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Combined Analysis of the 2009-2013 ESF Leavers Surveys

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Contents

Executive Summary

- The aim of the European Social Fund (ESF) Leavers Surveys is to assist in assessing the effectiveness of labour market interventions delivered under ESF. The purpose of this analysis is to conduct a combined examination of data from the 2009-2013 ESF Leavers Surveys to undertake a project-type level analysis and to facilitate more detailed analysis for population sub-groups.

Who are the Participants?

- Respondents from ESF interventions came from a wide variety of backgrounds. Interventions aimed at increasing employment are generally characterised by participants who are more likely to be male, have lower levels of educational attainment and suffer from long term illness.
- Approximately 7 out of 10 respondents reported that they had been either continuously or mostly in paid employment since full time education.
- The main difficulty in finding work cited by the unemployed is a lack of jobs in the area in which they live, reported by 39% of respondents. Among those who were economically inactive before ESF, 23% reported medical/health issues as the main concern they faced in finding work.

Participating in ESF

- Approximately 65% of respondents were aware that ESF had helped to pay for their participation in an ESF project. The lowest levels of awareness were held by those participants in Non-Occupational Training projects and Employment Support projects within the Increasing Employment Theme.
- The two main reasons given by respondents for participating in an ESF project were to help them get a job (22%) and to improve or widen career options (20%).
- Rates of withdrawal from ESF projects are estimated to be approximately 11% based on both survey and monitoring data. Rates of withdrawal are highest among Non-Occupational Training and Employment Support projects.

ESF and the Accumulation of Skills

- The most commonly cited skills acquired by respondents during their ESF project were communication skills (74%), team working skills (72%) and organizational skills (also 72%). Respondents also report that they felt their capabilities and capacities have improved as a result of participating in ESF.
- The majority of respondents (75%) report that they gained some form of qualification through ESF. Participants in interventions aimed at increasing skills are more likely to achieve a qualification (80%) than those aimed at increasing employment (71%). ESF interventions have contributed to increasing levels of educational attainment, with the largest improvements in attainment being among those on Apprenticeships.

Improving Participation in the Labour Market

- Comparing economic activity prior to ESF with that at the time of the survey, 51% of those in projects aimed at increasing employment can be regarded as having made a positive transition. Such transitions are largely accounted for by a movement from unemployment into paid work.
- The largest increase in employment outcomes associated with participation in ESF projects among the unemployed is observed among those participating in Employability Support projects (associated with a 46% increase in employment outcomes).
- The smallest increase in employment outcomes associated with participation in ESF projects among the unemployed is observed among those participating in Non-Occupational Training projects. These projects are associated with an 11% increase in employment outcomes.
- The effects of participating in ESF on employment outcomes among the previously unemployed are estimated to be higher for men, older participants and the economically inactive. It is noteworthy that participation in ESF is not associated with improved employment outcomes among the unemployed who suffer from a long term work limiting illness.

Supporting Progression in Employment

- Many respondents who undertook ESF projects aimed at supporting progression in employment experience some form of improvement in their jobs. One in four report that they had been promoted following their participation in ESF. However, less than 10% directly attribute these improvements to their participation in ESF.
- Participants in work placement projects generally report the largest improvements in their current jobs compared with those held prior to ESF across a range of measures. They also had the largest improvements in terms of permanent contracts and movement away from low paid occupations.
- Perceptions of additionality are highest among those who gain qualifications from ESF at a similar or higher level than that which they held prior to ESF.

Analysis of Programme Costs

- The average cost per achieved participant across the increasing employment projects was £1,701, but this varies from £5,396 per achieved participant in the case of E4 Work Placements to just £272 per achieved participant in the case of E5 Engagement Signposting.
- With respect to projects focused on increasing skills and workplace progression the achieved unit cost per participant averaged £2,335 ranging from £995 in the case of S1 Training: Basic/Non Occupational to just over £3,750 in the case of S4 Policy Area Support and S5 Work Placements.
- Estimates of costs per positive outcome varying from £428 for Engagement Signposting to £10,200 in the case of Work Placements. Net costs per positive outcome ranged from around £112,000 for Work Placement projects (E4) to around £2,800 for E5 Engagement Signposting.

CHAPTER 1: Introduction

1.1 Overview of the ESF Leavers Surveys

The aim of the European Social Fund (ESF) Leavers' Survey is to assist in assessing the effectiveness of the 2007-2013 ESF Convergence and Competitiveness Programmes in Wales. To date, separate reports based upon analysis of the 2009[1], 2010[2], 2011[3], 2012[4] and 2013[5] surveys have been published, along with a report combining data from 2009 and 2010 surveys[6]. Taken together, the combined programme of research has made a valuable contribution to our understanding of the experiences of leavers from ESF funded projects.

Despite this, gaps in our understanding of the characteristics and experiences of ESF participants have remained. Individual reports for the 2009, 2010, 2011, 2012 and 2013 surveys presented findings separately for the four Programme Priorities covering two broad groups of ESF participants:

- those supported by interventions aimed at improving participation in the labour market (Priority 2 of the Convergence Programme and Priority 1 of the Competitiveness Programme);
- those supported by interventions aimed at improving progression in employment (Priority 3 of the Convergence Programme and Priority 2 of the Competitiveness Programme).[7]

While all ESF interventions can broadly be regarded as being related to investment in human capital, the interventions supported by the different projects are wide

[1] Davies R., Munday M., Winterbotham, M. and Williams G. (2010), 'The 2009 ESF Leavers Survey', Welsh European Funding Office, Merthyr (Available here)

[2] Davies R., Makepeace G., Munday M., Winterbotham, M. and Williams G. (2012), 'The 2010 ESF Leavers Survey', Welsh European Funding Office, Merthyr (Available here)

[3] Davies R., Makepeace G., Munday M., Winterbotham, M. and Williams G. (2013), 'The 2011 ESF Leavers Survey', Welsh European Funding Office, Merthyr (Available here)

[4] Davies R., Jones S, Munday M., Winterbotham, M. and Williams G. (2013) 'The 2012 ESF Leavers Survey', Welsh European Funding Office, Merthyr (Available here)

[5] Davies R., Jones S., Roche, N., Munday M., Winterbotham, M. and Williams G. (2015) 'The 2013 ESF Leavers Survey', Welsh European Funding Office, Merthyr (Available here)

[6] Davies R. (2012) 'Secondary Analysis of the 2009 and 2010 ESF Leavers Surveys'. Welsh European Funding Office, Merthyr (Available here)

[7] Although the 2009 survey only covered participants from the Convergence Programme.

ranging. Presenting survey findings at Priority level may therefore 'average out' very different characteristics, circumstances and subsequent experiences of ESF participants supported by the different projects that fall under these Priorities. Whilst project level evaluations can help understand the difference experience of different types of interventions, the ESF Surveys provide a unique opportunity to undertake a consistent comparative analysis across projects.

Changes have been made to the design of the surveys over time. These alterations have been made either in response to requests from the Welsh European Funding Office (WEFO) for additional information about the circumstances of ESF participants or where it was felt that the existing questions were not performing sufficiently well in capturing the required data. However, an important aspect of the ESF surveys was to maintain consistency between successive years so data from across surveys could be pooled to support a 'combined' analysis of the survey data. Pooling the data makes analysis for more detailed population sub-groups more feasible than using data from any single survey.

It should be noted that combining data across surveys has always formed a component of the annual survey reports. The Counterfactual Impact Evaluation (CIE) analysis is particularly demanding of survey respondents supplying the necessary information that allows their data to be included within that analysis and so data from successive surveys have been merged to support that work. The report of the 2010 ESF Leavers' Survey was the first to contain the results of a CIE. In several respects, this represented the results of a pilot exercise to establish whether such techniques could usefully be applied to ESF Survey data. Respondents to the ESF survey were matched to Labour Force Survey (LFS) respondents using Propensity Score Matching (PSM) techniques. The analysis focussed on comparing transitions into employment made by ESF participants who were unemployed before their participation in ESF, with those made by otherwise comparable people identified in the LFS. Whilst the analysis demonstrated that these techniques could be applied to ESF data, a number of issues remained. Firstly, results seemed to be sensitive to the projects included within the analysis, indicating that there was a need to undertake more detailed analysis on specific projects or groups of projects. Secondly, there were a number of methodological limitations associated with using

the LFS as a source of counterfactual data. Thirdly, interest was expressed in understanding how the results of this analysis may vary between population sub-groups.

1.2 Aims of the 2009-2013 Combined Analysis

The purpose of this analysis is to conduct a combined examination of data from five successive ESF Leavers Surveys and associated administrative records for those participants in ESF who completed their training programme during the period 2009-2013. The main focus of the analysis has been to undertake a project-type level analysis against all measures included in the survey. The analysis has included an assessment of the effectiveness of ESF projects in supporting those who are unemployed or economically inactive to gain employment. In a number of areas, the report also provides analysis for more detailed sub-groups of ESF participants than that which would be possible from a single Leavers Survey. In addition to the analysis of survey data, further comparisons have been made to the wider population of ESF participants to consider whether the ESF survey may be excluding some hard to reach groups. The report also incorporates findings from some small-scale qualitative research undertaken with participants from three projects targeting the most vulnerable individuals. This element was built into the 2013 study to try and capture the views of participants who had been under-represented in the telephone surveys. Finally, the report considers the cost of interventions supported by the ESF in order to explore the feasibility and usefulness of applying cost-benefit techniques to the assessment of ESF interventions.

1.3 Structure of the Report

The remainder of the report is structured as follows. Chapter 2 describes the methodology underpinning the ESF Leavers Surveys and presents the derived typology of projects used throughout this report. Chapter 3 provides an overview of the characteristics of respondents to the ESF surveys. Chapter 4 considers the reasons given by respondents for undertaking an ESF course and the characteristics of those who withdraw early from ESF. Chapter 5 details the role of ESF in enhancing the skills of participants. Chapter 6 describes the subsequent careers of respondents who undertook training programmes aimed at increasing participation in

the labour market (increasing employment) since leaving an ESF project. Chapter 7 considers the effectiveness of ESF among this group by comparing the career transitions made by respondents to the survey with those reported by a comparable group of people drawn from the Annual Population Survey. Chapter 8 focuses upon the experiences of those respondents who participated in interventions aimed at improving progression in employment. Chapter 9 presents an analysis of programme costs per ESF participant. Finally, Chapter 10 provides some conclusions and recommendations.

CHAPTER 2: Methodology

2.1 The Population of ESF Participants

This chapter provides a brief overview of the 2009 to 2013 ESF Leavers Surveys, outlining the methodology employed in each, their respective survey populations and the number of responses achieved. In addition to the analysis of survey data, further comparisons are made between respondents to the Leavers Surveys and the wider population of ESF participants to consider whether the methodology employed by the ESF survey may be excluding some hard to reach groups. Finally, the typology of projects that has been derived to support the comparative analysis of different types of ESF interventions is introduced.

2.2 Fieldwork and Response Rates of the ESF Surveys 2009-2013

The five ESF surveys that form the basis of the combined analysis in this report are summarized in Table 2.1 below. The design of the 2009 Survey consisted of two 'waves', with the first wave being conducted in February/March 2010. During this first wave 4,058 interviews were achieved from a starting sample of 9,672 ESF participants. The 2010 Survey comprised a single wave of interviews conducted during June and July of 2011. Some 7,507 interviews were achieved from a starting sample of 22,108 ESF participants. For the 2011 Survey 6,016 responses were gained from a sample of 21,587 while in 2012 a starting sample of 17,196 yielded 4,265 interviews. In 2013, a total of 3,001 surveys were achieved (from a starting sample of 28,291).

The range of projects that were able to be included from 2010 onwards was more comprehensive than those covered by the 2009 survey. The inclusion of projects within the sampling frame for the surveys during any year is dependent upon which projects have submitted participant data at the time of the survey and the quality of the contact information provided. The partial coverage of the 2009 survey reflects the fieldwork for that survey being conducted relatively early during 2010 which in turn limited the coverage of the population data from which projects for inclusion in to the survey could be drawn. The range of projects covered by respondents to the surveys, by ESF Priority, is shown within the brackets in Table 2.1. It can be seen

that the number of projects has increased over time, from just seven projects during the 2009 survey to over 30 projects in 2011. Some projects appear in the survey across multiple years. In total, the five ESF surveys have achieved responses from individuals participating in more than 50 different ESF projects.

The disadvantage of deferring fieldwork is that the increased time that had elapsed between the completion of an ESF project and the time of the interview could result in lower response rates. This could reflect issues such as contact details supplied by ESF participants becoming increasingly out of date or the inability of participants to recall their participation in ESF. Analysis of response rates presented in Annex 1 does reveal a relationship between levels of response and time elapsed when comparisons are made within particular project areas. However, the higher response rates achieved during the early surveys are driven by differences in the composition of the participant database (i.e. the inclusion of a smaller range of projects where participants had characteristics associated with higher levels of response). In total a sample of 23,769 interviews from ESF participants was used for the combined analysis 2009-2013.

Table 2.1: Overview of the ESF Survey Population and Achieved Samples
(number of projects in brackets)

	ESF Leavers Surveys				
	2009[a] (Wave 1)	2010	2011	2012	2013[b]
Fieldwork period	Feb/March 2010	June/July 2011	Sept/Nov 2012	June/July 2013	Oct/Nov 2014
Population	9,672	22,108	21,587	17,196	28,291
Responses (Projects)					
Convergence P2	1,973 (3)	3,182 (7)	2,793 (13)	2,471 (12)	496 (5)
Convergence P3	2,085 (4)	3,502 (7)	2,011 (14)	975 (10)	920 (11) / 1530 (12)
Competitiveness P1	0	57 (3)	751 (3)	576 (4)	212 (1)
Competitiveness P2	0	766 (2)	461 (4)	243 (4)	338 (5) / 763 (6)
Total Survey Responses	4,058 (7)	7,507 (19)	6,016 (34)	4,265 (30)	1,966 (22) / 3,001 (24)
Response Rates (correct number/eligible learner)	60%	50%	48%	40%	43%

[a] The 2009 survey was conducted in waves, with respondents to the first wave of interviews being re-contacted approximately 5-6 months later to take part in a shorter follow-up survey. The 2010, 2011 and 2012 Surveys were conducted during a single wave.

[b] For Convergence P3, Competitiveness P2 and the total survey, the first set of figures exclude ESiW participants who did not leave the provision in 2013 while the second set refer to all interviews achieved.
Figures in brackets show the number of projects from which interviews were obtained.

During each year, the conduct of the surveys followed a broadly similar pattern. Firstly, WEFO would supply the contact details of ESF participants to the research team. These records would generally relate to all the available population data that had been submitted by projects in time for inclusion in to the survey and where contact details were available for those participants. Over the course of the five surveys, some projects and certain participants were removed from the sample after careful consideration. The sample was restricted to participants over 16 years old at the time the sample was drawn and who had 'left' their intervention in the preceding calendar year. Projects specifically targeting particular vulnerable groups (for example those with substance abuse problems or mental health issues) were removed. It was regarded as inappropriate for these participants to be contacted by interviewers without specialist training. Some ESF projects which worked directly with employers were removed after several complaints were received. Many participants in these projects had only included contact information from their place of work and the employers did not want their employees to be contacted during their working hours. Some projects were also removed in survey years when those projects were due to conduct large scale fieldwork with their participants either shortly before or shortly after the ESF survey. As the ESF survey has generally taken a census approach (except for the noted restrictions) not removing these projects may have seriously compromised the project level evaluations.

The records contained the contact details of project participants, details of the course undertaken, the labour market position of project participants and information related to a variety of personal characteristics, including age, gender, educational attainment and disability. Upon receipt of the data by the research team, additional checks would be undertaken to remove records that did not have valid contact details. The remaining records would then be put forward for inclusion into each survey. In most years, the surveys have been a census of the population that was available at the time of the survey. Only during 2012 were a number of records held back from being included in the survey to ensure that response rates remained high.

In conducting these surveys, there are naturally concerns that the sample of survey respondents is not representative of the wider population of ESF recipients. The projects for which data is available at the time of the surveys may simply be unrepresentative of the full range of ESF projects. Differential levels of response across population sub-groups may further contribute to the achieved sample of respondents to the ESF surveys being unrepresentative of the wider ESF population. To consider these issues, Table 2.2 compares the characteristics of all people who participated in an ESF intervention during the period 2009-2013 with (a) those who were 'in-scope' for inclusion in to the survey and (b) those who actually responded to the survey. Analysis is conducted separately for those who participated in ESF interventions aimed at increasing employment (Convergence P2/Competitiveness P3) with those aimed at increasing skills (Convergence P3/Competitiveness P2).

In terms of demographic characteristics, it can be seen that in terms of age, gender and disability, the characteristics of the population of ESF participants is broadly comparable with both those who were in-scope for the survey and those who responded to the survey. Among projects aimed at increasing employment, it can be seen that those aged 41 and over are overrepresented among respondents to the survey reflecting the higher levels of response among these groups (see Annex 1). In terms of projects aimed at increasing skills, the difference in the gender composition of the WEFO population compared with the population who were in scope of the survey reflects the inclusion of a project aimed solely at supporting women. A more noticeable difference emerges in terms of educational attainment. Among those on projects aimed at increasing employment, it can be seen that respondents to the survey have higher levels of educational attainment than those in the wider database. This partly reflects the selection of projects chosen to be in scope for the surveys, but also reflects the higher response rates among those with higher levels of educational attainment.

The largest differences in the characteristics of the ESF population compared with those who were 'in-scope' for the survey and those who actually responded are in terms of economic activity status prior to the survey of those who participated in projects aimed at increasing employment. It can be seen that among the WEFO

population, 41% were defined as being economically inactive prior to participating in ESF. Among those projects subsequently identified as being in scope for inclusion into the survey, the percentage of participants classified as previously having been economically inactive falls to 31%. This decline is largely accounted for by an increase in the proportion who were previously short term unemployed, increasing from 44% to 51%. Lower response rates to the survey among the economically inactive do contribute to a further reduction in the proportion of this group among the sample of survey respondents, falling to 28% among the final sample of respondents. However, it can be seen that the under-representation of this group among the sample of respondents is largely driven by the choice of projects selected for inclusion into the study.

Lower levels of response among younger participants, those with lower levels of educational attainment and the economically inactive do contribute to the under-representation of these groups in the survey. It is possible to derive sample weights from the multivariate analysis of non-response. However, previous analysis has revealed that the utilisation of sample weights did not have a significant effect on the results derived from the survey. Much of the analysis in the report presents estimates for different groups of respondents, the most significant being the separate analyses conducted for different groups of projects aimed at increasing employment and increasing skills. Focussing upon particular population sub-groups in this way will in itself counteract the effects of response bias between different groups of survey respondents.

Table 2.2: Characteristics of ESF Participants

per cent of participants/respondents

	Increasing Employment: Convergence P2/ Competitiveness P1			Increasing Skills: Convergence P3/ Competitiveness P2		
	ESF Population	In Scope	Survey Respondents	ESF Population	In Scope	Survey Respondents
Gender:						
Male	60.8	60.2	59.1	55.2	45.4	44.1
Female	39.2	39.8	40.9	44.8	54.6	55.9
Age:						
16-18 yrs	8.8	8.4	9.4	1.6	2.2	2.1
19-21 yrs	11.3	11.6	9.0	9.7	13.8	13.5
22-24 yrs	9.9	9.1	5.8	10.6	13.1	11.9
25-30 yrs	16.4	15.3	11.4	16.1	17.1	14.0
31-40 yrs	19.8	19.6	18.6	21.6	20.2	19.6
41-54 yrs	24.5	26.1	31.6	30.8	26.9	30.6
55+ yrs	9.4	9.9	14.3	9.7	6.8	8.2
Long term illness:						
Yes	10.9	10.6	9.6	2.1	2.7	2.9
No	89.1	89.4	90.4	97.9	97.3	97.1
Educational attainment prior to ESF:						
No qualification gained	24.2	21.6	16.4	7.7	7.6	7.1
Below NQF level 2	20.1	21.0	20.7	17.6	14.2	12.5
At NQF level 2	23.2	25.8	26.6	23.8	31.2	29.8
At NQF level 3	11.0	12.5	14.3	18.5	19.0	20.3
At NQF level 4 or above	8.7	11.1	15.4	25.6	22.4	25.4
NQF DK, missing	12.8	8.0	6.7	6.8	5.6	4.9
Employment Status						
Employed	0.6	1.1	0.8	96.4	94.9	93.3
Short Term Unemployed	44.2	50.9	54.9	1.4	1.9	2.4
Long Term Unemployed	14.4	17.2	16.5	0.1	0.1	0.1
Economically Inactive	40.7	30.7	27.8	0.2	0.2	0.3
Full Time Education	0.1	0.0	0.0	2.0	3.0	4.0
Total	100	100	100	100	100	100
Sample	96,245	51,142	12,468	75,830	30,805	11,301

2.3 Deriving a Typology of Projects

For the combined analysis of the 2009-2013 ESF Leavers Surveys a broad typology of projects was developed across which responses from different groups of survey respondent could be compared and contrasted. This work was jointly undertaken by WEFO and the research team and included reviewing business plans to establish project aims, objectives and methodologies. The comparative spends per individual for different projects were also examined. The final agreed categories were as follows:

Increasing Employment: Convergence P2/Competitiveness P1

1. Training (Basic / Non-Occupational)

   Projects offering training in essential skills (reading, writing, IT etc.) and lower level qualifications (NVQ 3 and below) not related to specific occupational training. (Category E1)

2. Redundancy Training

   Projects with a specific focus on training pre and post redundancy. It was decided that this should remain a distinct category as participants are in such specific circumstances (e.g. highly 'work ready' etc.) (E2)

3. Employability Support

   Support for targeted groups with specific barriers to working. Projects focused on pre-employment job search and soft skills development. (E3)

4. Work Placements

   Projects using work placements or short term employment. (E4)

5. Engagement Signposting (E5)

   Careers advice, support and training to successfully apply for jobs.

Increasing Skills: Convergence P3/Competitiveness P2

1. Training (Basic / Non-Occupational)

   Projects offering training in essential skills (reading, writing, IT etc.) and lower level qualifications (NVQ 3 and below) not related to specific occupational training. (Category S1)

2. Occupational Training

   Training focused on specific industries. (S2)

3. Apprenticeships

   Incorporating projects using apprenticeships as a route to training and development as well as a method of gaining work experience. (S3)

4. Policy Area Project

   Projects which focus on promoting a particular policy area, through individuals and organisations. (S4)

5. Graduate Work Placements

   Projects using work placements or short term employment to develop skills. (S5)

6. Leadership and Management

   Training focused on developing leadership and management skills. (S6)

Throughout the report we distinguish between those respondents who participated in interventions aimed at improving participation in the labour market (Convergence Priority 2, Competitiveness Priority 1, 'Increasing Employment') and those respondents who participated in interventions aimed at supporting progression in employment (Convergence Priority 3, Competitiveness Priority 2, 'Increasing Skills'). The former are split into five categories (E1 to E5) and are collectively referred to as 'Increasing Employment'. The latter six (S1 to S6) are collectively referred to as 'Increasing Skills'.

Table 2.3 shows the breakdown of responses by project type derived from the five surveys used in this analysis. Combining data between surveys and across different projects meant that relatively large sample sizes could be achieved across the full range of project categories. Nonetheless, it remains the case that certain types of projects account for a relatively large proportion of the achieved samples. For example, among projects aimed at increasing employment, 41% of the achieved sample relates to participants from projects offering Basic/Non-Occupational Training (5,119 cases). Among projects aimed at increasing skills, 52% of the sample is accounted for by Apprenticeships (5,880 cases). Likewise, it remains the case that even after combining data from five successive surveys that some categories of

projects have relatively small sample sizes; such as E4: Work Placements (650 cases) and S4: Policy Area Project (865 cases).

Table 2.3: Number of Respondents to the ESF Surveys by Priority Area and Category

Theme	Total
Increasing Employment	
E1 Training Basic/ Non Occupational	5,119
E2 Redundancy Training	3,683
E3 Employability Support	1,622
E4 Work Placements	650
E5 Engagement Signposting	1,394
	12,468
Increasing Skills	
S1 Training Basic/ Non Occupational	1,160
S2 Occupational Training	888
S3 Apprenticeships	5,880
S4 Policy Area Project	865
S5 Graduate Work Placements	1,147
S6 Leadership and Management	1,361
	11,301
Total Combined Surveys Sample	**23,769**

Note: The total sample size is very slightly below the total shown in Table 2.1 as some records were excluded from the analysis. This included two projects that were funded via ERDF but assisted a small number of participants.

CHAPTER 3: Who are the Participants?

Chapter Summary

- Respondents from ESF interventions came from a wide variety of backgrounds. Interventions aimed at increasing employment are generally characterised by participants who are more likely to be male, have lower levels of educational attainment and have a higher incidence of long term illness. They are also less likely to be able to speak Welsh.

- Variations in the prior labour market experiences of ESF participants reflect differences in the groups being targeted and the nature of the interventions. Eight out of ten respondents who participated in interventions aimed at increasing employment were either unemployed (67%) or inactive (12%) before their participation. In contrast, approximately 86% of those who participated in interventions aimed at increasing skills were in employment beforehand.

- There is seemingly little difference in the labour market histories of survey respondents participating in interventions aimed at increasing employment and those aimed at increasing skills when considered at priority level. Among both groups, just over 7 out of 10 respondents reported that they had been either continuously or mostly in paid employment since full time education. However, the figure for projects increasing employment is inflated by participants from Redundancy Training who account for nearly a third of survey responses in this priority and report the second highest levels of attachment to the labour market of any category.
- In contrast Graduate Work Placements (aimed at highly educated young people who report the least labour market attachment of any project category) deflates the average for the skills priority. This illustrates the importance of making comparisons at 'project type' rather than priority level.
- The main difficulty in finding work cited by the unemployed is a lack of jobs in the area in which they live, reported by 39% of respondents. Among those who were economically inactive before ESF, nearly one in four respondents (23%) reported medical/health issues as the main concern they faced in finding work.

3.1 Introduction

The demographic and educational characteristics of the combined sample of ESF participants 2009 to 2013 are analysed in this chapter. The main objective is to present a profile of the sample of leavers from ESF Convergence and Competitiveness projects in Wales and their experiences before their participation in these projects. We summarise their personal characteristics and their prior educational qualifications. We also report their career status – whether or not they were in employment before ESF and, where relevant, their occupations and contractual status prior to their participation in ESF. The chapter concludes with a discussion of the difficulties cited by respondents associated with finding work.

3.2 Personal Characteristics of Participants

A snapshot of the personal characteristics of respondents is provided in Table 3.1, distinguishing between those who participated in the different categories of the two Priorities of the ESF programmes. Female respondents accounted for just under half of the overall sample (48%), although women accounted for over half of respondents (56%) from interventions aimed at increasing skills in employment. Respondents from Non-Occupational Training (E1) and Work Placement (E4) schemes were youngest in the Increasing Employment category, with two fifths aged 24 years or under at the time they completed their project. For interventions increasing skills, respondents were youngest in the Graduate Work Placements (S5) category. Here three fifths were aged 24 or under at the time they completed their project. Overall, in the sample, 26% were in the 24 years or under category, and 11% were aged 55 or over.

Educational attainment levels before undertaking an ESF project were higher among respondents from interventions aimed at increasing skills in employment. Here approximately 47% of respondents had achieved a qualification equivalent to NQF Level 3 or above, compared with 30% of respondents from interventions aimed at increasing employment.

In the combined sample from years 2009 to 2013, 18% of respondents reported that they suffered from a long term illness. The overall rate of work limiting illness was 10%. Rates of ill-health are higher in Priorities where interventions are primarily aimed at those out of work. Among respondents from projects aimed at increasing employment, 15% report that they suffer from a work limiting illness, compared with just 5% of respondents from projects aimed at increasing skills in employment. Only 3% of respondents are from a non-white background. Approximately one in four respondents report that they are able to speak Welsh, and nine out of ten reported English as being their first language.

Table 3.1: Personal Characteristics of Participants

per cent of respondents

	Increasing Employment						Increasing Skills							All
	Non-Occ' Training	Redun' Training	Emp' Support	Work Placements	Engagement Signposting	Total	Non-Occ' Training	Occ' Training	Appren'	Policy Area Project	Graduate Work Placements	Manage-ment Training	Total	
Gender:														
Male	50.4	70.1	56.2	62.3	60.8	58.8	36.5	67.1	43.5	0.0	50.0	60.5	44.0	51.8
Female	49.6	29.9	43.8	37.7	39.2	41.2	63.5	32.9	56.5	100.0	50.0	39.5	56.0	48.2
Age: (at time of survey)														
16 -18 yrs	21.4	0.1	0.9	6.8	1.8	9.6	1.1	1.6	3.6	0.4	0.1	0.0	2.1	6.0
19 - 21 yrs	14.7	1.2	6.1	18.3	7.4	9.1	4.1	3.3	19.8	2.7	22.0	0.4	13.5	11.2
22 - 24 yrs	5.6	2.8	7.6	16.3	7.6	5.9	5.3	7.2	11.7	6.6	38.5	2.4	11.9	8.8
16 - 24 yrs	41.7	4.1	14.6	41.4	17.8	24.6	10.5	12.1	35.1	9.7	60.6	2.8	27.5	26.0
25 - 30 yrs	10.0	9.4	17.3	13.7	13.8	11.4	11.4	14.2	13.8	16.8	21.4	9.0	14.0	12.7
31 - 40 yrs	15.0	22.4	24.7	12.6	18.2	18.6	19.7	20.6	18.2	29.2	8.5	28.8	19.7	19.1
41 - 54 yrs	21.4	45.7	31.6	22.2	36.2	31.3	36.1	40.3	27.4	37.1	7.9	48.4	30.6	31.0
55+ yrs	12.0	18.5	11.8	10.0	15.1	14.1	22.2	12.9	5.5	7.3	1.7	11.0	8.2	11.3
Ethnicity:														
White	98.5	96.9	96.2	96.8	98.7	97.7	95.5	96.7	97.9	94.9	89.1	97.0	96.3	97.0
Educational attainment prior to ESF														
None	16.9	6.8	18.4	11.2	9.9	13.1	7.2	7.7	8.7	0.8	0.3	2.3	6.2	9.8
NQF Level <=1	17.7	7.6	12.1	16.2	13.1	13.4	10.6	8.1	14.3	4.2	0.7	4.6	10.1	11.8
NQF Level 2	25.3	12.5	18.9	18.0	16.8	19.4	12.2	12.5	28.0	9.1	1.4	6.0	18.4	18.9
NQF Level 3	11.6	15.7	12.9	18.3	15.8	13.8	19.3	18.6	20.0	21.4	21.8	14.0	19.4	16.4
NQF Level >=4	7.8	29.5	12.1	14.9	20.6	16.6	24.7	29.2	9.9	49.3	73.1	55.3	27.8	21.9
Unspecified level	20.7	27.8	25.6	21.4	23.9	23.8	26.0	24.0	19.2	15.3	2.8	17.8	18.1	21.1

Table 3.1: Personal Characteristics of Participants (continued)

per cent of respondents

	Increasing employment						Increasing skills							All
	Non-Occ' Training	Redun' Training	Emp' Support	Work Place -ments	Engage -ment Signposting	Total	Non-Occ' Training	Occ' Training	Appren'	Policy Area Project	Work Place -ments	Manage -ment Training	Total	
Long term limiting illness (at time of survey)														
Yes	26.7	16.0	38.1	17.5	22.7	24.1	17.1	11.4	11.4	14.7	9.2	10.1	11.8	18.3
No	73.3	84.0	61.9	82.5	77.3	75.9	82.9	88.6	88.6	85.3	90.8	89.9	88.2	81.7
Work limiting illness (at time of survey)														
Yes	17.9	7.3	28.6	10.5	13.6	15.3	8.9	4.5	4.1	5.9	5.2	3.4	4.8	10.3
No	82.1	92.7	71.4	89.5	86.4	84.7	91.1	95.5	95.9	94.1	94.8	96.6	95.2	89.7
Place of birth:														
Wales	82.0	72.1	72.5	62.7	75.0	76.1	70.5	67.4	78.9	72.3	61.8	63.9	73.1	74.7
Elsewhere in UK	15.2	23.4	22.6	33.0	21.2	20.1	22.2	27.3	16.7	22.5	28.8	31.8	21.6	20.8
Outside UK	2.8	4.5	4.9	4.3	3.8	3.8	7.3	5.3	4.4	5.2	9.4	4.3	5.3	4.5
First lang														
English	94.9	92.3	93.2	87.9	92.1	93.2	87.2	93.5	87.6	86.8	83.3	89.4	87.7	90.6
Speak Welsh	20.6	20.8	21.9	36.2	24.8	22.1	28.5	18.4	31.8	37.0	34.6	27.6	30.6	26.1
Sample	5,119	3,683	1,622	650	1,394	12,468	1,160	888	5,880	865	1,147	1,361	11,301	23,769

3.3 Labour Market Circumstances of Participants Prior to ESF

A majority of the differences observed in the personal characteristics of ESF participants by theme and category reflect differences in the groups being targeted and the nature of the interventions. The labour market circumstances of ESF participants immediately before their interventions are presented in detail in Table 3.2. The largest difference between those who participated in projects aimed at increasing employment and those in projects aimed at increasing skills in employment is the relatively high proportion of respondents from interventions aimed at increasing skills who were in paid employment before participation in their project (86%). This reflects the specific targeting of the employed by these projects. In contrast, 75% of respondents who participated in interventions aimed at increasing employment in the labour market were either unemployed or inactive before their participation. Even so, the relatively high level of respondents across all the Increasing Employment categories who reported that they were in employment immediately before participating in ESF projects targeted at the unemployed and inactive is somewhat surprising, given that, with the exception of those under formal notice of redundancy, employed individuals are not eligible for support by such projects. This most likely reflects the facts that these respondents perceived that they entered ESF provision immediately after losing their previous job, which in turn suggests that projects have, in some cases, supported those most recently made unemployed.

It should be noted that the definition of unemployment used in this survey is a statistical definition of unemployment that relates to a respondent being out of work and looking for work; generally referred to as the International Labour Organization (ILO) measure of unemployment. The alternative way of defining unemployment is based on the receipt of unemployment related benefits, generally referred to as the claimant count measure of unemployment. ESF Programmes define unemployed and economically inactive participants in terms of benefit receipt. Unemployed participants are defined as those claiming Job Seekers Allowance, whilst economically inactive participants are defined by the Programmes as those out of work but who are not claiming Job Seekers Allowance. The ILO definition of unemployment is preferred for the purposes of the survey as it is the definition that is

most widely used in labour market surveys, therefore allowing information collected from respondents to the Leavers Survey to be compared against other sources of labour market data. However, the use of the ILO definition does mean that respondents to the ESF survey who indicate that they are out of work and looking for work may not be registered as unemployed or in receipt of benefits aimed at the unemployed. Such definitional issues may explain, at least in part, why levels of economic inactivity based on the survey measure (12% among Increasing Employment projects) are considerably lower than both the targets set out for participation by the economically inactive in these projects and the levels reported by the monitoring data. Some of those respondents who are defined as unemployed from the perspective of the survey may well be (legitimately) classified as economically inactive within the monitoring data.

The surveys queried respondents about their economic activity status immediately before starting their project and, from 2010 onwards, respondents were also asked to provide an overview of their working lives since completing full time education. Specifically, respondents were asked 'Since leaving compulsory education at age 16, which of the following best describes what you had been doing up to the point when you began your ESF funded course?' This question was added to provide a more complete and accurate understanding of the career histories, skills and employability of ESF respondents, than a 'snap shot' picture of their economic activity immediately before participating in an ESF project.

Looking exclusively at projects aimed at improving participation in the labour market a majority of respondents report that their careers since full time education were typically characterised by being in paid employment. This is somewhat surprising given the principal policy intention of these Priorities is to support those on inactive benefits or the long term unemployed. The importance of Redundancy Training in contributing to the seemingly high levels of attachment to the labour market among respondents who participated in projects aimed at increasing employment must be noted. Approximately 94% of respondents who participated in these projects report that they had either been continuously in paid employment or had been in paid work for most of the time since completing full time education. This is the second highest such figure observed across all projects – including those falling under the theme of

Increasing Skills. Redundancy Training accounts for 30% of Increasing Employment respondents to the combined surveys under the Increasing Employment theme from 2009 to 2013.

Attachment to the labour market since completing full time education is lower among participants of the other interventions aimed at increasing employment although it is still the case that more than half of respondents from each project type report that they had either been continuously in paid employment or had been in paid work for most of the time since completing full time education. Interestingly, participants in Work Placement projects, which fall under the Increasing Skills theme, have the lowest levels of attachment to the labour market. Among such respondents, only 27% report that they had either been continuously in paid employment or had been in paid work for most of the time, whereas 70% report having being either mostly or continuously in education / training since leaving compulsory education. This may reflect the fact that respondents in this category are significantly younger than average, with 61% aged 24 or under at the time of leaving their ESF provision, meaning that their prior labour market histories will have been quite short.

Based upon evidence from the Survey, the findings presented in Table 3.2 could suggest that the intended targeting of the ESF interventions aimed at improving participation in the labour market on those who face the greatest difficulties in finding work has either not occurred or has occurred but has not been successful. However, those who face the greatest difficulties in finding work may simply remain on the schemes and not become eligible for inclusion in a 'Leavers' survey. There are a number of further caveats to this analysis. Firstly, as discussed above the Survey definition of economically inactive is based upon a statistical definition of labour market status which may not be the same as that used by providers of ESF projects or in Programming documents. Secondly, we know that the sample of monitoring data extracted for the Survey under-represents the proportion of economically inactive and over-represents the proportion of short-term unemployed ESF participants. Thirdly, the economically inactive appear to be slightly less likely to respond to the survey than other groups which could 'skew' the profile of ESF participants towards those who are closer to the labour market.

Table 3.2: Labour Market Characteristics of Survey Respondents Immediately Prior to their Participation in an ESF Project

per cent of respondents

	Increasing Employment						Increasing Skills							All
	Non-Occ' Training	Redun' Training	Emp' Support	Work Placements	Engagement Signposting	Total	Non-Occ' Training	Occ' Training	Appren'	Policy Area Project	Graduate Work Placements	Manage-ment Training	Total	
Paid employment	10.6	14.9	10.5	10.5	18.4	12.7	90.8	96.5	87.7	98.8	37.8	99.4	85.9	47.5
Unemployed	58.1	79.7	63.9	74.3	69.4	67.4	3.9	1.7	4.0	0.2	24.6	0.3	5.1	37.8
Education & training	12.8	2.1	4.2	8.0	4.1	7.3	2.8	1.5	7.4	0.7	34.0	0.2	8.0	7.5
Inactive	18.2	2.9	20.6	6.9	7.8	12.3	2.5	0.3	0.8	0.2	3.5	0.1	1.1	6.9
Not known	0.4	0.3	0.9	0.3	0.4	0.4	0.0	0.0	0.2	0.0	0.2	0.1	0.1	0.3
Total	100	100	100	100	100	100	100	100	100	100	100	100	100	100
Sample	5,119	3,683	1,622	650	1,394	12,468	1,160	888	5,880	865	1,147	1,361	11,301	23,769
Activity since completing compulsory education†:														
Continuously in paid employment	19.8	55.6	25.4	18.6	38.0	35.5	52.7	61.0	51.0	46.6	11.0	62.4	48.8	41.7
In paid work most of the time	36.4	38.8	38.0	38.2	36.9	37.6	36.7	28.2	30.3	43.5	16.0	32.9	30.8	34.4
Continuously in education/training	10.6	1.1	5.2	9.5	4.4	5.6	3.4	3.9	8.7	3.0	43.9	1.0	10.0	7.7
Education/training most of this time	10.9	1.9	8.3	13.1	7.1	7.0	3.5	5.0	6.2	4.7	26.2	2.8	7.4	7.2
Mostly out of work	15.6	1.7	17.4	13.9	10.1	10.2	3.2	1.2	2.7	1.3	1.6	0.4	2.0	6.4
Continuously out of work	5.6	0.6	4.6	5.5	2.9	3.3	0.2	0.2	0.4	0.0	0.5	0.0	0.3	1.9
Other	1.2	0.3	1.1	1.2	0.6	0.8	0.4	0.5	0.7	0.9	0.8	0.5	0.7	0.7
Total	100	100	100	100	100	100	100	100	100	100	100	100	100	100
Sample	3,254	3,683	1,514	650	1,394	10,495	1,160	888	3,911	824	1,072	1,361	9,216	19,711

†*Data only available for 2010 to 2013*

As results at a priority level analysis can be skewed through using averages across project types it is more useful to consider the different profiles of respondents in each of the project types.

E1 Non-Occupational Training Projects are fairly evenly split in terms of gender. Generally respondents were quite young (with a similar proportion of young people to work placements). They are least likely to be qualified to NQF level 3 or 4 than any other category (from employment or skills). Despite being most likely to have been born in Wales, they have the highest proportion of first language English speakers and one of the lowest proportions able to speak Welsh. They report among the lowest labour market attachment of any project type, with a contributing factor here possibly being the relatively young age of participants and their consequent lack of previous labour market experience.

E2 Redundancy Training Projects have a relatively high proportion of males. They are typically over 30 years old and are more likely to be qualified to level 3 or 4 than any other increasing employment project group. This group report relatively low proportions of long term limiting illness and work limiting illness. They report around the average labour market attachment for the Increasing Employment project types.

E3 Employment Support Projects have a gender balance which slightly leans towards males. Generally respondents are aged 25 and over. After the E1 Non-Occupational Training group they are the next least likely to be qualified to level 3 or 4 than any other category. They are most likely to have no educational attainment before ESF. They have the highest proportions of long term limiting illness and work limiting illness. They report the equal lowest labour market attachment of any project type (along with E4) and have the highest proportion 'mostly out of work' since completing compulsory education.

E4 Work Placement Projects have a relatively high proportion of males. Generally respondents were quite young, with educational attainment levels similar to the total Increasing Employment projects' average. A relatively high proportion were born outside of Wales, but this category has a relatively high proportion able to speak Welsh. They report the equal lowest labour market attachment of any project type

(along with E3). A relatively high proportion of young people (those aged 16-24) may be behind this - reflecting a relative lack of previous labour market experience.

E5 Engagement Signposting Projects have a similar high proportion of males to E4 Work Placement. Respondents were generally older with relatively high levels of educational attainment when compared with the Increasing Employment average. Scores for illness and Welsh speaking are similar to the Increasing Employment average. They report the highest labour market attachment of all the Increasing Employment project types.

S1 Non-Occupational Training Project participants consist of a relatively high proportion of females, generally over 24 years of age. They score just under the average for all Increasing Skills projects on educational attainment at level 3 or 4. When compared with other Increasing Skills projects this group report relatively high proportions having long-term or work illness. They report relatively high labour market attachment, being above the Increasing Skills average.

S2 Occupational Training Projects are relatively male dominated. Generally over 24 years of age, with average levels of educational attainment when compared with Increasing Skills projects as a whole. They have the lowest proportion of Welsh speakers of the Increasing Skills projects. They report above average labour market attachment for the Increasing Skills Projects.

S3 Apprenticeship Project participants are slightly more likely to be female. A relatively high proportion are aged 16 to 24 when compared with the Increasing Skills average, but levels of educational attainment are generally below that of the Increasing Skills average. They report just above average labour market attachment for the Increasing Skills projects.

S4 Policy Area Projects are female dominated, with those involved likely to be 25 years or over. They score highly on educational attainment (second overall out of all projects), and have the highest proportion of Welsh speakers out of all projects (employment and skills). They report the second highest labour market attachment of any project group.

S5 Graduate Work Placements are evenly split in terms of gender. They are generally young, having the highest proportion of 16 to 24 year olds of any project category, and relatively very well educated (having the highest proportion attaining NQF level 4). Despite being the least likely to have been born in Wales, this group has a high proportion of Welsh speakers. They report the lowest labour market attachment for Increasing Skills project groups. This may reflect a lack of previous labour market experience related to their young age (having the highest proportion of 16-24 year olds of any project category).

S6 Management Training Projects consist of slightly more males than females. The age profile indicates that most are relatively mature with more than half over 40 years old. Educational attainment to level 3 or 4 is the third highest of all categories. The proportion reporting illness (long term or work limiting) is below the Increasing Skills project average. They report the highest labour market attachment of all the Increasing Skills project types.

Table 3.3 shows more detailed ESF survey information on the previous labour market experiences of participants from projects aimed at increasing employment and who were either unemployed or economically inactive before their participation. Information is provided on the duration of non-employment and, for those who have held paid employment at some point, the previous occupation held. Overall, in interventions increasing employment, nearly two thirds of previously non-employed respondents reported that they had been out of work for less than 12 months (64%). Among previously non-employed respondents from **Non-Occupational Training (E1)** interventions around one in four reported that they had been out of work for 3 years or more (25%), with around one in twenty (6%) having been out of work for 10 years or longer. As discussed above, comparing the various categories within Increasing Employment the relative prevalence of respondents with only relatively short spells out of work reflects the high proportion of respondents having undertaken **Redundancy Training (E2).** Once again, however, these findings suggest that ESF participants across the board are relatively connected to the labour market.

For Increasing Employment projects as a whole, the majority have previously worked in largely manual occupations (52%). These include skilled trades (14%), personal service occupations (6%), process operatives (15%) and elementary occupations (17%). For respondents undertaking redundancy training, participants are more likely to have previously worked in more highly skilled occupations[8]. These include managerial occupations (23%), professional occupations (7%) and associate professional and technical occupations (14%). These occupations only account for 31% of jobs previously held among respondents from Increasing Employment programmes as a whole.

Table 3.3: Duration of Non-employment and Previous Occupation Held Prior to Participation in an ESF Project (projects Increasing employment)

per cent of non-employed respondents

	Non-Occ' Training	Redun' Training	Emp' Support	Work Placements	Engagement Signposting	Total
Duration of non-employment:						
Less than 12 months	45.8	96.7	38.1	57.7	70.3	63.8
1 year to less than 3 years	24.4	2.2	28.2	24.9	13.1	16.8
3 years to less than 10 years	18.7	0.1	29.2	15.8	14.8	13.8
10+ years	6.3	0.0	1.7	0.4	0.0	2.7
Never worked	1.7	0.0	0.3	0.0	0.0	0.7
Don't know	3.1	1.0	2.6	1.3	1.9	2.1
Total	100	100	100	100	100	100
Sample	3,774	3,027	1,351	527	1,070	9,749
Previous Occupation (among those who have previously worked): *2011 to 2013*						
1. Managers & senior officials	7.4	22.5	8.6	6.7	11.5	15.3
2. Professional	2.7	6.8	3.1	2.4	4.9	5.1
3. Associate professional & technical	6.5	14.4	6.9	8.1	9.5	10.9
4. Admin and secretarial	8.1	10.7	6.7	8.3	9.9	9.4
5. Skilled trades†	13.5	14.2	13.6	13.3	14.0	13.9
6. Personal service†	10.1	1.6	11.1	7.6	7.1	5.6
7. Sales and customer service	11.9	4.6	12.4	11.6	7.6	7.8
8. Process, plant and	14.8	16.5	15.4	8.8	15.8	15.4

[8] The Standard Occupational Classification identifies 4 skill levels associated with the competent performance of work tasks. Occupations in Major Group 9 relate Level 1 and require the competence associated with a general education. Occupations in Major Groups 4, 6, 7 and 8 relate to Level 2 and are associated with a good general education and a longer period of work-related training or work experience than Level 1. See: https://www2.warwick.ac.uk/fac/soc/ier/publications/2000/soc2000vol1v5_tcm77-179121.pdf

machine†						
9. Elementary†	25.1	8.8	22.2	33.3	19.8	16.7
Total	100	100	100	100	100	100
Sample	555	2,536	987	421	992	5,491

†*manual occupations*

3.4 Difficulties Associated with Finding Work

The reasons respondents faced difficulties in finding work before their participation in an ESF project are presented in Table 3.4. The causes most frequently reported by previously unemployed respondents were a perceived lack of appropriate jobs in the area where they lived (66%), their lack of qualifications (39%), their lack of relevant work experience (38%), and transport difficulties / barriers associated with accessing appropriate work (27%). Reasons provided by respondents who were economically inactive before their participation were more evenly distributed. The most commonly reported reasons among this group were a lack of appropriate jobs (39%), having caring responsibilities (36%), a lack of relevant work experience (32%) and medical/health issues (31%).

Respondents to the survey were also asked what they perceived to be the main difficulty that they faced in finding work. The reason most frequently given by previously unemployed respondents was ‘a lack of appropriate jobs where they lived’, with two out of five of these respondents (39%) reporting this as the main reason for them being unable to find work. A lack of qualifications or skills and a lack of relevant work experience were reported by 14% and 12% of previously unemployed respondents respectively. Among those who were economically inactive before ESF, the main difficulties with finding work were more often related to personal circumstances rather than being specifically job-related. Nearly one in four respondents (23%) reported medical/health issues as the main concern they faced in finding work, while one in six (17%) of the economically inactive respondents reported caring responsibilities as the main difficulty.

Table 3.4: Difficulties Associated with Finding Work

per cent of respondents

Reasons for non-employment:	All Reasons			Main Reason		
	Unemployed	Inactive	Total	Unemployed	Inactive	Total
A lack of qualifications or skills	39.4	29.4	38.0	13.9	7.8	13.2
Lack of relevant work experience	38.0	32.3	37.2	11.6	6.3	10.9
Lack of affordable childcare	8.2	23.0	10.2	1.9	7.0	2.5
Having caring responsibilities	11.3	35.9	14.7	2.7	17.2	4.5
Alcohol or drug dependency	1.7	3.6	1.9	0.6	2.0	0.8
Medical/health issues	10.2	31.4	13.1	4.7	23.3	7.0
My age (too old/young)	19.1	12.1	18.2	6.6	3.0	6.2
Having a criminal record	3.4	3.8	3.4	1.0	1.5	1.1
Lack of appropriate jobs where you live	66.4	38.9	62.7	39.2	11.6	35.8
Transport difficulties and it being hard to get appropriate work	27.1	26.4	27.0	5.3	4.1	5.2
Only wanting to work part time	11.6	25.9	13.5	1.8	3.0	1.9
Believing you would not be better off financially in work	8.4	15.2	9.3	0.6	1.5	0.7
The recession/economic climate	3.0	0.3	2.6	1.7	0.1	1.5
Sample	8,977	1,647	10,624	7,785	1,112	8,897

Note: The sample size is lower for those identifying the main reason as this part of the question was not included in 2009.

Additional analysis was undertaken on difficulties associated with finding work by gender and age. Key findings here were that females were more likely than males to report a lack of affordable childcare, having caring responsibilities and only wanting to work part time. Respondents aged 16-24 were more likely than older respondents to report a lack of qualifications and skills, a lack of work experience and transport difficulties. Older respondents (aged 55 or more) more frequently reported medical/health issues and their age (too old) as being difficulties associated with finding work.

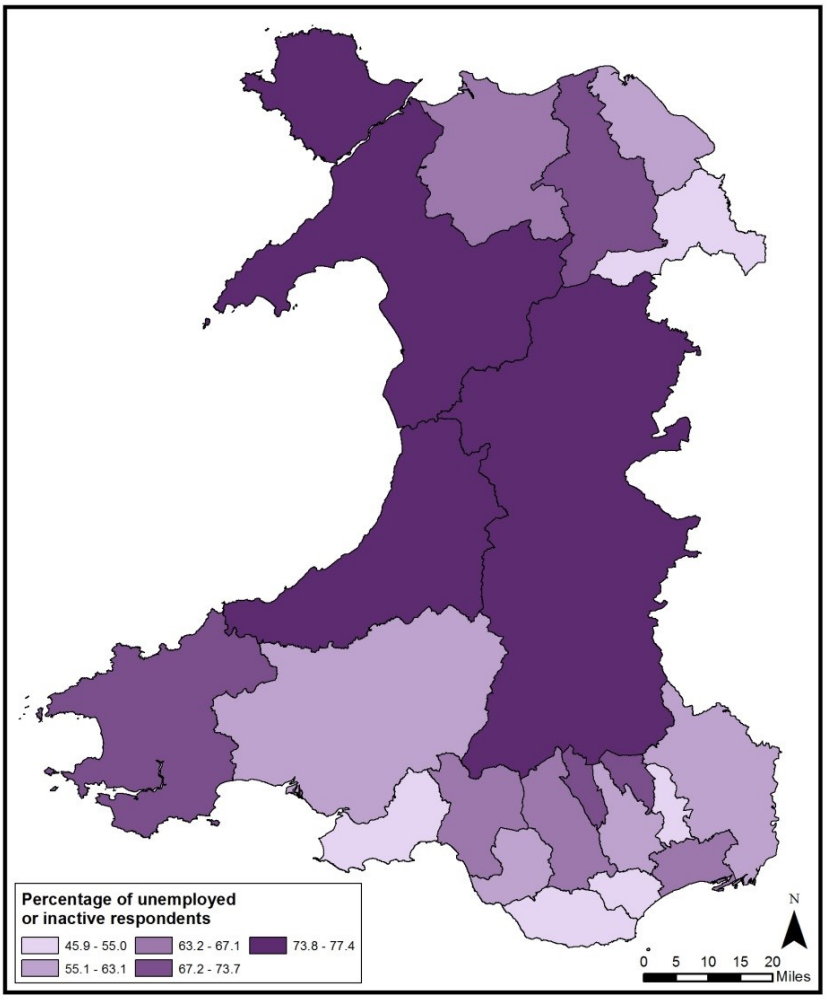
Finally, this section investigates spatial variations in the reasons unemployed or inactive ESF participants gave for having difficulty finding employment prior to engaging with an ESF project. This analysis has been undertaken on the four most commonly reported reasons for having difficulty finding work: a lack of appropriate jobs; a lack of qualifications or skills; a lack of relevant work experience; and

transport difficulties. Responses have been mapped by unitary authority, the local government administrative geography in Wales[9]. Due to small numbers of responses in rural areas, figures relate to all respondents who gave these reasons, irrespective of whether or not it was their main difficulty in finding work.

The reason most frequently reported by ESF participants for having difficulty finding work was a lack of appropriate jobs in their area, with nearly two thirds of respondents (63%) giving this as a reason and over one third (36%) as the main reason (Table 3.4). Figure 3.1 suggests that respondents living in rural areas in Mid, West and Northwest Wales, such as the Isle of Anglesey (75%), Gwynedd (77%), Ceredigion (75%), Powys (76%) and Pembrokeshire (72%), give this reason more frequently those in The Urban South. However, high proportions ESF participants living in South Wales Valleys authorities such as Merthyr Tydfil (72%) and Blaenau Gwent (74%) also state that a lack of appropriate jobs in their area has made it difficult for them to find work.

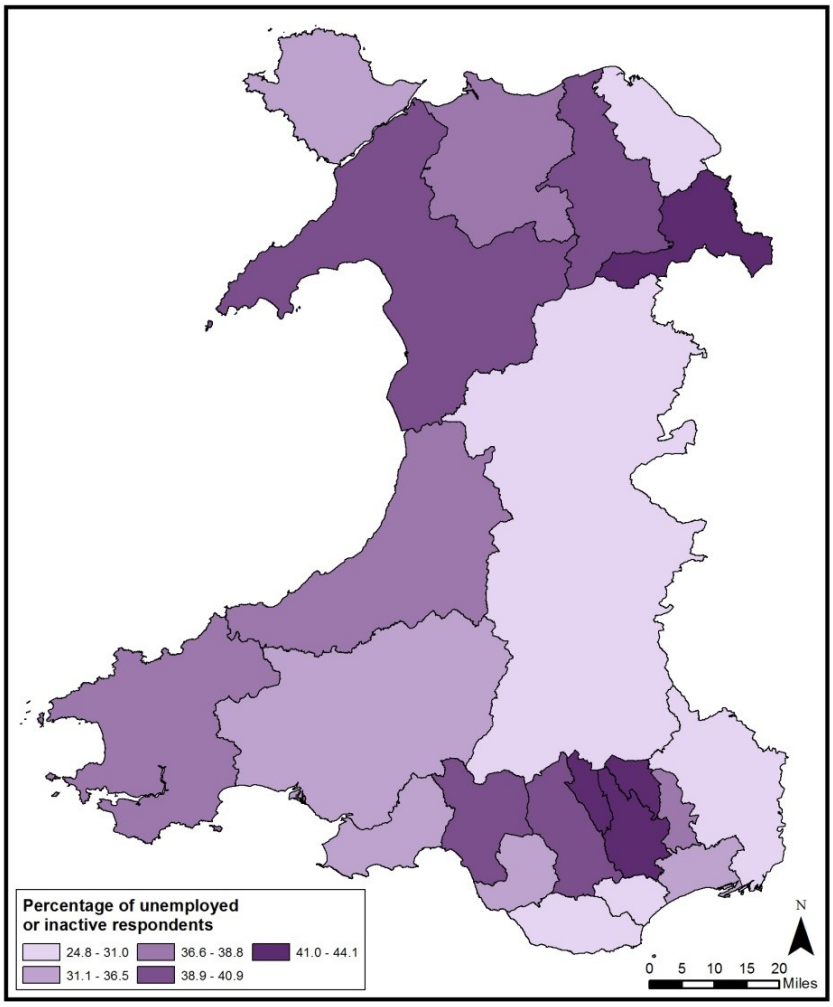
[9] All maps contain Ordnance Survey data © Crown copyright and database right 2015

Figure 3.1: Lack of appropriate jobs as a reason for having difficulty finding work by Unitary Authority.



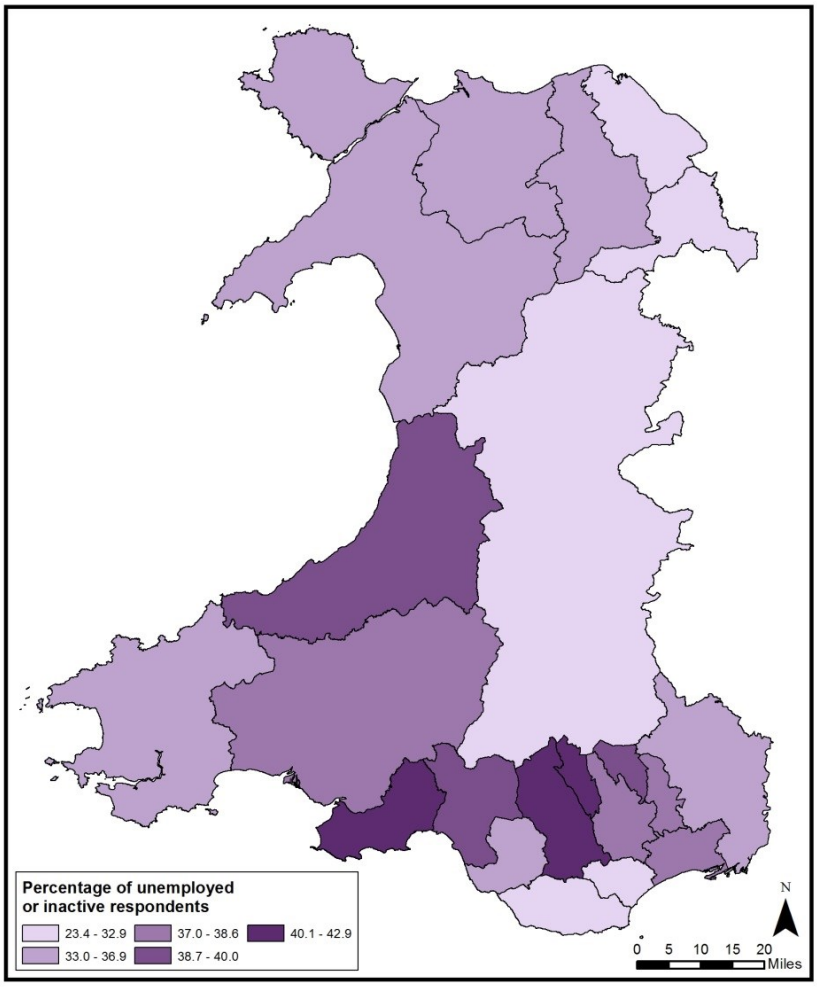
The second most commonly reported reason was a lack of qualifications or skills, with over one third (38%) of participants giving this as a reason for having difficulty finding work (Table 3.4). Figure 3.2 shows that this is frequently reported by ESF participants living in the South Wales Valleys, with over two fifths of participants living in Merthyr Tydfil (44%), Blaenau Gwent (43%) and Caerphilly (42%), along with 42% of respondents living in Wrexham in The Northeast, offering it as a reason. Respondents living in Flintshire, Powys, Monmouthshire, Cardiff and the Vale of Glamorgan give this reason the least.

Figure 3.2: Lack of qualifications or skills as a reason for having difficulty finding work by Unitary Authority.



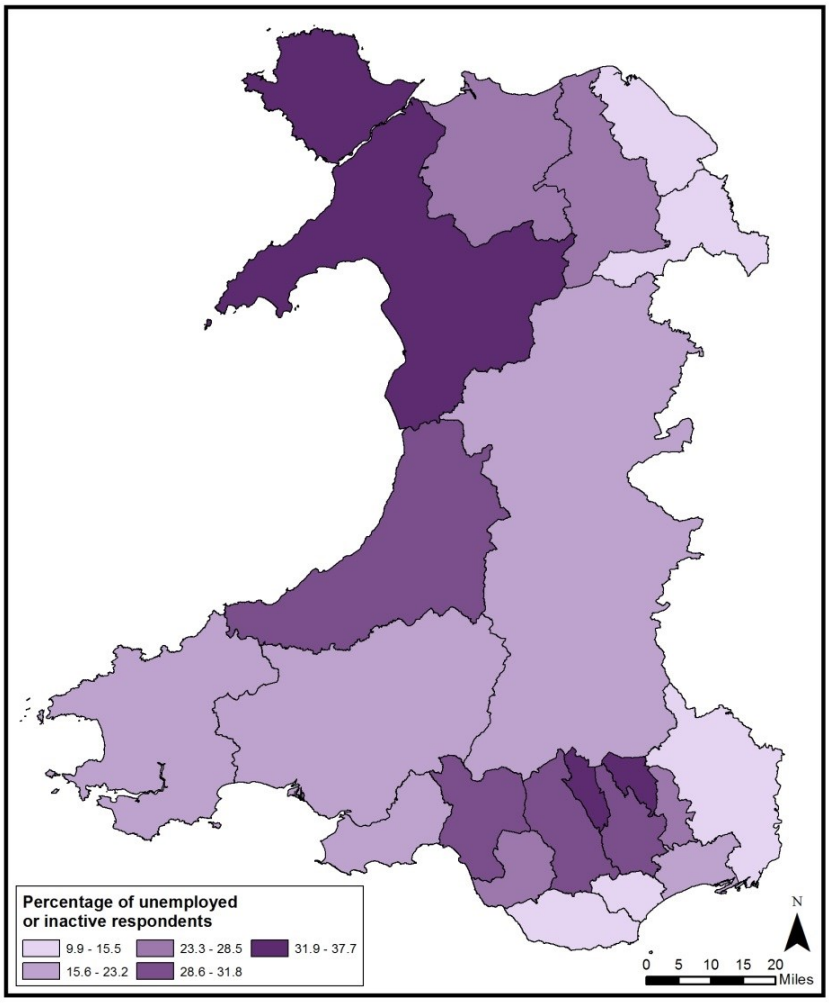
The third most commonly reported reason for having difficulty obtaining work is a lack of relevant work experience (37%). Figure 3.3 suggests that large proportions of ESF participants living in Central South Wales, particularly in Merthyr Tydfil (43%), Swansea (40%) and Rhondda Cynon Taf (40%), report a lack of relevant experience among the reasons for having difficulty finding employment. In The North, the proportion of people reporting a lack of experience is lower.

Figure 3.3: Lack relevant work experience as a reason for having difficulty finding employment by Unitary Authority.



The fourth most frequently reported difficulty in finding work was transport difficulties, with over a quarter of ESF respondents (27%) identifying it as a reason (Table 3.5). Figure 3.4 indicates that respondents living in The East of the country near the Wales-England border are least likely to give this as a reason, with respondents living in the South Wales Valleys' authorities such as Blaenau Gwent (38%) and Merthyr Tydfil (33%), along with Gwynedd (33%) and the Isle of Anglesey (34%) in The Northwest, reporting it the most frequently. Counterintuitively, areas where transport links are less well established, such as the rural authorities of Powys (21%), Carmarthenshire (23%) and Pembrokeshire (22%), contain relatively few respondents identifying transport difficulties as a reason for having difficulty finding work.

Figure 3.4: Transport difficulties as a reason for having difficulty finding employment by Unitary Authority



Finally in this section, the four reasons most commonly given for having difficulty finding work have been compared against the 2011 Welsh Index of Multiple Deprivation (WIMD) overall score. The WIMD identifies a range of aspects of deprivation, offering a single overall score and a sub-set of domain scores for Lower Super Output Area (LSOA) geographies[10]. ESF participants have been assigned to LSOAs by post code and LSOAs categorised into deciles of deprivation based on their WIMD 2011 overall score, with the first decile containing the 10% most deprived LSOAs in Wales and the tenth decile containing the 10% least deprived LSOAs in Wales. To provide some context to the analysis which follows, Figure 3.5 shows that

[10] Welsh Government, 2011. Welsh Index of Multiple Deprivation Technical Report. Available at: http://gov.wales/docs/statistics/2011/111222wimd11techen.pdf [Accessed 2 June 2015]

deprivation in Wales tends to decline from west to east, with LSOAs found to be amongst the most deprived in Wales tending to fall within the South Wales Valleys, along the North Wales coastline and in Wrexham.

Figure 3.5: Distribution of Lower Super Output Areas by WIMD 2011.

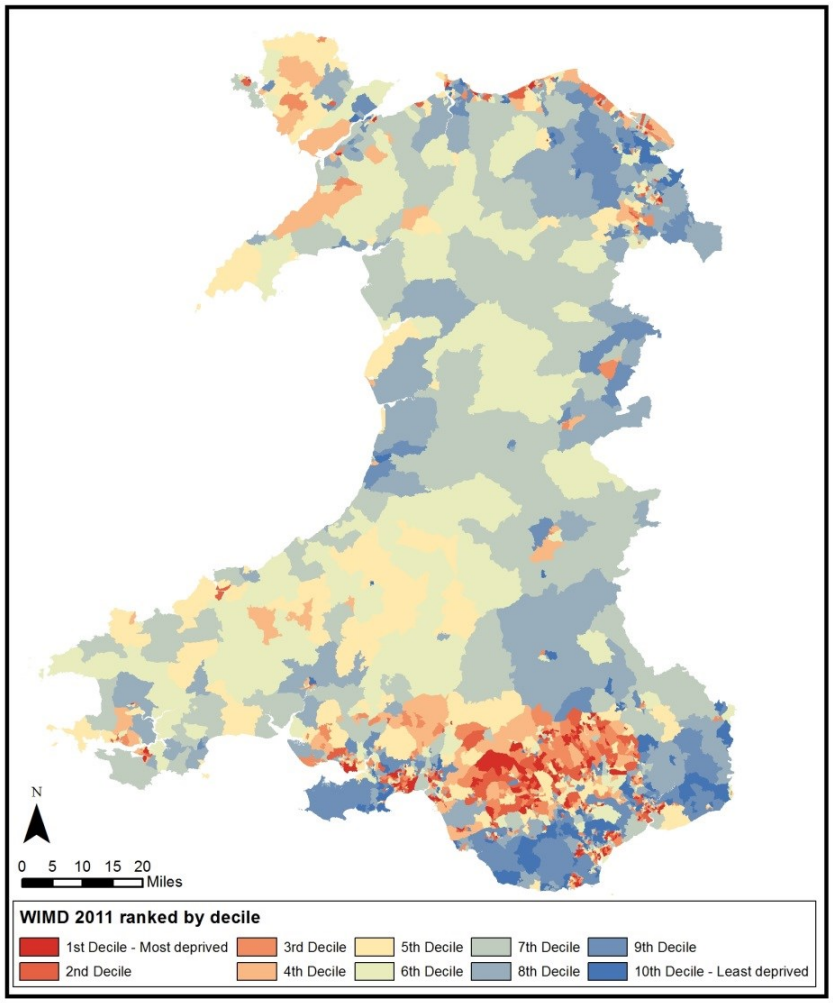


Table 3.5 compares ESF responses against the WIMD 2011 overall score. ESF responses relating to difficulty finding work often suggest some form of deprivation, such as a lack of jobs in their area, a lack of qualifications or difficulties accessing transport. Results here are therefore fairly intuitive, with larger proportions of ESF respondents living in areas of higher deprivation stating that they have difficulty finding work due to experiencing some form of deprivation themselves. Transport difficulties displays the strongest correlation with deprivation, with a decline of 20 percentage points between the first (most deprived) and the tenth (least deprived) decile. This trend continues among those reporting it as the main reason, with a decline of five percentage points between the two. It is noted that the transport

difficulties faced by respondents may reflect poor local transport infrastructure (this question alludes closely to Access to Services Domain of WIMD) or may reflect low levels of car ownership within areas with high levels of income deprivation. Further analysis of the responses to this question by the Accessibility to Services domain of WIMD (not presented) actually revealed that ESF participants who lived in areas that were least deprived in terms of accessibility were more likely to cite transport difficulties as a reason for having difficulty in finding work. It should be noted that jobs are not necessarily located in the same places as services and so this domain of WIMD may not be a good measure of accessibility to work. Nonetheless, the results suggest that the assessment of 'Transport Difficulties' made by respondents is likely to reflect both their own economic circumstances (e.g. car ownership) and levels of accessibility more generally. Areas of high 'overall' deprivation may actually be less deprived in terms of accessibility (as measured by Accessibility to Services domain of WIMD), but that favourable levels of accessibility are insufficient to offset the effects of economic disadvantage in terms of accessing work.

The proportions of people reporting a lack of jobs in their local area displays the weakest correlation with deprivation, with a difference of only seven percentage points between the first and the tenth decile. This trend reverses when respondents are pressed to choose a main reason. Similarly, the locations of respondents reporting a lack of qualifications or skills and a lack of relevant experience display fairly strong correlations with deprivation when respondents are asked to choose multiple reasons, but these relationships become much weaker when asked to choose one main reason. The reasons for these patterns may be complex and varied. For example, the earlier analysis revealed that 'a lack of appropriate jobs' was most commonly cited by respondents from rural areas that tend to have lower levels of deprivation. It is important to note that ESF will often provide assistance to deprived people living in less deprived areas. Such people may have particular difficulties in terms of access to transport despite high levels of car ownership generally or in terms of accessing work despite high levels of employment generally (for example, in rural areas characterised by longer commuting patterns). The reasons given by ESF participants for their difficulty in finding work will often be context specific and may not directly relate to area based measures of overall deprivation.

Table 3.5: Reasons for having difficulties finding employment by WIMD Deciles.

	Deciles of deprivation										
	1st	2nd	3rd	4th	5th	6th	7th	8th	9th	10th	Total
All reasons:											
A lack of qualifications or skills	45.2	46.3	41.0	40.2	39.4	34.2	39.1	34.5	33.2	29.3	38.1
Lack of relevant work experience	41.3	43.5	40.9	41.0	38.4	35.6	37.5	33.7	31.3	30.1	37.3
Lack of appropriate jobs where you live	64.1	62.5	61.3	64.3	63.2	65.4	64.2	65.9	59.9	57.6	62.8
Transport difficulties	35.2	38.0	29.7	31.2	29.3	28.3	24.0	23.6	17.3	15.2	27.1
Main reason:											
A lack of qualifications or skills	11.9	11.4	10.9	12.0	12.0	9.8	11.6	9.8	11.4	10.0	11.1
Lack of relevant work experience	7.1	9.1	10.1	9.8	8.9	8.7	9.8	8.0	10.0	9.5	9.1
Lack of appropriate jobs where you live	24.5	26.2	25.7	27.8	29.5	31.4	30.9	35.7	33.2	35.1	30.0
Transport difficulties	7.2	7.9	4.1	4.5	5.0	4.2	2.8	3.5	1.9	2.3	4.3

CHAPTER 4: Participating in an ESF Project

Chapter Summary

- Approximately 65% of respondents were aware that ESF had helped to pay for their participation in an ESF project. The lowest levels of awareness were held by those participants in Non-Occupational Training projects and Employment Support projects within the Increasing Employment theme (56% in both).

- The two main reasons given by respondents for participating in an ESF project were to help them get a job (22%) and to improve or widen career options (20%). In the Increasing Employment theme the proportion of respondents stating that the main reason was to help get a job ranged from 30% for Non-Occupational projects to 45% for Work Placement projects.

- Rates of withdrawal from an ESF project are estimated to be approximately 11% based on both survey data and monitoring data. Rates of withdrawal are higher among those respondents who participated in interventions aimed at Increasing employment (13%).

- Rates of early withdrawal are highest among the young (28% among those aged 16 to 18 years) and those with low levels of prior educational attainment (16% among those with no qualifications).

- Reasons for withdrawal are complex and do not necessarily reflect dissatisfaction among participants. The most common reason cited by survey respondents was finding a job, which accounted for approximately a quarter of early withdrawals from ESF interventions.

4.1 Introduction

This chapter provides an overview of the nature of interventions in which respondents participated. The chapter starts by detailing where, when and for how long respondents undertook their ESF interventions. Particular attention is also given to examining levels of awareness among respondents regarding the role of ESF in funding these interventions. The chapter then considers the main reasons given by respondents for choosing to participate in an ESF project. Finally in this chapter there is discussion of the incidence of early withdrawal from ESF projects and the factors that influence participants' decisions to withdraw.

4.2 Embarking on an ESF Project

Chapter 3 revealed that differences in the characteristics of survey respondents under the two ESF themes were shown to reflect differences in the groups that were

being targeted. This section similarly illustrates that the distinct nature of these interventions is also reflected in the way they are delivered. Over half (53%) of respondents who participated in projects aimed at increasing skills undertook these interventions at the workplace (see Table 4.1). As would be expected, the majority of respondents undertaking **Apprenticeships (S3**) or **Graduate Work Placements (S5)** (Increasing Skills) do so at the workplace (65% and 64% respectively). Contrastingly, four in five (80%) respondents from projects aimed at increasing employment undertook ESF interventions at a training centre (53%), community centre (15%) or college (12%). The exception to this within this theme again related to **Work Placements**, where 57% undertake such interventions within a workplace.

The duration of ESF interventions differs considerably between respondents from the different themes. With respondents who took part in projects increasing employment in the labour market, 42% reported that their interventions lasted less than a month. However, among those in projects aimed at increasing skills in employment the comparative figure is just 20%. The relatively short duration of the Increasing Employment schemes may reflect that many of these interventions provide short term help with job search activities. The duration of ESF interventions is typically longer among respondents who were involved in projects aimed at increasing skills in employment. Nearly half (46%) of such interventions last longer than 6 months compared with 16% of interventions increasing employment.

At project level there are some wide variations in duration of delivery between different categories of intervention. For the Increasing Employment theme 9% of **Work Placement (E4)** respondents reported that their interventions lasted less than a month. This contrasted with Redundancy Training (E2) projects where 70% were for less than a month. Non-Occupational Training (E1) projects tended to be of the longest duration with 25% lasting 6 months or more. The Increasing Skills categories similarly showed a range of durations. Whilst 3% of Apprenticeships (S3) lasted less than a month, 54% of Occupational Training (S2) projects were for this short time period.

Comparing **Non-Occupational Training** projects between the Increasing Employment and Increasing Skills themes, the duration tended to be shorter for the

latter. Thirty three percent of Non-Occupational Training interventions within Increasing Skills were for less than a month, against only 26% of similar interventions under the Increasing Employment theme (the majority lasted between 1 and 6 months). **Work Placement** interventions were more likely to be of longer duration in the Increasing Employment priority (84% lasting from 1 to 6 months, as opposed to just 60% in the Increasing Skills priority).

Over 90% of all respondents indicated that their intervention took place during the working week. The only exception to this was Non-Occupational Training projects in the Increasing Skills priority where interventions were the most likely to take place outside of the working week (22%).

Finally, considerable importance is attached by WEFO in ensuring that all ESF projects comply with the promotional requirements of the Programme to raise awareness of ESF (co)financing among both participants and the wider general public. Measures taken to adhere to these requirements may include displaying the ESF logos and acknowledgement of ESF on any literature provided to participants and mentioning ESF in any induction programme. Financial penalties can be incurred by those who do not comply with publicity requirements.

The Leavers Surveys indicate that approximately two thirds (65%) of respondents were aware that their project was funded by ESF, with levels of awareness being slightly higher among respondents from projects aimed at increasing skills (67%) than among those aimed at increasing employment (63%). Awareness of the role of ESF in helping to pay for the projects was highest among the participants in the **Policy Area (S4)** projects under the Increasing Skills theme (with 90% reporting awareness). The lowest levels of awareness were held by those participants in **Non-Occupational Training (E1)** projects and **Employment Support (E3)** projects within the Increasing Employment theme (56% in both). These projects are not characterised by particularly short durations. However, they are most likely to take place at community centres (22% and 25% respectively) which may indicate the importance of the physical environment in terms of raising awareness of ESF (for example by displaying plaques advertising the ESF funding etc).

Table 4.1: Characteristics of ESF Projects

Percent of respondents

	Increasing Employment						Increasing Skills							All
	Non-Occ' Training	Redun' Training	Emp' Support	Work Placements	Engagement Signposting	Total	Non-Occ' Training	Occ' Training	Appren'	Policy Area Project	Graduate Work Placements	Manage-ment Training	Total	
Location of delivery:														
College	12.6	10.2	11.7	8.8	13.0	11.6	12.7	25.7	21.7	6.8	10.9	8.5	17.3	14.3
Community centre	22.2	1.6	25.3	9.1	10.7	14.6	26.8	0.7	1.1	9.6	1.1	1.6	4.4	9.7
Training centre	50.8	72.8	36.5	18.0	43.9	53.0	25.5	11.6	8.3	34.7	5.7	26.1	14.2	34.6
At home	0.2	1.4	1.5	0.6	1.2	0.8	1.6	0.9	2.5	0.2	2.4	0.8	1.9	1.3
Workplace	7.9	6.4	11.8	57.1	12.0	11.0	26.1	57.6	65.0	8.0	63.9	42.0	53.2	31.0
School	6.3	7.6	13.3	6.5	19.2	9.1	7.2	3.6	1.4	40.7	16.1	21.1	9.1	9.1
Duration:														
Less than 1 month	25.5	69.5	36.7	9.2	54.7	42.4	33.3	54.1	2.9	12.6	32.8	50.9	19.6	31.5
1 to 6 months	42.6	20.8	39.3	83.9	28.1	36.3	39.0	21.0	13.5	78.0	59.7	24.7	27.7	32.2
6 to 12 months	19.7	5.6	10.9	5.4	9.0	12.4	17.7	14.2	37.8	2.8	4.0	17.1	25.3	18.5
12 to 24 months	4.7	0.5	3.2	0.0	2.3	2.7	2.8	4.1	26.7	0.1	0.8	2.1	14.9	8.5
24 months+	1.0	0.1	0.5	0.2	0.2	0.5	0.3	0.6	11.3	0.0	0.6	0.4	6.1	3.2
Don't Know	6.6	3.5	9.4	1.4	5.7	5.7	7.1	6.2	7.8	6.5	2.1	4.8	6.6	6.1
Took course on evenings/weekends:														
Yes	5.6	10.5	6.4	3.2	7.5	7.2	23.5	8.0	16.9	4.7	11.1	4.8	13.9	10.4
No	94.4	89.5	93.6	96.8	92.5	92.8	76.6	92.0	83.2	95.3	88.9	95.2	86.1	89.6
Took course on during the working week:														
Yes	95.0	94.9	94.9	99.1	94.4	95.1	78.5	95.7	93.3	96.2	94.2	98.2	92.9	94.0
No	5.0	5.1	5.1	0.9	5.6	4.9	21.5	4.3	6.7	3.8	5.8	1.8	7.1	6.0
Aware that ESF helped pay?														
Yes	55.9	75.2	55.9	73.2	57.3	62.7	73.5	66.6	61.7	90.4	57.5	76.9	66.9	64.7
No	40.2	22.4	40.7	24.3	39.1	34.0	24.6	30.2	35.3	7.9	39.6	20.6	30.3	32.3
Unsure	3.9	2.4	3.5	2.5	3.6	3.3	2.0	3.3	3.1	1.7	3.0	2.6	2.8	3.1
Sample	5,119	3,683	1,622	650	1,394	12,468	1,160	888	5,880	865	1,147	1,361	11,301	23,769

4.3 Reasons for Undertaking an ESF Project

The surveys asked respondents to provide reasons why they participated in an ESF project. Table 4.2 reports the most commonly cited reasons across the eleven intervention categories. Reflecting their relative labour market positions, the main reason provided by respondents from projects aimed at increasing employment was to help them get a job (37%). Approximately one in five respondents also reported that they were participating in order to improve or widen their career options (19%), further emphasising the importance of finding employment among this group of participants. Respondents from projects aimed at increasing skills among those in employment noted developing a broader range of skills (26%), to improve or widen their career options (20%) and developing more specialist skills (14%) as the main reasons. Just over one in ten (12%) of the respondents on Increasing Skills schemes noted that their employer had requested or required their involvement in the scheme. While the primary focus of ESF interventions relates to the employability and progression of individuals, some projects do operate at the level of the workplace and begin with a diagnosis of the employers' training and development needs. In these circumstances, it is not surprising that the impetus for training may arise from the employer rather than the individual.

By project types, the findings on the main reasons for undertaking an ESF project followed a broadly similar pattern to those found in the priority level analysis. However, there were some noteworthy differences. In the Increasing Employment theme the proportion of respondents stating that the main reason was to help get a job ranged from 30% for **Non-Occupational (E1)** projects to 45% for **Work Placement (E4).** Just 1% of respondents in the **Management Training (S6)** projects under the Increasing Skills theme stated that their main reason for participating in an ESF project was to help get a job, whereas 22% on **Graduate Work Placements (S5)** stated this reason. Respondents from **Non-Occupational Training** projects were most likely to state that their main reason for undertaking an ESF project was to learn for personal interest (10% Increasing Employment; 12% Increasing Skills).

Table 4.2: Reasons for Undertaking an ESF project *per cent of respondents*

	Increasing Employment						Increasing Skills							All
	Non-Occ' Training	Redun' Training	Emp' Support	Work Place-ments	Engage-ment Signposting	Total	Non-Occ' Training	Occ' Training	Appren'	Policy Area Project	Graduate Work Place-ments	Manage-ment Training	Total	
All reasons:														
Develop a broader range of skills	89.4	93.9	83.6	83.4	84.7	89.1	90.8	88.6	93.2	97.0	92.6	96.6	93.2	91.1
Develop more specialist skills	75.9	88.8	71.9	70.3	74.2	78.7	73.3	78.2	84.7	79.9	80.9	83.8	82.1	80.3
Improve or widen career options	86.5	96.7	87.6	89.8	92.3	90.5	68.3	73.0	90.0	92.3	92.0	66.2	83.9	87.4
Help get a job	82.6	93.5	85.3	94.3	90.7	87.7	30.7	25.9	45.4	26.8	76.7	11.6	40.1	65.0
Improve prospects	44.9	52.7	46.7	56.9	46.9	48.3	36.7	47.7	68.2	74.5	50.0	50.8	59.9	53.8
Employer requested it	16.1	8.0	11.4	23.4	14.6	13.3	32.0	73.5	48.6	26.1	24.0	64.7	46.5	29.1
Learn for personal interest	81.2	59.3	71.0	71.8	61.9	70.8	73.9	57.5	75.7	71.4	66.2	55.6	70.4	70.6
Help progress to another course	55.5	31.5	46.9	37.1	43.3	45.0	43.9	34.0	55.4	43.2	23.8	23.1	44.5	44.8
Adviser recommended it	54.7	44.7	61.9	57.4	61.0	53.2	39.2	55.3	59.1	46.1	35.9	50.6	51.2	52.3
Main reason:														
Develop a broader range of skills	17.1	11.8	13.9	16.3	13.7	14.7	27.5	25.0	24.4	27.3	19.8	32.6	25.5	19.8
Develop more specialist skills	6.1	10.3	6.0	6.6	6.1	7.4	11.0	14.9	12.1	15.4	14.0	22.9	14.0	10.5
Improve or widen career options	17.5	24.4	14.7	15.1	20.3	19.4	12.1	9.7	23.5	24.5	24.2	8.2	19.5	19.5
Help get a job	30.3	42.0	37.9	44.6	40.8	36.7	4.1	2.5	5.8	2.0	22.1	0.7	6.1	22.1
Improve prospects	1.2	1.6	2.3	1.9	1.8	1.6	3.4	5.6	7.2	12.7	3.2	4.3	6.4	3.9
Employer requested it	2.5	0.9	1.2	1.9	2.1	1.8	12.4	31.0	9.9	4.1	4.0	18.6	11.8	6.6
Learn for personal interest	10.0	1.6	5.4	3.7	1.9	5.7	11.8	3.0	5.9	4.2	2.0	3.0	5.4	5.6
Help progress to another course	5.1	0.6	2.5	2.2	2.7	3.0	4.8	0.8	4.7	3.0	3.1	1.0	3.7	3.3
Adviser recommended it	2.5	1.4	5.4	3.1	4.3	2.8	2.2	3.5	1.8	1.0	1.3	2.6	2.0	2.4
Sample	5,119	3,683	1,622	650	1,394	12,468	1,160	888	5,880	865	1,147	1,361	11,301	23,769

4.4 Withdrawing from an ESF Project

Both the monitoring data supplied by WEFO for ESF participants who took part in the survey and the survey dataset provide information on early withdrawal from ESF projects. Rates of withdrawal from both sources are estimated to be low. Based upon monitoring data, 2,872 of the participants who also responded to the ESF surveys withdrew from ESF, a withdrawal rate of 12.1%, slightly higher than that obtained from the survey data (10.4%). However, comparisons of completion status from these two sources suggested that there are some inconsistencies between the information held on respondents in the monitoring data and the information supplied by participants in response to the survey regarding whether or not participants 'completed' their ESF intervention. Whilst approximately 2,500 respondents are recorded as having withdrawn early from their ESF course, only 1,119 respondents are consistently recorded as having withdrawn from ESF based upon both their responses to the survey data and their monitoring data. This equates to less than half of withdrawers as defined by either source.

Table 4.3: Withdrawal from ESF Projects

	Number of respondents
Survey Data	
Completed	21,212
Left early	2,466
Don't know	91
All	23,769
Withdrawal rate (%)	10.4
Monitoring Data	
Completed	20,897
Withdrew	2,872
All	23,769
Withdrawal rate (%)	12.1

For the remaining analysis of withdrawal from ESF projects, we define withdrawers as those people where survey records indicate that an individual withdrew from an ESF project early. Rates of withdrawal from ESF projects by project type are presented in Table 4.4. It can be seen that rates of withdrawal are higher among

those respondents who participated in interventions aimed at increasing employment (13%) compared with interventions aimed at increasing skills among those in work (7%). However, it can be seen that there are variations within the two over-arching project themes. Among those projects aimed at increasing employment, participants in **Redundancy Training** have withdrawal rates of just 4% - reflecting the targeted nature of this intervention at a group of people who are either under notice of redundancy or who have recently been made redundant. Among those projects aimed at increasing skills, the rate of withdrawal among participants in **Non-Occupational Training** is 15% - considerably higher than other categories in this theme. Earlier analysis in this chapter revealed that compared with other interventions aimed at increasing skills, these projects were more likely to be undertaken outside of the workplace (particularly within community centres or training centres) and were more likely to be undertaken outside of the normal working week or at evenings and weekends. It is also the case that whilst the main reason cited by respondents for undertaking these projects was to develop a broader range of skills (28%), an unusually high proportion of respondents also cited personal interest as their main reason (12%). Such factors may contribute to the higher rates of withdrawal from these projects.

Table 4.4: Rates of Withdrawal by Project Type

Project Type	Rate of Withdrawal (%)
Increasing Employment	
E1 Non-Occupational Training	17.9
E2 Redundancy Training	4.1
E3 Employment Support	17.7
E4 Work Placements	13.8
E5 Engagement Signposting	13.5
Total	13.1
Increasing Skills	
S1 Non-Occupational Training	14.5
S2 Occupational Training	3.5
S3 Apprenticeships	8.6
S4 Policy Area Project	0.0
S5 Graduate Work Placements	5.0
S6 Management Training	4.5
Total	7.4
Overall Withdrawal Rate	10.4

Table 4.5 presents estimates of the rates of withdrawal (as based on the survey definition) by selected personal characteristics of respondents. Across both overarching types of ESF interventions, withdrawal from ESF is most prevalent among the young (28% among those aged 16 to 18 years) and those with low levels of prior educational attainment (16% among those with no qualifications). Those with a work limiting illness are also more likely to withdraw from an ESF project, although this differential is only estimated to exist among participants in interventions aimed at the out of work.

Table 4.5: Personal Characteristics and Withdrawal from ESF Projects

per cent of respondents

	Increasing Employment	Increasing Skills	Total
Gender:			
Male	11.8	8.1	10.3
Female	14.8	6.8	10.4
Age:			
16 - 18 yrs	28.3	26.9	28.0
19 - 21 yrs	16.1	9.6	12.3
22 - 24 yrs	13.2	6.8	9.0
16 - 24 yrs	20.2	9.7	14.9
25 - 30 yrs	13.6	7.0	10.1
31 - 40 yrs	11.2	5.6	8.5
41 - 54 yrs	10.2	6.0	8.2
55+ yrs	10.3	9.4	10.0
Educational attainment prior to ESF:			
None	18.3	9.1	15.5
NQF Level 1 or less	15.9	8.8	13.0
NQF Level 2	15.9	9.0	12.7
NQF Level 3	11.2	6.4	8.5
NQF Level 4 or above	8.0	5.7	6.6
Unspecified Level	11.0	7.8	9.7
Work limiting illness:			
Yes	18.1	10.7	16.4
No	12.2	7.2	9.7
All withdrawals	13.1	7.4	10.4
Sample	12,468	11,301	23,769

Table 4.6 highlights the variety of reasons given by respondents overall for leaving an ESF project early. Of interest here is that the most commonly cited reason was having left to start a new job (26%), therefore indicating that early withdrawal from an ESF intervention may actually reflect a positive outcome. Also noteworthy, and of some concern is that 13% of the survey respondents noted that their early withdrawal was due to lack of support/help. The second column of Table 4.6 considers the reasons for early withdrawal (as recorded by the survey) for those respondents where both their survey responses and their monitoring data indicate that that individual had withdrawn early. The purpose of this is to consider reasons for withdrawal among those participants where we can feel more confident that they did actually withdraw from their ESF project early. Here it can be seen that the proportion of participants who reported that they had withdrawn to start a job falls from one in four (26%), to one in five (21%). This finding suggests that monitoring data may overestimate the 'true' rate of withdrawal (in the sense of an unsuccessful non-completion of provision) and may not be accurately accounting for those participants who withdraw from ESF projects for positive reasons.

Table 4.6: Reasons for not Completing an ESF Project

per cent of withdrawers

	Source of Data Where Respondent is Identified as an Early Withdrawer	
	Survey Data	Survey and Mon Data
Left to start a job	26.2	20.8
Lack of support / help	13.1	14.4
Course did not meet expectations	10.5	11.2
Lack of time / too busy	9.4	9.8
Course cancelled / closed down	8.6	9.8
Family / personal circumstances	6.3	7.3
Ill health / disability	5.6	6.3
Changed job or made redundant	5.1	6.3
Problems accessing course e.g. travel problems	3.6	4.7
Course too advanced / too hard	3.2	3.2
Course too easy	1.9	2.2
Sample	2,466	1,119

Further analysis was undertaken to examine whether particular groups of survey respondents tended to provide different reasons for withdrawal from ESF. It should be noted that due to the small sample sizes associated with certain population sub-groups and the low rates of withdrawal from ESF generally, we do not present these results in detail.

Among those project areas that have the highest rates of withdrawal, analysis reveals that in:

- E1 Non-Occupational Training (withdrawal rate 18%): the most common reasons given for withdrawal were 'left to start a job' (mentioned by 24% of respondents who withdrew) and 'lack of support/help' (12%).

- E3 Employment Support (withdrawal rate 18%): the most prevalent reasons stated are 'lack of support/ help' (24% of the cohort who withdrew), 'lack of time/ too busy' (19%) and 'left to start a job' (16%),

- S1 Non-Occupational Training (withdrawal rate 15%): 'course did not meet expectations' (34% of respondents who withdrew) and 'lack of support/ help' (23%) are the most common reasons given.

Among 16 -18 year olds who have the highest rate of withdrawal (28%), the most common reasons were 'left to start a new job' (16% of respondents who withdrew), 'course did not meet expectations' (12%) and 'started another course' (12%). In terms of the location of course, the highest withdrawal rate is found at community centres (16%). The most common reason for withdrawal among such respondents is 'left to start a job' (31%), although 'lack of support/ help' and 'lack of time/ too busy' (16% and 12% respectively) were the second and third most popular answers. There was no real difference in the withdrawal rates between courses carried out during evenings / weekends as opposed to in the working week, with both having rates of withdrawal that were close to the average.

Finally, multivariate analysis was also undertaken to allow us to simultaneously control for differences in the likelihood of withdrawing early from a project that are

attributable to a variety of personal and job related characteristics. With respondents from projects aimed at **increasing employment,** being young, female, having no qualifications, and having a work limiting illness were personal characteristics associated with an increased likelihood of withdrawal. After controlling for these characteristics, analysis reveals that participants in Employability Support (E3) and Engagement Signposting (E5) were more likely to withdraw, while those in Work Placements (E4) were least likely to withdraw.

With respondents from projects aimed at **increasing skills**, there was a relatively high degree of conformity in terms of the estimated likelihood of withdrawal among different population sub-groups. The one exception to this was age, where younger age groups were increasingly more likely to withdraw from ESF. Controlling for the personal and job characteristics, participants on Basic Training (S1) were most likely to withdraw.

CHAPTER 5: ESF and the Accumulation of Skills

Chapter Summary

- The most commonly cited skills acquired by respondents during their ESF project were communication skills (74%), team working skills (72%) and organizational skills (also 72%).

- Respondents report that they felt their capabilities and capacities have improved as a result of participating in ESF including feeling more confident about their abilities (87%), feeling better about themselves generally (84%), feeling clearer about the range of opportunities open to them (80%) and feeling that they have improved their career prospects (also 80%).

- Approximately three quarters of respondents report that they gained some form of qualification through ESF. Participants in interventions aimed at increasing skills are more likely to achieve a qualification (80%) than participants in interventions aimed at increasing employment (71%).

- ESF interventions have contributed to reducing the proportion of the population with no qualifications (from 10% of respondents to 6%) and increasing the proportion of the population with qualifications at higher levels (from 38% holding qualifications at NQF Level 3+ to 44%).

- The context of interventions is important to understanding their effects on attainment levels. The greatest improvements in attainment levels are among Apprenticeships, where the proportion holding qualifications at NQF Level 3 or equivalent increases from 39% to 55%. In contrast, whilst over 9 in 10 participants in Policy Area projects gain a qualification, this has very little effect on the attainment levels of these participants.

5.1 Introduction

In this chapter, data from the Leavers Surveys related to the contribution of ESF to the development of skills is discussed. Firstly, the types of skills that respondents report they have acquired as a result of their ESF project are highlighted. Secondly, the analysis considers the contribution of ESF, and of further study and training following the completion of their intervention, to levels of educational attainment.

5.2 Skills Acquired from ESF

Respondents to the survey were asked to provide a list of skills that they had acquired during their ESF project. Table 5.1 indicates that for the combined sample as a whole (Increasing Employment projects and Increasing Skills projects) communication skills (74%), team working skills (72%) and organisational skills

(72%) were the most commonly reported. Job specific skills related to a specific occupation also scored relatively highly with 71% of respondents reporting gaining these. Respondents from Increasing Employment projects were, unsurprisingly more likely than respondents from Increasing Skills projects to report gaining job search skills as a result of the ESF intervention (53% and 46% respectively). Around half of all respondents reported gaining literacy skills (50%) and numeracy skills (48%) as a result of their involvement in a project.

Comparing all the projects, respondents from **Increasing Employment, Non-Occupational Training (E1)** projects reported the highest proportion of people gaining IT skills (60%) and English language skills (41%). However, 'Communication skills' were the most commonly reported skills acquired from an ESF project for this E1 group (78%), as was also the case with the **Increasing Skills, Non-Occupational Training (S1)** projects (with 65% noting communication skills were gained).

Among other projects within the Increasing Employment theme, those who participated in **Redundancy Training (E2)** projects reported job-specific skills as the most common skills gained during their ESF course (80%). **Employment Support (E3)** and **Engagement Signposting (E5)** project participants reported broadly similar 'skills acquired' findings to the Increasing Employment averages as a whole. However, those on **Work Placement (E4)** projects commonly reported acquiring team working skills (82%) as well as having the highest proportion out of all categories reporting gaining job search skills (75%) and CV writing or interview skills (71%).

Among projects within the Increasing Skills theme, a relatively high proportion of respondents from **Apprenticeship (S3)** projects reported gaining communication skills, organisational skills and team working skills (all 82%). Furthermore, individuals on these projects were the most likely, out of all the projects, to report gaining literacy skills (65%) and numeracy skills (also 65%). Participants in **Policy Area (S4)** projects scored higher than any other project group for acquiring team working skills (91%), leadership skills (91%), communication skills (88%), organisational skills (86%) and problem solving skills (85%). Comparing all the project categories, job

specific skills were most likely to be acquired by people on **Work Placement (S5)** projects with 81% reporting these. Furthermore, 85% of participants in these S5 projects reported gaining communication skills through their course, and 82% organisational skills. As might be expected**, Management Training (S6)** participants reported relatively high proportions gaining communication skills (77%), leadership skills (77%), and team working skills (76%).

Table 5.1: Skills Acquired from an ESF Project

per cent of respondents

	Increasing Employment						Increasing Skills							All
	Non-Occ' Training	Redun' Training	Emp' Support	Work Place-ments	Engage-ment Signposting	Total	Non-Occ' Training	Occ' Training	Appren'	Policy Area Project	Work Place-ments	Manage-ment Training	Total	
Communication skills	78.3	56.8	69.4	76.2	61.1	68.7	64.8	65.0	82.4	87.6	85.2	77.2	79.3	73.7
Team working skills	76.6	55.8	66.6	82.1	58.6	67.4	58.5	66.1	81.9	90.7	72.9	75.5	77.3	72.1
Organisational skills	71.4	61.5	65.0	74.3	59.4	66.5	61.3	64.5	82.3	85.7	82.4	72.4	77.8	71.9
Job-specific skills	60.9	79.6	58.5	70.1	58.8	66.4	58.7	71.1	79.6	67.3	80.8	73.6	75.2	70.6
Problem solving skills	69.8	59.1	60.4	71.5	56.3	64.0	58.4	63.3	79.1	84.5	76.7	72.6	75.1	69.3
Literacy skills	61.1	32.6	45.1	51.3	41.0	47.8	50.0	37.9	64.6	35.2	44.9	23.0	51.8	49.7
IT skills	60.3	41.4	41.6	51.8	41.9	49.8	57.0	37.4	54.8	24.3	59.8	17.4	47.3	48.6
Numeracy skills	58.1	34.1	41.8	50.2	39.5	46.4	49.2	35.0	65.0	22.7	38.2	16.4	49.2	47.7
Job search skills	59.0	38.2	55.6	74.7	55.6	52.9	32.3	25.8	47.5	32.9	38.1	16.8	38.5	46.0
Leadership skills	35.3	33.2	36.9	46.5	31.2	34.9	28.2	45.1	58.4	90.6	52.9	76.8	58.3	45.9
CV writing or interview skills	56.4	27.9	48.6	70.9	48.1	46.8	27.8	20.2	45.2	30.7	39.5	14.8	36.1	41.7
English language skills	40.6	18.8	32.5	39.8	32.3	32.1	33.0	23.1	38.5	22.7	33.3	11.0	31.7	31.9
Sample	5,119	3,683	1,622	650	1,394	12,468	1,160	888	5,880	865	1,147	1,361	11,301	23,769

The ESF survey asked respondents to detail other perceived benefits beyond the acquisition of generic and specific skills, as reported in Table 5.1. Here the focus was on how involvement in ESF contributed to developing the capacity and capabilities of participants. Table 5.2 shows the benefits most commonly reported were that respondents felt more confident about their capabilities (87%) and were feeling better about themselves generally (84%). Four out of five respondents felt clearer about the range of opportunities open to them (80%), with the same proportion feeling that they had improved their employment or career prospects.

When comparing responses of respondents from projects within the Increasing Employment theme with those from the Increasing Skills theme, there is very little difference. More detailed comparisons across project types also indicate a generally high degree of consistency in terms of perceived benefits. However, there were some differences:

- Over four in five (82%) of Increasing Employment, **Non-Occupational Training (E1)** respondents stated they were more enthusiastic about learning - a higher proportion than any other project group.
- **Work Placement (E4)** respondents were the most likely out of all the project groups to report the outcomes of taking part in voluntary activities (39%) and making new friends (80%).
- Increasing Skills, **Apprenticeship (S3)** respondents were most likely out of any project to report being clearer about life prospects (77%) and clearer about their opportunities (85%).
- **Policy Area (S4)** project participants scored particularly highly on gaining more confidence in their abilities (93%) and feeling better about themselves (88%).
- **Work Placement (E4 and S5)** respondents were the most likely to report thinking about self-employment as a result of taking part in ESF training (26% and 29% respectively).

Table 5.2: Outcomes from ESF Projects

per cent of respondents

	Increasing Employment						Increasing Skills							All
	Non-Occ' Training	Redun' Training	Emp' Support	Work Place-ments	Engage-ment Signposting	Total	Non-Occ' Training	Occ' Training	Appren'	Policy Area Project	Work Place-ments	Manage-ment Training	Total	
More confident in your abilities	88.0	85.8	82.5	83.5	80.9	85.6	84.7	81.7	91.1	92.8	90.8	84.0	89.0	87.2
Feeling better about yourself	85.9	82.9	82.6	83.9	80.5	83.8	81.4	77.0	87.6	87.8	84.0	75.3	84.3	84.1
Clearer about your opportunities	78.7	80.5	76.5	80.5	76.0	78.7	78.2	74.9	85.4	80.8	80.1	73.2	81.5	80.0
Feeling of better career prospects	76.7	84.9	72.4	78.7	72.0	78.1	67.9	74.9	85.9	86.0	88.1	74.4	82.0	80.0
More enthusiastic about learning	82.0	75.9	75.8	73.2	68.0	77.4	76.5	68.5	80.3	76.6	68.1	65.3	75.7	76.6
Clearer about life prospects	72.9	73.4	73.8	73.5	69.7	72.9	66.6	67.2	76.8	72.9	73.3	68.9	73.4	73.1
Making new friends	76.0	56.0	62.1	80.0	54.7	66.1	52.5	34.3	59.9	61.6	63.0	41.2	55.3	61.0
Feeling more healthy	62.7	56.5	59.1	66.6	59.7	60.3	51.9	50.4	61.1	50.8	50.2	39.8	54.9	57.7
Taking part in voluntary activities	36.6	23.0	35.6	38.6	28.8	31.7	31.2	22.9	26.3	31.2	32.9	23.4	27.2	29.6
Thinking about self-employment	20.7	22.3	23.2	25.6	21.6	21.8	13.0	13.2	21.6	20.1	28.7	16.0	20.0	21.0
Taken up new hobbies	17.7	9.4	16.0	16.8	11.8	14.3	13.0	5.5	10.1	12.7	14.3	6.9	10.3	12.4
Sample	5,119	3,683	1,622	650	1,394	12,468	1,160	888	5,880	865	1,147	1,361	11,301	23,769

5.3 Educational Attainment and ESF

How the educational attainment of survey respondents develops both as a result of ESF and as a result of further education and training undertaken after their participation on an ESF project is outlined in Table 5.3. The survey asked respondents about their level of educational attainment before their participation in ESF (previously reported in Table 3.1 but repeated here for ease of reference). Due to the complexities associated with collecting information on qualifications held, particularly among respondents who may have completed full time education several decades earlier, it is not possible to allocate the prior educational attainment of all respondents to an NQF category. As such, 21% of respondents are recorded as having a qualification level classified as 'other or unspecified'. Approximately 10% of respondents did not possess any qualifications before their participation. This figure increases to 13% among respondents from projects aimed at increasing employment.

Information on the qualifications held at the time of the survey is reported in the second panel of Table 5.3. The educational attainment of a respondent at the time of the survey is based on information provided about the qualifications that they held before ESF and information about qualifications achieved either as a result of their ESF intervention or those achieved subsequently. Once again respondents may not provide sufficient detail for these qualifications to be allocated to an NQF level. In such cases, the highest level of educational attainment is recorded as the highest 'known' qualification for that individual. This level could relate to qualifications held either before ESF, as a result of ESF or from training undertaken since ESF. If attainment levels prior to ESF are unknown, we assume that they remain unknown so that the effect of ESF raising attainment levels can be assessed[11]. By the time of the survey, the proportion of respondents who do not possess any qualifications is 6%, a decline of four percentage points, while the proportion with qualifications at level 3 or above increases from 37% to 44%. It may therefore be concluded that participation in ESF does appear to be associated with some increase in the levels of

[11] Not taking this approach could contribute to attainment levels apparently declining if respondents who previously had unknown levels of attainment undertook low level qualifications via ESF.

qualifications held by participants but these levels of increase, overall, are not substantial.

At a project level, the qualification levels of **Non-Occupational Training (E1)** respondents within the Increasing Employment theme showed a marked improvement when comparing their levels of educational attainment held before their course with those at the time of surveys. The proportion holding no qualification before the course (17%) showed a marked decline by the time of the survey (down to 10%). Furthermore, there was a 5 percentage point increase in the proportion of these respondents attaining a NQF Level 2 qualification by the time of the survey (to 30%). Respondents from **Apprenticeship (S3)** projects reported a 7 percentage point decrease in the proportion holding no qualifications when comparing the situation before the course with that at the time of the survey (9% to 2%). The proportion of participants in Apprenticeships (S3) projects holding a level 3 qualification increased by over one third (from 20% to 31%).

Table 5.4 shows the highest qualification attained by ESF participants split by **gender**. Male respondents on Increasing Employment projects were more likely to have no qualifications before embarking on the course (14%) than females (12%). At the time of the survey the proportion of respondents without a qualification for both genders had decreased by 4 percentage points. Qualification attainment for respondents on Increasing Skills projects showed very little difference when analysed by gender.

Table 5.5 shows the highest qualification attained by ESF participants split by those who reported having a **work limiting illness** and those that did not. Generally, respondents with a work limiting illness were more likely to have no qualifications (15%) before joining an ESF course than those without an illness (where 9% reported having no qualifications). By the time of the survey the proportion of respondents who did not possess any qualifications had decreased by 5 percentage points for those respondents with a work limiting illness, and 4 percentage points for those who did not have a work limiting illness. Similar results were found for the different priority themes of Increasing Employment and Increasing Skills.

Table 5.6 shows the highest qualification attained by ESF participants split by **age**. Firstly, it is important to note that the proportion of respondents for whom it has not been possible to assign a qualification level increases with age due their increasing inability to provide accurate information about the qualifications they achieved during compulsory education. Among projects within the Increasing Employment theme, there were modest increases in educational attainment across the age ranges; particularly at NQF Level 2 and 3. Within the Increasing Skills theme, respondents in the older age ranges (41 to 54 years and 55+ years) were most likely to report having no educational qualifications before starting an ESF course at 10% and 15% respectively. At the time of the survey, the proportion of these respondents reporting that they held no qualifications fell to 3% and 7% respectively.

Table 5.3: Qualification Levels and ESF

per cent of respondents

	Increasing Employment						Increasing Skills							All
	Non-Occ' Training	Redun' Training	Emp' Support	Work Place-ments	Engage-ment Signposting	Total	Non-Occ' Training	Occ' Training	Appren'	Policy Area Project	Work Place-ments	Manage -ment Training	Total	
Highest qualification held before course														
None	16.9	6.8	18.4	11.2	9.9	13.1	7.2	7.7	8.7	0.8	0.3	2.3	6.2	9.8
NQF Level <=1	17.7	7.6	12.1	16.2	13.1	13.4	10.6	8.1	14.3	4.2	0.7	4.6	10.1	11.8
NQF Level 2	25.3	12.5	18.9	18.0	16.8	19.4	12.2	12.5	28.0	9.1	1.4	6.0	18.4	18.9
NQF Level 3	11.6	15.7	12.9	18.3	15.8	13.8	19.3	18.6	20.0	21.4	21.8	14.0	19.4	16.4
NQF Level >=4	7.8	29.5	12.1	14.9	20.6	16.6	24.7	29.2	9.9	49.3	73.1	55.3	27.8	21.9
Unspecified, other	20.7	27.8	25.6	21.4	23.9	23.8	26.0	24.0	19.2	15.3	2.8	17.8	18.1	21.1
Highest qualification held at time of survey														
None	10.3	5.2	14.7	7.7	7.9	8.9	4.9	5.4	2.0	0.2	0.2	1.6	2.2	5.7
NQF Level <=1	16.8	6.0	10.9	14.9	11.3	12.1	9.0	5.0	4.4	2.0	0.3	3.6	4.2	8.4
NQF Level 2	30.3	13.3	21.2	20.9	18.7	22.3	14.7	14.6	29.6	8.4	1.0	5.0	19.4	20.9
NQF Level 3	13.7	17.1	14.7	19.9	17.1	15.5	20.3	19.6	30.8	23.5	10.8	14.0	24.2	19.7
NQF Level >=4	8.2	30.7	13.0	15.2	21.2	17.3	25.3	31.4	14.1	50.6	85.0	58.0	31.9	24.2
Unspecified, other	20.7	27.8	25.6	21.4	23.9	23.8	26.0	24.0	19.2	15.3	2.8	17.8	18.1	21.1
Total	100	100	100	100	100	100	100	100	100	100	100	100	100	100
Sample	5,119	3,683	1,622	650	1,394	12,468	1,160	888	5,880	865	1,147	1,361	11,301	23,769

Table 5.4: Gender, Qualification Levels and ESF

per cent of respondents

	Increasing Employment			Increasing Skills			All		
Gender	Male	Female	Total	Male	Female	Total	Male	Female	Total
Highest qualification held before course									
None	13.9	11.9	13.1	5.6	6.7	6.2	10.5	9.0	9.8
NQF Level <=1	13.1	13.9	13.4	11.5	9.0	10.1	12.4	11.2	11.8
NQF Level 2	18.6	20.5	19.4	19.5	17.5	18.4	18.9	18.8	18.9
NQF Level 3	13.3	14.5	13.8	17.1	21.2	19.4	14.8	18.2	16.4
NQF Level >=4	15.8	17.7	16.6	27.6	28.0	27.8	20.6	23.4	21.9
Unspecified, other	25.4	21.6	23.8	18.8	17.6	18.1	22.7	19.4	21.1
Highest qualification held at time of survey									
None	9.8	7.7	8.9	2.2	2.2	2.2	6.8	4.6	5.7
NQF Level <=1	12.3	11.8	12.1	4.7	3.9	4.2	9.2	7.4	8.4
NQF Level 2	21.2	23.9	22.3	19.1	19.6	19.4	20.4	21.5	20.9
NQF Level 3	14.8	16.6	15.5	24.2	24.2	24.2	18.6	20.8	19.7
NQF Level >=4	16.4	18.5	17.3	31.1	32.5	31.9	22.4	26.2	24.2
Unspecified, other	25.4	21.6	23.8	18.8	17.6	18.1	22.7	19.4	21.1
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Sample	7,328	5,140	12,468	4,976	6,325	11,301	12,304	11,465	23,769

Table 5.5: Work Limiting Illness, Qualification Levels and ESF

per cent of respondents

	Increasing Employment			Increasing Skills			All		
Work limiting illness?	No	Yes	Total	No	Yes	Total	No	Yes	Total
Highest qualification held before course									
None	12.3	17.1	13.1	6.1	8.0	6.2	9.2	15.1	9.8
NQF Level <=1	13.6	12.4	13.4	10.1	9.6	10.1	11.8	11.8	11.8
NQF Level 2	20.0	15.8	19.4	18.5	15.0	18.4	19.3	15.6	18.9
NQF Level 3	14.0	12.8	13.8	19.3	20.5	19.4	16.7	14.5	16.4
NQF Level >=4	17.1	13.8	16.6	27.8	29.0	27.8	22.5	17.1	21.9
Unspecified, other	23.1	28.1	23.8	18.1	17.9	18.1	20.6	25.9	21.1
Highest qualification held at time of survey									
None	8.4	12.2	9.0	2.1	3.5	2.2	5.2	10.3	5.7
NQF Level <=1	12.2	11.7	12.1	4.2	4.6	4.2	8.2	10.1	8.4
NQF Level 2	22.8	19.3	22.3	19.5	17.6	19.4	21.1	18.9	20.9
NQF Level 3	15.8	14.2	15.5	24.2	25.1	24.2	20.0	16.6	19.7
NQF Level >=4	17.8	14.6	17.3	31.9	31.2	31.9	24.9	18.3	24.2
Unspecified, other	23.1	28.1	23.8	18.1	17.9	18.1	20.6	25.9	21.1
Total	100	100	100	100	100	100	100	100	100
Sample	10,565	1,903	12,468	10,760	541	11,301	21,325	2,444	23,769

Table 5.6: Age, Qualifications Levels and ESF

per cent of respondents

	Increasing Employment								Increasing Skills								All
Age (years)	16-18	19-21	22-24	25-30	31-40	41-54	55+	Total	16-18	19-21	22-24	25-30	31-40	41-54	55+	Total	
Highest qualification held before course																	
None	16.2	9.5	9.6	9.6	10.2	14.8	18.2	13.2	7.0	4.0	2.0	2.5	4.1	9.5	15.0	6.2	9.9
NQF Level <=1	26.1	22.9	18.9	14.3	11.8	10.0	6.4	13.6	26.9	20.7	7.6	7.8	7.4	8.7	7.4	10.1	11.9
NQF Level 2	39.9	30.8	21.3	22.8	20.4	12.8	9.1	19.6	44.2	32.4	20.9	16.9	15.8	13.8	10.6	18.4	19.0
NQF Level 3	3.6	19.9	23.5	19.2	16.6	11.7	9.2	13.8	2.9	24.7	25.8	24.5	21.1	14.4	11.2	19.4	16.5
NQF Level >=4	0.3	1.3	12.9	17.3	20.9	20.8	20.5	16.2	0.4	5.7	34.9	39.1	35.4	27.2	26.2	27.8	21.8
Unspecified, other	13.9	15.6	13.8	16.7	20.1	30.0	36.5	23.7	18.6	12.4	8.8	9.2	16.2	26.5	29.6	18.1	21.0
Total	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100
Highest qualification held at time of survey																	
None	9.4	6.4	6.5	6.4	7.1	10.2	13.6	9.0	2.9	1.3	0.5	0.8	1.4	3.2	6.7	2.2	5.7
NQF Level <=1	27.0	18.7	15.9	11.5	9.5	9.2	7.4	12.2	15.3	5.6	2.7	3.1	3.1	4.6	4.5	4.2	8.4
NQF Level 2	44.0	34.7	24.6	26.5	22.6	15.7	11.4	22.6	54.6	30.6	14.9	15.9	16.4	18.1	16.4	19.4	21.1
NQF Level 3	5.4	22.7	24.8	20.9	18.8	13.3	10.4	15.6	7.9	36.5	32.5	28.5	24.1	17.5	14.6	24.2	19.7
NQF Level >=4	0.3	2.0	14.5	18.1	21.9	21.6	20.7	16.9	0.8	13.7	40.6	42.6	39.0	30.1	28.2	31.9	24.1
Unspecified, other	13.9	15.6	13.8	16.7	20.1	30.0	36.5	23.7	18.6	12.4	8.8	9.2	16.2	26.5	29.6	18.1	21.0
Total	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100
Total	1,178	1,116	719	1,401	2,277	3,840	1,724	12,255	242	1,524	1,348	1,582	2,220	3,454	928	11,298	23,553

Transitions in individual educational attainment that occur as a result of participation in ESF (i.e. excluding any qualifications that may have been gained subsequently) are reported in Table 5.7. Unfortunately, it is not possible to determine how educational attainment changes for an individual in nearly two fifths of cases (38%). This will occur in situations where educational attainment before ESF is unknown, or where the level of qualification achieved via ESF is unknown. One in four respondents (25%) reported that their project did not result in a qualification. Just over one in ten respondents (11%) undertook projects that resulted in a qualification at the same level as the highest qualification which they held before the intervention (as classified by the National Qualification Framework). A further 14% of respondents participated in a project that resulted in a lower level qualification, while 12% of respondents undertook a qualification that was at a higher level. Analysing these transitions as a whole there can be seen to be relatively little change in the distributions of qualifications held following participation in ESF.

Making meaningful, fair comparisons between the Increasing Employment and Increasing Skills themes here is made challenging by the varying proportion of respondents for whom qualification transitions cannot be determined. For respondents who were engaged in an Increasing Employment project over two fifths (44%) had qualification transitions that could not be determined. The comparative proportion for respondents on an Increasing Skills project was three in ten (31%). To help overcome these difficulties, the lower panel of Table 5.7 shows the percentage of respondents experiencing qualification transitions, excluding those for whom no transition data are available. Overall, 60% of respondents reported they had gained some form of qualification through ESF where the qualification transition could be determined. Participants in interventions aimed at increasing skills are more likely to achieve a qualification (71%) than participants in interventions aimed at increasing employment (48%). This observation is driven by the high incidence of qualifications received among participants in projects under the Increasing Skills categories of **Apprenticeships (S3)** (85%) and **Policy Area (S4)** (92%). However, it should be noted that for the latter category (Policy Area) nearly three quarters (74%) of respondents reported achieving a lower qualification as a result of being involved in the project than the highest qualification which they held before the intervention (as classified by the National Qualification Framework). These observations highlight the

importance of the context of different interventions in terms of understanding their effects on attainment levels. The largest improvement in attainment levels is among **Apprenticeships**, where the proportion holding qualifications at NQF Level 3 or equivalent increases from 39% to 55%. In contrast, whilst over 9 in 10 participants in **Policy Area** projects gain a qualification, this has very little effect on the attainment levels of these participants. Whilst the emphasis of apprenticeships is to provide high level vocational skills, Policy Area projects provide leadership and management qualifications to participants who may already be highly qualified in other areas.

Table 5.7: Qualification Transitions and ESF

per cent of respondents

	Increasing Employment						Increasing Skills							All
	Non-Occ' Training	Redun' Training	Emp' Support	Work Place-ments	Engagement Signposting	Total	Non-Occ' Training	Occ' Training	Appren'	Policy Area Project	Work Place-ments	Manage-ment Training	Total	
Qualification transitions														
No qualifications	29.0	14.8	45.4	31.7	47.9	29.2	28.5	18.8	11.2	5.7	49.3	38.9	20.4	25.0
Lower qualifications	14.9	9.8	5.7	11.1	6.5	11.1	14.2	10.1	16.7	53.2	6.8	8.7	16.8	13.8
Same qualifications	9.9	7.3	5.4	4.8	6.2	7.9	5.2	10.1	18.3	9.1	16.4	12.3	14.7	11.1
Higher qualifications	11.4	5.0	6.5	5.9	4.7	7.8	4.1	7.7	29.1	3.9	3.6	4.0	17.3	12.3
Qualification transition not determined	34.8	63.1	36.9	46.6	34.7	44.0	48.1	53.3	24.7	28.1	24.0	36.0	30.9	37.8
Transitions excluding not determined														
No qualifications	44.5	40.0	72.0	59.4	73.3	52.1	54.8	40.2	14.9	7.9	64.8	60.9	29.5	40.2
Lower qualifications	22.8	26.6	9.1	20.8	10.0	19.8	27.4	21.7	22.2	74.0	8.9	13.7	24.3	22.1
Same qualifications	15.2	19.8	8.6	8.9	9.6	14.1	10.0	21.7	24.3	12.7	21.6	19.2	21.3	17.9
Higher qualifications	17.5	13.6	10.3	11.0	7.1	14.0	7.8	16.4	38.6	5.5	4.7	6.3	25.0	19.8
Total	100	100	100	100	100	100	100	100	100	100	100	100	100	100
Sample	5,119	3,683	1,622	650	1,394	12,468	1,160	888	5,880	865	1,147	1,361	11,301	23,769

CHAPTER 6: Improving Participation in the Labour Market

Chapter Summary

- Comparing economic activity prior to ESF with that at the time of the survey, 51% of those in projects aimed at increasing employment can be regarded as having made a positive transition. Such transitions are largely accounted for by a movement from unemployment into paid work. Such positive transitions are higher among participants in Redundancy Training (70%) and lowest among participants in Non-Occupational/Basic Training (38%).

- Those with a work limiting illness are much less likely to make a positive transition (30%). Older participants (aged 55+) are also less likely to make a positive transition following their participation in ESF (40%).

- A majority of transitions out of unemployment and inactivity among respondents from Increasing Employment interventions occur either during or immediately following their participation in an ESF project. Redundancy Training (E2) respondents show relatively quick improvement in employment prospects compared with the other project types.

- Those who were economically inactive prior to ESF are much less likely to enter employment following ESF. Immediately following their interventions, 15% have gained employment and a further 6% have moved into education and training. There is relatively little in the way of continued improvement in employment levels during the remainder of the follow-up period.

- Those participants supported by Redundancy Training or by projects related to Engagement Signposting are more likely to gain work in relatively well paid occupations characterised by full time employment.

- Taking account of qualifications previously held, gaining higher qualifications through ESF is also associated with higher earnings at the time of the survey compared to those who gained no qualifications from ESF.

6.1 Introduction

This chapter explores labour market experiences of survey respondents who participated in interventions under the Increasing Employment theme following the completion of their intervention. Respondents in projects under the Increasing Skills themes of ESF have high rates of employment both before and after the intervention. This reflects the targeting of these interventions at the employed population and that the objectives of these interventions are about progression in employment. Whilst these interventions may indirectly affect labour market status insofar as they improve

the chances of participants remaining in employment, the effects are expected to be much smaller than those observed among participants in projects aimed at improving participation in the labour market. This chapter therefore focuses on the career profiles of respondents from projects under the Increasing Employment theme of ESF.

The first part of this chapter compares the economic activity status of respondents prior to their ESF project with their current status as recorded at the time of the survey. The second part of the chapter uses survey data that provides an account of the main activities the respondent had engaged in following the completion of ESF. The analysis focuses on those respondents who were not in work prior to participating in an ESF project. A majority of respondents were able to provide an account of their labour market experiences for a period of at least 12 months following the completion of their interventions. Such a longitudinal perspective enables us to consider evolving patterns of participation in the labour market following ESF among those who were previously unemployed or economically inactive. The last part of the chapter provides a more detailed account of the nature of the jobs held by survey respondents at the time of the survey.

6.2 Comparing the Current Activity and Prior Activity of ESF Participants

This section provides a detailed insight into the labour market characteristics of respondents measured at the time of the survey. Labour market transitions among respondents from projects aimed at improving participation in the labour market are highlighted in Table 6.1, contrasting their main labour market activity immediately before their ESF project with their situation at the time of the survey. Prior to their participation, 13% of these respondents were in employment (although some may have been under notice of redundancy). By the time of the survey, 56% were in employment. This 43 percentage point increase in employment is largely accounted for by a movement out of unemployment into paid work, (39% of respondents make this transition). Therefore approximately three in five of those who were unemployed before ESF gain employment by the time of the survey.

Table 6.1 also summarises the transitions made by participants according to three groups. Those individuals who are in the same activity status as at the time of the surveys as that which they were in prior to their participation in ESF are classified as having made no transition. These individuals therefore line along the 'diagonal' cells of Table 6.1. Those respondents who lie beneath the diagonal cells of Table 6.1 are said to have made a positive transition. These cells include people who have moved from non-employment into work or from non-employment into education or training. However, a positive transition might also include those who have moved from economic inactivity into unemployment. Many ESF interventions focus on improving the employability or 'job readiness' of participants which could be reflected in a movement from inactivity to unemployment. Finally, those respondents who lie above the diagonal cells of Table 6.1 are said to have made a negative transition. Given that these schemes are generally targeted at those in the labour market who require support to find work, the proportion of negative transitions will be small.

Table 6.1: Current activity compared with Main Activity Prior to ESF Intervention: (Increasing Employment Respondents)

per cent of respondents

Main activity before attending course	**Current main activity**				
	Paid employment	Education and training	Unemployed	Economically inactive	Total
Positive Transition – 51%, None – 39%, Negative Transition - 10%					
Paid employment	10.3	0.4	1.4	0.7	12.8
Education and training	3.1	1.9	1.7	0.5	7.3
Unemployed	39.3	3.7	19.6	5.0	67.7
Economically inactive	2.9	1.0	1.4	6.9	12.3
Total	55.6	7.1	24.2	13.2	(n=12,348)

Note: For ease of exposition, respondents who replied don't know have been removed from this transition matrix

By comparison, transitions experienced among those who were previously economically inactive are relatively small. Just 3% of all respondents made a transition from economic inactivity to paid employment (24% of those who were

economically inactive)[12], reflecting the relatively small proportion of the respondents who were classified as inactive before ESF. At the time of the survey, the overall proportion of respondents who were economically inactive had increased from 12% before ESF participation to 13%. This is largely due to 5% of respondents making a transition from unemployed, before ESF, to economically inactive following ESF. This group accounts for the single largest 'negative' transition in economic activity.

Table 6.2 provides separate transition matrices for each of the five project areas under the Increasing Employment theme. The analysis reveals that participants in **Redundancy Training** are most likely to experience a positive transition (70%). This group achieve the highest proportion in paid employment at the time of the survey (82%), perhaps not surprisingly given their relatively recent activity in / closeness to the employment market. Uniquely for **Redundancy Training,** as this project is specifically targeted at people who have been made redundant or are under notice of redundancy, the 13% who are in paid employment both before and after participation could potentially be regarded as having made a positive transition (as they have either kept their existing job or moved into a new one) rather than moving into unemployment as a result of the redundancy.

Participants in **Engagement Signposting** projects achieved the second highest rate of positive transitions. The rate of employment among this group increases from 19% prior to ESF to 64% by the time of the survey. Those on **Non-Occupational Training** have the highest proportion of respondents with no transitions in economic activity status. Almost half of respondents (49%) report that they are in the same activity status at the time of the survey as that which they were in prior to their participation in ESF. Nonetheless, over a third report a positive transition, with the rate of unemployment among this group declining from 58% to 33%.

Within each project area, rates of economic inactivity remain relatively stable when comparing before and after the ESF intervention. Those who were economically inactive prior to ESF do make positive transitions into employment,

[12] This figure is higher than that shown in Figure 6.7. However, that analysis is only based on a sub-set of survey respondents who are able to provide 12 months' worth of career history data. The analysis of Table 6.1 does not impose that restriction.

education/training and unemployment. However, within each project area, these positive transitions are offset by transitions in the opposite direction. In particular, within each project area there is small (albeit noticeable) group of respondents who make a negative transition from unemployment into economic inactivity. This group is largest among participants in **Employability Support** projects, where 9% of participants make such a transition. Although the size of this group is always small compared with those who move from unemployment into work, these transitions occur in sufficient numbers so as to maintain the rate of economic inactivity at a rate similar to that among participants prior to their participation in interventions aimed at increasing employment.

Table 6.2: Transition Matrices by Project Area (Increasing Employment)

per cent respondents

Main activity before attending course	Current main activity				
	Paid employment	Education/ training	Unemployed	Economically inactive	Total
Non-Occupational Training					
Positive Transition – 38%, None – 49%, Negative Transition - 12%					
Paid employment	7.7	0.7	1.8	0.5	10.6
Education and training	4.9	3.9	3.0	0.8	12.7
Unemployed	21.8	5.3	25.8	5.5	58.4
Economically inactive	2.7	1.7	2.0	11.9	18.3
Total	37.1	11.6	32.6	18.7	(n=5,059)
Redundancy Training					
Positive Transition – 70%, None – 26%, Negative Transition - 4%					
Paid employment	13.7	0.1	0.7	0.5	15.0
Education and training	1.6	0.1	0.3	0.2	2.1
Unemployed	64.7	1.6	11.1	2.6	80.0
Economically inactive	1.8	0.1	0.3	0.7	2.9
Total	81.8	1.9	12.3	4.0	(n=3,659)
Employment Support					
Positive Transition – 48%, None – 40%, Negative Transition - 13%					
Paid employment	8.1	0.2	1.3	1.1	10.7
Education and training	1.8	0.9	1.1	0.5	4.3
Unemployed	32.7	3.5	19.3	8.7	64.2
Economically inactive	6.1	1.3	2.1	11.3	20.9
Total	48.8	5.9	23.8	21.6	(n=1,596)

Main activity before attending course	Current main activity				
	Paid employment	Education/ training	Unemployed	Economically inactive	Total
Work Placements					
Positive Transition – 51%, None – 38%, Negative Transition - 12%					
Paid employment	7.6	0.5	1.9	0.6	10.5
Education and training	3.9	1.1	2.6	0.5	8.0
Unemployed	37.9	3.7	27.1	5.9	74.5
Economically inactive	3.6	0.6	0.9	1.9	7.0
Total	52.9	5.9	32.5	8.8	(n=647)
Engagement Signposting					
Positive Transition – 55%, None – 34%, Negative Transition - 11%					
Paid employment	14.9	0.5	1.8	1.4	18.5
Education and training	1.8	0.7	1.2	0.5	4.1
Unemployed	44.2	3.5	16.4	5.4	69.6
Economically inactive	2.6	1.1	1.7	2.4	7.8
Total	63.5	5.8	21.1	9.7	(n=1,387)

This section now briefly examines the transitions in economic activity status of different groups of ESF participants. The top panel of Table 6.3 reports the transitions made by female participants in ESF. Among this group there was a 39 percentage point decline in the proportion reporting as unemployed after their ESF intervention. However, women are less likely to make a positive transition (48%) than other groups. This reflects the fact that women are less likely to be supported by those interventions that have the highest positive transitions (such as Redundancy Training) and are instead more likely to participate in Non-Occupational Training which is characterised by relatively low positive transitions.

It can be seen that in Table 6.3, young participants in ESF (those aged 16-24) appear more likely to make a negative transition. However, this must be considered in the context of the relatively high proportion of this group who are in Education/Training prior to their participation in ESF. For respondents aged 55 years or over, Table 6.3 indicates that there was an increase in the proportion reporting as economically inactive, from 22% before the ESF intervention to 30% at the time of the survey: this may simply reflect people reaching the age at which they feel able to retire. Forty percent of this group report making a positive transition, lower than the 51% of all participants who reported a positive transition in Table 6.1.

The final panel of Table 6.3 reports the transitions made by those who indicated that they had a work limiting illness. There was a 30 percentage point decline in the proportion reporting as unemployed after their ESF intervention. However, this group is least likely to make a positive transition (30%) and most likely to make a negative transition (19%), as exemplified by an increase in the rate of economic inactivity of 9 percentage points (from 29% to 38%).

Table 6.3: Transition Matrices for Selected Groups (Increasing Employment)

per cent respondents

Main activity before attending course	Current main activity				
	Paid employment	Education and training	Unemployed	Economically inactive	Total
Respondents Women					
Positive Transition – 48%, None – 41%, Negative Transition - 11%					
Paid employment	11.3	0.4	1.1	0.8	13.6
Education and training	3.1	2.1	1.3	0.8	7.3
Unemployed	32.8	4	16.3	6.3	59.2
Economically inactive	4.2	1.9	2.1	11.8	19.9
Total	51.4	8.4	20.7	19.6	(n=5,083)
Respondents Men					
Positive Transition – 54%, None – 37%, Negative Transition - 9%					
Paid employment	9.7	0.4	1.6	0.6	12.3
Education and training	3.1	1.8	2.0	0.4	7.2
Unemployed	43.9	3.5	22.0	4.2	73.6
Economically inactive	2.0	0.5	1.0	3.5	6.9
Total	58.6	6.1	26.6	8.7	(n=7,265)
Respondents Aged 16-24					
Positive Transition – 49%, None – 38%, Negative Transition - 14%					
Paid employment	7.2	1.0	2.4	0.3	10.9
Education and training	9.1	6.6	5.3	1.1	22.1
Unemployed	26.1	8.3	21.9	3.6	59.9
Economically inactive	2.0	1.4	1.6	2.1	7.1
Total	44.4	17.3	31.2	7.1	(n=2,980)
Respondents Aged 25-54					
Positive Transition – 55%, None – 38%, Negative Transition - 8%					
Paid employment	11.7	0.2	1.1	0.5	13.5
Education and training	1.3	0.5	0.7	0.4	2.8
Unemployed	45.4	2.2	18.9	4.8	71.3
Economically inactive	3.4	1.0	1.5	6.5	12.4
Total	61.8	3.9	22.2	12.2	(n=7,453)

Table 6.3: Transition Matrices for Selected Groups (Increasing Employment)

per cent respondents

Main activity before attending course	Current main activity				
	Paid employment	Education and training	Unemployed	Economically inactive	Total
Respondents Aged 55+					
Positive Transition – 40%, None – 47%, Negative Transition - 13%					
Paid employment	8	0.1	1.2	2	11.4
Education and training	0.8	0.2	0.4	0.4	1.7
Unemployed	33.1	2	20.6	9.4	65.1
Economically inactive	2.2	0.8	0.8	18	21.9
Total	44.2	3.1	23	29.8	(n=1,702)
Respondents without Work Limiting Illness					
Positive Transition – 55%, None – 37%, Negative Transition - 8%					
Paid employment	11.4	0.5	1.4	0.4	13.7
Education and training	3.5	2.0	1.9	0.4	7.8
Unemployed	43.1	3.8	19.0	3.5	69.3
Economically inactive	2.8	0.9	1.2	4.3	9.3
Total	60.8	7.1	23.5	8.7	(n=10,479)
Respondents with Work Limiting Illness					
Positive Transition – 30%, None – 51%, Negative Transition - 19%					
Paid employment	4.4	0.2	1.1	2	7.8
Education and training	0.9	1.4	1.1	1.1	4.5
Unemployed	18	3.3	23.3	13.9	58.5
Economically inactive	3.3	1.9	2.6	21.4	29.2
Total	26.7	6.9	28.1	38.4	(n=1,869)

Finally, multivariate analysis was undertaken to examine what characteristics are associated with participants in ESF gaining employment by the time of the survey. Such techniques allow us to simultaneously control for differences in the likelihood of gaining employment that are attributable to a variety of personal and job related characteristics, such as age, gender and levels of entry qualifications etc. In terms of personal characteristics, being male, young and more highly qualified were each associated with an increased likelihood of being in employment at the time of the survey. On the other hand, those suffering from a work limiting illness, those not in work since leaving school and those who withdrew early from their ESF project were less likely than their respective counterparts to be in employment at the time of the survey. After controlling for these characteristics, analysis reveals that participants in Basic Training (E1) were least likely to be in employment at the time of the survey, whilst those who had undertaken Redundancy Training (E2) and Engagement

Signposting (E5) were most likely to find work. How these employment outcomes compare to those among the wider population (the 'counterfactual') is considered in Chapter 7.

6.3 Employment and Non-employment Following ESF projects

The situation of those respondents (combined 2009 to 2013) who were unemployed immediately before their participation is highlighted in Figure 6.1. Sixty per cent of participants who were unemployed before their intervention were either unemployed or inactive upon the completion of their intervention (i.e. at zero months following ESF). The proportion that remains unemployed or inactive falls to 39% by the end of the 12 month follow-up period. This 21 percentage points decline in the proportion of unemployed or inactive respondents is accounted for by a corresponding increase in the proportion of respondents in employment (from 36% to 57%).

Figures 6.2 to 6.6 show the situation of respondents who were unemployed immediately before their participation in an ESF project, broken down by each intervention category. Figure 6.2 illustrates the case of participants on **Non-Occupational Training (E1)**, where 68% of people unemployed before their intervention were either unemployed or inactive on completion of their intervention. At the end of the 12 month follow up period this percentage fell to 54% (a 14 percentage point fall), with a counteracting increase in the proportion of respondents in employment (up 12 percentage points to 38%) and education/training (up 2 percentage points to 8%).

Figure 6.3 highlights the situation of unemployed participants, who had undergone **Redundancy Training (E2)**, in the 12 month period following completion of their intervention. Here there is seen to be a relatively quick improvement in employment prospects as may be expected with these people being more closely connected to the labour market initially. Figure 6.3 however also points to a continuing improvement in the rate of participation in employment over the entire 12 month follow-up period. This is in contrast to **Employability Support (E3)** (Figure 6.4), where there is relatively little further improvement in employment participation following the improvement observed immediately upon the completion of ESF. For

respondents on **Work Placement Interventions (E4)** (Figure 6.5) an initial gradual improvement in the employment situation is followed by a slight decrease in the percentage in employment around the nine month stage. These results must however be considered in the context of the relatively small sample sizes. Figure 6.6 illustrates the case of participants on **Engagement Signposting (E5)** where 58% of people unemployed before their intervention were either unemployed or inactive on completion of their intervention. At the end of the 12month follow-up period this percentage fell to 42% (a 14 percentage point fall), with a balancing increase in the proportion of respondents in employment (up 16 percentage points to 56).

Figure 6.1: Career profiles of Previously Unemployed Respondents (All Increasing Employment projects, n=6,482)

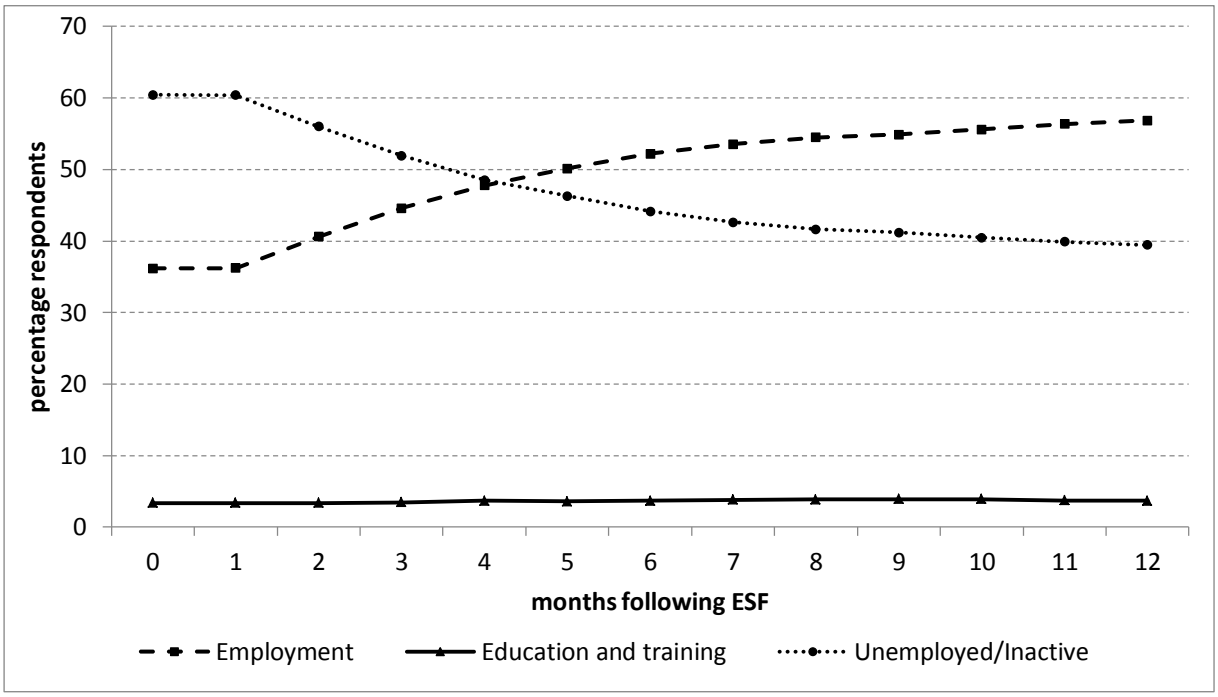


Figure 6.2: Career Profiles of Previously Unemployed Respondents (Training Basic/ Non Occupational, n=2,151)

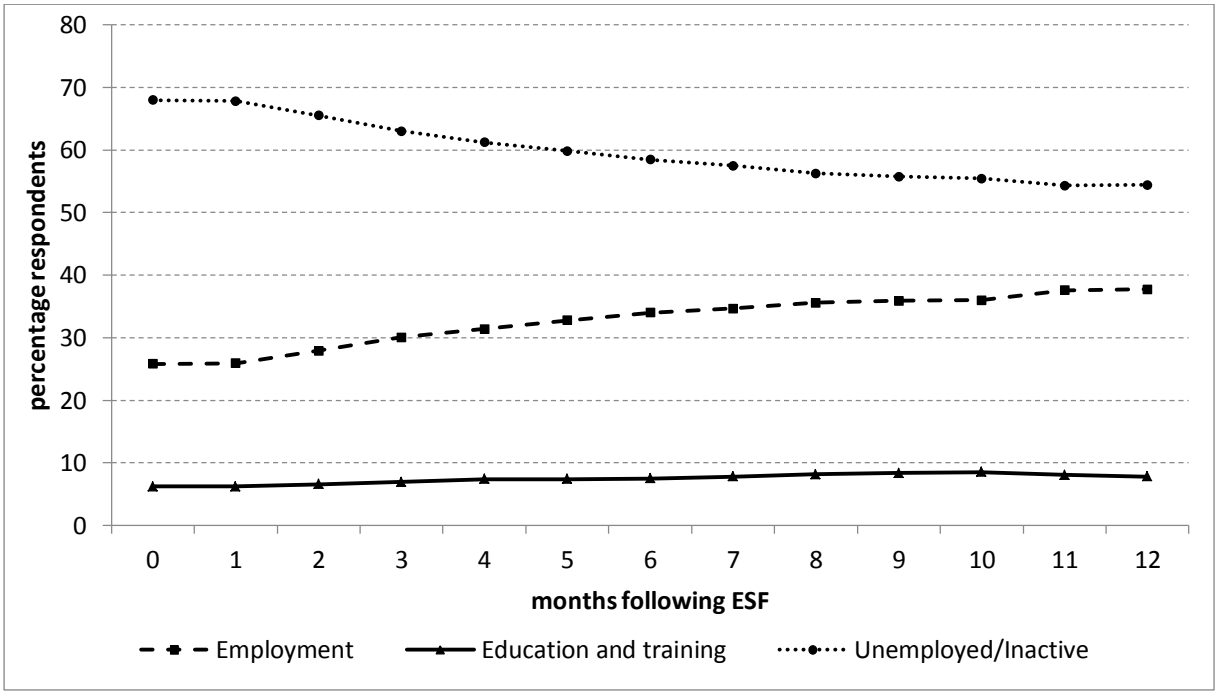


Figure 6.3: Career Profiles of Previously Unemployed Respondents (Redundancy Training, n=2,456)

Figure 6.4: Career Profiles of Previously Unemployed Respondents (Employability Support, n=724)

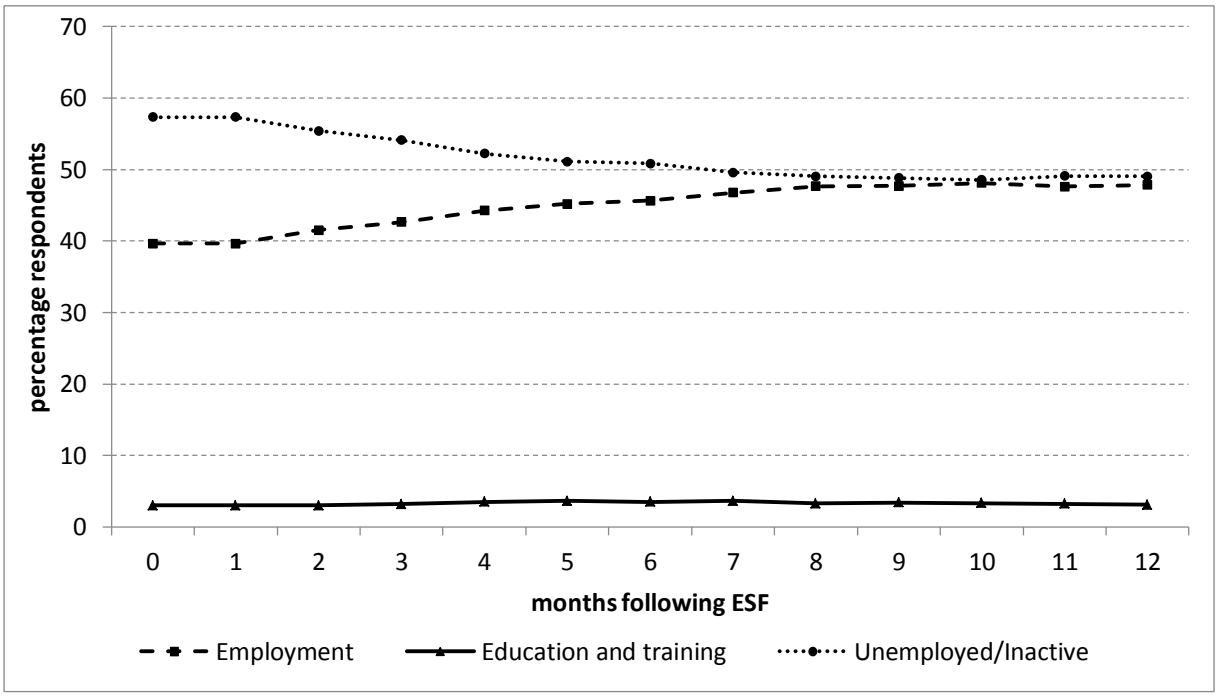


Figure 6.5: Career Profiles of Previously Unemployed Respondents (Work Placements, n=427)

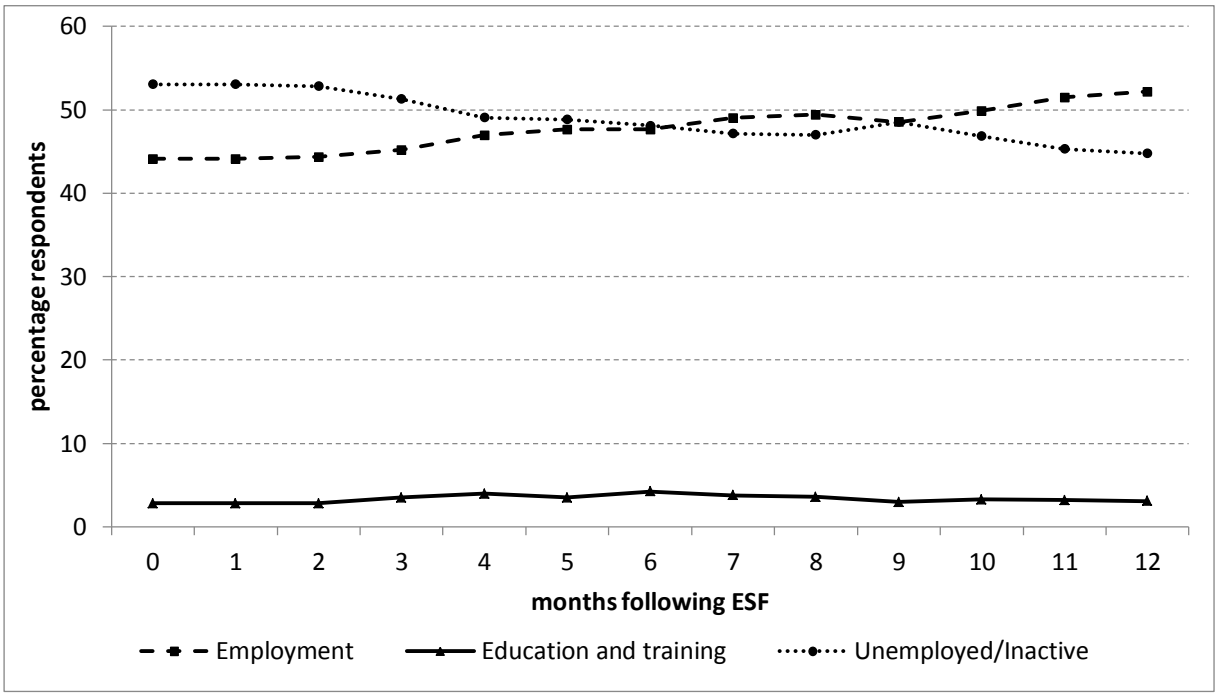


Figure 6.6: Career Profiles of Previously Unemployed Respondents (E5 Engagement Signposting, n=724)

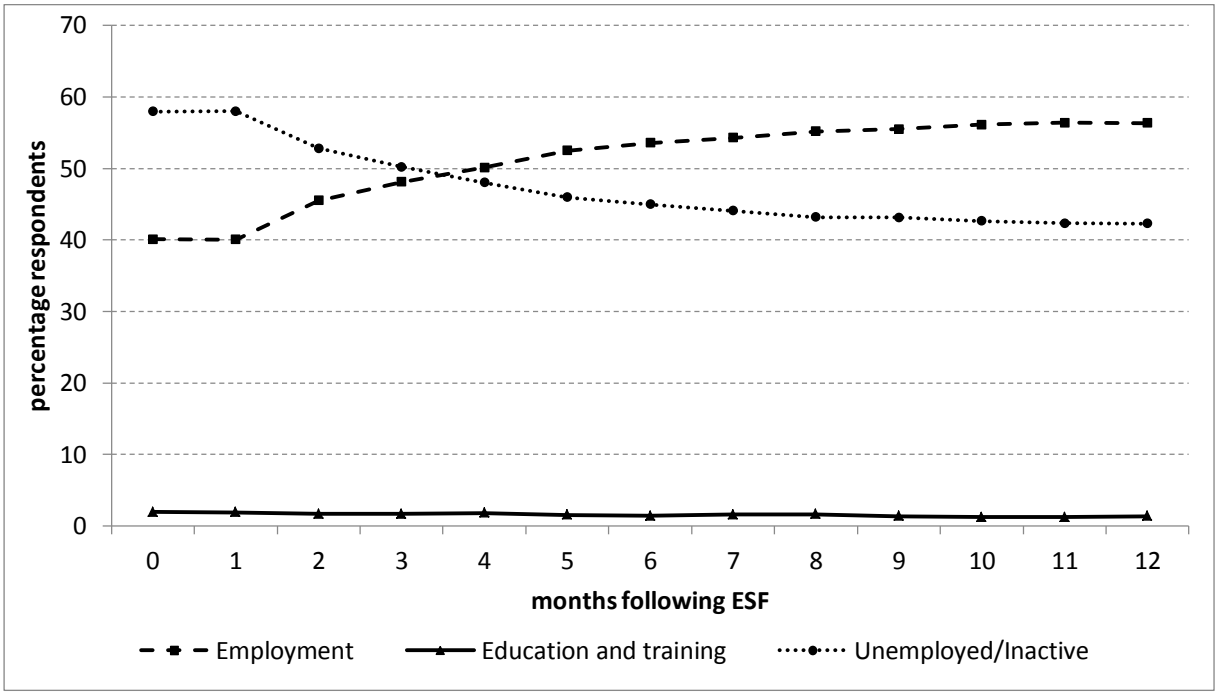
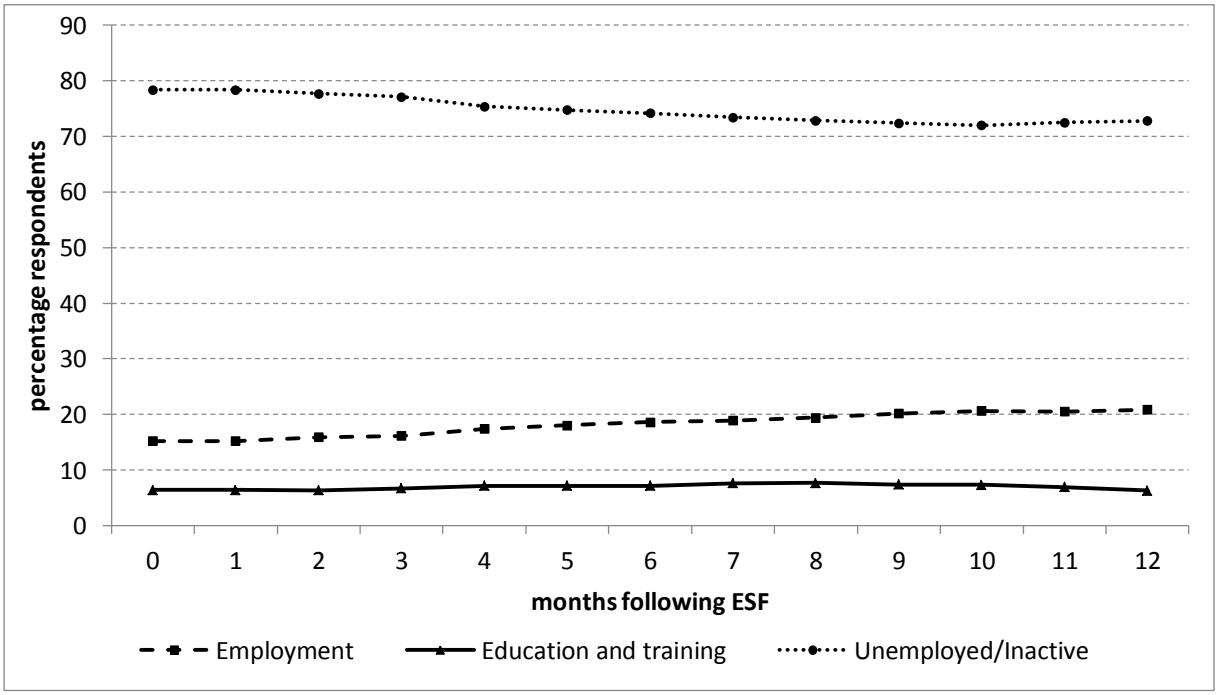


Figure 6.7 considers the situation of respondents who were economically inactive before their participation in an ESF project. Due to smaller sample sizes for the economically inactive, even when combining data over multiple survey years, it has not been possible to show separate charts for each intervention category. It can be seen that rates of employment are much lower among this group than among those who were unemployed before their project. Immediately following their interventions, 15% have gained employment and a further 6% have moved into education and training. There is relatively little in the way of continued improvement in employment levels during the remainder of the follow-up period. By the end of the follow-up period, 21% of respondents who were economically inactive before their participation are in employment. All of the charts indicate that a majority of transitions out of unemployment and inactivity among these respondents occur either during or immediately following their participation in an ESF project.

Figure 6.7: Career Profiles of Previously Inactive Respondents (All Increasing Employment interventions, n=1,203)



6.4 Graduate Work Placements

In this section we consider the employment outcomes of those participating in **Graduate Work Placements**. These schemes offered a range of services to higher education students and graduates to support their employability. Measures included 10 week work placements, 10 day work tasters and opportunities for the training and development of graduates, both whilst as students and as employees within businesses. Although the scheme was funded as an Increasing Skills project, several of the elements of the scheme clearly relate to supporting the participation of graduates within the labour market, although the type of intervention received is not recorded by the survey. The main difficulty associated with using the Leavers Surveys in the context of **Graduate Work Placements** is that the survey is designed to collect information following participation in an ESF project. As a scheme which was open to HE students (subject to them having successfully completed their first year), many will have simply carried on with the completion of their studies following participation in the scheme. The analysis therefore has to treat those who were in education or training prior to ESF (Figure 6.8) separately to those who were out of work (Figure 6.9). This does compromise the already small sample sizes associated with **Graduate Work Placements** from the surveys, contributing to the derivation of relatively uneven career profiles compared to those presented for in the previous section.

Among those participants who reported that they were in education or training prior to the scheme (Figure 6.8), a majority remain in education and training following its completion. It can be seen that there is an increase in participation in employment towards the end of the follow-up period. This may reflect the employment transitions of those who undertook a work placement at the end of their second year (e.g. during the summer holidays) and who then graduated some 10 months later. However, the continuing high levels of participation in education and training indicate that many participants appear to have received support prior to the end of their penultimate year of university. Among those previously out of work, the career profiles follow a relatively more orthodox pattern. It can be seen that rates of employment are relatively high among this group immediately following the completion of these interventions (64%). Participation in employment continues to

increase over the follow-up period, rising to 81% one year after the completion of the programme. These rates of participation in employment are higher than any of those exhibited among participants in projects aimed at increasing employment reflecting the relative employability of graduates.

Figure 6.8: Career Profiles of Graduate Work Placement Participants Previously in Education or Training (n=334)

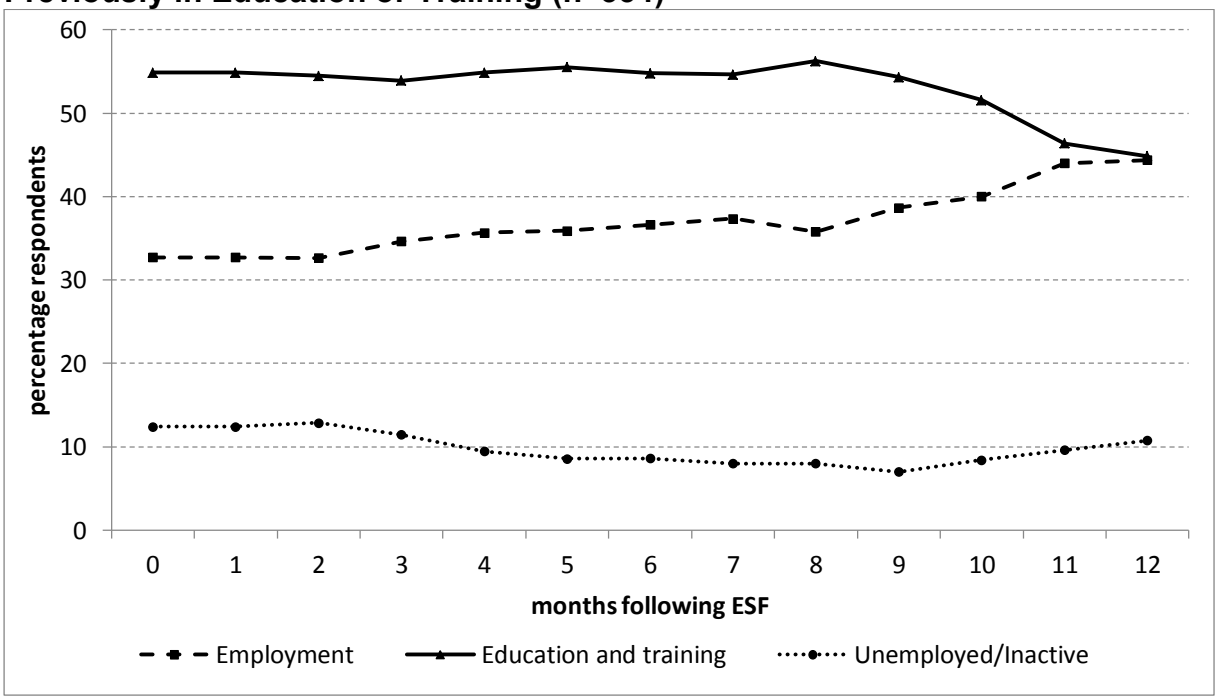
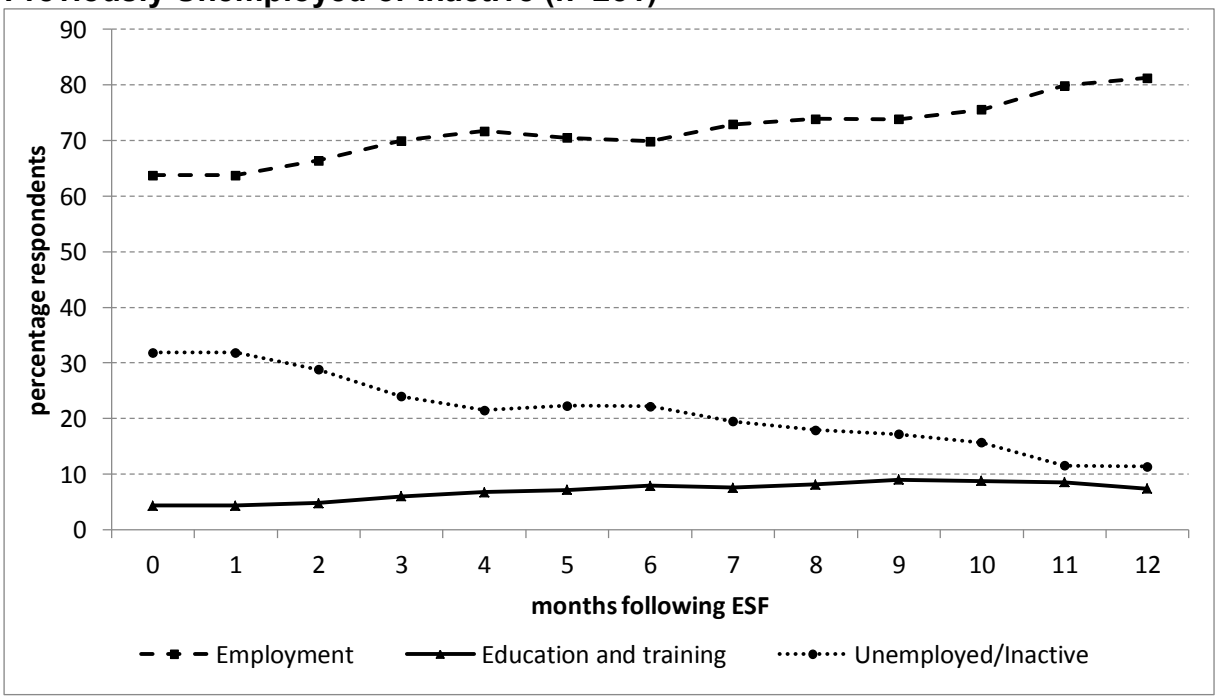


Figure 6.9: Career Profiles of Graduate Work Placement Participants Previously Unemployed or Inactive (n=251)



6.5 Characteristics of Current Employment

Information on the employment characteristics of respondents at the time of the survey are shown in Table 6.4. This covers occupational group, contractual status, hours worked, earnings and overall satisfaction with their job. As described above, a relatively high proportion of respondents from projects that aim to improve participation moved into employment following their training. The nature of employment gained among participants from Increasing Employment projects is concentrated towards relatively low skilled occupations (i.e. occupations that can be competently performed without the need for post-compulsory education[13]). Three in ten (30%) are employed in either process (14%) or elementary occupations (16%). However, in the Redundancy Training category 37% were able to gain employment in managerial, professional or associate professional occupations, although comparison with Table 3.3 suggests that this is a lower proportion of these participants (44%) than were employed in these categories prior to participation. Approximately seven out of ten respondents (72%) who found work are employed in permanent positions and a similar proportion (72%) work 30 hours or more per week.

Looking at individual project categories nearly a quarter of respondents (24%) who had participated in **Non-Occupational Training (E1)** interventions worked less than 16 hours per week. This may partly explain the relatively low earnings of these respondents: for males and females combined gross weekly earnings for respondents from Non-Occupational Training at £194 ("All hours" category) are just 67% of the total for Increasing Employment respondents as a whole (£290).

The relatively high skill levels and labour market experience of respondents who participated in **Redundancy Training (E2)** is reflected not only in their higher skilled occupations and high prevalence of permanent contracts, but also in higher wage levels (with gross weekly earnings at £365 for males and females combined, or 126% of the Increasing Employment average).

[13] See footnote 7 for a description of skill levels and the Standard Occupational Classification.

Respondents from **Employment Support (E3)** projects reported the highest incidence of permanent contracts (76%). This group had the highest proportion in the skilled trades occupations (18%). Average earnings (males and females combined) for employment support respondents, at £257 per week, were 89% of the all Increasing Employment project average.

A relatively high proportion of **Work Placement (E4)** respondents were in elementary (20%), personal service (16%) and sales/ customer service occupations (15%). These tend to be low skilled and therefore low paid occupations, with the result that earnings levels for this group are only 79% of the all Increasing Employment project average.

One in ten **Engagement Signposting (E5)** respondents were currently employed in managerial or senior official occupations, and there were a relatively high proportion engaged in associate professional and technical classes (13%). These higher skilled occupations aid the group's relatively high (for Increasing Employment projects) earnings performance of £316 gross weekly earnings.

Finally in this section, a multivariate analysis of earnings based on standard linear regressions was carried out to examine the association between personal and job-related characteristics and earnings at the time of the survey. For projects aimed at **increasing employment**, being young, male and more highly qualified were all associated with higher earnings. By contrast, suffering from a work limiting illness was associated with lower earnings. Furthermore, after controlling for qualifications held prior to ESF, gaining higher qualifications through ESF was also associated with higher earnings compared with those who gained no qualifications as a result of their participation. Gaining additional skills through ESF will therefore be more likely to increase earnings if those skills are associated with a higher qualification than that previously held. In terms of project differences, participants in Redundancy Training (E2) and Engagement Signposting (E5) earned most following their participation in ESF, whilst those who participated in Basic Training (E1) and who gained employment by the time of the survey earned the least.

Table 6.4: Nature of Current Employment

per cent of employed respondents

	Non-Occ' Training	Redun' Training	Emp' Support	Work Placements	Engagement Signposting	Total
Occupation:						
1. Managers & senior officials	2.9	14.3	6.8	4.8	9.8	9.3
2. Professional	2.5	8.3	3.4	1.5	4.5	5.3
3. Associate prof & tech	6.0	14.1	10.6	13.5	12.5	11.3
4. Admin and secretarial	10.6	11.9	6.7	11.1	9.1	10.5
5. Skilled trades	12.5	15.0	17.6	12.0	13.9	14.3
6. Personal service	20.5	4.4	16.8	15.6	11.1	11.6
7. Sales and customer service	14.3	3.6	7.4	15.3	6.9	8.0
8. Process, plant and machine	9.4	17.5	13.4	6.0	14.5	13.9
9. Elementary	21.4	10.9	17.2	20.1	17.5	15.8
Contractual Status:						
Permanent	69.5	74.7	75.9	66.9	70.0	72.2
Hours worked per week:						
Less than 16 hours	23.7	5.4	15.9	9.6	7.0	12.0
16-29 hours	18.8	11.8	19.4	24.0	17.4	15.9
30+ hours	57.6	82.8	64.7	66.5	75.6	72.1
Earnings (Gross Weekly Earnings by hours worked)						
Male (Less than 16 hours)	100	163	124	148	124	121
Male (16-29 hours)	149	211	174	137	184	173
Male (30+ hours)	257	410	338	293	366	360
Male (All hours)	220	393	306	258	327	327
Female (Less than 16 hours)	94	136	104	94	97	103
Female (16-29 hours)	157	212	162	155	189	178
Female (30+ hours)	224	363	267	237	351	305
Female (All hours)	166	302	188	185	297	232
All (Less than 16 hours)	96	146	110	113	110	109
All (16-29 hours)	153	211	166	148	186	176
All (30+ hours)	245	399	320	276	360	345
All (All hours)	194	365	258	228	315	290
Overall satisfied/very satisfied with your present job	88.7	84.7	86.3	86.8	84.7	86.1
Sample	5,119	3,683	1,622	650	1,394	12,468

6.6 Improvements in Job Characteristics

Respondents from increasing employment projects who were employed at the time of the survey and who were either not in employment prior to participating in an ESF project, or employed in a different job, were asked to what extent they thought that the course helped them get their current job. For respondents who engaged in projects aimed at increasing employment, these are generally the perceptions of those who were out of work (predominantly unemployed) prior to their participation. Table 6.5 shows that 22% of respondents report that their ESF project was vital to them getting their current employment. Among respondents from interventions aimed at increasing employment, who remained out of work at the time of the survey, nearly one in four (23%) report feeling that they had more chance of finding a job in the future as a result of their participation in an ESF intervention. Finally, all respondents to the surveys were asked whether, with the value of hindsight, they would do the course again. Among those participating in projects aimed at increasing employment, three quarters of respondents (75%) report that they would do the course again.

Table 6.5: Perceived Benefits of ESF by Educational Attainment

per cent employed respondents

	Vital in gaining current job	More chance of finding job in the future	Would do the course again
	All those in a job that was not held prior to participation in ESF	All those not in work at the time of survey	All
Qualification transition			
No qualification	14.7	15.2	65.9
Lower Level	24.4	24.2	79.9
Same Level	23.9	32.0	78.7
Higher Level	29.0	32.0	78.3
Not determined	23.9	24.6	78.1
Total	22.0	22.6	74.8
Sample	6,281	5,330	12,468

Analysis of how these self-reported measures of additionality vary among different groups of respondents (classified according to the nature of qualifications gained as a result of their participation) is also shown is also shown in Table 6.5. The perceived benefits are generally lowest among those who gain no qualification from ESF, and

are highest among those who gain a qualification at the same or higher level of attainment than that held prior to their participation. The most noteworthy differences are the lower levels of perceived benefits among those who gain no qualification from ESF compared to those who gain some form of qualification, irrespective of its level. For example, only 15% of those who gained a job but who did not gain a qualification via ESF reported that their ESF project was vital to them gaining their job – half the rate reported among those who gained a qualification at a higher level. Similarly, among those who remain out of work, only 15% of those who did not gain a qualification believe that they will have more chance of finding a job in the future – less than half the rate reported among those who gained a qualification at a higher level. Finally, among all participants in these projects, only two thirds (66%) of respondents who did not gain a qualification via ESF reported that they would do the course again.

Finally, multivariate analysis was used to allow us to examine what personal and job related characteristics were associated with participants stating that, with hindsight they would do the same course again. Among participants of projects aimed at **increasing employment**, being female and older were associated with an increased likelihood of perceiving that the course was worthwhile. Those suffering from a work limiting illness, respondents with non-white ethnicity and those that withdrew early from their ESF project were less likely than their respective counterparts to feel the course was worthwhile. After controlling for these characteristics, analysis reveals that participants in Engagement Signposting (E5) were least likely to perceive the course as worthwhile. This is interesting given that of all the unemployed respondents, participants in this project showed the second largest percentage increase in their transitions into employment compared with the wider unemployed population.

Chapter 7: The Effects of ESF on Participation in Employment

Chapter Summary

- The largest increase in employment outcomes associated with participation in ESF projects among the unemployed is among those participating in Employability Support projects (associated with a 46% increase in employment outcomes).
- The smallest increase in employment outcomes associated with participation in ESF projects among the unemployed is observed among those participating in Redundancy Training. These projects are associated with a 7% increase in employment outcomes.
- The seemingly large employment outcomes that are associated with participation in Redundancy Training (where over three quarters of participants gain work), have to be considered in the context of the high proportion of these participants who would have been expected to have gained work in the absence of ESF.
- Among the economically inactive, participation in ESF is associated with an average increase in the rate of transition into employment of 9 percentage points (20% among ESF participants compared with 11% within the wider labour market). This differential represents an 84% increase in the proportion of economically inactive who gain work among participants in ESF.
- The effects of participating in ESF on employment outcomes among the previously unemployed are estimated to be higher for men and older participants. Participation in ESF is not associated with improved employment outcomes among those suffering from long term work limiting illness.
- Participation in ESF appears to be consistently associated with a reduction in the proportion of people who enter low paid work among those who were previously out of work prior to ESF. In proportionate terms, this effect is estimated to be largest among participants of Redundancy Training.

7.1 Introduction[14]

This chapter presents the results of Counterfactual Impact Evaluation (CIE) techniques, where the labour market experiences of ESF survey respondents were compared with the experiences of similar groups of people in the wider labour market. Using Propensity Score Matching (PSM) techniques, respondents to the

[14] This chapter incorporates data from the Annual Population Survey which is produced by the ONS and is accessed via special licence from the UK Data Archive, University of Essex, Colchester. None of these organisations bears any responsibility for the analysis or interpretation undertaken here.

ESF survey are matched with respondents to the Annual Population Survey (APS). The analysis focusses upon two issues:

- the transitions into employment made by ESF participants who were either unemployed or economically inactive before their participation in ESF;
- the nature of jobs gained by ESF participants who enter employment following ESF.

In both cases, the transitions into work that are made by ESF participants are compared with those made by otherwise comparable people identified in the APS. The APS also provides the opportunity to study the employment transitions made by people who are out of work. By extracting those people from the APS who share similar characteristics to ESF participants, APS respondents can be assumed to act as a control group so that an assessment of the potential impact of ESF on labour market participation can be made.

It is important to note that the effect of active labour market policies is a source of debate and it is useful to consider findings from previous research. A meta-analysis of econometric evaluations of active labour market policies drawn from 97 studies conducted between 1995 and 2007 found that job search assistance (i.e. the types of projects that in this report are covered under the **Engagement Signposting** category) yields favourable impacts, training programmes are more effective over the medium term (2-3 years) and can appear relatively ineffective in the short term; and that subsidised public sector jobs programmes are ineffective[15]. The What Works Review on Employment Training conducted in 2014 considered results from 71 studies that were assessed for their scientific merit[16]. The review concluded that training has a positive, albeit modest impact on employment; it is difficult to reach conclusions regarding the effects of basic as opposed to more advanced training on the basis of available evidence; shorter programmes appear to offer better value for money in terms of their ability to support more people; and that in-firm/on the job training programmes outperformed classroom based programmes, although it is difficult to assess the relative merits of private-led versus public-led delivery on the basis of available evidence. Both of these studies also concluded that there was an

[15] http://www.nber.org/papers/w16173
[16] http://www.whatworksgrowth.org/policies/employment-training/

absence of evidence relating to the value for money of different approaches. Recent research of the net impacts of the ESF Programme in England based on 2008/9 participants revealed that ESF was estimated to increase the 12 month employment rate among claimants of Job Seekers Allowance by 5 percentage points and among claimants of Incapacity Benefit and Employment Support Allowance by 11 percentage points[17]. However, the analysis did not reveal differences in these employment outcomes by project type.

The methodology developed to use the APS as a source of longitudinal data, including the particular measures used to derive a control group for participants in Redundancy Training, is detailed in the report of the combined analysis of the 2009 and 2010 ESF Leavers Surveys.

Whilst CIE analysis has been conducted in previous reports based on the ESF Leavers Surveys[18], this is the first occasion that it has been conducted separately for different groups of projects (although Redundancy Training has been treated separately in the annual reports due to the particular circumstances of this group). In terms of the development of control groups for ESF participants, the analysis also incorporates the most recently available data from the APS which now covers the period 2008 to 2013.

The remainder of this chapter is structured as follows. Firstly, we compare the rate of transition into employment of different groups of ESF participants with respondents to the APS. Using statistical matching techniques, we then make 'like for like' comparisons of these transition rates separately for different groups of projects so that the potential 'effect' of ESF can be quantified. We then examine how the effect of these interventions varies according to the characteristics of participants, with particular emphasis being given to those participants in ESF projects who may be considered as being vulnerable in terms of their attachment to the labour market. Finally, we examine the types of jobs gained by ESF participants in relation to

[17] https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/214357/ihr3.pdf

[18] See Chapter 1 for details of earlier reports.

whether or not participants enter low paid employment. Utilising statistical matching techniques, the potential role of ESF projects in helping participants to avoid low paid work is assessed.

7.2 Comparing Transitions into Employment

This section makes a simple comparison of the labour market transitions of ESF participants (the treated group) with respondents to the APS. Table 7.1 reveals that among respondents to the ESF Surveys, the unemployed have a 12 month transition rate into paid employment of 54%, approximately 17 percentage points higher than that estimated from the APS. However, this difference is being driven by the particularly high rates of transition of those participating in **Redundancy Training**, where approximately three quarters (75%) of participants are in paid employment 12 months after participating in their project.

Those unemployed who are participating in other types of ESF intervention, overall, have broadly similar – though marginally higher - rates of transition in to paid employment (43%, not shown in Table) than those in the wider population (37%). However, the rate of transition also varies according to the different groups of ESF interventions. The lowest rates of transitions into paid employment are observed among those who participated in **Non-Occupational Training**, where 36% of the previously unemployed enter employment 12 months after participating in their project. This is in contrast to participants in **Employability Support**, **Work Placements** and **Engagement Signposting** where rates of transition are approximately 55% among each group.

Excluding those participating in Redundancy Training, rates of transition into paid employment over a period of 12 months appear to be lower for the oldest and youngest participants in ESF (aged 18-20 or 56-65). Rates of transition are also lower for non-Redundancy respondents who suffer from a work limiting illness, have lower levels of educational attainment, or who have been out of work for longer than the average for all ESF non-Redundancy training participants. Among participants in **Redundancy Training**, it can be seen that there is less difference in transition rates among different population sub-groups, although older participants (aged 56 and

over), those with a work limiting illness and those with no qualifications prior to ESF still have lower rates of transition in to employment. However, participation in **Redundancy Training** is associated with high rates of transition into employment among all sub-groups of participants, including those who typically exhibit relative disadvantage in the labour market.

The final two columns of Table 7.1 present comparisons of employment transition rates for the economically inactive. A large majority of the non-employed respondents to the ESF survey in projects aimed at improving participation in the labour market are unemployed rather than economically inactive[19]. Despite pooling data across surveys, it is still not possible to conduct separate analyses for the economically inactive according to the type of project that they participated in. The analysis presented here is therefore similar to that presented in the report for the 2013 Leavers Survey, with the exception that the coverage of the APS data used to derive the comparator group has now been updated to include the most recent APS data. We retain the results of the analysis for the economically inactive in this report so that comparisons with unemployed participants can be more readily made.

In contrast to the ESF Surveys, the economically inactive represent approximately three quarters of the non-employed wider population. Whilst the unemployed are relatively homogenous in terms of their situation and attitudes towards finding work (out of work, looking for work and available to start work), the economically inactive are far more varied in their circumstances and preferences for work. As a result, it is more difficult to make 'like for like' comparisons in employment transitions among this group. By participating in ESF, economically inactive participants may be expressing a preference for gaining employment. Among economically inactive respondents to the ESF survey, approximately 18% gain work during the 12 months following their participation in an ESF project. The APS provides information on the attitudes of the economically inactive about gaining employment. It is possible to exclude economically inactive APS respondents who indicate that they are not looking for work and do not want work from the control group. Among the remaining inactive APS respondents, the rate of transition into paid employment is estimated to

[19] As based upon the ILO definition of economic inactivity and not necessarily with reference to the type of benefits received by participants.

be 11%; 6 percentage points lower (or approximately a third lower) than the rate observed among economically inactive ESF participants.

Among respondents to the APS, rates of transition into paid employment for the economically inactive population are higher among women, the young, those who do not suffer from a work limiting illness and those with higher levels of educational attainment. The likelihood with which the economically inactive enter work is also related to their duration of non-employment. These patterns are generally repeated among respondents to the ESF surveys, although the economically inactive represent a relatively small proportion of the non-employed sample within the ESF surveys and so estimates for particular population sub-groups will be subject to sampling variability.

Table 7.1: Comparing Employment Transition Rates Among the Non-Employed Population

	Unemployment							Economically Inactive	
	Non-Occ Training	Redundancy Training	Employability Support	Work Placements	Engagement Signposting	All ESF	APS	All ESF	APS
Gender:									
Male	35.9	76.1	50.8	47.7	56.4	57.3	36.8	20.9	9.6
Female	35.3	75.9	42.8	52.3	51.9	52.5	38.1	16.6	12.5
Age:									
18-20 yrs	32.7	75.0	34.6	50.0	31.1	35.5	38.4	15.6	23.9
21-25 yrs	38.7	88.9	38.8	56.1	56.7	50.0	41.8	25.6	16.2
26-35 yrs	33.8	75.9	50.3	50.8	61.9	55.9	37.3	22.4	14.6
36-45 yrs	37.8	83.1	49.3	55.2	58.5	62.3	39.6	17.0	13.6
46-55 yrs	41.2	76.9	52.8	38.8	61.3	62.7	37.5	21.0	9.8
56-65 yrs	24.3	59.6	42.2	43.3	37.3	46.5	26.5	9.7	6.0
Work Limiting Illness:									
No	39.3	77.7	55.9	51.7	58.6	59.6	40.3	24.1	17.4
Yes	16.3	54.0	25.6	27.8	27.0	28.4	23.9	9.0	4.9
Educational Attainment:									
NQF Level 4+	47.7	78.4	64.1	66.1	76.6	72.0	50.1	23.9	19.6
NQF Level 3	34.7	75.2	54.1	66.7	51.7	58.1	43.3	26.6	14.5
NQF Level 2	38.2	77.4	44.0	44.4	50.0	52.3	37.3	16.9	13.4
NQF < Level 2	31.7	77.1	32.9	39.3	38.8	43.7	33.1	18.4	9.6
None	29.2	68.5	47.4	31.1	39.3	41.8	21.2	10.1	5.2
Other	34.3	71.7	45.8	42.9	66.0	59.6	35.0	26.8	9.4
Duration of non-employment:									
<1 year	47.4	76.8	64.0	59.9	63.0	66.4	45.9	38.1	21.5
1-3 years	26.7		45.8	34.3	37.1	33.5	24.6	22.0	14.7
3 years+	18.5		22.4	34.9	25.7	22.2	11.9	10.9	6.4
Total	35.7	74.7	47.6	49.5	55.4	53.9	37.2	17.9	11.3

7.3 The Effect of ESF on Increasing Participation in Employment

Simple comparisons of transition rates in to employment between data from the ESF Leavers Surveys and the APS can be confounded by a number of factors such as differences in the composition of the ESF and APS samples. Whilst the analysis in the previous section addresses this to a limited degree by making comparisons for particular population subgroups, this section presents the results of 'like for like' comparisons derived from statistical matching techniques (Propensity Score Matching) which can simultaneously account for a variety of differences that may emerge between the ESF and APS samples. A more detailed description of Propensity Score Matching (PSM) is provided in the report of the 2010 Leavers Survey and in the report of the combined analysis of the 2009 and 2010 surveys. The present analysis makes contemporaneous comparisons between ESF participants and APS data; i.e. the selection of APS data relates to the years during which data for particular ESF project areas is available. There are a number of different PSM techniques and detailed results based upon eight different estimation specifications are presented in Annex 2. The results derived from the different methods are very similar. Table 7.2 summarizes these findings by taking the average of the results estimated by the different PSM techniques.

The results indicate that participation in **Non-Occupational Training** is associated with the smallest differences in employment outcomes when comparing ESF participants with their derived control group. These projects tend to offer training in essential skills (reading, writing IT etc.) and are characterised by participants who are relatively young and who possess low levels of educational attainment. Among participants in these projects, there is an increase in the rate of transition into employment of 3 percentage points (36% among ESF participants compared with 32% among comparable respondents from the APS). This is equivalent to a 10% increase in the proportion of people in these projects getting a job than would have otherwise been expected to do so without the training. This difference was not found to be statistically significant. It must be acknowledged that projects that focus on Non-Occupational or Basic Skills Training may be aimed at moving participants closer to the labour market and may not be expected to result in transitions in to employment over the short term. Furthermore, the duration of these projects is

relatively long (25% report that their participation exceeded 6 months) compared with other interventions. The time spent on a project is included in the derivation of 12 month transition rates in order to reflect the opportunity cost of the time foregone and potential job search activity that could have been undertaken instead of participating in ESF. The time spent 'locked in' to a project may therefore in itself contribute to lower rates of transition into employment over a period of 12 months.

The largest difference in relative employment outcomes is observed among those unemployed who participated in **Employability Support** projects. Such projects focus on addressing specific barriers to gaining employment, pre-employment job search and soft skills development. Participants in these projects are characterised by relatively low levels of qualifications (they are most likely to have no educational attainment before ESF). These projects are also characterised by a relatively older group of participants who relatedly have the highest proportions of long term limiting illness and work limiting illness prior to ESF. Despite these disadvantages, participation in these projects is estimated to be associated with an average increase in the rate of transition into employment of 15 percentage points (46% among ESF participants compared with 31% among comparable respondents from the APS). This equates to a 46% increase in the proportion of people on Employability Support projects getting a job than would have otherwise been expected to do so without the training.

Among those who have recently been made redundant, two sets of results are presented. The first set of results compare those participants of Redundancy Training who self-reported that they were unemployed prior to their intervention with unemployed people from the APS who report that they have recently been made redundant (in the last 3 months). Although this is the approach that has been taken in previous analyses of the ESF Leavers Surveys, it has two shortcomings. Firstly, respondents to the APS who have recently been made redundant and who remain out of work at the time of the survey have, by definition, not been able to find work since being made redundant. Comparing ESF survey respondents with this group has the effect that the employment outcomes of Redundancy Training participants are being compared with those who have recently been made redundant in the APS and who have also not found work during their, on average, first 6 weeks of

unemployment. Participants in Redundancy Training would therefore be being compared to a group who are already experiencing greater difficulty in finding work. A second problem with this approach is that it excludes those participants of Redundancy Training who may have participated in the scheme whilst under notice of redundancy. Fifteen percent of Redundancy Training respondents to the survey reported that they were employed before starting their intervention. Many of this group may have gained employment with the support of the scheme without ever becoming unemployed. To take these issues into account, a second set of results simply compares the employment transitions made by all participants of Redundancy Training with all those within the APS who have reported that they had recently been made redundant, irrespective of whether or not those in each group ever became out of work as a result of their redundancy.

The analysis reveals that participation in **Redundancy Training** projects among the unemployed is associated with an average increase in the rate of transition into employment of 11 percentage points (78% among ESF participants compared with 67% among APS respondents). Participation in Redundancy Training among the unemployed is therefore associated with 16% increase in the proportion of people getting a job than would have done so without the training. Such projects are relatively short in their duration (70% report participating for less than a month) and have a specific focus on training pre and post redundancy. The participants are also relatively 'work ready'. Typically male and over 30 years old, participants are more likely to be qualified to level 3 or 4 than any other project aimed at increasing employment. This group report relatively low proportions of long term limiting illness and work limiting illness. The analysis suggests that whilst participants in Redundancy Training have relatively high rates of transition in to employment, a large majority of these participants would have been expected to find work in the absence of such schemes.

When considering all participants in Redundancy Training, the analysis reveals that participation in the scheme increases the rate of transition into employment from 72% to 77%, an increase of 5 percentage points. Extending the analysis to cover those under notice of redundancy is therefore associated with a reduction in the estimated effect of the scheme. Whilst some participants under notice of redundancy

will avoid becoming unemployed, the same is also true among those in the wider economy. However, whilst removing the restriction of making comparisons only among the unemployed addresses the problem of the APS control group having longer average unemployment durations, it does mean that employment transitions among APS respondents are instead being measured over a longer period (6 weeks on average) than those of participants in **Redundancy Training**. Whilst the first method may overestimate the effect of redundancy training, the second method may similarly under-estimate the scheme's effect by allowing the APS respondents more time to find employment. The two techniques could therefore be considered as providing upper and lower band estimates of the effect of **Redundancy Training**. However, the analysis of career profiles in the previous chapter reveals that the likelihood of finding employment diminishes with time and that observing APS respondents over a longer period of time is unlikely to significantly bias the results, meaning that the lower bound estimate is to be preferred.

Finally, results are also presented which undertake an exploratory analysis of the relative employment outcomes of those participating in Graduate Work Placements. As discussed earlier in this report, these schemes provided a range of measures to support the employability and careers of both HE students and graduates. Whilst funded as under those priority areas that provided interventions aimed at increasing skills in the workplace, elements of the schemes such as work placements were clearly aimed at supporting the employment of graduates. For those participants who reported that they were unemployed prior to participating in the scheme, it has been possible to compare their employment outcomes with unemployed graduates among the wider labour market. Estimates indicate that participation in the scheme increases the rate of transition into employment from 64% to 76%. However, these results are not estimated to be statistically significant. A majority of the participants in this scheme do so whilst still attending Higher Education which therefore makes it difficult to trace their subsequent employment outcomes via the ESF Leavers Surveys. The analysis can only be conducted on a much smaller subsample of previously unemployed graduates, resulting in the estimation of results that are not statistically significant.

It is important to treat the results derived from these techniques with caution. It is not possible for statistical matching techniques to control for the effects of selection on to the projects. It is possible that the small positive effects associated with participation in ESF interventions on progression into employment could simply reflect the relative employability of those people who either chose or who were selected to participate in the interventions. This is particularly important for the economically inactive, among whom participation in ESF is associated with an average increase in the rate of transition into employment of 9 percentage points (20% among ESF participants compared with 11% among APS respondents). This is equivalent to an increase of 84% in the proportion of people getting a job than would have done so without the training. Those economically inactive who participate in ESF are likely to be particularly unrepresentative of the wider economically inactive population.

Table 7.2: CIE Project Level Analysis of Entry into Employment

	Employment Transition Rates at 12 months			
	APS Control Group	ESF Participants	% Point Differential	% Increase
Unemployed				
Non-Occupational Training	32.8	35.9	*3.2*	*9.6*
Employability Support	31.3	45.6	14.4	45.9
Work Placements	44.7	51.2	*6.5*	*14.6*
Engagement Signposting	38.6	49.5	11.0	28.4
Redundancy Training				
Recently redundant and unemployed	66.9	77.8	10.9	16.3
All recently redundant	72.0	76.8	*4.8*	*6.7*
Graduate Work Placements	64.3	75.8	*11.4*	*17.8*
Economically Inactive	10.9	20.0	9.2	84.4

Note: Differentials presented in italics refer to results that were generally found to be statistically insignificant across the different specifications estimated.

7.4 The Effect of ESF on Increasing Participation in Employment among Population Sub-Groups

We next examine how the effect of these interventions varies according to the characteristics of participants, with particular emphasis being given to those participants in ESF projects who may be considered as being vulnerable in terms of their attachment to the labour market. The analysis focuses upon employment

outcomes among the previously unemployed by gender, age group, whether or not respondents report that they suffer from a work limiting illness and their duration of unemployment prior to ESF. Despite merging data from multiple surveys, it has not been possible to undertake this analysis for specific groups of projects due to the relatively small sample sizes associated with particular population sub-groups. For example, only 15% of respondents to the Leavers Surveys who participated in projects aimed at increasing employment indicated that they suffered from a work limiting illness. Similarly, only 14% reported being over the age of 55 years at the time they commenced their intervention. In terms of considering the position of these 'vulnerable' groups, such sample sizes would be too small to support analysis at the level of project type.

A further problem surrounds differences in the methodology used to estimate the effects of participation in Redundancy Training. These differences mean that the data used in the analysis of Redundancy Training cannot simply be combined with that used for the other project areas. Similarly, the analysis has also demonstrated the importance of the separate treatment of the economically inactive and the unemployed in seeking to make 'like for like' comparisons between participants in ESF and those in the wider labour market. Due to these restrictions, the analyses of population sub-groups are based only upon the unemployed and deliberately exclude those who have recently been made redundant (i.e. the analysis excludes participants in Redundancy Training).

Table 7.3 summarizes the results of the analyses (detailed results are provided in Annex 2). In terms of comparisons by gender, it can be seen that the positive effects in employment outcomes that are associated with participation in ESF are generally estimated to be stronger for men than women. Among male participants, there is an increase in the rate of transition into employment of 6 percentage points (44% among ESF participants compared with 38% among comparable male respondents from the APS). This is equivalent to a 16% increase in the proportion of people in these projects getting a job than would have otherwise been expected to do so without the training. Among women, the increase in the rate of transition into employment is 4 percentage points and statistically insignificant. One possible explanation for this is that whilst men generally account for a majority of respondents

in projects that support participation in employment, participation in Non-Occupational Training is more evenly balanced between men and women. The analysis presented earlier has demonstrated that participation in Non-Occupational Training is associated with the smallest difference in employment outcomes when comparing ESF participants with their derived control groups. It is therefore possible that the relatively increased likelihood of women participating in such projects may be contributing to their poorer employment outcomes.

Table 7.3: Results of CIE Analysis for Population Sub-Groups

	Employment Transition Rates at 12 months			
	APS Control Group	ESF Participants	% Point Differential	% Increase
Gender				
Males	37.6	43.7	6.1	16.4
Females	38.2	42.1	*3.9*	*10.3*
Age Groups				
Aged 16-24	39.7	41.5	*1.9*	*4.7*
Aged 25-54	36.6	45.2	8.6	23.4
Aged 55+	28.0	40.3	12.3	44.0
Work Limiting Illness				
No	40.2	46.6	6.5	16.1
Yes	22.3	21.6	*-0.7*	*-3.1*
Unemployment Duration				
<12 months	46.7	55.1	8.3	17.8
12-35 months	30.3	32.8	*2.4*	*8.0*
36 months +	19.2	22.7	*3.5*	*18.4*

Note: Differentials presented in italics refer to results that were generally found to be statistically insignificant across the different specifications estimated.

Analysis by age group reveals that older participants have stronger employment outcomes. Among younger participants in these projects (those aged 16-24), no significant increase in employment outcomes is estimated. Among those aged 55 and over, the increase in the rate of transition into employment is 12 percentage points, representing a 44% increase in the proportion of older people in these projects getting a job. The analysis therefore demonstrates the presence of

favourable employment outcomes among older people who choose to participate on these schemes.

Analysis by disability status reveals that the positive outcomes in employment that are generally associated with participation in ESF supported projects are not observed among those suffering from a long term illness or disability which limits the amount or type of work that they would be able to undertake. Among participants in these projects who suffer from a work limiting illness, there is no improvement in the rate of transition into employment (22% among both groups). Among those participants who do not suffer from such conditions, the increase in the rate of transition into employment is 7 percentage points, representing an 18% increase in the proportion getting a job. The analysis therefore demonstrates the difficulties that such schemes face in assisting those who suffer from work limiting illnesses to find work.

Finally, analysis by unemployment duration reveals that in percentage point terms, those who are unemployed for less than 12 months have the largest increases in employment following their participation in these schemes. Among this group, the increase in the rate of transition into employment is 8 percentage points, representing an 18% increase in the proportion of the short term unemployed who gain employment. Employment increases among those who have been unemployed for longer durations are smaller and generally statistically insignificant. These findings again highlight the limitations of undertaking sub-group analysis without also being able to simultaneously account for the different projects that people participate in. Across all intervention types, the long term unemployed are relatively concentrated in **Non-Occupational Training** projects that have been demonstrated to have relatively modest effects on employment outcomes. By contrast, the short term unemployed are relatively concentrated within **Engagement Signposting** projects (accounting for 70% of participants in these projects) that have been demonstrated to be associated with more favourable employment outcomes. The sample sizes available from the ESF Surveys do not provide the opportunity to consider if the effects of specific projects vary among different population sub-groups.

7.5 Occupations Gained by the Previously Unemployed

We now turn to whether ESF participants are more or less likely to enter jobs that are regarded as being low paid. This analysis uses definitions of low paying occupations identified by the Low Pay Commission (LPC) as having a large number or proportion of low paying jobs[20]. A limitation of the occupational analysis is that the career history section of the Leavers Survey did not collect a detailed account of all the occupations held since participants had completed their ESF intervention. Occupations therefore refer to the jobs held by respondents at the time of the survey rather than a point exactly 12 months following the start of their participation in an ESF project. However, there is a high degree of continuity in the careers of ESF participants, particularly beyond 12 months following participation in ESF. It is therefore likely that the occupation held at the time of the survey would also have been held at the end of a 12 month follow-up period.

Table 7.4 presents information on the proportion of previously unemployed or inactive ESF participants who make the transition into paid work and who enter into a low paid job. Among respondents to the APS, it can be seen that approximately 31% of the previously unemployed who gain work take up jobs that are typically regarded as being low paid. Among the wider population, those previously unemployed who have the greatest reliance upon low paid jobs as a source of employment include women (41% gaining employment in low paid jobs), those aged 18-20 (48%) and those with no qualifications (42%). Among respondents to the ESF Surveys, 25% of the previously unemployed who gain work do so within low paid jobs. However, this lower incidence of employment in low paid jobs is being driven by the particularly low rates of low paid work held by participants in Redundancy Training. Only 10% of those among this group who gain work are employed in a low paid occupation at the time of the survey. In contrast, 45% of participants in Non-Occupational Training who gain work are employed in low paid occupations at the time of the survey, whilst half of those on Work Placements are employed in low paid occupations.

[20] http://www.lowpay.gov.uk/lowpay/report/pdf/7997-BERR-Low%20Pay%20Commission-WEB.pdf

Table 7.4: Entry in to Low Paid Jobs among the Previously Unemployed

per cent respondents

	Non-Occ Training	Redundancy Training	Employability Support	Work Placements	Engagement Signposting	All ESF	APS
Gender:							
Male	31.8	7.4	15.2	39.6	22.7	16.5	18.5
Female	62.2	16.9	56.6	64.5	26.7	39.6	40.5
Age:							
18-20 yrs	53.2	28.6	27.8	77.8	56.7	53.7	47.6
21-25 yrs	48.2	10.3	34.6	45.8	28.8	34.6	35.2
26-35 yrs	41.9	11.0	36.5	50.0	21.4	24.9	35.4
36-45 yrs	40.2	9.0	29.6	48.6	20.8	20.0	29.8
46-55 yrs	44.2	10.3	30.3	41.3	22.1	20.1	24.5
56-65 yrs	41.7	10.2	29.2	35.3	22.9	19.1	19.2
Work Limiting Illness:							
No	45.4	9.9	32.3	49.6	23.8	24.4	30.3
Yes	44.9	13.5	31.6	58.3	29.5	29.4	33.0
Educational Attainment:							
NQF Level 4+	32.5	5.5	24.4	34.7	17.9	13.1	19.0
NQF Level 3	50.0	10.1	31.9	59.3	26.6	26.5	33.5
NQF Level 2	49.6	13.4	42.1	45.6	32.7	32.6	37.3
NQF < Level 2	47.6	17.2	29.8	58.8	29.3	33.1	37.8
None	45.2	12.5	38.7	57.9	29.4	32.0	42.2
Other	33.3	10.8	14.3	28.6	8.8	14.2	32.4
Duration of non-employment:							
<1 year	42.3	10.0	24.0	48.6	19.3	19.8	29.8
1-3 years	46.1	0.0	32.6	50.9	39.1	39.2	33.2
3 years+	56.1	0.0	55.7	53.6	56.8	55.4	34.7
Total	45.4	10.1	32.2	50.0	24.2	24.8	30.7

As with the analysis of employment transitions, statistical matching techniques have been used to examine how the incidence of previously unemployed participants entering low paid work following ESF compares with occupations typically gained by comparable unemployed from the wider population. The full results of this analysis are presented in Annex 2. It has not been possible to conduct the analysis for those supported by Work Placements due to the small sample sizes for this project. The results summarised in Table 7.5 reveal that the seemingly high incidence of entry into low paid occupations among participants in Non-Occupational Training is comparable with that observed among people with similar characteristics among the wider population. Across the remaining interventions, it can be seen that participation in ESF interventions appears to be consistently associated with a reduction in the proportion of people who enter low paid work among those who were previously unemployed or economically inactive prior to ESF. In proportionate terms, this effect is estimated to be largest among participants of Redundancy Training. Once again, two sets of results are estimated for this project, one set relating to those who reported being unemployed prior to their participation in ESF and a second set relating to all those supported by the scheme. Participation in the scheme is associated with an 8 percentage point reduction in the proportion of people entering low paid work, representing a 50% reduction in the rate with which those made redundant enter in to low paid work. It is also interesting to note the intuitive finding from the APS data that entry in to low paid work among the recently redundant is lower when we include those who may not have experienced any spells of unemployment following their redundancy.

Table 7.5: CIE Project Level Analysis of Entry into Low Paid Occupations

	Employment Transition Rates at 12 months			
	APS Control Group	ESF Participants	% Point Differential	% Change
Non-Occupational Training	*41.3*	*44.2*	*2.9*	*7.1*
Employability Support	39.8	31.8	-8.0	-20.2
Engagement Signposting	35.9	25.8	-10.1	-28.1
Redundancy Training				
Recently redundant and unemployed	20.7	9.6	-11.1	-53.6
All recently redundant	16.4	8.2	-8.3	-50.2

Note: Differentials presented in italics refer to results that were generally found to be statistically insignificant across the different specifications estimated.

CHAPTER 8: Supporting Progression in Employment

Chapter Summary

- Approximately 80% of respondents from projects aimed at increasing skills in employment hold the same job at the time of the ESF survey as they held before their participation in an ESF project. This falls to 65% among participants in Work Placements.

- Many respondents who undertook ESF projects aimed at supporting progression in employment report that they have experienced some form of improvement in their conditions of employment. One in four report that they had been promoted following their participation in ESF. Overall, less than 10% directly attribute improvements to their participation in ESF. However, for those who are in a new job, nearly a quarter believe ESF was vital to their gaining their current job.

- Out of all the Increasing Skills project groups, respondents who participated in Work Placements generally report the largest improvements in their current jobs compared with those held prior to ESF across a range of measures. They also have the largest improvements in terms of permanent contracts and movement away from low paid occupations.

- In common with the analysis of those who undertook projects aimed at increasing employment it can be seen that the perceived benefits of ESF are lowest among those who do not gain a qualification and are generally higher among those who gain a qualification at the same or higher level to that which they held prior to ESF.

8.1 Introduction

Chapter 8 analyses the labour market experiences and job characteristics of survey respondents who participated in ESF interventions aimed at increasing skills among those primarily in employment. Firstly, the nature of the employment held by these respondents is outlined, including occupations, hours, contractual status, earnings and job satisfaction. Then consideration is given to the perceptions of respondents regarding any improvements that they have experienced in their jobs since participation in an ESF intervention and whether these improvements can be attributed directly to ESF.

8.2 Characteristics of Current Employment

Table 8.1 presents information on the nature of employment held by respondents at the time of the survey, including data on: occupational classification; contractual

status; hours worked; gross weekly earnings; and overall satisfaction with job. Overall, employment is relatively more concentrated towards the more highly skilled occupations when compared with the Increasing Employment respondents, with two out of five respondents (40%) employed in managerial (19%), professional (6%) or associate professional occupations (15%)[21].

Around 91% of respondents from increasing skills interventions as a whole are employed in permanent positions, with this figure ranging from 96% among participants in **Management Training (S6)** to 71% for respondents partaking in **Graduate Work Placements (S5)** projects. Eighty-five per cent of the increasing skills respondent group report working 30 hours or longer per week and earnings among these respondents are considerably higher than those achieved among respondents who participated in interventions aimed at improving participation in the labour market. The highest earnings are found in participants of the **Management Training (S6)** category projects - here (male and female combined) gross earnings are £500 per week. The gross weekly earnings of women for increasing skills projects as a whole (£310/week) were 20% less than those for men (£385/week). Approximately 9 out of 10 respondents, who were in employment at the time of the survey, reported that they were satisfied or highly satisfied with their jobs. Levels of job satisfaction did not vary much between categories except, marginally, in the case of those respondents on **Graduate Work Placements (S5)**, where 84% stated they were satisfied or very satisfied.

[21] See footnote 7 for a description of skill levels and the Standard Occupational Classification.

Table 8.1: Nature of Current Employment

per cent of employed respondents

	Non-Occ' Training	Occ' Training	Appren'	Policy Area Project	Graduate Work Placements	Manage-ment Training	Total
Occupation:							
1. Managers & senior officials	15.2	18.9	11.6	23.7	12.9	55.0	19.2
2. Professional	7.6	9.6	1.7	6.3	20.7	8.7	5.8
3. Associate prof & tech	15.1	13.2	9.1	28.6	33.3	16.2	14.5
4. Admin and secretarial	11.9	6.2	11.8	16.3	15.2	6.6	11.3
5. Skilled trades	10.1	12.8	19.0	0.9	2.9	3.3	12.8
6. Personal service	22.3	8.1	27.7	18.0	3.6	1.3	19.3
7. Sales and customer service	4.7	3.7	7.4	3.9	6.4	2.6	5.8
8. Process, plant and machine	5.3	14.3	4.7	0.9	1.2	4.1	4.9
9. Elementary	7.7	13.1	7.2	1.5	4.0	2.2	6.4
Contractual Status:							
Permanent	86.3	94.9	93.0	87.1	71.2	96.3	90.8
Hours worked per week:							
Less than 16 hours	9.0	1.7	5.2	2.4	7.8	0.9	4.7
16-29 hours	19.5	5.1	11.6	11.4	9.5	3.8	10.7
30+ hours	71.6	93.2	83.3	86.2	82.7	95.3	84.7
Gross Weekly Earnings (by hours worked)							
Male							
<16 hours	153	51	146	.	129	96	138
16-29 hours	221	158	190		206	381	211
30+ hours	394	447	347		381	522	397
All	368	441	339		359	519	385
Female							
<16 hours	124	118	116		122	409	126
16-29 hours	196	196	176		216	358	198
30+ hours	323	374	303		345	480	347
All hours	270	348	268		310	470	310
All							
<16 hours	130	85	121	141	125	331	128
16-29 hours	200	190	178	261	212	363	200
30+ hours	353	425	325	409	366	506	371
All	305	410	299	387	336	500	343
Satisfied with job	88.8	89.1	91.3	87.0	84.1	91.3	90.0
Sample	1,160	888	5,880	865	1,147	1,361	11,301

8.3 Improvements in Job Characteristics

Respondents to the survey who were in employment both before participation and at the time of the survey were asked to consider whether changes had occurred in the nature of their employment and whether they felt that any of these changes happened because of their participation. These questions were asked of both those who, at the time of the survey, were in the same or a different job to the one they held before the intervention. However, 84% of respondents from Priorities aimed at progression in employment hold the same job at the time of the ESF survey as they held before their participation in an ESF project.

Perceived changes by respondents in the nature of their employment are highlighted in Table 8.2. Among those respondents employed in the same jobs that they held before ESF, the most commonly reported improvements in job conditions were: having more opportunities for training (65%); getting more job satisfaction (60%); and improvements in future pay and promotion prospects (50%). One in five (20%) of such respondents reported that they had been promoted following their participation in ESF. Respondents who were in a different job from that which they held before participating in an ESF project were more likely to report a variety of improvements in their jobs. The most commonly reported improvements in job conditions were getting more job satisfaction (81%), improvements in future pay and promotion prospects (75%), and having more opportunities for training (also 75%). The biggest differences in the nature of improvement reported by these two groups of respondents were having received a promotion or the job being at a higher level (60% for those in a new job, compared with 20% for those in the same job). This is perhaps to be expected as people who change jobs, particularly among those who quit their jobs voluntarily, are likely to do so in order to gain a job that is at a higher level. Respondents were also asked whether they felt the changes happened because of their participation in the intervention. Approximately 9% reported that an improvement in their jobs (whether in the same job or in a new job) could be directly attributed to their participation in an ESF project.

Table 8.2: ESF and Improvements in Current Job

per cent employed respondents

	In the same job	In a new job	All Jobs
Promotion/new job is at a higher level	19.5	60.2	25.7
Pay rate, salary or income increased	37.7	64.2	41.9
More job satisfaction	59.7	80.8	63.0
Better job security	41.1	70.6	45.8
Improved pay and promotion prospects	49.7	75.2	53.7
More opportunities for training	64.5	75.0	66.2
Improvements directly related to ESF	8.6	9.3	8.7
Sample	7,687	1,447	9,134

Tables 8.3 extends the above analysis to show the results for respondents' perceived changes in employment (and whether these changes happened because of their ESF intervention) by project group. Sample sizes for employees in a new job were relatively small except in the case of **Apprenticeships** and **Graduate Work Placements** so it was not possible to distinguish between ESF participants reporting on their experiences in their new job across all project types. The analysis here concentrates on the 'all jobs' category, thereby encompassing the responses of both those who remain in the same job by the time of the survey and those who have gained employment within a new job. However, to contextualise these findings, Table 8.3 also reports the proportion of respondents from each project type who report that they have changed their job from the one they held prior to ESF.

The most commonly reported improvements in job conditions for **Non-Occupational Training (S1)** project respondents (shown in Table 8.3) were more opportunities for training (55%) and more job satisfaction (51%). However, compared with all other Increasing Skills project groups (S2 to S6) Non-Occupational Training scores for each possible improvement in current job are low. Respondents in this category have the lowest score for those agreeing that improvements were directly related to their ESF intervention (6.4%). A total of 90% of the respondents from Non-Occupational Training projects held the same job at the time of the ESF survey as they held before their participation in an ESF project - relatively high for the Increasing Skills cohort as a whole.

Among other project areas, improvements in jobs cited among participants in **Occupational Training**, **Policy Area** projects and **Management Training** projects were generally at or below the average reported by all participants in projects under the theme of Increasing Skills. However, for **Apprenticeship** projects relatively high scores were reported, with 71% of respondents being particularly likely to report that they have more opportunities for training - the highest for any Increasing Skills project group.

Out of all project areas under the Increasing Skills theme, **Graduate Work Placement** respondents scored highest in every improvement category except more opportunities for training. Around 14% of participants in the **Graduate Work Placement** project group reported that they felt the changes had happened because of their participation in the ESF intervention. However, these findings need to be considered in the context of the characteristics of participants on these projects. These projects use work placements or short term employment to develop skills. Prior to ESF, a majority of participants on these projects were either unemployed (25%) or in Education and Training (34%). Of the 38% of participants who were employed (see Table 3.2), over half were in a new job by the time of the survey. This intervention is therefore at the interface of Increasing Employment and Increasing Skills. By definition, those who are in employment and who are willing to undertake a work placement are unlikely to have strong levels of attachment to the job that they held prior to participating in ESF.

Table 8.3: ESF and Improvements in Current Job by Project Area

	Non-Occupational Training	Occupational Training	Apprentice-ships	Policy Area Project	Graduate Work Placements	Management Training	Total
Proportion in a new job	10.3	10.6	19.3	11.3	34.6	7.8	15.8
Promotion/new job is at a higher level	14.0	20.4	30.9	27.6	40.9	21.7	25.7
Pay rate, salary or income increased	24.8	39.2	48.8	40.0	52.8	40.8	41.8
More job satisfaction	51.2	53.9	68.3	64.9	69.1	61.3	62.9
Better job security	32.5	41.9	54.3	34.3	56.1	36.2	45.6
Improved pay and promotion prospects	35.2	46.5	59.2	58.6	72.2	55.7	53.6
More opportunities for training	55.0	64.8	71.4	61.4	66.3	61.7	66.1
Improvements directly related to ESF	6.4	7.4	9.7	8.5	13.8	7.4	8.7
Sample	982	822	4,816	821	390	1,303	9,134

The above analysis shows that many respondents who undertook ESF projects aimed at supporting progression in employment report that they have experienced some form of improvement in their conditions of employment, although only a small minority directly attribute these improvements to their participation in ESF. The previous analysis provided details of respondents' subjective assessment of job improvements. Table 8.9 aims to identify whether any changes in more 'objective' characteristics of employment occurred among those who were employed both before and after their participation in ESF.

Although there is no difference by project type in the proportion of participants working in a low paid occupation, the average hours worked or the proportion of respondents employed on permanent contracts, some larger differences emerge for particular population sub-groups. For the 16 to 24 year old sub-group of the **Non-Occupational Training (S1)** respondents the percentage working in a low paid occupation decreased by 12 percentage points from before the ESF intervention (53% in a low paid occupation) with at the time of survey (41%). This sub-group also experienced an increase in the proportion employed on a permanent contract (up 8 percentage points to 74%).

Young respondents (aged 16 to 24 years) on **Apprenticeship (S3)** projects also experienced a modest decrease in the proportion working in a low paid occupation (down 4 percentage points to 41% at the time of the survey). Related to the earlier analysis, participants on **Graduate Work Placements** have the largest reductions in the proportion working in low paid occupations and the largest increase in the proportion employed on permanent contracts. Again, this is likely to reflect the poor quality of jobs held among participants in a project that is arguably increasing employment as much as it is supporting the development of skills. More detailed measures of employment relations (such as supervisory responsibilities) and contractual arrangements may be required to 'objectively' capture the improvements in employment conditions reported by respondents.

Table 8.4: ESF and Changes in Job Characteristics

per cent employed respondents

	Non-Occupational Training		Occupational Training		Apprenticeships		Policy Area Project		Graduate Work Placements		Management Training	
	Prior to ESF	Time of survey	Prior to ESF	Time of survey	Prior to ESF	Time of survey	Prior to ESF	Time of survey	Prior to ESF	Time of survey	Prior to ESF	Time of survey
Working in a low paid occupation (%)												
Gender												
Male	14.6	15.2	9.8	9.0	26.2	21.9	0.0	0.0	17.6	7.7	2.3	2.6
Female	42.1	40.7	25.6	24.9	58.4	55.7	24.8	22.9	18.6	14.6	8.3	5.4
Age												
16-24 yrs	52.8	40.6	29.8	25.6	45.1	41.1	42.5	37.7	30.3	16.8	16.1	7.4
24+ yrs	31.1	31.3	13.4	13.0	46.1	43.1	23.0	21.3	7.4	5.9	4.3	3.6
All	32.7	32.0	15.1	14.3	45.8	42.6	24.8	22.9	18.1	11.0	4.6	3.7
Employed on a permanent contract (%)												
Gender												
Male	89.3	89.2	96.3	95.4	92.7	92.7	0.0	0.0	64.8	82.2	98.4	97.5
Female	88.9	87.3	93.7	95.1	94.4	94.4	84.9	87.3	64.8	69.7	94.8	94.6
Age												
16-24 yrs	66.2	73.6	90.4	91.6	88.5	90.0	81.1	87.7	51.4	70.7	90.3	86.7
24+ yrs	91.4	89.3	96.0	95.8	95.7	95.1	85.3	87.3	79.4	81.8	97.2	96.6
All	89.1	87.9	95.4	95.4	93.7	93.7	84.9	87.3	64.8	76.1	97.0	96.3
Sample	796		806		4723		788		335		1199	

Respondents who, at the time of the survey, were employed in a different job from that held before ESF were asked to what extent they thought that the course helped them get their current job. Table 8.5 shows that nearly a quarter of respondents (23%) believed that their ESF project was vital to them gaining their current employment. Approximately 8 out of 10 of all employed respondents (80%) who participated in projects aimed at increasing skills report that, with the value of hindsight, they would do the course again. As noted above in relation to Table 8.2, approximately 9% reported that an improvement in their jobs (whether in the same job or in a new job) could be directly attributed to their participation in ESF. Given the apparent importance of attaining additional qualifications from ESF to the assessments of respondents who participated in projects aimed at supporting participation (see Section 6.6), table 8.5 also considers how these three self-reported measures vary among different groups of respondents classified according to the transitions in education attainment gained as a result of their participation. It can be seen that the perceived benefits of ESF are lowest among those who do not gain a qualification and are generally higher among those who gain a qualification at the same or higher level to that which they held before their participation in ESF.

Table 8.5: Perceived Benefits of ESF by Educational Attainment

per cent employed respondents

	Vital in gaining current job	Improvements in jobs directly related to ESF	Would do the course again
	All those in a job that was not held prior to participation in ESF	Those employed at time of survey	All
Qualification transition			
Lower Level	15.1	8.4	79.5
No qualification	16.4	3.7	72.5
Same Level	30.1	10.6	83.1
Higher Level	31.5	12.7	83.3
Not determined	20.9	9.1	81.7
Total	22.7	8.9	79.9
Sample	2,755	8,997	11,301

Finally, multivariate analysis was used to allow us to examine what personal and job related characteristics were associated with participants stating that, with hindsight

they would do the same course again. Among participants of projects aimed at **increasing skills**, those who were more highly qualified were associated with an increased likelihood of believing the course to be worthwhile. Those suffering from a work limiting illness and those participants from a non-white background were less likely than their counterparts to believe the course was worthwhile. After controlling for other personal and job-related characteristics, analysis reveals that participants in **Leadership and Management (S6)** and **Graduate Work Placements (S5)** were most likely to report that the interventions or courses that they undertook were worthwhile.

CHAPTER 9: Analysis of Programme Costs per ESF Participant

Chapter Summary

- The average cost per achieved participant across the Increasing Employment projects was £1,701, but this varies from a £5,396 per achieved participant in the case of E4 Work Placements to just £272 per achieved participant in the case of E5 Engagement Signposting.

- With respect to projects focused on increasing skills and workplace progression the achieved cost per participant averaged £2,335 ranging from £995 in the case of S1 Training: Basic/Non Occupational to just over £3,750 in the cases of S4 Policy Area Support and S5 Work Placements.

- The analysis reveals that the net costs per positive outcome ranged from around £112,000 for Work Placement projects (E4) to around £2,800 for E5 Engagement Signposting.

Recent reviews of the effectiveness of labour market programmes have criticised available studies in terms of their inability to provide any insight in to the relative value for money of different approaches. *Few studies include enough information to make even a crude assessment of the benefits of the programme relative to its costs. Indeed, many studies completely ignore the "cost" side of the evaluation problem.* (Card et al. 2010, pp 28-29)[22].

To address this gap, in this Chapter we attempt to estimate the costs per participant receiving ESF provision, and then move to an estimate of the cost per positive beneficiary outcome. Table 9.1 provides estimates of the forecast and achieved (September 2014) unit costs per participant for 92 ESF projects arranged by Priority and Theme. We start with the Convergence projects. Table 9.1 reveals that 75 Convergence projects (of which 14 were complete as at September 2014) had an achieved total of 491,208 participants which was around 87% of the forecast outcome from these projects. In what follows, we adopt the word average to denote the mean. The average (mean) unit forecast cost per participant was £5,485 (median £1,929), and the average (mean) unit cost based on achieved participants was £9,270 (median £1,987). Across the four Convergence Priorities, the average unit

[22] http://www.nber.org/papers/w16173.pdf

cost per participant achieved ranges from £2,049 (Priority 2) to £51,169 (Priority 4). The relatively high figures for the unit cost per participant achieved in Priorities 3 and 4 reflects high average unit cost figures in projects under Priority 3 Theme 2 and Priority 4 Theme 2. In both cases the median figures in Table 9.1 may provide a better guide to the typical unit costs per participant. The median is helpful here because average costs can be inflated by a few very high cost projects in selected Priorities and Themes. Note that in much of the remainder of the analysis we return to using the mean cost figures, but accept care is required here because some project types may have outlying values that would make the median a better guide to central tendencies.

Table 9.1: Programme Cost per Participant Data September 2014

Programme / Priority / Theme	Unit Cost based on Forecast		Unit Cost based on Achieved		Number of projects	Number of completed projects	Number of participants	
	Mean	Median	Mean	Median			Forecast	Achieved
Convergence ESF	**£ 5,485**	**£ 1,929**	**£ 9,270**	**£ 1,987**	**75**	**14**	**564,729**	**491,208**
1	£ 2,435	£ 1,268	£ 2,469	£ 1,320	20	8	133,242	120,521
Theme								
1	£ 2,632	£ 1,282	£ 2,798	£ 1,331	13	6	81,855	66,170
2	£ 2,070	£ 842	£ 1,857	£ 761	7	2	51,387	54,351
2	£ 2,330	£ 1,896	£ 2,049	£ 1,766	25	4	259,570	229,845
Theme								
1	£ 2,405	£ 1,896	£ 2,107	£ 1,766	23	4	255,250	227,553
2	£ 1,471	£ 1,471	£ 1,383	£ 1,383	2	0	4,320	2,292
3	£ 9,993	£ 3,333	£ 16,339	£ 2,449	27	2	170,016	140,044
Theme								
1	£ 1,806	£ 1,489	£ 1,465	£ 1,106	11	1	124,549	105,288
2	£ 16,597	£ 5,254	£ 29,151	£ 4,128	14	1	42,171	31,649
3	£ 8,796	£ 8,796	£ 8,466	£ 8,466	2	0	3,296	3,107
4	£ 11,546	£ 7,811	£ 51,169	£ 12,012	3	0	1,901	798
Theme								
1								
2	£ 11,546	£ 7,811	£ 51,169	£ 12,012	3	0	1,901	798
Competitiveness ESF	**£ 3,328**	**£ 2,550**	**£ 3,022**	**£ 1,819**	**17**	**2**	**88,334**	**74,632**
1	£ 2,529	£ 2,579	£ 2,240	£ 1,728	20	0	50,921	39,682
2	£ 4,469	£ 1,819	£ 4,139	£ 1,819	25	2	37,413	34,950

Source: WEFO

For the Competitiveness ESF projects there were 74,632 participants achieved across 17 projects of which two had been completed in September 2014. The average unit cost based on the number of participants achieved was £3,022 (median £1,819). The achieved participants represented around 84% of those forecast for these 17 projects. The similar median costs between the Convergence and Competitiveness Programmes demonstrates that Convergence projects are not intrinsically more expensive than Competitiveness projects. The large difference in mean costs is due to the presence of Priority 4 Theme 2 and Priority 3 Theme 2 in the Convergence Programme which have relatively high unit costs.

We now turn to consider the projects covered in the ESF combined analysis. Recall that these projects are placed into 11 categories with the projects E1-E5 relating to Convergence Priority 2 and Competitiveness Priority 1 (Increasing Employment), and then S1-S6 relating to Convergence Priority 3 and Competitiveness Priority 2 (Increasing Skills). Table 9.2 reveals that the 25 projects included in the ESF Combined Analysis under Increasing Employment had achieved a total of 228,714 participants (around 90% of the forecast outcome). The achievements in terms of participants were associated with a little over £389m of spending, while the forecast of expenditure when all projects are complete is £477.6m. While some of these projects are not yet complete, Table 9.2 reveals that the average cost per achieved participant across the Increasing Employment projects was £1,701, but that this varies from a £5,396 per achieved participant in the case of **E4 Work Placements** to just £272 per achieved participant in the case of **E5 Engagement Signposting**. Clearly there are strong links here between these average costs and the resource input. For example in the projects under **E4 Work Placement**s, survey data showed that the proportion of participants having more than 25 hours of support per week was 64%. In contrast, the overall average of participants receiving more than 25 hours of support under all projects aimed at improving participation in the labour market was 37%.

Table 9.2: Costs Data for Projects ESF Combined Analysis

	Number	Project Forecast to end Programme	Project Achieved to 30/09/2014	Total Project Cost Approved (£)	Eligible Expenditure Claimed to date (£)	Forecast cost per participant (£)	Achieved cost per participant (£)
Increasing Employment							
E1 Training Basic/Non Occupational	3	59,963	55,205	99,564,908	92,000,622	1,660	1,667
E2 Redundancy Training	2	27,520	24,853	78,699,799	68,399,459	2,860	2,752
E3 Employability Support	17	136,674	119,955	268,231,770	199,237,648	1,963	1,661
E4 Work Placements	2	4,402	4,210	24,144,420	22,717,041	5,485	5,396
E5 Engagement Signposting	1	25,000	24,491	6,973,618	6,670,914	279	272
Total	25	253,559	228,714	477,614,515	389,025,683	1,884	1,701
Increasing Skills							
S1 Training (Basic/Non-Occupational)	5	39,512	34,746	47,720,117	34,575,712	1,208	995
S2 Occupational Training	7	44,923	38,405	166,658,988	83,589,149	3,710	2,177
S3 Apprenticeships	4	72,021	62,079	172,626,472	163,713,067	2,397	2,637
S4 Policy Area Support	1	2,921	2,921	12,849,547	11,027,476	4,399	3,775
S5 Graduate Work Placements	1	5,714	5,021	28,241,118	18,841,314	4,942	3,753
S6 Leadership and Management	4	27,899	20,998	47,568,259	25,088,539	1,705	1,195
Total	22	153,478	129,424	427,944,384	302,259,546	2,788	2,335

Note: the ESF combined analysis was undertaken on a total of 49 ESF projects, but there was only information available for 47 projects in terms of their cost. This then excludes two very small projects on Wood Energy with just a handful of beneficiaries (6).

We next turn to the 22 Increasing Skills projects in Table 9.2. There were a total of 129,424 participants achieved and total eligible expenditure of £302.3m. The achieved unit cost per participant here averages £2,335 ranging from £995 in the case of **S1 Training: Basic/Non Occupational** to just over £3,750 in the case of **S4 Policy Area Support** and **S5 Graduate Work Placements**. Once again there is some correlation between the average costs per participant and the amount of provision. For example in the case of **S5 Graduate Work Placements**, over half of participants, according to ESF survey data, received more than 25 hours of provision per week.

Table 9.3 examines how many of the project participants gained positive outcomes and then the costs per positive outcome. Here we classify a positive outcome in the broadest of terms meaning that project participants following ESF provision were either in paid employment or education i.e. had remained in paid employment or moved from education/training, inactivity or unemployment into paid employment, or were in education/training following employment, unemployment or inactivity, or had remained in education following ESF provision. These are derived from our analysis of the survey material (see for example Table 6.2 for positive outcomes figures for the E1-E5 projects). On this basis Table 9.3 reveals that for projects aimed at increasing employment the percentage of positive outcomes ranges from 49% in the case of **E1 Training Basic/Non Occupational** to 84% in **E2 Redundancy Training**, with the average being 63% across these projects (i.e. E1-E5). We next apply these assumptions on the proportion of positive outcomes to the total number of participants under projects covered in the Combined Analysis. On this basis the costs per positive outcome would average £2,700 across the 25 projects aiming to increase employment, with a range of £389 per positive outcome for **E5 Engagement Signposting** to £9,187 for **E4 Work Placement** projects.

In the case of the 22 projects aiming to increase skills and progression the proportion of participants gaining positive outcomes is higher than in the case of the E1-E5 Increasing Employment projects. This is because these projects aim to support progression in employment and we would not expect many participants to lose their jobs following participation in ESF. As a result, the cost per positive beneficiary

outcome is little changed from the overall unit cost per participant. The final 2 columns of Table 9.3 present an alternative view of positive outcomes, measured in terms of the % of respondents gaining qualifications derived from the survey. Restricting positive outcomes to gaining additional qualifications, it can be seen that cost per qualification among projects aimed at Increasing Skills is higher than cost per positive outcome. This is particularly apparent among **Work Placements**, where only half of respondents gain a qualification

Table 9.3: Estimated Costs Associated with Positive Outcomes

	Achieved Unit Cost/Participant	% gaining positive outcomes	Cost per positive outcome	% gaining qualifications	Cost per qualification
Increasing Employment					
E1 Training Basic/Non Occupational	1,667	49	3,420	71	2,348
E2 Redundancy Training	2,752	84	3,276	85	3,238
E3 Employability Support	1,661	55	3,020	55	3,020
E4 Work Placements	5,396	59	9,187	68	7,935
E5 Engagement Signposting	272	70	389	52	523
All	1,701	63	2,700	71	2,396
Increasing Skills					
S1 Training (basic/Non-Occupational)	995	92	1,082	72	1,382
S2 Occupational Training	2,177	97	2,235	81	2,688
S3 Apprenticeships	2,637	94	2,801	89	2,963
S4 Policy Area Support	3,775	98	3,852	94	4,016
S5 Graduate Work Placements	3,753	90	4,171	51	7,359
S6 Leadership and Management	1,195	97	1,234	69	1,732
All	2,335	94	2,447	80	2,919

For Increasing Employment projects, Table 9.4 constrains the positive outcomes to an increase in employment among the participants. These figures are derived from Table 6.2. Recall Table 6.2 revealed the transitions of ESF participants in terms of what they were doing prior to the ESF compared to what they were doing afterwards. Here we focus on those moving into paid employment, or being maintained in paid employment. This obviously reduces the positive outcomes proportion but by varying degrees. Revising the figures in this way leads to estimates of costs per positive outcome varying from £428 for **E5 Engagement Signposting** to £10,200 in the case of **E4 Work Placements**. Note that projects under **E2 Redundancy Training** do

'well' here because of the large amount of positive outcomes represented by a transition to employment.

Table 9.4: Increasing Employment Projects: Cost per Positive Outcome: Participation in employment

	Achieved Unit Cost/Participant	Positive outcomes: Participation in employment	Cost per positive outcome
E1 Training Basic/Non Occupational	1,667	37	4,493
E2 Redundancy Training	2,752	82	3,364
E3 Employability Support	1,661	49	3,404
E4 Work Placements	5,396	53	10,200
E5 Engagement Signposting	272	64	428
All Increasing Employment	1,701	56	3,059

Finally, Table 9.5 explores a counterfactual scenario in adjusting gross cost per positive outcome (here transition from unemployment to employment) by considering deadweight i.e. what might have occurred in the absence of the ESF provision. Here we use information from Chapter 7 (see Table 7.2) to compare transitions from unemployment to employment in the 'population' compared with that estimated from the ESF Combined Analysis.

We estimate in Row 1 for **E1 Basic Training** projects that 22% of participants achieved a positive outcome in terms of a transition from unemployment to employment (see Table 6.2). This equates to 12,036 participants from Increasing Employment projects allocated to this category (Row 4). In projects under **E1 Basic Training**, the counterfactual analysis presented in Table 7.2 suggests around 91% of these might have received a positive outcome in the absence of support (Row 2), meaning that the provision might have led to a positive employment outcome for 1,039 (Row 6) participants. Using this information in combination with the cost data suggests (final row) an estimated cost per additional positive outcome of around £88,500 compared with the original 'gross' unit cost per positive outcome of £7,644. Note positive outcomes here are defined as a movement from unemployment to employment which is more restrictive than the definitions of positive outcomes used in the analyses presented above.

Table 9.5 reveals that the net costs per positive outcome range from around £112,244 for **Work Placement (E4)** projects to around £2,800 for **E5 Engagement Signposting**. Clearly extreme care is needed here because of the definition of a positive outcome but the approach hints at the amount of deadweight underlying the different programmes of support. It is also important to reiterate here that, as in prior cases, some of the differences could relate to the types of participant that the project themes work with. For example, **Non-Occupational Training** offers training in essential skills (reading, writing IT etc.) and is characterised by participants who are relatively young and who possess low levels of educational attainment. The aim of such projects is often focused on moving participants closer to the labour market and may not be expected to result in transitions in to employment over the short term. Indeed, only 30% of respondents who participated in these projects gave 'to get a job' as the main reason for their participation. Furthermore, the duration of these projects is relatively long (25% report that their participation exceeded 6 months) and so the time spent 'locked in' to a project may therefore in itself contribute to lower rates of transition in to employment over a period of 12 months. This is corroborated by other studies of active labour market programmes that indicate that the effects of such training are more likely to be witnessed after a period of 2 to 3 years. Low estimates of net employment entry rates (i.e. high deadweight) contribute to the estimation of high costs per net outcome.

In contrast, **Employability Support** and **Engagement/Signposting** projects may work with those who are closer to the labour market and are then more likely to get jobs. Among participants in these projects, 38% and 41% of respondents state that their main reason for participating is to get a job. Whilst statistical matching can account for the different personal characteristics of ESF participants, the motivations of participants is also important. Low estimates of deadweight and low costs per supported person (particularly in the case of **Engagement/Signposting)**, combine to contribute to the estimation of relatively low costs per net outcome.

It is also necessary to highlight the sensitivity of selected results to elements of the analytical process. This is illustrated with respect to **E2 Redundancy Training**. For example, in developing the counterfactual (i.e. relating to figures in row three in Table 9.5) one approach is to compare those participants who self-reported that they

were unemployed prior to Redundancy Training with people in the Labour Force Survey who reported that they have recently been made redundant (in the last 3 months – so on average 6 weeks ago) and who remained unemployed at the time of the survey. This approach would have provided a figure in row three of Table 9.5 under **Redundancy Training** of 0.86 i.e. 86% of outcomes being achieved in the absence of support. Working this figure through the steps in Table 9.5 would have resulted in a net cost per positive outcome in the final row of Table 9.5 of £30,341.

However, an issue with such an approach is that it ignores those participants of Redundancy Training who said that they were employed at the time of doing the project (15%). This is the very group which is likely to be under notice of redundancy who are supported by the scheme. Many under threat of redundancy and/or under notice of redundancy in the wider economy never become unemployed. The Labour Force Survey analysis used in support of our analysis in Table 9.5 revealed that about a third of those who were recently made redundant were in work at the time of the survey – so a third gain work within an average of 6 weeks. Comparing all participants of Redundancy Training with all people who reported that they had recently been made redundant within the Labour Force Survey (irrespective of whether or not they were observed as being unemployed at the time of the LFS) moderates the effects of the scheme and with the result that the net cost per positive outcome grows from £30,341 to over £68,000; this is reported in final row of Table 9.5.

It is also important to reflect on the fact that the highest net costs per positive outcome in Table 9.5 are related to **Work Placements.** Estimates of deadweight for this project are high, although not dissimilar to those estimated for Non-Occupational Training. Here, the high net costs are linked to a small number of beneficiaries. The larger numbers of beneficiaries under **E3 Employment Support**, reflecting nearly £200m of spending, and with relatively high levels of additionality (row three of Table 9.5 –around 69% of outcomes assumed to be achieved in absence of the support) is associated with net costs per positive outcome of £16,163. It is also important to note that recent estimates suggest that the costs to the Treasury of unemployment are approximately £8,000 per unemployed person per year, taking in to account lost tax revenues as well as the direct costs of unemployment and other related

benefits[23]. These estimates point to the relatively short periods over which investments in **Employment Support** and **Engagement Signposting** projects may be expected to yield positive returns.

Finally here it is important to recognise that Table 9.5 focuses on costs per outcome in terms of a movement from unemployment to employment. Transitions to employment are also made by the inactive and those in education, although such transitions are smaller in number. Indeed there is also an argument to be made that where ESF has some role in keeping people in employment, those might be seen as a positive outcome. Then if the 'positive outcomes' figures from Table 9.4 were applied to row 1 of Table 9.5, and the deadweight assumptions in Row 2 are maintained, then the net costs per 'positive outcome' more broadly defined would fall. For example, in the case of Non-Occupational Training they would fall from £88,519 to £52,020. However, it is possibly inappropriate here to assume that deadweight assumptions derived from transitions from unemployment to employment, can be applied to a more general set of positive transitions i.e. from education and inactivity to employment. It should also be noted that the main contribution of this analysis is to consider the relative costs per outcomes associated with different types of intervention rather than to provide an accurate assessment to absolute costs. The application of less tightly defined measures of employment outcomes would not greatly affect the overall assessment of relative costs per outcome.

[23] http://www.bristol.ac.uk/efm/news/2009/32.html

Table 9.5 Gross and Net Costs of Increasing Participation in Employment

	Basic Training	Redundancy Training	Employment support	Work placements	Engagement signposting
1.Proportion positive outcomes unemployment to employment (Table 6.1, 6,2)	0.22	0.65	0.33	0.38	0.44
2.Assumption of unemployment to employment outcomes achieved in absence of ESF (Table 7.2)	0.91	0.94	0.69	0.87	0.78
3.Total beneficiaries under each E project where cost data available	55205	24853	119955	4210	24491
4.Estimated number of beneficiaries under each E project moving unemployment to employment (Row 1 * Row 3)	12036	16091	39309	1594	10824
5.Estimated number who would have progressed from unemployment to employment without ESF support Row 4*Row 2)	10997	15085	26982	1392	8441
6.Net beneficiaries moving from unemployment to employment as a result of ESF support (Row 4 – Row 5)	1039	1006	12327	202	2383
7.Eligible project costs to date	£92,000,622	£68,399,459	£199,237,648	£22,717,041	£6,670,914
8.Gross cost per outcome unemployment to employment (Row 7/Row 4)	£7,644	£4,251	£5,069	£14,250	£616
9.Net cost per outcome unemployment to employment (Row 7/Row 6)	£88,519	£68,013	£16,163	£112,244	£2,799

Note: Some of the figures in Table 9.5 are rounded from spreadsheet calculations,

CHAPTER 10: Conclusions

This Combined Analysis has aimed to add value to the results of the five ESF Leavers Surveys conducted with participants in ESF interventions who had left the provision between 2009 and 2013.

By aggregating results from the surveys it has been possible to gain greater insight into the characteristics, experience and outcomes of participants in different categories of project. By undertaking analyses for different groups of projects, the analysis overcomes concerns that the evidence provided by the individual surveys may be distorted by the strong presence of leavers from particular projects. For example, this concern was sometimes raised in the case of interventions targeting the unemployed and economically inactive, where during some years the sample was being dominated by participants in Redundancy Training projects, which by definition work with those nearest to the labour market. The analysis has been able to dig down beneath the level of providing aggregate information on interventions aimed at increasing employment or increasing skills.

The research has also enabled the team to explore the relationship between survey respondents and all ESF leavers – suggesting that survey respondents are in general more likely to be older, female, better qualified and closer to the labour market than the wider population of participants in WEFO records – and to take some tentative first steps in considering the relationship between the cost of interventions and positive outcomes both before and after taking deadweight into account.

The research provides further evidence to suggest that ESF interventions in general have perhaps succeeded less well in supporting the most vulnerable groups within and those furthest from the labour market. Participants in Redundancy Training were particularly likely to report a strong history of engagement with the labour market, that they were well qualified and that they had previously held jobs in more highly-skilled occupations. More than half of participants across every other category of

intervention aimed at increasing employment said that they had either been in employment continuously or most of the time since completing compulsory education, while more than 10% of participants in each category perceived that they had been in paid employment immediately before participation, suggesting a tendency on the part of some projects to recruit the 'freshly unemployed'. While the fact that only a small proportion (12%) of participants in Increasing Employment interventions said that they were economically inactive prior to participation may not be surprising, given our use of the ILO definition and the challenge of surveying participants from vulnerable groups, it is also striking that a majority of unemployed participants had only been out of work for less than 12 months. This was true of more than half of unemployed participants in Engagement Signposting and Work Placement projects, 46% of participants in Non-Occupational projects and almost two-fifths (38%) of participants in Employability Support projects, as well (unsurprisingly) as 97% of participants in Redundancy Training projects.

Participants in Increasing Skills projects were also in general terms relatively well qualified, with a very strong attachment to the labour market, and were less likely than the working population as a whole to have a work limiting illness (with less than 5% reporting that this was the case).

In terms of those seeking work at the start of their ESF project, the main difficulty in finding work cited was related to a lack of jobs in the area in which they lived, reported by 39% of respondents, reflecting a perception that labour market problems were related to a lack of demand for skills, rather than personal factors. By contrast, amongst the relatively small proportion who were economically inactive before ESF, 23% reported medical/health issues as the main concern they faced in finding work.

In line with individual surveys, the analysis has confirmed the (generally unsurprising) differences in motivations and in the type of provision accessed by those taking part in Increasing Employment and Increasing Skills projects. It has also highlighted again that withdrawal from ESF projects supporting the unemployed and inactive was frequently related (in around a quarter of cases, for those respondents who identified themselves as 'early leavers') to having found a job, reflecting the fact

that it may be wrong to see non-completion as an evidence of failure. However, across all categories, younger participants, those with lower prior qualifications and those with a work limiting illness were more likely to withdraw.

Across the board, ESF leavers reported a wide range of skills (most notably softer skills such as communication skills, team working skills and organisational skills) which they believed had been acquired as a result of participation, whether in Increasing Employment or Increasing Skills projects. Half of all participants reported an improvement in their literacy skills (50%) and only marginally fewer (48%) an improvement in their numeracy, suggesting that ESF has helped address some of the essential skills issues within the Welsh economy.

Approximately 6 out of 10 of respondents reported that they gained some form of qualification through ESF, although participants in interventions aimed at increasing skills are more likely to achieve a qualification (70%) than those aimed at increasing employment (48%). In many cases, however, these qualifications were at the same or a lower level than those the individual already possessed, suggesting the role of ESF in re-skilling and adapting the labour market to changing skills needs. Overall, while ESF interventions have contributed to reducing the proportion of the population with no qualifications (from 10% of respondents to 6%) and increasing the proportion of the population with qualifications at higher levels (from 38% holding qualifications at NQF Level 3+ to 44%), the contribution has been relatively modest.

In terms of outcomes relating to economic activity, around half of participants in projects aimed at increasing employment were observed to have made a positive transition (from unemployment to employment or education and training; from economic inactivity to unemployment, employment or education and training). Such transitions were largely accounted for by a movement from unemployment into paid work. Positive transitions were less likely in the case of those with work limiting illness, older participants and the economically inactive, while of the intervention categories, Redundancy Training was seen to be associated with the highest level of positive transitions.

However, when taking into account the evidence of the counterfactual impact evaluation, the picture changes, suggesting that the largest increase in employment outcomes associated with participation in ESF projects among the unemployed was found among those participating in Employability Support projects (associated with a 46% increase in employment outcomes), with the smallest increase found among those participating in Non-Occupational Training (11%). Similarly, while the overall proportion of the economically inactive making positive transitions was small, the effect of ESF when compared with the counterfactual was considerable, with an 84% increase in employment outcomes.

Employment outcomes associated with ESF participation were not evenly distributed across the population however: the effects of participating in ESF on employment outcomes among the previously unemployed were higher for men and older participants, with no statistically significant effect of ESF participation on employment outcomes among the unemployed who were suffering from a long term work limiting illness.

Qualitative interviews undertaken as part of the 2013 Leavers' Survey with ESF participants in projects targeting particularly disadvantaged groups also highlighted a range of wider benefits over and above employment outcomes. Many of those interviewed reported that the support provided had contributed to positive changes within their lives including changes to their lifestyle, health, welfare and accommodation arrangements. In addition, some participants were reporting other more general benefits from having been involved with the project including gaining confidence, developing new skills, obtaining new experiences relating to training or volunteering opportunities, dealing with social settings and an improvement in their personal skills. It would appear that those most removed from the labour market were the ones most likely to report that the intervention had proved to be a life changing experience.

The research casts less light on outcomes for those already in employment at the start of their participation in ESF, though many respondents who undertook ESF projects aimed at supporting progression in employment reported experiencing some

form of improvement in their jobs, with one in four reporting that they had been promoted following their participation in ESF. However, less than 10% of participants identifying improvements directly attributed these improvements to their participation in ESF, although almost a quarter (23%) of the minority of respondents who had changed job since participating in ESF said ESF had been vital to securing this new job. Participants in Graduate Work Placements generally reported the largest improvements in their current jobs compared with those held prior to ESF across a range of measures, as well as reporting the largest improvements in terms of permanent contracts and movement away from low paid occupations.

Finally, whilst the work undertaken by the research team on the costs per participant and per outcome of different types of intervention needs to be treated with caution it does highlight the range of costs across different types of interventions (from a £5,396 per achieved participant in the case of Work Placements for the unemployed to just £272 per achieved participant in the case of Engagement Signposting, for example). It also suggests that, for the unemployed and inactive, once the effects of deadweight suggested by the CIE are taken into account, net costs per positive outcome vary significantly, with Engagement Signposting and Employability Support projects appearing to perform much more strongly than Basic Training, Work Placements and Redundancy Training.

The findings that relate to the relative efficacy of projects aimed at increasing employment tend to resonate with those from project level evaluations where employment outcomes have also been considered. For example, a majority of ESF participants in Non-Occupational Training projects were participants in Skillbuild or Bridges into Work. The evaluation of Skillbuild[24] (included within a wider evaluation of Work Based Learning) recognised the difficult circumstances faced by participants in these projects in terms of gaining employment and that whilst participants report significant gains in terms of work-related attitudes and skills, achieving improvements in employment outcomes would be 'far from easy'. Similarly, the evaluation of Bridges in to Work[25] also indicate that the strongest impacts noted by

[24] http://wales.gov.uk/statistics-and-research/evaluation-work-based-learning/?lang=en
[25] http://gov.wales/docs/wefo/publications/130918bridgesintoworkmidtermevalen.pdf

participants are in terms of their own 'perceived skill levels, self-confidence and aspirations' rather than the participants feeling that they were ready and able to find work.

These findings are in contrast to the evaluations of some of the main projects that fall under the category of employability support. Project level evaluations of Want to Work[26] and JobMatch[27] both reported significant improvements in employment outcomes. It is also interesting to note that the evaluation of Want to Work also found that those with work limiting health conditions were also less likely to achieve positive outcomes, a finding that is replicated within our analysis. Whilst the employment outcomes achieved among participants in relatively inexpensive engagement signposting projects were not as large as those estimated for employability support, evaluation of the Careers Information Advice and Guidance projects[28] (CIAG) undertaken on behalf of Careers Wales also notes that a majority of respondents had applied for a job since participating in CIAG, whilst just under half had actually attended an interview or had started a new job. The results of the CIE and related cost benefit analysis therefore do not contradict findings from project level evaluations.

The ESF surveys have provided a rich body of evidence on the characteristics, circumstances and outcomes of ESF participants. The combined analysis has contributed to the creation of a single large analytical database that can potentially be used by other researchers who have interests in particular projects, sub-groups of ESF participants or in the examination of ESF more widely. Whilst the surveys remained relatively consistent during 2009-2013, the creation of a combined database is not a straightforward task and we would therefore wish to see further use of this data set being encouraged. The commissioning of future Leavers Surveys should also consider the ability to merge data from successive surveys.

[26] http://gov.wales/docs/wefo/publications/131105wanttoworkfinalevaluationen.pdf
[27] ???????????
[28] https://www.careerswales.com/prof/upload/pdf/Careers_Wales_Report.pdf

Comparisons of both the 'in-scope' population and respondents to the surveys indicate that the surveys are generally representative of the wider ESF population. While there are undoubtedly issues surrounding response bias, particularly in relation to those with higher levels of educational attainment, the high level of response achieved by the surveys, the development of the typology of projects and the ability to analyse data for detailed population sub-groups means that meaningful comparisons can be made. Nonetheless, it is noted that the population defined as being in-scope for the purposes of the survey did under-represent young participants in ESF. Whilst the exclusion of projects that support particularly young people or other groups deemed as being vulnerable may be entirely sensible in terms of protecting their welfare, it needs to be made much more explicit in the reporting of future surveys as to which projects are out of scope of the surveys and why and what alternative methods are being put in place to ensure that the outcomes of these projects are being considered. The qualitative research undertaken as part of the 2013 ESF Leavers' Survey highlighted a number of issues in this regard, notably the potential to work more closely with project sponsors to improve response rates, the preference of many individuals from vulnerable groups for face-to-face interviews, outdated contact data (particularly for those with complex lives) and their reluctance, in particular, to respond to unsolicited telephone calls. The qualitative research also suggested that response rates from vulnerable groups could also be further increased if participants were contacted at an earlier stage following their intervention and done so in a joined up manner thereby addressing any existing duplication of effort to gather feedback at both ESF project and programme levels.

Among those projects that are in scope for inclusion in to the survey, the methodology of future ESF Leavers Surveys should be reviewed. Whilst a single survey is relatively efficient in terms of being able to ask what are largely the same questions to all ESF participants, such an approach may not provide sufficient flexibility to provide a nuanced understanding of the experiences of particular groups of participants. For example, the current focus of the surveys upon 'leavers' would seem to be appropriate for those participating in in-work interventions aimed at increasing skills. However, it may be more appropriate for interventions aimed at increasing employment to be covered by a survey of all participants so that the

experiences of those who move from one intervention to another are being adequately captured.

In conducting this analysis, the research team were supplied with the anonymised individual level records of participants in ESF projects. The potential of this administrative data as a research resource should be explored further. For example, it has not been possible to explore the longitudinal properties of this database in order to examine the extent to which participants move from one intervention to another. The value of this data could also be greatly enhanced if it could be combined with other information held about these participants. For example, this could include school data held by the Welsh Government on its National Pupil Database or information about participation in post-compulsory education held on the Wales Lifelong Learning Wales Record (LLWR) so that the interaction between schooling, Further Education and participation in ESF can be fully explored. In terms of evaluating the effectiveness of ESF in supporting people in to employment, it may be possible to replicate the counterfactual impact evaluation of the net impacts of the 2007-2013 ESF Programme in England undertaken by DWP using administrative data on benefit recipients combined with ESF monitoring data. These kinds of activities could be supported by the Administrative Data Research Centre Wales which, as part of the wider Administrative Data Research Network, provides mechanisms through which administrative data can be linked and made accessible for the purposes of research.

Annex 1: Response Rates

Table A1.1: Response Rates by Year

	Response Rates					
	2009	2010	2011	2012	2013	Total
Gender:						
Female	41.4	30.3	28.5	26.1	32.3	30.8
Male	37.9	26.8	27.4	24.1	27.7	27.6
Age:						
16-18 yrs	38.5	24.0	16.0	16.4	38.5	28.6
19-21 yrs	37.8	27.9	19.9	19.4	18.8	26.0
22-24 yrs	33.6	25.6	22.7	18.8	17.1	23.9
25-30 yrs	32.5	23.8	22.2	18.4	21.8	22.9
31-40 yrs	39.3	28.0	28.3	23.3	26.9	28.0
41-54 yrs	47.6	32.9	34.5	30.8	33.8	34.3
55+ yrs	53.9	35.6	36.8	35.3	41.1	38.0
Disability:						
Non-disabled	40.4	28.6	28.5	25.4	29.9	29.4
Disabled	33.8	26.5	20.5	20.0	27.1	24.5
Educational Attainment:						
No qualifications	37.8	19.4	24.5	14.4	22.6	21.3
NQF < 2	36.6	26.4	21.4	22.9	27.5	26.4
NQF 2	40.3	29.5	25.6	24.7	26.4	29.4
NQF 3	44.5	34.9	31.6	29.1	30.1	33.2
NQF 4-8	50.4	36.8	39.7	36.0	37.0	38.2
Don't Know	31.4	27.5	20.4	22.1	23.6	24.2
Completion Status:						
Completer	42.3	30.4	29.1	25.8	30.9	30.4
Early Leaver	30.4	19.4	17.6	18.1	20.7	20.9
Quarter of Completion:						
1st Quarter	37.9	26.3	25.4	24.1	23.7	26.7
2nd Quarter	39.4	30.8	28.9	28.5	30.3	31.5
3rd Quarter	42.5	29.4	30.3	20.3	34.5	29.5
4th Quarter	33.3	26.4	27.4	29.9	34.8	28.2
Total	39.8	28.4	27.8	24.9	29.8	29.1
Population	10,201	26,393	21,580	17,188	6,598	81,960

Table A1.2: Response Rates by Project Type

	Increasing Employment					Increasing skills						All
	Non-Occ' Training	Redun' Training	Emp' Support	Work Placements	Engagement Signposting	Non-Occ' Training	Occ' Training	Appren'	Policy Area Project	Graduate Work Placements	Management Training	
Gender:												
Female	28.5	39.7	15.9	27.6	16.4	41.4	29.8	35.3	47.0	45.6	33.9	30.8
Male	26.8	36.1	13.7	24.9	15.3	38.0	29.3	35.5	0.0	48.9	33.8	27.6
Age:												
16-18 yrs	30.0	22.2	5.9	16.3	18.9	43.3	42.4	34.8	60.0	100.0	0.0	28.6
19-21 yrs	23.0	30.3	9.8	21.6	10.9	26.2	25.2	34.7	45.1	50.2	20.0	26.0
22-24 yrs	18.1	24.6	9.6	23.5	11.7	32.5	27.9	28.8	35.0	47.5	26.8	23.9
25-30 yrs	22.0	27.6	12.2	24.3	12.1	30.5	23.9	27.7	40.3	46.2	25.5	22.9
31-40 yrs	27.1	33.3	14.9	25.4	15.0	37.0	26.7	36.2	46.2	40.3	32.9	28.0
41-54 yrs	32.8	40.8	18.4	37.8	19.2	44.0	31.8	43.9	53.1	49.2	37.7	34.3
55+ yrs	39.8	44.8	23.7	39.6	21.8	53.1	37.9	45.6	57.8	46.3	33.8	38.0
Disability:												
Non-disabled	27.5	36.9	14.1	25.6	15.7	39.9	29.3	35.4	47.0	46.9	34.0	29.4
Disabled	28.9	50.0	16.6	29.9	16.5	48.2	41.0	36.1	48.6	58.8	21.4	24.5
Educational Attainment:												
No qualifications	22.3	31.7	9.5	24.0	15.5	36.3	27.3	36.3	41.3	0.0	31.3	21.3
NQF < 2	27.3	40.2	13.2	22.5	15.1	36.8	22.7	33.2	43.8	0.0	25.5	26.4
NQF 2	31.8	32.0	17.3	24.0	14.8	39.0	30.6	34.8	43.0	43.9	36.3	29.4
NQF 3	31.2	39.4	19.4	31.9	16.1	42.9	29.5	39.3	43.8	49.3	29.1	33.2
NQF 4-8	36.9	44.5	24.0	35.1	18.2	47.1	35.1	40.1	50.8	46.4	35.8	38.2
Don't Know	23.8	18.5	18.0	33.3	0.0	37.5	28.4	32.1	0.0	0.0	41.7	24.2

	Increasing Employment					Increasing skills						All
	Non-Occ' Training	Redun' Training	Emp' Support	Work Placements	Engagement Signposting	Non-Occ' Training	Occ' Training	Appren'	Policy Area Project	Graduate Work Placements	Management Training	
Completion Status:												
Completer	28.4	38.0	15.4	28.4	16.0	40.9	29.5	37.1	47.0	47.3	33.9	30.4
Early Leaver	23.7	29.3	12.1	11.7	14.5	35.3	22.9	25.1	0.0	44.8	0.0	20.9
Quarter of Completion:												
1st Quarter	25.0	33.9	16.0	20.3	15.2	31.3	28.3	33.4	44.2	39.1	29.4	26.7
2nd Quarter	32.2	36.6	17.0	25.8	16.8	39.4	30.7	35.0	46.0	45.9	34.2	31.5
3rd Quarter	29.0	38.0	11.9	27.4	16.1	44.5	28.6	37.6	46.6	51.4	34.6	29.5
4th Quarter	19.6	41.5	15.9	29.8	15.6	44.3	30.1	37.5	50.5	50.8	37.8	28.2
Total	27.6	37.1	14.6	25.9	15.7	40.1	29.4	35.4	47.0	47.2	33.9	29.1
Population	18,535	9,983	11,121	2,509	8,855	2,892	3,017	16,619	1,839	2,431	4,020	81,960

Annex 2: Summary of Propensity Score Matching Results

Table A2.1: Entry to Employment by Project Area

	Caliper		
	None	**0.001**	**0.0001**
Non-Occ Training			
One to One	0.016785	0.018127	0.012367
No replacement	1,549	993	566
One to One	0.022595	0.031792	0.048433
With replacement	1,549	1,384	702
Radius		**0.04882**	***0.053812***
		1,384	702
Redundancy Training - unemployed			
One to One	**0.135725**	**0.152542**	**0.121053**
No replacement	641	295	190
One to One	**0.105202**	***0.082078***	**0.09009**
With replacement	1,711	1,328	444
Radius		**0.097831**	***0.088589***
		1,328	444
Redundancy Training - all			
One to One	**0.076207**	**0.095685**	0.031884
No replacement	1,181	533	345
One to One	0.024972	0.03501	0.021212
With replacement	1,802	1,571	660
Radius		**0.073418**	0.027955
		1,571	660
Employability Support			
One to One	**0.154426**	**0.141531**	**0.128906**
No replacement	531	431	256
One to One	**0.165725**	**0.165948**	**0.140794**
With replacement	531	464	277
Radius		**0.124445**	**0.127209**
		464	277
Work Placements			
One to One	0.066946	0.028777	0.109589
No replacement	239	139	73
One to One	0.046025	0.02454	0.101266
With replacement	239	163	79
Radius		0.053945	0.091252
		163	79

	Caliper		
	None	**0.001**	**0.0001**
Engagement Signposting			
One to One	**0.141491**	**0.104693**	***0.090909***
No replacement	523	277	176
One to One	0.047801	**0.145695**	**0.111111**
With replacement	523	302	180
Radius		**0.13939**	**0.096829**
		302	180
Graduate Work placements			
One to One	**0.144231**	**0.131579**	0.085106
No replacement	208	114	94
One to One	0.096154	0.11039	0.10219
With replacement	208	154	137
Radius		**0.137985**	0.107804
		154	137

Table A2.2: Entry to Employment by Population Sub-Group (Unemployed Only)

	Caliper		
	None	**0.001**	**0.0001**
Gender			
Males			
One to One	**0.061644**	**0.060256**	**0.062446**
No replacement	1,752	1,560	1,153
One to One	**0.053082**	***0.04878***	**0.065942**
With replacement	1,752	1,722	1,380
Radius		**0.072186**	**0.067265**
		1,722	1,380
Females			
One to One	**0.061564**	***0.039487***	0.033233
No replacement	1,202	1,013	662
One to One	0.027454	0.023296	0.023313
With replacement	1,202	1,159	815
Radius		**0.046649**	**0.060175**
		1,159	815
Age Groups			
Age 16 - 24			
One to One	0.028103	0.025974	0.018382
No replacement	854	693	544
One to One	0.015222	0.014545	0.015456
With replacement	854	825	647
Radius		0.016939	0.013682
		825	647
Age 25 - 54			
One to One	**0.094602**	**0.090968**	**0.101313**
No replacement	1,797	1,550	1,066
One to One	**0.06177**	**0.066016**	**0.080894**
With replacement	1,797	1,742	1,298
Radius		**0.095742**	**0.09504**
		1,742	1,298
Age 55+			
One to One	**0.079208**	**0.094527**	**0.150442**
No replacement	303	201	113
One to One	**0.085809**	**0.124464**	**0.164063**
With replacement	303	233	128
Radius		**0.127888**	**0.160286**
		233	128

	Caliper		
	None	**0.001**	**0.0001**
Work Limiting Illness			
None			
One to One	**0.076206**	**0.073116**	**0.056872**
No replacement	2,467	2,243	1,688
One to One	**0.05837**	**0.056217**	**0.049419**
With replacement	2,467	2,437	2,064
Radius		**0.082241**	**0.066227**
		2,437	2,064
Yes			
One to One	-0.00205	0.005731	-0.00654
No replacement	487	349	153
One to One	-0.00616	0.002381	-0.02809
With replacement	487	420	178
Radius		0.009391	-0.03083
		420	178
Unemployment Duration			
12 months			
One to One	**0.106903**	**0.097771**	**0.079848**
No replacement	1,637	1,391	1,052
One to One	**0.065974**	**0.061442**	**0.06383**
With replacement	1,637	1,595	1,316
Radius		**0.100991**	**0.08792**
		1,595	1,316
12 - 36 months			
One to One	0.008141	0.008636	0.02521
No replacement	737	579	357
One to One	0.02171	0.020741	0.04038
With replacement	737	675	421
Radius		0.01515	0.05411
		675	421
36 months			
One to One	0.032319	**0.057072**	0.020576
No replacement	526	403	243
One to One	0.01711	0.056893	0.021277
With replacement	526	457	282
Radius		**0.067349**	0.009302
		457	282
Economically Inactive			
One to One	**0.086629**	**0.087221**	**0.098765**
No replacement	531	493	405
One to One	**0.092279**	**0.093385**	**0.094907**
With replacement	531	514	432
Radius		**0.084443**	**0.095794**
		514	432

Table A2.3: Entry into a Low Paid Occupation by Project Area

	Caliper		
	None	**0.001**	**0.0001**
Non-Occ Training			
One to One	**0.044397**	0.042017	0.037344
No replacement	946	476	241
One to One	0.008457	0.018703	-0.00281
With replacement	946	802	356
Radius		0.033368	0.051404
		802	356
Redundancy Training - unemployed			
One to One			
No replacement	**-0.1204**	**-0.13636**	**-0.12**
One to One	299	132	75
With replacement	**-0.13781**	-0.08266	-0.0963
Radius	849	496	135
		-0.08955	***-0.1037***
Redundancy Training - all		496	135
One to One			
No replacement	**-0.10802**	**-0.06296**	**-0.07602**
One to One	611	270	171
With replacement	**-0.09452**	**-0.07197**	**-0.08228**
Radius	1,132	792	316
		-0.08413	**-0.08017**
Employability Support		792	316
One to One			
No replacement	**-0.08102**	**-0.08382**	***-0.0884***
One to One	469	346	181
With replacement	**-0.08316**	***-0.07653***	***-0.09223***
Radius	469	392	206
		-0.0523	***-0.08516***
Engagement Signposting		392	206
One to One			
No replacement	**-0.11111**	**-0.09816**	-0.07865
One to One	531	326	178
With replacement	**-0.10169**	**-0.12438**	***-0.09179***
Radius	531	402	207
		-0.11774	***-0.08527***
		402	207