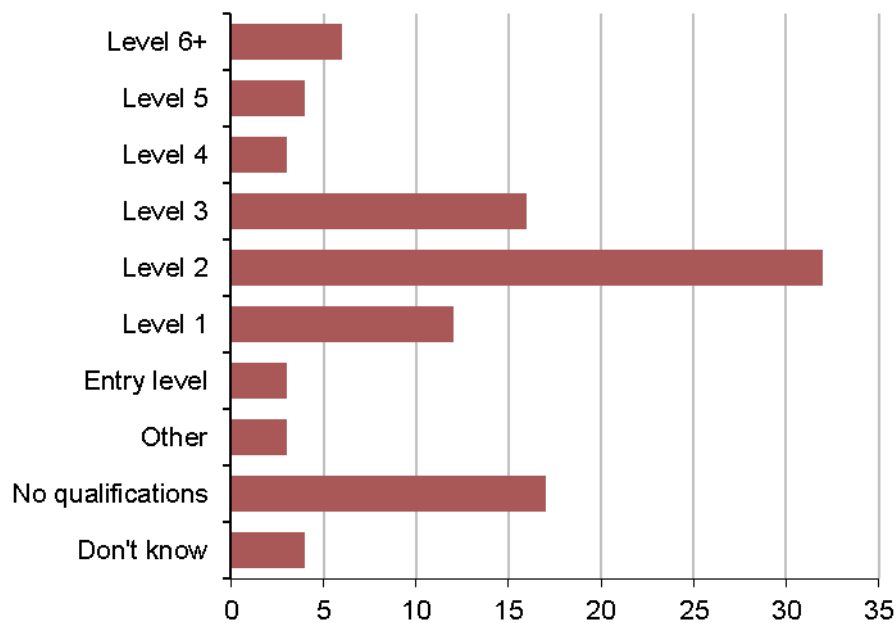
- over a third (35 per cent) said that the support received **made all the difference**
- a further 30 per cent said that it **helped to some extent**
- a further third (34 per cent) said that GW2 **made no difference**.

Qualifications and other outcomes / benefits

5.35 Over half (60 per cent) of all survey respondents were qualified to Level 1-3 prior to starting GW2. A further 17 per cent had no qualifications at all and 13 per cent were qualified to Level 4 and above. Across the working age population as a whole, 11 per cent of Welsh residents had no qualifications in 2013¹⁴. As with the employment outcomes, there are differences here between the survey and monitoring data – again this could be due to sampling for the survey or quality issues with the monitoring data.

Figure 5.13: What was your highest level of qualification prior to starting on the programme?

Percentages



Source: GW2 Beneficiary Survey

Base: 1031

Single response per respondent; respondents were prompted if necessary

¹⁴ Source: Annual Population Survey, Jan-Dec 2013

Table 5.3: Qualification descriptions

Qualification Level	Examples
Entry Level	Entry Level Qualifications, Essential Skills Wales (ESW)
Level 1	NVQ Level 1, GCSEs at grade D-G, Welsh Baccalaureate Qualification
Level 2	NVQ Level 2, GCSEs grade A*-C, ESW, WKS, Welsh Baccalaureate Qualification Intermediate, Foundation Apprenticeship Framework
Level 3	NVQ Level 3, GCE AS and A Level, Welsh Baccalaureate Qualification Advanced, Advanced Apprenticeships Framework
Level 4	NVQ Level 4, Certificates of Higher Education, Higher National Certificates (HNC), Higher Apprenticeship Framework
Level 5	Foundation Degrees, Diplomas of Higher Education (DipHE), Higher National Diplomas (HND)
Level 6+	Bachelor Degree Level and above

5.36 A total of 505 survey respondents reported having gained a qualification through participation in GW2, accounting for 49 per cent of the total of 1,032.

Table 5.4 shows that:

- just under a third (30 per cent) of these gained a qualification at Entry / Level 1
- a further third (33 per cent) gained a qualification at Level 2
- the remainder either gained a qualification at Level 3 or above (15 per cent) or 'other' (20 per cent). The latter is likely to refer to non-accredited qualifications.

Table 5.4: What level of qualification did you achieve through the programme?

	Total	Percentages
Entry Level	69	14
Level 1	79	16
Level 2	169	33
Level 3	64	13
Level 4	4	1
Level 5	7	1
Level 6+	3	1
Other	103	20
Don't know	7	1
Total	505	100

Source: GW2 Beneficiary Survey

Base: If gained a qualification as a result of participating in GW2

Single response per respondents; respondents were prompted if necessary

5.37 In order to examine achievement of ‘other positive outcomes’ respondents were asked whether they engaged in activity related to these outcomes as shown in Table 5.5. It shows that:

- around one in every three (30 per cent) received **training that did not lead to a qualification**
- just over a fifth (22 per cent) gained a **part-qualification**
- a similar proportion (22 per cent) **participated in voluntary work** through GW2
- a further 19 per cent **participated in Further Learning**, whilst still receiving financial support through the programme
- 16 per cent **attended a job interview**
- 36 per cent of beneficiaries reported that they **did not achieve any of these outcomes**.

Table 5.5: Did you engage in any of the following activities as a direct result of participation in GW2?

	Total	Percentages
Received training that did not lead to a qualification (e.g. confidence building, CV writing, time management)	312	30
Gained a part-qualification (e.g. completed a module that contributes towards an accredited qualification)	231	22
Voluntary work	223	22
Participated in Further Learning, whilst still receiving financial support (e.g. childcare) through the programme	198	19
Attended a job interview	170	16
None of the above	369	36

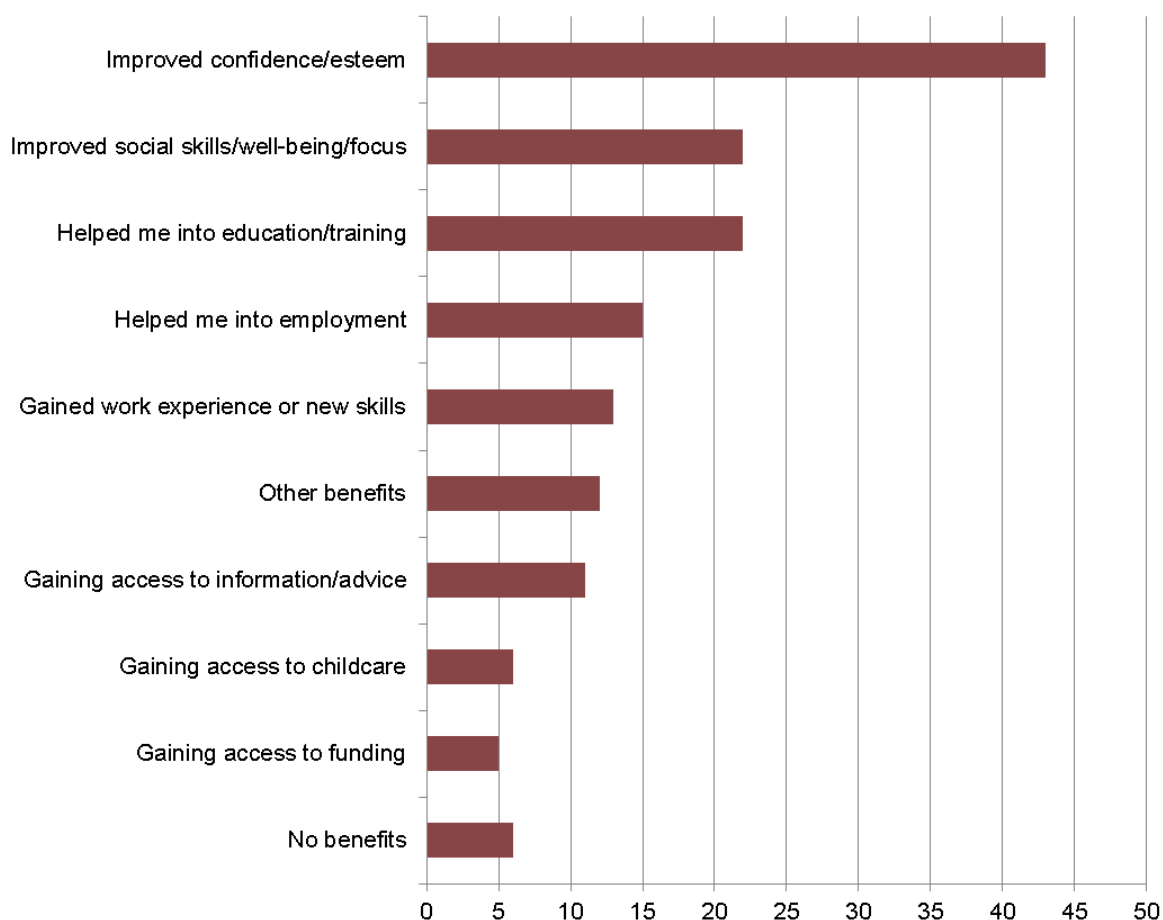
Source: GW2 Beneficiary Survey

Base: All respondents; 1032

Respondents could select more than one option; options were read out to respondents

5.38 Survey respondents were asked what they thought were the main benefits to them from participating in GW2. The question was unprompted and the responses were coded into the categories shown in Figure 5.14.

Figure 5.14: What do you think have been the main benefits to you from participating in GW2?
Percentages



Source: GW2 Beneficiary Survey

Base: All respondents; 1,032

Respondents could provide more than one answer; answers were open ended

5.39 Figure 5.14 shows that:

- the most common benefit, cited by 43 per cent of respondents, was **improved confidence/esteem**
- this was followed by **help into education / training** and **improved social skills / well-being / focus**, each of which were cited by over a fifth (22 per cent) of respondents
- a range of other benefits were mentioned including **help into employment, work experience, advice / information and access to childcare**
- just 6 per cent of respondents reported having received **no benefits** from participation in GW2.

5.40 Table 5.6 shows that 8 per cent of respondents reported negative impacts from participation in GW2. The reasons cited mainly related to:

- **closure of the programme** – around a fifth of those reporting a negative impact made reference to the fact that the programme closed before they'd had a chance to complete
- **funding not available to meet needs** – several respondents reported that they had been unable to access funding for the types of training or support that they were looking for after initially being advised that they would
- **lack of follow-up** – a couple of respondents made reference to the fact that there was no real follow-up after completion of the course.

Table 5.6: Have there been any negative impacts to you from participation in the programme?

	Total	Percentages
Yes	87	8
No	404	39
No Comment	541	52
Total	1,032	100

Source: GW2 Beneficiary Survey

Base: All respondents; 1032

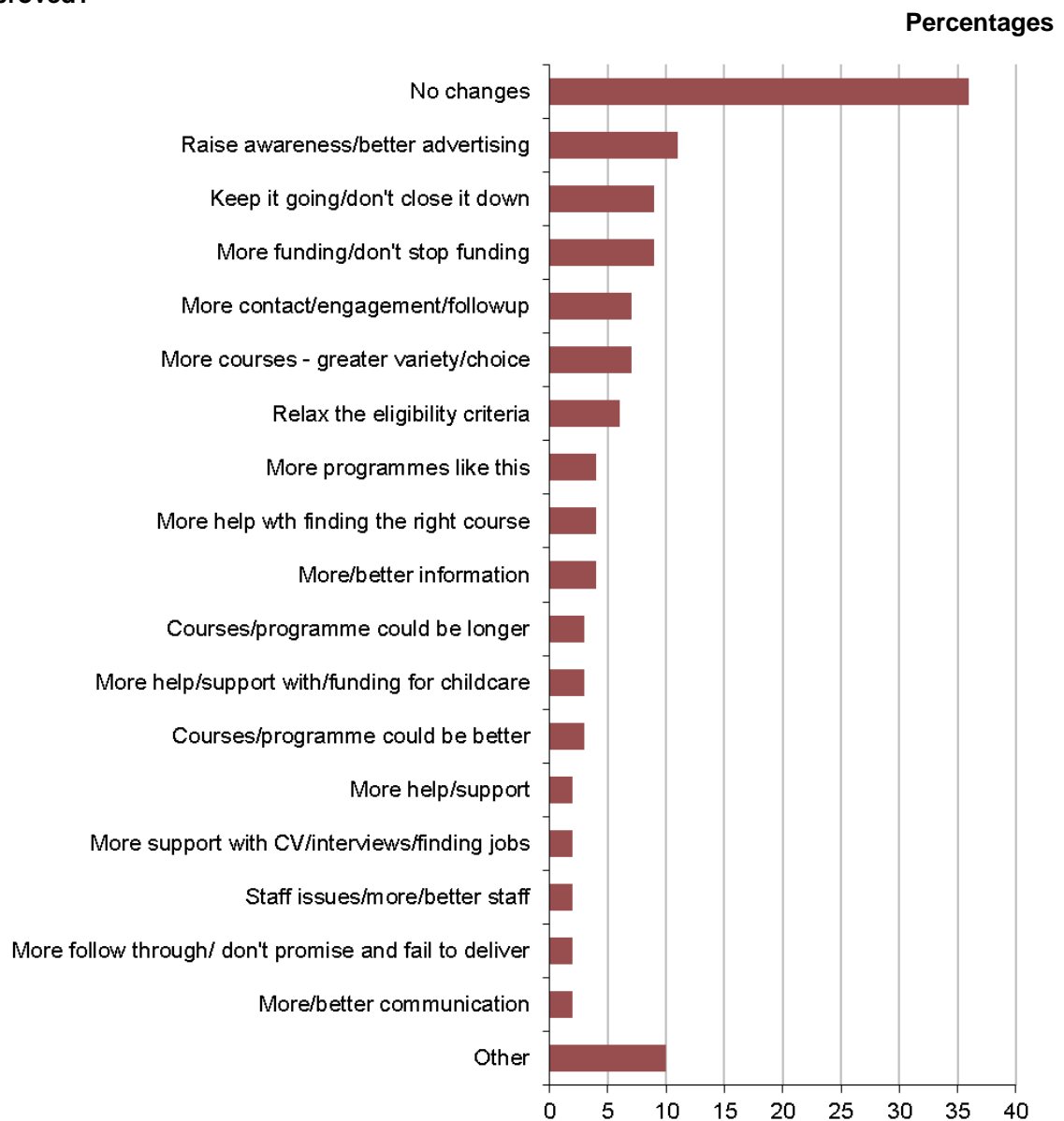
Answers were open ended and have been coded into the categories above

Participants' recommendations

5.41 Survey respondents were asked to provide recommendations as to how future programmes like GW2 could be improved and a total of 627 answered this question (61 per cent). Of these:

- over a third (36 per cent) suggested **no changes**
- 11 per cent suggested **more awareness raising / better advertising**
- almost one in every ten (9 per cent) said '**don't close it down**' and / or '**don't stop funding**'
- the remaining recommendations were wide ranging, suggesting that there was no majority consensus in relation to how future programmes like GW2 could be improved.

Figure 5.15: Do you have any recommendations as to how future programmes like this could be improved?



Source: GW2 Beneficiary Survey
 Base: 627
 Answers were open ended

Summary – Feedback from Beneficiaries

- **Jobcentre Plus was the most common source of referrals** to GW2. However, referrals came from a broad range of other sources including those not traditionally associated with the provision of employment or skills support, such as health and social services.
- The majority of survey respondents **got involved in GW2 to get advice about**

education / training options or finding a job.

- The **GW2 programme offered an extensive range of services to individuals** with the most common being confidence / motivational training, advice on vocational training, 1:1 mentoring and funded childcare.
- **The majority of GW2 participants received services through the programme for less than 12 months** and half were engaged for less than 6 months.
- **Most GW2 participants had contact with their advisor at least once a month** and the majority reported that the regularity of contact they had was about right.
- Survey respondents reported **high levels of satisfaction with their GW2 advisor and the range of services received through the programme.**
- **Funded childcare achieved the highest satisfaction and quality scores,** though was rated fourth in terms of usefulness to move closer to work.
- **Job search support and advice / funding for vocational training scored below average** on satisfaction, quality and usefulness for moving closer to work.
- The majority of GW2 participants were out of work prior to starting on the programme and **a substantial proportion of these were not looking for work or training.**
- Almost a quarter (24 per cent) of respondents **were in paid employment at the time of the survey** compared to 9 per cent before starting GW2.
- The most common barriers to work identified by GW2 participants were **access to childcare, affordability of childcare and lack of confidence.**
- **Half of all GW2 participants gained some form of qualification** as a result of participation in the programme.
- **Around two thirds of GW2 participants gained at least one 'other positive outcome'** as a result of participation in the programme.

6 Factors associated with positive outcomes

Introduction

- 6.1 This section reports on the factors associated with the achievement of positive outcomes for GW2 participants based on statistical analysis of the results of the beneficiary survey. We used logistical regression to identify factors that were associated with positive outcomes. Positive outcomes were modelled by 'explaining' the dependent variable (positive outcome) by a set of explanatory variables. These explanatory variables indicate whether a positive or non-positive outcome is more or less likely for a particular type of individual in a particular set of circumstances. A full description of the methodology used to produce the results can be found in Annex C.
- 6.2 In particular, it looks at the determining factors associated with each the following outcomes:
- full-time employment
 - part-time employment
 - self-employment
 - education or training
 - other positive outcomes.

Full-time employment

- 6.3 Gender and qualifications were found to be key determining factors of whether GW2 participants made the transition from worklessness to full-time employment:
- males were **six times more likely** than females to enter full-time employment after participating in GW2
 - entrants to full-time employment were more likely to be those with **qualifications at Level 3 or above**
 - the likelihood of an individual with Level 1 or Level 2 qualifications entering full-time employment after GW2 was **no different** to that of a participant with no qualifications.
- 6.4 In terms of GW2 services received, entry into full-time employment was **strongly and positively associated with the provision of job search**

support. Those having received it were three times more likely to have entered a full-time job than those who did not. The receipt of funding for travel and subsistence costs was also highly significant but negatively associated with entry to full-time employment, perhaps because such support was not limited to travel to interview, but also covered travel to meetings and courses.

- 6.5 The frequency of contact with GW2 advisors was not significantly related to entry to full-time employment, although **participants receiving that contact via text messages were much less likely to have gone into full-time work.**
- 6.6 It is notable that variables such as disability, age and duration of worklessness that might be expected to adversely affect entry to employment were not statistically significant (although they all had negative signs¹⁵). This suggests that GW2 participants with a work limiting health condition or disability, those in older age groups and the longer-term unemployed were **just as likely to enter full-time employment** as other participants without those particular characteristics.

Part-time employment

More than 16 hours per week

- 6.7 The level of qualifications held by programme participants was found to be **significantly associated with the likelihood of entry to part-time employment of more than 16 hours per week.** There was a striking polarisation in this regard with participants holding qualifications at Level 1 or Level 2 and those with Level 5 (degrees or above) being more likely than those with no qualifications or those with mid-range qualifications at Level 3 or Level 4 to enter this type of part-time work. **Younger participants and those who had been out of work for only a short time** were also more likely to have entered this type of part-time work.
- 6.8 None of the service variables were found to be associated with entry to part-time employment of more than 16 hours per week, indicating that for this group of participants, **nothing was more (or less) effective than the one to one**

¹⁵ The negative sign suggests a negative impact associated with a variable, i.e. that someone was less likely to achieve a positive outcome if they had this characteristic.

mentoring support they were offered (this is the base case service¹⁶).

Similarly, there was no significant difference in the likelihood of entry to these types of jobs depending on the frequency of contact with an advisor or in terms of the form that such contact took. This lack of variation may reflect that clients were receiving different support, and that the different support offered was appropriate to them.

Less than 16 hours per week

6.9 Entry to this type of short-hours part-time employment was most likely amongst participants who had been **out of work for a long time and who had indicated that they were actively looking for work or a place in education/training**. It is notable that entrants to part time jobs of less than 16 hours per week were more likely to have received GW2 support in the form of **funding for vocational training**. It may be the case that having received such support, this group of GW2 participants have undertaken (or are undertaking) some form of vocational training supported by a small amount of part-time employment.

Self-employment

6.10 The number of survey respondents who entered self-employment immediately following completion of GW2 was relatively small (<25) and so some caution must be exercised in regard to the statistical findings. However, the results are interesting.

6.11 GW2 participants most likely to have entered self-employment **were those with qualifications at Level 3 or 'other' qualifications**. It is therefore notable that entry to self-employment was also more likely where the participant had **received support in the form of funding for vocational training**. Entry to self-employment was also more likely when the participant had **received support in the form of equipment for employment** (presumably providing something relevant to the work of the new business).

¹⁶ A base case is used to assess change from a series of norms. The base case is explained fully in Annex C.

6.12 Entry to self-employment was more likely amongst GW2 participants **who had been out of work for a short-time**. Compared with those in the base case (who were unemployed for less than six months), participants with longer spells of worklessness were less likely to take up self-employment. In cases where a participant had been unemployed for more than three years, their likelihood of entering self-employment was as much as **80 per cent less** than a participant who had been unemployed for less than six months (other things being equal).

Education or training

6.13 Perhaps unsurprisingly, GW2 participants were more likely to enter education or training on completion where they had indicated that prior to GW2 they were out of work and looking to enter education and training. Those who indicated this were **three times more likely to have achieved this outcome**.

6.14 The prior possession of qualifications at all levels was negatively associated with the likelihood of entry to education or training, although only in the case of those with Level 1 qualifications was this relationship statistically significant. Individuals with Level 1 qualifications were around 60 per cent less likely to enter education or training immediately following completion of GW2. **Thus, it was those with no qualifications who were more likely to have entered education or training post-GW2.**

6.15 Entry to education or training following completion of GW2 was much more likely where the participant had been **out of work for a short time only** (less than 6 months – the base case). All other durations of worklessness were negatively associated with the likelihood of achieving this outcome, **suggesting that education or training is not a likely outcome for the longer-term unemployed.**

6.16 Funding appears, either directly or indirectly, to have been a significant factor in achieving this positive outcome. **Funded childcare and funding for vocational training were both positively and significantly related to post-GW2 entry to education or training** (in both instances roughly doubling the likelihood of this outcome). More specific support in the form of ‘support for a career in childcare’ was also significantly related to this outcome.

6.17 Participants entering education or training tended to have been on the GW2 programme for **longer periods of time** than the base case (0-3 months) and were more likely to have received **frequent support** (every two weeks). Whilst durations on GW2 increased the likelihood of achieving an education or training outcome, the group most likely to do so were **those who had been on GW2 for over a year** (their likelihood of this outcome was nearly three times that of people on GW2 for 0-3 months). Whether this reflects the time needed to prepare participants for education or training or whether it reflects the exhaustion of all alternative outcomes cannot be established from the data.

Other Positive Outcomes

6.18 In addition to targets associated with the achievement of qualifications, further learning and employment outcomes, GW2 also had a target for the number of participants expected to achieve 'Other Positive Outcomes'. These could be considered **activities associated with the progression towards the achievement of the other outcomes**. The survey asked all participants whether they had engaged in any of the following activities as a direct result of participation in GW2:

- job interviews
- training that did not lead to a qualification
- gaining a part-qualification
- voluntary work
- Further Learning whilst receiving support for childcare or other financial support through GW2.

Job interviews

6.19 The likelihood of attending a job interview was increased if the GW2 participant was **male or aged 15-25**. Older participants were less likely to have attended a job interview, although this was significant only for those aged 25-49 who were roughly 60 per cent less likely to do so than the younger age group.

6.20 As might be expected, **participants who said that prior to GW2 they were looking for work were more likely to have attended a job interview than those who said they were not looking for work or training**. Participants

reporting that they were looking for work were ten times more likely to attend a job interview than those not seeking either work or training. Participants seeking either work or training were 30 times more likely to attend a job interview and even those who said they were only looking for training were 9 times more likely to attend a job interview than those not seeking work or training.

- 6.21 On the other hand, where participants had received support in the form of funding for vocational training they were **less likely to have attended a job interview**. Those undertaking a cookery course, however, were less likely to attend a job interview.

Training that did not lead to a qualification

- 6.22 The key influencing factor on the likelihood of GW2 participants undertaking training that did not lead to a qualification was **the level of qualification held prior to joining the programme**. Prior qualifications at Level 2, Level 3 and Level 5 were all significant with the likelihood increasing with level (a person with a Level 5 qualification was almost three times more likely to undertake uncertificated training as a person with no qualifications).
- 6.23 Participants who received support in the form of **advice on where and how to access vocational training, as well as those receiving confidence/motivational training**, were also significantly more likely to undertake this type of training. This effect may be related to the fact that participants who had never worked were more likely to engage in this type of activity and perhaps in the absence of GW2 had lacked the knowledge and confidence to do so. This may also explain the finding that those most likely to engage in this type of training were **those who had spent 6-12 months on the programme**.

Gaining a part qualification

- 6.24 Undertaking a course leading to a part qualification was **more likely amongst participants who were qualified at Level 2 prior to joining GW2**. It was also more likely amongst participants who had a **work limiting condition or disability**. Perhaps, related to this limiting condition, this type of activity was more likely where participants had **received confidence/motivational training**

and/or had received job search support and advice. Participants undertaking this type of activity were also those who had spent **longer periods on GW2**, perhaps because their training activities had 'locked' them into the programme and the support it provided for the duration of their education/training course.

6.25 Part qualification was more likely where the participant had **monthly contact** with their GW2 advisor, again probably reflecting the time spent on the programme and the time taken to undertake such training.

Voluntary work

6.26 A number of factors were associated with an increased likelihood of undertaking voluntary work as a direct result of engagement with GW2. These were mostly factors which could be regarded as reflecting a **degree of disadvantage in the labour market**. Participants with a work limiting health condition or disability were almost twice as likely as those without such conditions or disability to have undertaken voluntary work.

6.27 Similarly, participants with the **longest spells of worklessness** (over three years) were also more likely to have engaged in voluntary work. Whether this reflects a strategy for a phased return to the jobs market, or reflects the lack of paid employment opportunities for such individuals, can only be speculated upon. Two points might be noted:

- firstly, individuals who spent the longest periods on GW2 **were especially likely to be engaged in voluntary work** with the likelihood increasing with duration on the programme. Those who spent more than 12 months on GW2 were **five times more likely to undertake voluntary work** as those who had spent less than three months on the programme.
- secondly, voluntary work was more likely where an individual had received **job search advice**.

6.28 Put together, these two points suggest that GW2 advisers were seeking to help disadvantaged participants and that **voluntary work was seen as an intermediate outcome** to help prepare the participant for paid work.

Participation in Further Learning whilst receiving support for childcare or other financial support through GW2

6.29 The likelihood of participants engaging in Further Learning whilst still receiving support through GW2 was increased where they **held prior qualifications at Level 2 and Level 3**. Reflecting the nature of this, participants were more likely to engage with it where they had received support in the form of **funded childcare or funding for vocational training**. This group of participants also tended to be on the programme for longer. Support to develop a career in childcare, travel and subsistence costs, confidence/motivation training and job search advice were also all positively associated with an increase in the likelihood of undertaking Further Learning whilst receiving support through GW2.

Summary

6.30 Table 6.1 below summarises the factors identified as making a significant difference to the achievement of each outcome.

Table 6.1: Summary of significant positive factors

Outcome	Personal characteristics	GW2 services received
Full time employment	Males	Provision of job search support
Part-time employment (more than 16 hours)	Qualifications at Level 3 or above Qualifications at Levels 1,2 and 5 Younger participants Out of work for shorter periods of time	-
Part-time employment (less than 16 hours)	Out of work for longer periods of time Looking for work or education / training	Funding for vocational training
Self-employment	Qualifications at Level 3 or 'other' Out of work for a short time	Funding for vocational training Funding for equipment
Education or training	Actively looking for education or training Out of work for a short time No qualifications	Funded childcare Funding for vocational training On the programme for more than 12 months Frequent contact with GW2 advisor
Other Positive Outcome: Job Interviews	Males Aged 15-25 Looking for work or education /	-

Other Positive Outcome: Training that did not lead to a qualification	training Qualifications at Level 2, 3 and 5	Advice on where and how to access vocational training Confidence / motivational training
Other Positive Outcome: Gaining a part qualification	Qualified at Level 2 Work limiting health condition or disability	6-12 months on the programme Confidence / motivational training Job search support and advice Longer periods on GW2 Monthly contact with GW2 advisor
Other Positive Outcome: Voluntary work	Work limiting health condition or disability Out of work for over three years	On the programme for more than 12 months Job search advice
Other Positive Outcome: Participation in Further Learning whilst still receiving support through GW2	Qualifications at Levels 2 and 3	Funded childcare Funding for vocational training Support to develop a career in childcare Travel and subsistence costs Confidence / motivational training Job search advice

Source: SQW

- no significant relationship found with any of the GW2 services received

7 Conclusions

- 7.1 This document reports on the findings from the evaluation of GW2, which has involved a detailed review of programme management, delivery and performance. The evaluation was carried out in the context of the early closure of the programme, meaning that from the outset it was understood that the core aims and objectives had not been met. The focus for the evaluation has therefore been on understanding the factors behind this and highlighting the lessons that can be taken forward to inform future programmes of this type.
- 7.2 The findings suggest there was an issue of strategic misalignment with the GW2 programme. The policy aim, as defined by the ESF priority through which it was funded, was to increase employment and economic activity amongst key target groups and female lone parents in particular. However, the programme plan and delivery was found to have focussed predominantly on engagement and the removal of barriers, as demonstrated by the fact that relatively few participants moved into employment following completion of the programme.
- 7.3 A contributing factor to this was that GW2 was positioned and widely regarded as essentially a continuation of GW, a predecessor programme focussing on the removal of barriers to employment faced by female lone parents. This perception was further substantiated by the transfer of GW staff and active participants into the new programme. There was no explicit communication to the effect that the primary objectives of the programme had changed, although the new focus on employment outcomes was reflected in the programme targets that local authorities signed up to.
- 7.4 A further contributing factor was a general lack of oversight around what was happening with the programme, particularly in the early years. The governance structure was still not fully operational two years in and monitoring was patchy. This could be partly attributed to the fact that the programme was widely dispersed with all 22 individual local authorities reporting directly into WG. The consensus amongst consultees was that a regional approach could have worked better. This was trialled at one point, but subsequently put on hold awaiting the outcome of the internal performance review.
- 7.5 Related to the above, the evaluation highlighted a lack of consistency in terms of how programme eligibility criteria and outcomes had been communicated

and interpreted. This was demonstrated by the fact that progress towards one of the main outcome targets (entry to Further Learning) could not be assessed due to variations between areas in terms of how this had been defined and reported.

- 7.6 There is an argument to say that, had effective governance, monitoring and communication processes been in place from the outset, issues of under-performance could potentially have been picked up earlier and appropriate measures taken to address them. However, it is clear that the external context within which GW2 was operating also played a contributing role.
- 7.7 There were three main contextual factors that could be considered to have impacted on GW2 programme performance. The first relates to the economic recession from 2008 onwards. The resultant rise in unemployment and decline in job opportunities made it much harder to get people into work than anticipated when the project was first designed. The second relates to the clarification by WEFO that projects could not share employment outcomes. When GW2 was first conceived, there was some thought that they could be. However, without this capacity, the onus increased on individual projects to provide a full range of support and so generate the spread of outcomes. The third contextual factor was introduction of the DWP Work Programme in June 2011. This effectively limited the potential client group for GW2, resulting in the programme having to work with a more challenging client group who were further from the labour market.
- 7.8 Despite these issues, GW2 could be considered successful as an engagement project and in particular at engaging individuals that would have been unlikely to come into contact with mainstream employment support services. The majority of GW2 participants had no recent work history; many were not looking for work prior to starting on the programme and were facing multiple barriers to employment. There is evidence to suggest that GW2 was successful in terms of helping them take their first steps towards re-engaging with the labour market. There is further evidence to suggest that labour market participation amongst GW2 beneficiaries did increase as a result of participation in the programme and that this increase has been sustained.

Annex A: Convergence and RCE Areas

GW2 received funded through ESF Priority 2 in the Convergence area and Priority 1 in the RCE area. The local authorities that make up each of these areas are listed in Table A-1.

Table A-1: Convergence and RCE areas

Local Authorities within the Convergence Area	Local Authorities within the RCE Area
Blaenau Gwent	Cardiff
Bridgend	Flintshire
Caerphilly	Monmouthshire
Carmarthenshire	Newport
Ceredigion	Powys
Conwy	Vale of Glamorgan
Denbighshire	Wrexham
Gwynedd	
Isle of Anglesey	
Merthyr Tydfil	
Neath Port Talbot	
Pembrokeshire	
Rhondda Cynon Taf	
Swansea	
Torfaen	

Annex B: Local Authority Survey

A copy of the e-survey that was sent to all 22 Welsh local authorities is shown below. It should be noted that not all respondents were asked every question as the e-survey had in-built routing, which directed respondents according to their responses.

Question 1

About you
Please note that this information is for response tracking only, all responses will be treated in confidence.
Name
Job title
What is your role in relation to the management and delivery of Genesis Wales 2

Question 2

How long have you been in this role?
<input type="radio"/> Less than 12 months
<input type="radio"/> 1-2 years
<input type="radio"/> 3-4 years
<input type="radio"/> Since the start of the programme in 2008

Question 3

Local Authority:
<input type="radio"/> Anglesey
<input type="radio"/> Blaenau Gwent
<input type="radio"/> Bridgend
<input type="radio"/> Caerphilly
<input type="radio"/> Cardiff
<input type="radio"/> Carmarthenshire
<input type="radio"/> Ceredigion
<input type="radio"/> Conwy
<input type="radio"/> Denbighshire
<input type="radio"/> Flintshire
<input type="radio"/> Gwynedd
<input type="radio"/> Merthyr Tydfil
<input type="radio"/> Monmouthshire
<input type="radio"/> Neath Port Talbot
<input type="radio"/> Newport
<input type="radio"/> Pembrokeshire
<input type="radio"/> Powys
<input type="radio"/> Rhondda, Cynon, Taff
<input type="radio"/> Swansea
<input type="radio"/> The Vale of Glamorgan
<input type="radio"/> Torfaen
<input type="radio"/> Wrexham

Question 4

Programme objectives

What is your current understanding of the overarching aims and objectives of Genesis Wales 2? (Please list in order of priority starting with the highest)
Option 1
Option 2
Option 3
Option 4

Question 5

Have these changed over the lifetime of the programme?
<input type="radio"/> Yes
<input type="radio"/> No
<input type="radio"/> Don't know

Question 6

Can you please explain in what way they changed?

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Question 7

What is your understanding of why the aims and objectives changed?

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Question 8

What guidance was provided by the Welsh Government in relation to aims and objectives at the start of the programme? (If unsure please comment as such)

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.....

Question 9

How clear was this guidance?

Not clear at all

Not clear

Clear

Very clear

Not applicable - no guidance provided

Don't know

Question 10

What guidance was issued by the Welsh Government in relation to aims and objectives during the lifetime of the programme, particularly in relation to any changes? (If unsure please comment as such)

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Question 11

How clear was this guidance?

Not clear at all

Not clear

Clear

Very clear

Not applicable - no guidance provided

Don't know

Question 12

Programme management

Which department or team was responsible for managing the Genesis Wales 2 programme within your Local Authority?

	At the START of the programme	At the END of the programme
A team focussing on Children and Families	<input type="checkbox"/>	<input type="checkbox"/>
A team focussing on Employment	<input type="checkbox"/>	<input type="checkbox"/>
A team focussing on Adult Skills/Lifelong Learning	<input type="checkbox"/>	<input type="checkbox"/>
A team focussing on Local Economic Development	<input type="checkbox"/>	<input type="checkbox"/>
Other (please specify)	<input type="checkbox"/>	<input type="checkbox"/>

Question 13

If you selected 'other' above, could you please provide further details below?

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Question 14

Approximately how many full-time equivalent (FTE) staff members worked on the management and delivery of the programme over the past 12 months (to June 2013)?

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Question 15

How does this compare with the number of FTE staff members that worked on management and delivery during the first year of the programme?

Much lower

Lower

Same

Higher

Much higher

Don't know

Question 16

Are there any aspects of programme management that you think worked particularly well?

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Question 17

Is there anything you would change for managing future programmes of this type?

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Question 18

Engaging participants		
What eligibility criteria did individuals have to fulfil in order to receive support through Genesis Wales 2? Please list below along with the approximate proportion of participants that met each of these.		
	Criteria	Proportion of participants
1
2
3
4
5
6

Question 19

Did the eligibility criteria change at all during the lifetime of the programme?
<input type="radio"/> Yes
<input type="radio"/> No
<input type="radio"/> Don't know

Question 20

Can you please explain in what way the eligibility criteria changed?
.....
.....
.....
.....

Question 21

How clearly were these changes communicated? (On a scale of 1-5 where 1 = not very clearly and 5 = very clearly)
<input type="radio"/> 1
<input type="radio"/> 2
<input type="radio"/> 3
<input type="radio"/> 4
<input type="radio"/> 5

Question 22

How did these changes affect your ability to engage participants?

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Question 23

What were the top five most common referral routes onto the programme and the approximate proportion of participants that came through each if known? Please ensure the total of the percentages equals 100%.

	Referral route	Proportion of participants from this route
Route 1
Route 2
Route 3
Route 4
Route 5

Question 24

What was found to work well in terms of engaging participants?

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Question 25

What challenges were experienced in relation to engaging participants, particularly those from 'hard to reach' groups?

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Question 26

What was done to overcome these challenges?

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Question 27

What impact (if any) did the introduction of the Work Programme in 2011 have on engaging participants in GW2?

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Question 28

Did the Genesis team within your local authority have any direct engagement with employers?

Yes

No

Don't know

Question 29

What form did this engagement take?

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Question 30

What was found to work well in terms of engaging employers?

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Question 31

What challenges were experienced in relation to engaging employers?

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Question 32

Service delivery

Following referral, how were participants' needs assessed and appropriate support identified?

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Question 33

Please detail the main activities within your Genesis Wales 2 programme under the categories below and tell us approximately what proportion of GW2 participants received those services over the lifetime of the programme:			
	Activities (e.g. training courses)	Provider (e.g. college)	Proportion receiving service
Ongoing support/ mentoring from a dedicated Genesis team member
Vocational skills training
Basic skills training
Self-esteem/ motivation/ life skills training
Childcare sector development
Funding for childcare provision
Travel and subsistence
Equipment
Other

Question 34

If you selected 'other' above, could you please provide further details below.
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.....
.....
.....

Question 35

Please list approximately what proportion of programme spend (over the lifetime of the programme) was on:	
Staff - management, administration and delivery	.....
Vocational skills training	.....
Basic skills training	.....
Self-esteem/ motivation/ life skills training	.....
Childcare sector development	.....
Funding for childcare provision	.....
Travel and subsistence	.....
Equipment	.....
Other (please specify)	.....
Total	.....

Question 36

If you selected 'other' above, could you please provide further details below.
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Question 37

Of all the services provided through the programme, which do you think were the most effective in terms of achieving results for participants?

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Question 38

Did you have a standard frequency/protocol for keeping in touch with participants whilst on the programme?

Yes

No

Don't know

Question 39

Following initial engagement, how often did GW2 staff have contact with participants whilst they were on the programme?

Every Week

Every two weeks

Every month

Quarterly

Once every six months

Less than once every six months

No fixed pattern

Question 40

What form would this typically take?

Face to face

Telephone

Text message

Group meeting

Email

Letter

Social media

Other (please specify)

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Question 41

What would happen if you could not get in touch with a participant whilst they were on the programme?

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Question 42

What definition did you use for a participant completing the Genesis Wales 2 programme?

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Question 43

What definition did you use for a participant failing to complete / dropping out of the Genesis Wales 2 programme?

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Question 44

Programme results

How did your local authority perform in relation to the final GW2 targets on participation numbers:

- Considerably behind target
- Behind target
- On target
- Ahead of target
- Considerably ahead of target
- Don't know

Question 45

How did your Local Authority perform in relation to each of the final GW2 results target:				
Matrix: part 1 of 2				
	Considerably behind target	Behind target	On target	Ahead of target
Participants gaining qualifications	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Participants entering employment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Participants entering further learning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Participants gaining other positive outcomes	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

How did your Local Authority perform in relation to each of the final GW2 results target:	
Matrix: part 2 of 2	
	Considerably ahead of target
Participants gaining qualifications	<input type="checkbox"/>
Participants entering employment	<input type="checkbox"/>
Participants entering further learning	<input type="checkbox"/>
Participants gaining other positive outcomes	<input type="checkbox"/>

Question 46

In cases where results targets were met or exceeded, what were the key success factors?	
Participants gaining qualifications	.....
Participants entering employment	.....
Participants entering further learning	.....
Participants gaining other positive outcomes	.....

Question 47

In cases where results targets were not achieved, can you please provide an explanation of why this was the case? What were the main challenges?	
Participants gaining qualifications	.....
Participants entering employment	.....
Participants entering further learning	.....
Participants gaining other positive outcomes	.....

Question 48

Please detail the 'other positive outcomes' that you reported progress against in the table below.		
	Outcome description	Approximate % of clients achieving each
Other outcome 1
Other outcome 2
Other outcome 3
Other outcome 4
Other outcome 5

Question 49

How well do you think the results measures reflect the effectiveness of the programme?

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Question 50

Did you have a measure of distance travelled/ progression for programme participants?

Yes

No

Question 51

Which measure did you use?

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Question 52

How well did this work?

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Question 53

Lessons learned

Can you provide any examples of good practice from delivering Genesis Wales 2 that could help inform the design and delivery of future programmes of this type?

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Question 54

Is there anything you would do differently when delivering future programmes of this type?

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Question 55

Finally, do you have any recommendations for the Welsh Government in relation to the design and delivery of future programmes of this type?

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Annex C: Technical note

The survey data

The complete sample consisted of 1,032 GW2 participants who had participated in GW2 and left the programme prior to April 2013. Just over half (55 per cent) had left within the 12 months prior to the survey with the remainder having left in an earlier period (most between one and three years of the survey). Of these, the great majority (around 85 per cent) were out of work prior to joining GW2, whilst around 10 per cent were in paid employment. Since the primary interest of the analysis is the transition from worklessness to employment or education and training, the analysis is largely focussed on the sub-sample of people who were out of work prior to participation in the programme.

Analytical method

The general approach

The analysis uses multivariate statistical techniques. Whether or not an individual achieves a positive outcome will depend on many different factors and it is necessary to consider the effect of these influences simultaneously in a way that bivariate analysis (e.g. cross tabulations) cannot. Positive outcomes are modelled by 'explaining' the dependent variable (positive outcomes) by a set of explanatory variables. These explanatory variables will indicate whether a positive or non-positive outcome is more or less likely for a particular type of individual in a particular set of circumstances. The use of such statistical methods also enables estimates to be made of the direction and scale of such influences as well as an assessment of their statistical significance.

The particular method used for the analysis is logistical regression. This approach seeks to identify factors that are associated with positive outcomes and in so doing be able to predict the likelihood or probability that a GW2 participant will or will not have a positive outcome upon completion of the programme.

The dependent variable – positive outcomes

Logistical regression is appropriate because it examines binary or categorical dependent variables. A binary dependent variable would be the case if it was considered whether each participant that had completed GW2 had achieved a positive outcome or not. This would mean defining the dependent variable as a binary variable taking the value 1 if a positive outcome occurred and 0 otherwise. This, of course, is only possible if all positive outcomes are ‘lumped together’ regardless of the type of employment (full-time, part-time, self-employment, education or training). The drawback to this is that the factors associated with different types of positive outcome may not be the same, for instance the type of support associated with entry to a full-time job may be different to that associated with entry to full-time education. For that reason a version of logistical regression – multinomial logistical regression - is used for much of the analysis.

Multinomial logistical regression permits the analysis to take account of situations where several outcomes (more than two) are possible. In the case of GW2 participants who were out of work prior to participation, their potential outcomes on completion will be:

- entry to full-time employment
- entry to part-time employment (more than 16 hours per week)
- entry to part-time employment (less than 16 hours per week)
- entry to self-employment
- entry to full-time education or training
- remaining out of work

Obviously, outcomes 1-5 are positive outcomes while outcome 6 is not.

The explanatory variables

A range of explanatory variables were used to model positive outcomes. Whether or not a participant of GW2 achieved a positive outcome will depend on many factors, including:

- the personal characteristics of the individual, such as their gender, age or ethnicity

- the barriers they face in the jobs market, such as lack of skills or caring responsibilities
- their motivation and attitudes to employment, including whether they are actively seeking work
- the support services provided to the individual and the extent to which they match the needs of that individual and the jobs market
- and, finally, an element of good luck.

It is important to note that it is only feasible to model positive outcomes using data that was collected by the survey. Some factors affecting outcomes may not be taken into account because the survey did not collect the required data or because such factors are not easily observed and measured. Attitudes and motivation are typical examples of the latter. It may be possible to infer some of these unobserved factors from the answers respondents give to some questions such as whether they are looking for work but even here it is unlikely that such data captures the subtle variations in motivation that can occur amongst individuals. When considering the findings of the modelling process the possibility of unobserved explanatory variables should always be borne in mind.

Not all explanatory variables were included in all analytical models. There are several reasons for this. In some instances, none of the variables in a category was significant and dropping such variables may be justifiable in that instance. Second, some variables are likely to be inter-related and including both would result in a technical problem call co-linearity. In other instances the number of observations in categories is too small to allow robust estimates to be made.

Table C 1: Variables in the model

Dependent variables	
Positive post GW2 status	FT job=1
	PT job (>16hrs)=2
	PT job (<16 hrs)=3
	Self-Employment=4
	Education/training=5
	Remain out of work=6
Other positive outcomes	A job interview=1
	Uncertificated training=2
	Part qualification=3

Voluntary work=4
Participated in Further Learning=6
None of these=6

Factors or covariates

Personal characteristics

Gender male=1, female =0
Work limiting health condition or disability Disability=1, no disability=0
Age Age1 (15-24)=1, else 0
Age2 (25-49)=1, else 0
Age3 (50+)=1, else 0
Ethnicity White British=1, else 0
*This variable was derived from survey data on White other = 1, else 0
ethnicity with some categories merged because South Asian=1, else 0
of small numbers in the sample Black=1, else 0
Chinese & Other Asian=1, else 0
Mixed=1, else 0
Other/Refused=1,
Seeking work=1, else 0
Seeking educ/training=1, else 0
Seeking work or educ/training=1, else 0
Not looking for work=1, else 0*

Extent and form of active job seeking (if out of work)
*This is based on the participants status prior to joining GW2
Not looking for work includes 'Other' or 'Can't remember' category*

Skills and work experience

Qualifications No qualifications=1, else 0
*This variable amalgamates 'no qualifications' and Level 1=1, else=0
'entry level qualifications into 'No qualifications' Level 2=1, else=0
and Levels 5 and 6 into one category (all Level 4=1, else=0
degrees, HNCs, Higher Apprenticeships, Dip.HEs Level 5/6=1, else=0
and HND) Other=1, else=0*
Work experience Never worked=1, else 0
Time out of work (if out of work prior to GW2) Up to 6 months=1, else 0
6-12 months=1, else 0
12-24 months=1, else 0
2-3 years=1, else 0
More than 3 years=1, else 0

Programme and service characteristics

Services received Service 1-14 (as set out in Q1 of survey)
Source of referral Refer 1-10 (as set out in Q2 of survey)
Length of time on GW2 0-3 months=1, else 0
3-6 months=1, else 0
6-12 months=1, else 0
13+ months=1, else 0
Frequency of contact Every week=1, else 0
Every two weeks=1, else 0
Every month=1, else 0
Every 3 months=1, else 0

Contact method	No fixed pattern=1, else 0 More than 3 months=1, else 0 Face to face=1, else 0 Telephone=1, else 0 Text messages=1, else 0 Group meetings=1, else 0 Other methods=1, else 0
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Interpreting the findings

When interpreting the findings derived from a logistical regression analysis a number of matters need to be born in mind. These are that:

- the key findings relate to the sign (direction of effect) and the statistical significance of the estimate. Following convention, results are said to be statistically significant if they are significantly different from zero at the 95 per cent level. In some instances results may be reported where the significance level lies above 90 per cent but fails to reach 95 per cent, especially where the shortfall is small.
- the estimated coefficients in a logistical regression relate to the changes in the log of the odds of a positive outcome. For reporting purposes such estimate will be converted to odds ratios that may be either positive or negative. The following hypothetical example suggests how such ratios are to be interpreted. If the variable 'Male' increases from 0 to 1 (i.e. from female to male) and the impact on the log odds of a positive outcomes is estimated to be 1.4, the odds ratio will be approximately 4.0 (the exponential value of 1.4). This means that compared to females, males are approximately four times as likely to experience a positive outcome.

Findings from the analysis of positive outcomes

How impact is measured

The findings from analyses of the survey evidence relating to positive outcomes from GW2 relate to a sub-set of GW2 participants, namely participants who were:

- out of work prior to participating in GW2; and
- had completed their participation in GW2.

This group formed the majority of GW2 participants and, given the programme's aim, the main target group for the intervention. Individuals who had completed were

selected in order to observe a post GW2 outcome rather than some intermediate state.

The findings are set out for each type of positive outcome. For brevity, only variables statistically significant at, or close to, the 95 per cent confidence level are reported here. It is important to bear in mind when considering the estimated impacts that they are all relative to a base case. In statistical terms the characteristics of the base case do not matter but from a more common sense perspective it helps to construct a base case that is plausible in some way. In this instance the base case is a participant who:

- remained out of work after completing GW2
- is female
- is White British
- has no health limiting condition or disability
- is aged 15-24 years of age
- has no qualifications
- has some work experience (i.e. has worked at some time)
- has been out of work for less than 6 months
- is not looking for employment or education/training
- referred themselves to GW2
- was on GW2 for less than 3 months
- received one to one mentoring
- had face to face contact with GW2 advisors every week.