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Evaluation of the Lift Programme

Phase 3 Report: The Effectiveness and Efficiency of the Lift Programme

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This document is also available in Welsh.

Evaluation of the Lift Programme: The Effectiveness and Efficiency of Lift

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

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Glossary

Glossary text

Acronym/Key word	Definition
CfW	Communities for Work
CBA	Cost Benefit Analysis
CEA	Cost Effectiveness Analysis
CF	Communities First
DWP	Department for Work and Pensions
ESF	European Social Fund
ILO	International Labour Organization
JCP	Jobcentre Plus
JSA	Jobseekers Allowance
NHS	National Health Service
NQF	National Qualifications Framework
ONS	Office for National Statistics
PaCE	Parents Childcare and Employment
PSM	Propensity Score Matching
QLFS	Quarterly Labour Force Survey
RSL	Registered Social Landlord

1. Introduction/Background

- 1.1 In March 2015, the Welsh Government commissioned Wavehill to undertake an evaluation of the Lift Programme. The Lift Programme was designed to respond to the commitment set out within the Welsh Government's Tackling Poverty Action Plan (in 2013) to provide 5,000 training and employment opportunities for people in long-term workless households by the end of 2017.
- 1.2 The Lift Programme operated in nine delivery areas based on 12 Communities First Clusters¹ across Wales. The delivery areas selected for Lift were intentionally diverse (in terms of scale, population density (urban/rural) and the nature of deprivation encountered) to enable the Lift service model to be tested in a range of settings. Whilst most Lift Programme delivery areas covered a single Cluster, three delivery areas — Blaenau Gwent, Caerphilly and Flintshire² — covered two Clusters each.

Table 1.1: Lift Delivery Areas

Delivery Area (Communities First Cluster)	Local Authority
Anglesey	Anglesey
Flintshire East and West	Flintshire
Afan Valley	Neath Port Talbot
Swansea North West	Swansea
Llanelli	Carmarthenshire
Ebbw Fawr and Tredegar	Blaenau Gwent
Caerphilly Basin and Upper Rhymney Valley	Caerphilly
Cardiff East	Cardiff
Taf West	Rhondda Cynon Taf

- 1.3 In each delivery area, small teams of Mentors/Job Brokers (subsequently referred to as Mentors and typically two per delivery area) were recruited to engage working-age adults living in long-term workless households (households where all members have been out of work for at least six months). Eligible participants accessed the Programme voluntarily, with the Mentors assessing a participant's aspirations for

¹ There are 52 Clusters in total covering the most deprived communities (10 per cent) in Wales.

² Flintshire and one of the Caerphilly areas joined Lift at a later point in time.

employment, determining their training or education needs, and helping them to develop personal development (action) plans to structure their move towards work. Suitable training and employment opportunities were then identified.

- 1.4 Mentors identified the training and employment opportunities at a local level. At a national level, Welsh Government departments, public bodies and others were invited to expand the pool of employment and training opportunities that may be suitable locally for long-term workless people; these included Local Health Boards, Registered Social Landlords (RSLs), and opportunities within existing Education and Skills Programmes.
- 1.5 The first Lift delivery area became operational in January 2014 and the last of the nine areas commenced work in the summer of that year. In 2016, the Minister for Communities and Tackling Poverty agreed a Programme budget for 2016-17 and 2017-18 to enable the Programme to continue up to March 2018³.
- 1.6 In February 2017, the Communities and Children Secretary set out plans for a new approach to building resilient communities. The approach focuses on employment, early years and empowerment and involves the phasing out of the Communities First programme. In addition, the launch of a new £12m annual grant (from April 2018) was announced to support those (throughout Wales) who are furthest from the labour market. Communities for Work Plus (formerly known as the 'Employability Grant') is designed to build on learning from the Lift, Communities for Work and PaCE programmes; further detail on these announcements is contained in section 3.

Scope and Aims of the Evaluation

- 1.7 The evaluation has two overarching aims:
 - to assess how the Programme has been set up in each of the nine delivery areas and how it is being operated; and
 - to provide an indication of its effectiveness in helping participants to find work or to undergo activities that will considerably boost their job prospects.
- 1.8 The evaluation has been delivered over three phases, each with a specific focus on key elements of the Programme. The present report is the culmination of research

³ Whilst a budget for the Programme was agreed to March 2018, it should be noted that delivery against targets is to the end of December 2017 and a closure period for the remaining months.

undertaken as part of Phase 3. The Phase 1 and 2 reports have been published on the Welsh Government website⁴.

Phase 1 - The Logic of the Lift Model

- 1.9 The focus of the initial phase of the evaluation was on understanding the inherent logic underpinning Lift, i.e. testing the extent to which Lift is based upon a plausible 'theory of change' and the extent to which the Programme conforms to this model in the delivery areas.

Phase 2 – The Structural Form and Operational Practice of Lift

- 1.10 Phase 2 of the study involved a detailed analysis of how the Programme has been set up in each area and the processes being applied during its implementation. This phase included an examination of the adequacy of monitoring and reporting systems in each delivery area.

Phase 3 – The Effectiveness and Efficiency of Lift

- 1.11 Phase 3, the current phase of the evaluation, has involved a review of the efficiency and effectiveness (the efficacy) of the Programme in achieving its intended outcomes. It includes an analysis of the costs and benefits accrued by the programme participants and also explores the operational efficiency of Lift, assessing whether there is scope for improvements in the design.

Structure of this Report

- 1.12 The remainder of the report is structured as follows:
- **Section 2** outlines the methodological approach applied in this current phase of research.
 - **Section 3** provides a brief overview of the Lift Programme, revisiting the original rationale which justified its implementation and providing an update on the policy context in Wales in relation to the Lift Programme.
 - **Section 4** draws upon evidence gathered through this phase of the evaluation to assess the effectiveness of the Lift delivery model.
 - **Section 5** explores the journeys of Lift participants through the programme through the analysis of evidence gathered from the various waves of participant surveys.

⁴ <http://gov.wales/statistics-and-research/evaluation-lift-programme/?lang=en>

- **Section 6** provides an assessment of the labour market effects of the Lift Programme, focusing on the net impacts and analysis of the value for money regarding resources invested in the programme by the WG.
- **Section 7** provides a summary of the findings of this phase and includes a series of recommendations for future programmes.

2. Methodological Approach

- 2.1 The first phase of the evaluation focused on explicating the logic model underpinning the Lift Programme. It explored the anticipated activities, outputs and outcomes of the Programme alongside the associated assumptions made in relation to how these elements are linked (often referred to as a theory of change). The research culminated in the development of a theory of change (see Appendix A⁵).
- 2.2 Phase 2 of the evaluation focused on reviewing the operational practice of Lift, focusing on the processes applied and experiences of delivering the Lift Programme and how these varied across delivery areas.

Methodological Approach to Phase 3

- 2.3 Phase 3 of the evaluation has primarily reviewed the efficiency and effectiveness of the Lift Programme using the methods outlined below. The research material used throughout Phase 3 is presented in Appendix B.

Programme Management Interviews

- 2.4 The programme management team (two Welsh Government staff members along with their line manager) have been interviewed (face-to-face) at the commencement and again on completion of this phase of the evaluation (by telephone) to explore progress, lessons learnt and the legacy of the Lift Programme. In addition, the Wavehill team attended two of the Lift Programme Board Meetings to deliver emerging findings and to gather feedback and insight on the programme's progress and success from a strategic perspective.

Interviews with Cluster Managers

- 2.5 Seven of the nine Cluster Managers⁶ participated in semi-structured telephone interviews which explored changes in the approach to delivering Lift over the previous 12 months and offered an opportunity to reflect on the Lift model, identifying elements of good practice and lessons learnt. The interviews also explored the legacy of Lift and the role it should play in shaping Communities for Work Plus.

⁵ The model is also presented on page 10 of the Phase 1 report, which can be viewed at <http://gov.wales/statistics-and-research/evaluation-lift-Programme/?lang=en> page 10.

⁶ The remaining two of the nine delivery areas were without a Cluster Manager at the time of the research.

Interviews with Lift Mentors

- 2.6 Lift Mentors were invited to participate in semi-structured interviews over the telephone. Ultimately, 13 Mentors (of a possible 16) representing all programme delivery areas were interviewed. The interviews adopted a similar structure to those undertaken with Cluster Managers, exploring how the model had evolved in each delivery area over the preceding 12 months (prior to the interviews which took place in June 2017), what challenges had emerged over this period and what elements in the design of the Lift Programme should be taken forward in future employability programmes.

Telephone Survey of Participants

- 2.7 Lift participants were randomly sampled from a population of participants who had first engaged with the programme during the previous six months. A repeat interview design was adopted where the initial survey establishes the baseline for subsequent comparison and the subsequent re-interview captures progression over time. The survey of Lift participants was undertaken across several waves and replicates the approach used in Phase 1 and Phase 2 of the evaluation (see table 2.1 below).

Table 2.1: Participant Survey Waves

	May 2016 (Phase 1)	Dec 2016-Jan 2017 (Phase 2)	Jun-Jul 2017 (Phase 3)
Wave 1	Interview	Re-Interview	
Wave 2		Interview	Re-Interview
Wave 3			Interview

- 2.8 Initial surveys of Lift Programme participants were undertaken in May 2016, with further surveys undertaken in December 2016-January 2017 (wave 2 initial interviews and wave 1 re-interviews) and once again in June-July 2017 (wave 3 initial interviews and wave 2 re-interviews).
- 2.9 The initial interview involved the survey of participants who had first engaged with the Lift Programme over the previous six months and explored their background, process of engagement and experience of Lift support to date. Across the programme evaluation 381 initial interviews were undertaken over three waves,

representing a response rate of 43 per cent of the sample of 892 that were contacted.

- 2.10 Re-interviews were more summative in nature, exploring participant outcomes and the perceived attribution of those to the support received. Table 2.2 below illustrates the number of participant responses secured for each wave for the initial interview and re-interview. Over the two survey waves a total of 164 participants were re-interviewed, representing a response rate of 55 per cent.

Table 2.2: Participant Survey – Number of Respondents

	Eligible ⁷ Population for Interview	Number of Interviews Secured	Response Rate	Number of Re- Interviews Secured	Re-interview Response Rate
Wave 1	244	105	43%	62	59%
Wave 2	412	195	47%	102	52%
Wave 3	236	81	34%	n/a	n/
Total	892	381	43%	164	55%

Interviews with Employers

- 2.11 In a repeat of the approach adopted in the previous phase of the evaluation, semi-structured telephone interviews were undertaken with 24 employers who had consciously appointed Lift participants on work experience placements or in paid roles within their organisations. The employers were a mixture of local employers engaged by the delivery area teams and national employers encouraged to become involved in the programme and tasked with providing a target number of opportunities to Lift participants. The survey was intended to determine how employers first became aware of the Lift Programme and their experiences of engaging and employing Lift participants.

⁷ The eligible population were those Lift participants who had first engaged with the Lift Programme in the six months prior to sampling taking place.

Interviews with Referral Agencies

- 2.12 Three representatives of Jobcentre Plus participated in a semi-structured telephone interview to gather their perspectives on the referral process to the Lift Programme and on the perceived effectiveness of the Lift model.

Analysis of Monitoring Data

- 2.13 In each delivery area, the Lift teams, on behalf of their Lead Delivery Bodies, included the role of 'data controller'. This required them to capture and store all beneficiary data related to the Programme's delivery. The initial phase of the evaluation identified that each team had designed its own systems and forms for capturing relevant data for each participant. A more detailed assessment was subsequently undertaken by the research team in the second phase of the evaluation to identify:
- What specific data was being captured and at what point in the process?
 - How was that information being stored?
 - To what extent can the data captured for each participant be linked to track a participant's journey and outcome?
- 2.14 The review involved multiple discussions with Lift staff within each delivery area, with a subsequent follow-up review of systems to ensure that the data captured through monitoring would be sufficient to undertake a thorough analysis of participant data alongside an impact assessment.
- 2.15 In this final phase of the evaluation, monitoring data has been gathered from each delivery area for participants who engaged with the Lift Programme from January 2016. This timeframe for the participant data was chosen as it followed the implementation of enhancements to the nature of monitoring data captured by delivery areas. Prior to this date, there were inconsistencies in the monitoring information gathered by delivery areas and as a consequence cross programme analysis of this information was not possible on evidence gathered prior to January 2016.
- 2.16 The data gathered has enabled a detailed assessment of the profile of individuals engaging with the Lift Programme since January 2016 and a thorough analysis of any patterns associated with the types of participants securing employment outcomes through the Programme.

Impact Assessment

- 2.17 The counterfactual (what would have happened in the absence of Lift) has been tested through this phase of the evaluation through the application of a ‘matched data’ approach. We initially explored the use of Propensity Score Matching (PSM) to construct a comparison group through data held within the Quarterly Labour Force Survey (QLFS).⁸⁹ The comparison group and the ‘treatment group’ (those in receipt of support through the Lift Programme) were matched based on a series of similar characteristics, which importantly includes variables that determine whether individuals are eligible for selection (Further detail on the approach taken is provided within section 6).
- 2.18 The QLFS interviews individuals over five consecutive quarters and allows the construction of individual labour market histories, including prior periods of unemployment that can be used to match to the Lift sample. However, one of the principal limitations of the QLFS is that it contains self-reported labour market histories, which have been shown to be less reliable than those constructed from administrative (observed) data.
- 2.19 Because of data limitations that restricted the number of variables and cases to be included in a PSM, we concluded that the method was not sufficiently robust to allow for meaningful statistical comparison. Subsequently, we identified a *heuristic sample* – i.e. one that was matched using a simple selection criteria based on the face value of labour market history variables (long-term unemployed) - from the QLFS that has been used for the analysis reported below.

Methodological Limitations

- 2.20 There are a series of limitations that need to be kept in mind when drawing conclusions from this research.
- 2.21 There was a lack of consistency in the gathering and storing of monitoring data through the Programme which undermined the ability to conduct an analysis of effectiveness and impact (much of the information had been collected in multiple

⁸ In this regard, we follow the broad method used by Lindley et al. in their evaluation of the Want2Work programme as discussed in their literature review; see Lindley, McIntosh, Roberts, Murray, and Edlin, (2015) “Policy evaluation via a statistical control: A non-parametric evaluation of the ‘Want2Work’ active labour market policy”, *Economic Modelling*, Vol 51, pp. 635-645.

⁹ The Quarterly Labour Force Survey (QLFS) is a UK wide quarterly survey that uses international definitions of employment, unemployment and economic inactivity. The survey includes a longitudinal element which involves the recruitment of a panel of respondents who are interviewed for five consecutive quarters.

ways and stored on a mixture of electronic and hard copy formats). Consequently, through a review of data capture methods it was agreed that all required data to analyse the effectiveness of the Programme in relation to activity that had taken place from January 2016 would be placed in electronic format and made available to the evaluation team, two years after the commencement of the Lift Programme. This timeframe was chosen as it was considered an unreasonable demand on the limited resources in each delivery area to track back prior to this date and it also coaligned with the initial participant survey conducted through the evaluation. The narrow timeframe within which full analysis of management information could take place has, in turn, limited the number of Lift participants subjected to that analysis. Unfortunately, this and the limitations of matching to QLFS (particularly the inability to match to similar geographical areas of deprivation) has undermined the ability to compare the success of delivery areas by participant type/background.

2.22 As local areas were the owners of data associated with the Lift Programme, the evaluation team needed to develop an approach that would allow a sufficient window for delivery teams with limited resources to gather participant data and share it for the survey activity. It was felt that six months post-enrolment would provide a sufficient window for the gathering and sharing of participant data. However, it is likely that this cohort of participants had a degree of exposure to the Lift Programme support during that period. Since this exposure may have occurred prior to the initial interview, that interview may have captured some of the positive programme effects and cannot therefore be considered as a true (pre-programme) baseline. A further confounding factor was that 15 per cent of participants (56/378) had already entered into employment prior to the first interview. Thus, while the re-interview can be used to capture longitudinal 'distance travelled' effects, these should not be considered as 'programme effects' that would be captured in a true 'pre-post' design.

2.23 Resource limitations for the evaluation meant that participants involved in primary research have been tracked for six months (and typically 12 months since initial enrolment in the Programme). Given the nature of the participant group and the emphasis on providing participants with career-orientated, sustainable employment opportunities, there would be value in tracking participants against the comparison group over the longer term. However, resource limitations combined with likely rates of attrition (which would likely lead to further reductions in the responding cohort) in tracking the intervention group, as well as the fact that the longitudinal QLFS only

retains individuals for five quarters, limits the length of time for which either group can be tracked despite the potential value that may be gained from this process.

- 2.24 One potential option for future evaluation purposes would be to increase the number of tracking points for programme participants (e.g. quarterly instead of every six months) in order to better align with survey data from the QLFS. However, that does not overcome the shortcomings of the self-reported labour market histories in the counterfactual (QLFS) group. Another avenue for exploration would be the ability to access DWP administrative data for both beneficiary and counterfactual groups. This would be a preferable route as it would increase the robustness of the data for the counterfactual group, overcome any data misalignment issues (e.g. the use of different categories and classifications), and reduce the intrusiveness of the evaluation in terms of programme beneficiaries. In addition, it would be useful to explore potential counterfactual approaches against which to measure 'soft' outcomes that lie outside formal labour market histories (e.g. self-efficacy, confidence, self-assessed preparedness for work).
- 2.25 A further methodological limitation related to research with employers. The approach relied on the provision of local employer contacts from delivery areas and therefore may be subject to systematic (i.e. non-random) bias associated with the particular data collection methods unique to each area.

3. The Lift Programme

Introduction

- 3.1 This chapter provides a brief overview of the Lift Programme by revisiting the rationale that justified its implementation, and an update on the policy context in Wales in relation to the Programme.

The Lift Programme

- 3.2 Operating in nine delivery areas across 12 Communities First Clusters, the Lift Programme received £4.1m of Welsh Government funding to deliver its target of 5,000 Training and Employment Opportunities from its launch in 2014 to the end of 2017. The use of Communities First Clusters as the delivery vehicle drew on the assumption that Cluster infrastructure offered a degree of efficacy, enabling service delivery with limited resources. Much of the efficacy of this model, however, is reliant upon the Lift Programme linking with or drawing on other forms of support.

Identification of Delivery Areas

- 3.3 The Welsh Government identified potential participant Clusters and invited them to take part in the Programme.
- 3.4 The final selection criteria included (i) the extent to which the Clusters had a proven ability to deliver the existing Communities First Programme, and (ii) the need to trial the model in a range of settings under the assumption that the Programme's effectiveness would be influenced by geography, population and employment densities, and infrastructure.
- 3.5 The budget for each delivery area over the initial Programme period (2013/14-2015/16) varied from approximately £190,000 to £390,000, reflecting the level of funding requested and evidenced by each Lead Delivery Body. The finances and wider resources (financial and personnel/intervention-related) provide a high degree of flexibility in the nature of support available to participants to help overcome barriers to employment. The Programme (unlike many others in Wales) was not funded through the European Social Funds (ESF), offering a degree of flexibility not enjoyed in ESF funded activity. The approach adopted assumed that flexibility would enable different participants in varying situations to respond positively and to actively engage with the Lift Programme.

- 3.6 This funding included an allocation of a local Barrier Fund, which provided a flexible resource to Mentors to assist them (where no other resource is available) in overcoming any significant barriers faced by an individual in gaining or moving towards employment. Each delivery area was allocated a proportion of their funding as a Barrier Fund; typically, this has averaged between £20,000 and £30,000 per delivery area, per annum.
- 3.7 Each identified delivery area appointed at least two members of staff¹⁰ (two Broker/Mentors) to deliver the Lift Programme. The staffing quota was largely commensurate with the financial resources available and draws on the assumption that this level of staffing resources was sufficient to deliver the Lift Programme, albeit not without risk of discontinuity should staff members become unavailable.

Programme Management and Governance

- 3.8 The Programme's delivery was managed by two Welsh Government staff members, initially with additional administrative support. A Programme board,¹¹ which met biannually, was also set up to provide information, advice and assurance to the team regarding the following areas:
- strategic and cross-cutting issues and risks that impact on the Programme;
 - effectiveness of communication;
 - the adequacy and integrity of governance arrangements;
 - the delivery of the outcomes and benefits; and
 - the resolution of strategic and operational issues from a strategic perspective.

Activities Associated with the Lift Programme

Delivery Model

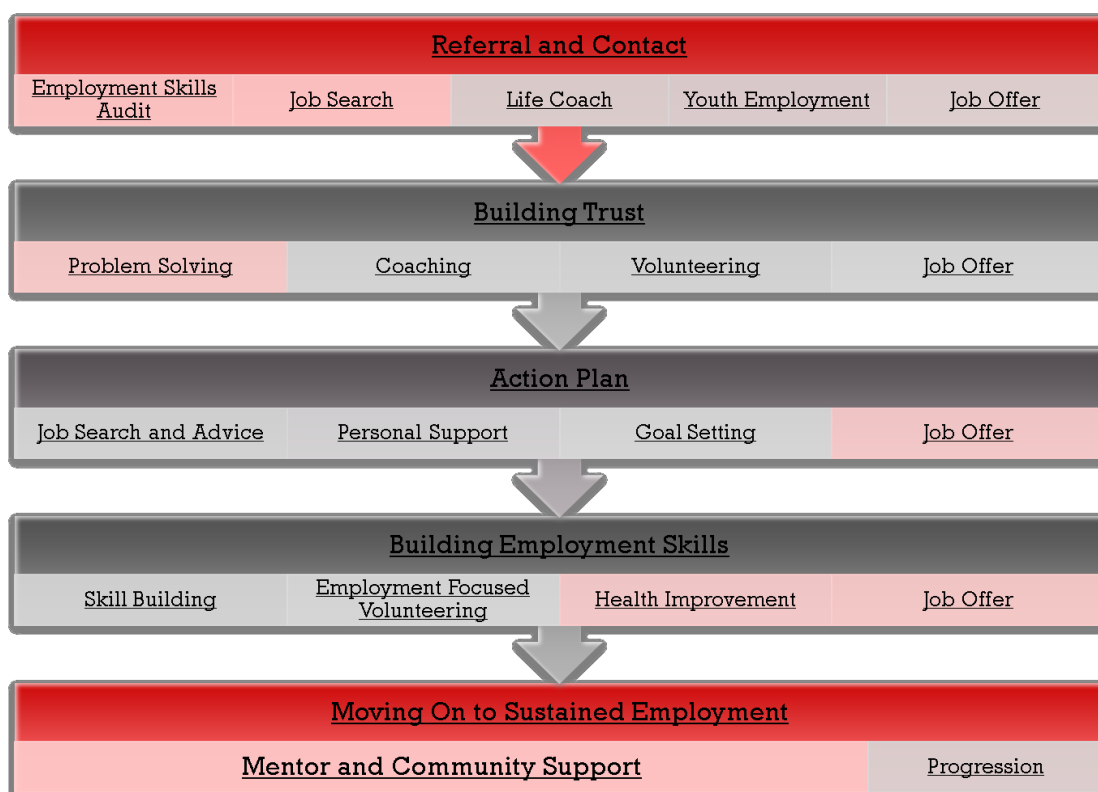
- 3.9 The Lift model incorporated a five-stage approach built around individualised, flexible and primarily one-to-one support. The model allowed participants to progress quickly or benefit from more intensive, longer-term support if there are more significant barriers and needs. Figure 3.1 outlines the delivery model set out within the business plan and, whilst each delivery area adapted this model to suit the local context, the key stages of referral and engagement, building trust, action planning (in its broadest sense), moving towards employment and ultimately gaining sustainable employment remained largely consistent across all delivery areas. The

¹⁰ A third broker/mentor has been recruited in Blaenau Gwent, Caerphilly and Cardiff.

¹¹ Lift Implementation Board - Terms of Reference.

subsequent paragraphs summarise the conclusions from the Phase 2 evaluation which reviewed the approach to delivering Lift within each of the delivery areas.

Figure 3.1: Planned Delivery Model for the Lift Programme¹²



Engagement/Referrals

- 3.10 The second phase of this evaluation¹³ reported that Lift's design was heavily reliant upon referrals from other organisations. Relationships with key referral agencies such as local Jobcentres, CF Clusters and CfW were heavily influential on the Programme's success in engaging with participants. However, the quantity of referrals was found to depend on individual relationships, which varied greatly from one Jobcentre to another as well as from one Work Coach to the next.

¹² Tackling Workless Households Programme – Brief, Welsh Government (2013).

¹³ <http://gov.wales/statistics-and-research/evaluation-lift-programme/?lang=en> .

- 3.11 Another factor found to aid engagement and referrals is the fact that Lift was community-based. Delivery areas where facilities were based in prominent locations, enjoying high footfall and a range of services, were found to benefit most from ad hoc engagement through drop-ins or self-referrals.

Building Trust

- 3.12 Research undertaken for Phase 2 also found that building trust was perceived to be critical to the success of the Programme and all Mentors reported that they try to ensure it as a priority during initial engagement with participants. The association with the Cluster, the disassociation with mainstream service provision, and the voluntary nature of engagement were also perceived to be helpful in this regard.
- 3.13 The approach to building trust was also highly consistent with the application of a person-centred approach. From a participant perspective the research for Phase 2 found that this was valued, as was the ability of Mentors to engage with the participants on an informal basis.

Action Planning

- 3.14 In some areas, action planning was found to be a central element of the Lift delivery model; in others, it was more peripheral to the approach. Some Mentors felt it placed undue pressure on participants, whilst others felt it was critical for identifying goals. Several areas described a degree of flexibility in the prominence of the action planning process (depending on a client's situation) with less of an emphasis on action planning when engaging those furthest from the labour market with greater barriers to employment)

Training and Employment Opportunities

- 3.15 Participants within the Lift Programme often required support for 12 months or more to help them progress towards employment. The Phase 2 report found that these participants can often be constrained by multiple barriers to employment. There was evidence that integration with other localised provision enabled Mentors to broker to other, wider support if there were immediate priorities/barriers that needed addressing before employment, training or volunteering opportunities could be explored.

- 3.16 Phase 2 found that once participants were in a position to progress towards employment, delivery areas established suitable routes to employment and training. Areas that were more geographically isolated, or had accessibility constraints, were most likely to highlight challenges in the identification of suitable opportunities for their participants.
- 3.17 Nationally brokered opportunities were highly valued in those locations where they played a significant role and were reportedly viewed enviously by other programmes. However, they tended to be most prominent in the most accessible locations where, paradoxically, local training and employment opportunities would be more prevalent. This has been found to lead to a situation where some areas felt saturated with opportunities, with an associated fear that many would remain unfilled, whilst other areas faced challenges in identifying a sufficient number of suitable opportunities for their participants.

Sustained Employment: Post-Employment Support

- 3.18 Research undertaken for Phase 2 found that support for participants once they gained a work placement and/or employment is undefined, partly as a result of the challenges of engaging a participant once they were in post. Capacity related limitations were also found to have influenced the extent of post-employment support offered through the Programme.

Rationale for Intervention

- 3.19 Tackling poverty has been established as one of the Welsh Government's highest priorities. In 2012, over one-fifth (21.5 per cent) of households in Wales containing someone of working age was workless (compared to 18.1 per cent across the UK as a whole). This equated to more than 200,000 households across Wales.¹⁴
- 3.20 Evidence available at the local authority level during the commencement of Lift illustrated the uneven distribution of worklessness where, according to 2012 data, almost one in three households in Blaenau Gwent (where 23 per cent of LSOAs¹⁵ are in the 10 per cent most deprived) were workless compared to less than one in seven households in Monmouthshire (where no areas within the authority are within the 10 per cent most deprived). Furthermore, at the neighbourhood level, it was

¹⁴ Welsh Government, *Labour Market Statistics for Households, 2012* - Statistical Bulletin, 4 September 2013.

¹⁵ LSOAs – Lower Super Output Areas – are typically local areas with a resident population of around 1,500.

estimated that almost two-thirds of households with working-age adults were workless in some neighbourhoods within Communities First Cluster areas.¹⁶

- 3.21 The growth of single-adult households has had a considerable impact on the number and rate of workless households both in Wales and throughout the UK. The majority of this cohort comprises single adults with no children; however, it also includes single adults with children. Although Wales-specific data is not available, UK statistics suggest that at least two-thirds of children in workless households live with a lone parent.¹⁷
- 3.22 Lift targets members of households who have been workless for more than six months due to the likelihood that longer periods of worklessness will increase the likelihood of experiencing severe and persistent poverty and deprivation, poor health and well-being, and the intergenerational transfer of risks and disadvantages.
- 3.23 Long-term unemployment and economic inactivity are associated with a range of adverse outcomes, including sharp increases in material deprivation, deteriorating mental and physical well-being (contributing to higher levels of stress and depression), the erosion of social support, and broader social exclusion, which collectively can reduce the likelihood of secure employment being found and sustained.¹⁸

Revisiting the Rationale

- 3.24 In recent years, whilst the estimated proportion of households considered to be workless in Wales fell from 21.6 per cent in 2012 to 17.8 per cent in 2016,¹⁹ significant local disparities in the rate of workless households remain (see figure 3.2 overleaf).

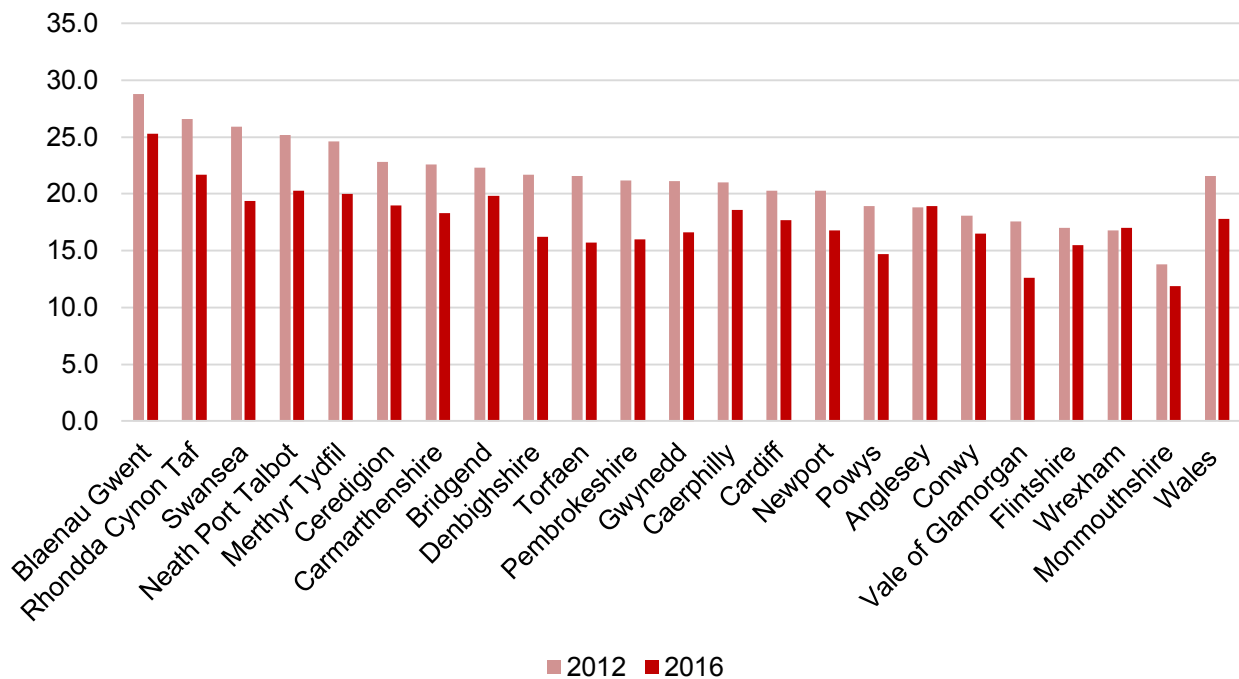
¹⁶ Analysis of Census 2011 data by the Communities First Team in Welsh Government using Census 2011 based on the proportion of households where no adult (over 15) was in employment within their household using lower super output area.

¹⁷ Families in the Labour Market, Labour Force Survey; ONS (2014)

¹⁸ Crowther et al. (2000) 'Helping people with severe mental illness to obtain work: systematic review', BMJ <http://www.bmj.com/content/322/7280/204> .

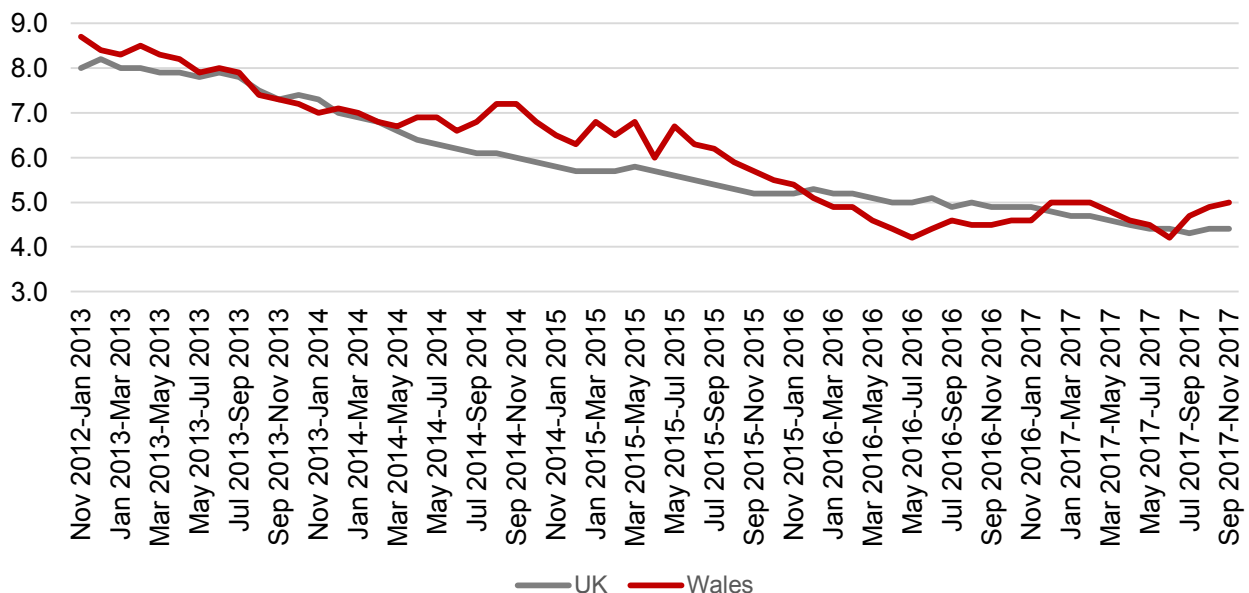
¹⁹ Statistics for Wales (2017) Labour Market Statistics for Households, 2017, published 13th December 2017, Welsh Government. .

Figure 3.2: Percentage of Workless Households by Local Authority Area (2012 and 2016)²⁰



3.25 Trends in unemployment across Wales illustrate similar patterns of decline, with the rate falling from 8.7 per cent of the working age population in the first (calendar) quarter of 2013 to 4.2 per cent in June-August 2017, however since then there is emerging evidence of the rate beginning to climb once more.

Figure 3.3: Unemployment Rate (ILO) for 16 to 64 Year Olds²¹



²⁰ Ibid.,

²¹ Labour Force Survey – national data (seasonally adjusted) four quarter averages from January 2013 to November 2017 obtained from the Nomis website: <https://www.nomisweb.co.uk/>.

3.26 When the number of individuals claiming jobseekers allowance (the historical claimant count measure of unemployment) is analysed, the data shows that between January 2013 and March 2017²² the number of claimants fell by over 65 per cent across Wales. However, the overall fall in the number of JSA claimants masks variation in performance when the duration of claim is factored into the analysis. Table 3.1 below illustrates that whilst the total number of claimants fell by 65 per cent, over the same period the number of JSA claimants claiming for in excess of five years increased by 604 per cent.

Table 3.3: Change in JSA Claimants in Wales by Duration²³

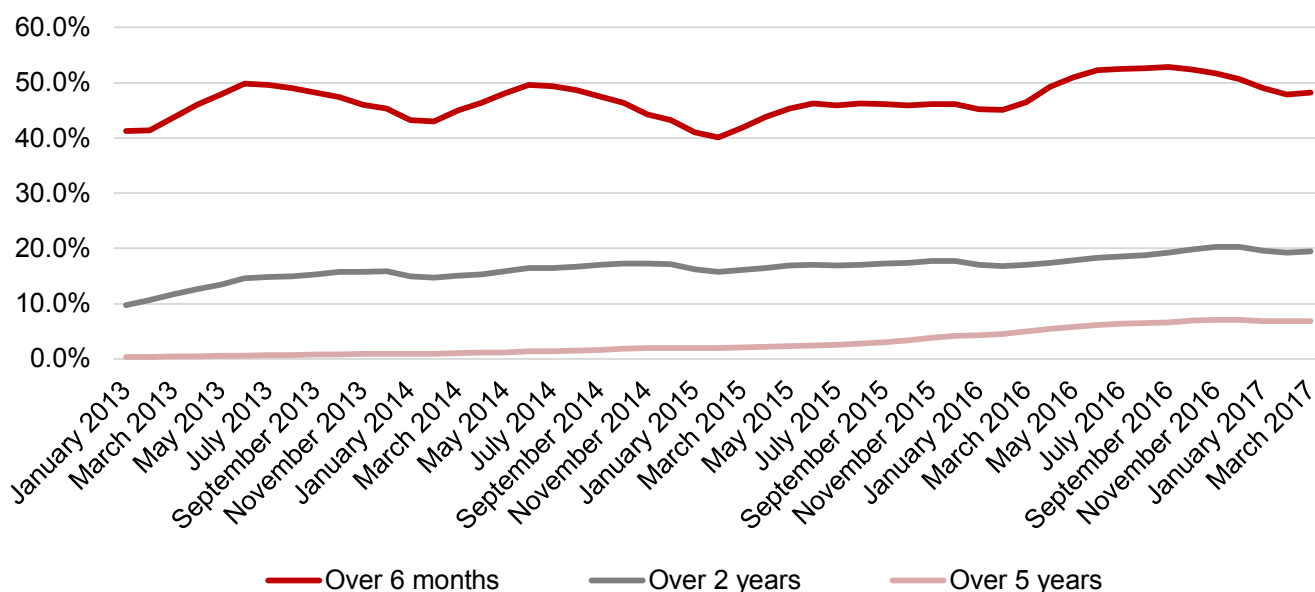
	Claimants January 2013	Claimants March 2017	Percentage change in no. of claimants – January 13- March 17
Total Claimants	81,329	28,328	-65%
Total claiming JSA for over 6 months	33,545	13,670	-59%
Total claiming JSA for over 2 years	7,935	5,525	-30%
Total claiming JSA for over 5 years	275	1,935	+604%

3.27 Figure 3.4 below illustrates how this variation in performance has influenced the proportion of JSA claimants by duration of claim, with those claiming for in excess of five years increasing from 0.3 per cent of all claimants in January 2013 to 6.8 per cent of claimants in March 2017.

²² (when the influence of the transition to Universal Credit is from that point onwards it is deemed by the ONS to potentially provide a misleading representation of the labour market)
<https://www.ons.gov.uk/news/statementsandletters/publicationarrangementsfortheclaimantcount> accessed - 03/11/17

²³ Jobseekers Allowance Rates and Proportions Data, ONS – obtained from the Nomis website:
<https://www.nomisweb.co.uk/>

Figure 3.4: JSA Claimants by Duration of Claim as a Proportion of total JSA Claimants²⁴



In Work Poverty

- 3.28 Whilst unemployment rates and rates of workless households continue to fall, it is evident that those in poverty are increasingly from households where at least one adult is in work. In 2014, 67 per cent of children in income poverty across the UK lived in households where at least one adult worked, which is an increase from 54 per cent in 2003.²⁵ It is estimated that abolishing all household worklessness (based on 2014-15 figures) would only reduce income poverty among households with children from 28 per cent to 23 per cent,²⁶ suggesting a need for policy to shift towards the quality, salary and hours of employment.
- 3.29 In this context, the Lift Programme placed significant emphasis on the quality of employment secured for participants (particularly through the national brokering of employment opportunities). It also encouraged the provision of in-work support for participants once they secured work opportunities.
- 3.30 Reflecting on the latest evidence, there remains a clear rationale for Lift as a policy intervention; it sought to reduce worklessness in areas of deprivation and aimed to provide quality employment opportunities, thereby tackling the increased prevalence of in-work poverty apparent throughout the UK.

²⁴Ibid.

²⁵Belfield, C. et al. (2016) Living standards, poverty and inequality 2016, Institute for Fiscal Studies.

²⁶Ibid.

Policy Update

3.31 Tackling poverty remains a central pillar of Welsh Government policy. Since the Welsh Government election in 2016, the policy response has been framed by the five-year *Programme for Government, Taking Wales Forward*,²⁷ which seeks to deliver a Wales which is prosperous and secure, healthy and active, ambitious and learning, united and connected. Prosperity for All: The National Strategy moves those commitments forward through five cross-cutting priorities that have emerged as having the greatest potential contribution to long-term prosperity and well-being, namely Early Years, Housing, Social Care, Mental Health and, perhaps of greatest pertinence to the Lift Programme, Skills and Employability. The strategy committed to the publication of a new “employability plan” for Wales, focusing on the diverse needs of individuals, and responsive to the particular skills needs of each part of the country’, this was published on 20th March 2018.²⁸ Moreover, the integrated appraisal places an emphasis on the national strategy by providing a:

‘tailored community outreach for those who face multiple barriers to work we will set out a common approach to identifying the needs of the individual as part of a new approach to employability, identifying those with employment support needs at the earliest possible stage and making the referral process more seamless and less daunting’.²⁹

3.32 In February 2017, the Communities and Children Secretary set out plans for a new approach to building resilient communities which focuses on employment, early years and empowerment. At the same time, he announced his decision to phase out the Communities First programme.

3.33 To facilitate the phasing out of Communities First, funding for 70 per cent of the 2016/17 financial year allocation was provided to the Communities First programme until March 2018 alongside a legacy fund of £6m per year introduced in April 2018 to enable some of the Programme’s most effective projects to continue.

3.34 In addition, the launch of a new £12m a year employability grant was announced to support those who are furthest from the labour market. Communities for Work Plus

²⁷ Programme for Government, Welsh Government Website

<http://gov.wales/about/programme-for-government/?lang=en>

<http://gov.wales/topics/educationandskills/skillsandtraining/employability-plan-for-wales/?lang=en>

²⁸ Welsh Government (2017) *Prosperity for All: The National Strategy – Taking Wales Forward*, Welsh Government.

²⁹ Welsh Government (2017) *Strategic Integrated Appraisal – Prosperity for All: The national strategy*, Welsh Government.

is designed to build on learning from the Lift, Communities for Work and PaCE programmes. The grant will enable local authorities to enhance support that is targeted at those people often faced with complex barriers who are furthest from the labour market. Unlike Lift and Communities for Work, the grant will enable support to go beyond tightly defined geographical boundaries which have been considered a constraint on this existing provision. Communities for Work Plus will also feed into the wider Welsh Government 'Employability offer' (the new skills and employability programme) led by the Minister for Welsh Language and Lifelong Learning.

- 3.35 The new skills and employability programme 'Working Wales' will consist of three strands delivered from April 2019, working with individuals who can be expected to return to work within 12 months – Adults (18 years and older), Youth Engagement (16-17 year olds furthest from the labour market) and Youth Training (16-17 year olds closer to the labour market) - it brings together and builds on several existing programmes namely, ReAct III, Jobs Growth Wales II, the Employability Skills Programme and Traineeships, and will work alongside Communities for Work and Communities for Work Plus. Elements of the approach will be piloted in the Valleys Task Force area.

4. Programme Performance - Effectiveness of the Delivery Model

Introduction

- 4.1 This section reviews the performance of the Lift Programme and reflects on feedback from the latest round of interviews with stakeholders involved in overseeing, managing and delivering the Programme alongside analysis of programme management information and participant surveys.

Participant Profiles

- 4.2 Lift Programme management information identifies that 3,375 participants actively engaged with the Programme. Table 4.1 below presents analysis of the profile of these participants. It illustrates that across the majority of delivery areas more males than females have been engaged within the Programme and also that there was a high degree of variance in the gender breakdown from one delivery area to the next. In Carmarthenshire, for example, almost two-thirds of participants (63 per cent) were male, whilst in Caerphilly just 43 per cent of participants were male. The age profile of participants demonstrates that those aged 25 or over represented four out of five participants, however in RCT the proportion of participants aged 16-24 rose to more than a third (35 per cent) of all Lift participants.

Table 4.1: Demographic Breakdown of Participants in the Lift Programme by Delivery Area³⁰

Delivery Area	Number of Participants	Male	Gender Female	Age 16-24	Ethnicity White British
Afan Valley	327	61%	39%	22%	99%
Anglesey	321	55%	45%	25%	99%
Ebbw Fawr and Tredegar	520	58%	42%	22%	96%
Caerphilly Basin and Upper Rhymney Valley	470	43%	57%	23%	98%
Cardiff East	533	51%	49%	14%	86%
Llanelli	352	64%	36%	11%	88%
Flintshire East and West	271	58%	42%	16%	97%
Taf West	218	50%	50%	36%	100%
Swansea North West	363	52%	48%	25%	89%
Overall	3,375	54%	46%	21%	94%

³⁰ Welsh Government Participant Tracking Data (cumulative) to Quarter 1, 2017/18. Delivery Areas have been referred to throughout as the Local Authorities within which they are based.

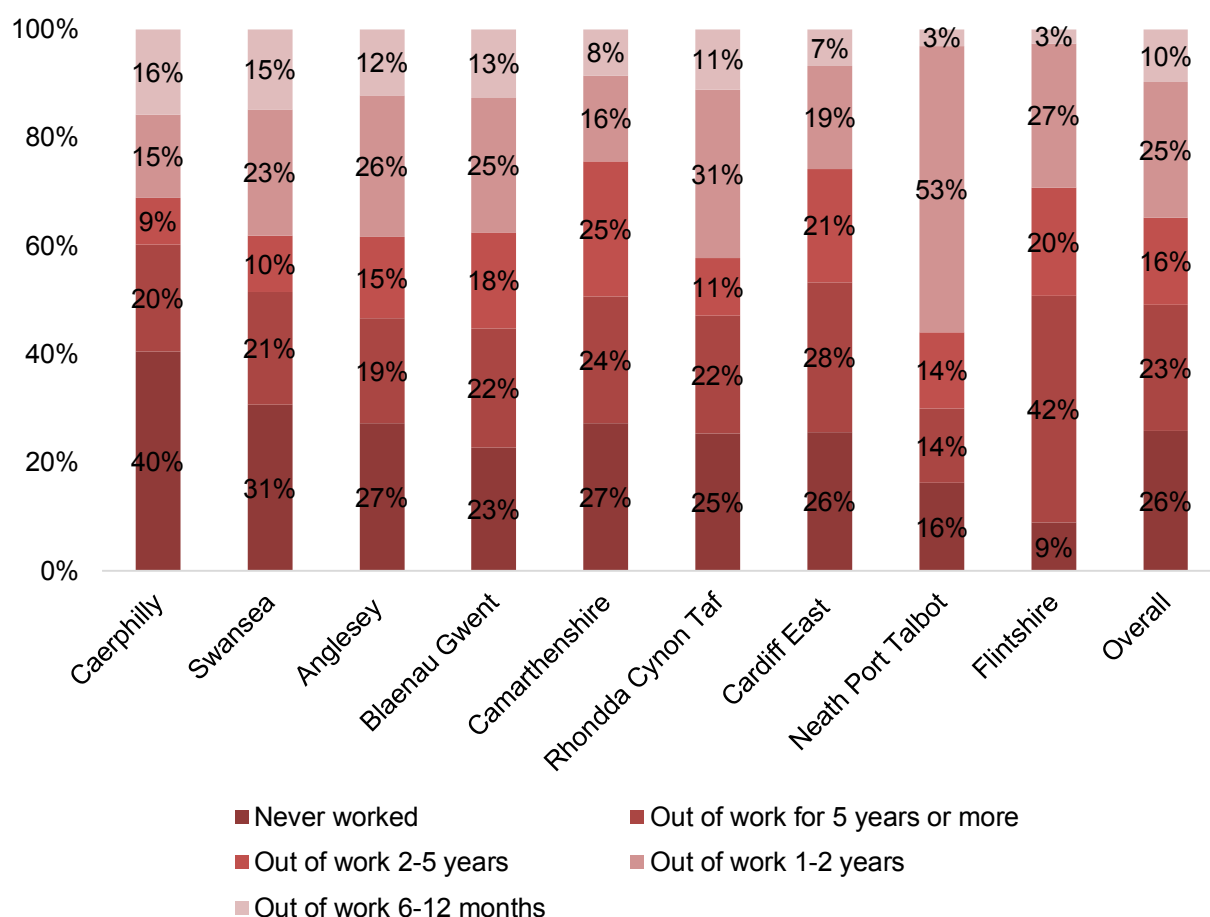
- 4.3 Seventy-nine per cent of Lift participants described themselves as single (compared to an England and Wales average of 35 per cent).³¹ The remainder were either cohabiting (13 per cent), married (7 per cent) or in a civil partnership (1 per cent). The marital status and living arrangements of Lift participants are of interest as eligibility for the Programme was associated with a participant being a member of a workless household. Research³² has identified that one of the key influences on workless households has been the rise in single person households with evidence from 2010 suggesting that 43 per cent of lone parent households and 31 per cent of single adult households without dependent children were workless, compared to 16 per cent of all working age households.³³ The participant survey also explored the household status of respondents; during the initial interview, 32 per cent (51/157) of respondents reported that they lived alone, rising to 35 per cent (55/157) of respondents during the re-interview, whilst 28 per cent described living with a partner or as part of a family. A further 17 per cent (27/157) described themselves as a single parent/carer. The eligibility criteria may therefore have inadvertently favoured those who were living alone.
- 4.4 Figure 4.1 below analyses the length of unemployment amongst Lift participants at enrolment onto the Programme. The figure illustrates that 26 per cent of all Lift participants had never worked and 65 per cent of participants had been out of work for over two years. Again, a degree of variance is evident across each delivery area; for instance, in Caerphilly 60 per cent of participants had been out of work for at least five years (or had never worked at all), whereas in Neath Port Talbot over half the participants (56 per cent) had been unemployed for between six months and one year.

³¹ Office for National Statistics, Population estimates by marital status and living arrangements, England and Wales 2016 (July 2017).

³² Ibid.,

³³ <http://www.poverty.org.uk/50/index.shtml> - based on analysis of the Labour Force Survey (2011).

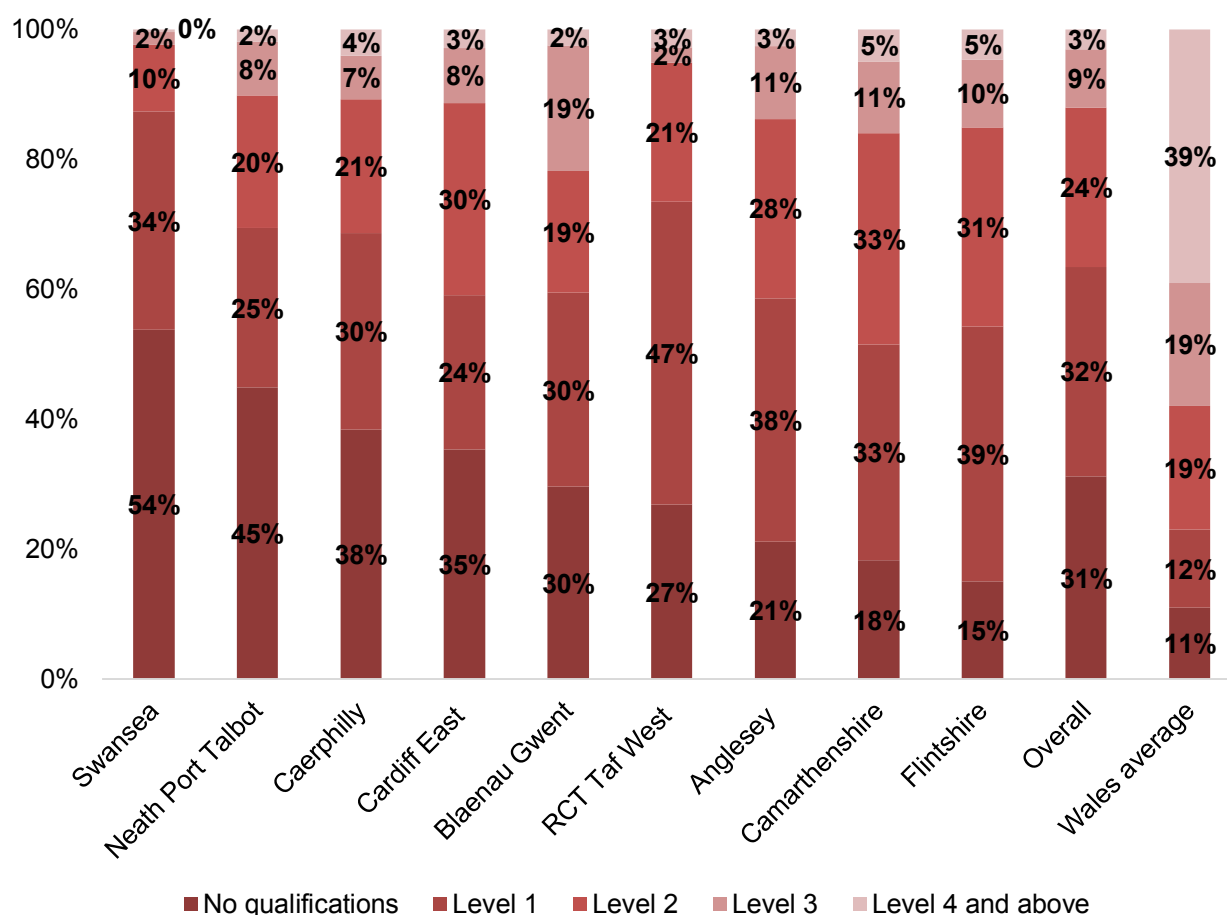
Figure 4.1: Employment History of Lift Participants at Enrolment³⁴



4.5 Figure 4.2 below analyses highest qualification levels amongst Lift participants upon enrolment. It illustrates that across the Programme around one-third of participants (31 per cent) reported having no qualifications whilst almost two-thirds (63 per cent) had qualifications of NQF Level 1 or below. The average qualification levels for the working age population across Wales have also been included for comparison. NQF Level 2 is widely viewed as the floor target for basic skills amongst adults and, given that only one-third of Lift participants met this level, the Programme would appear to have been highly effective at engaging participants with the most significant barriers to securing employment, particularly when cross-referenced against the duration of unemployment data.

³⁴ Welsh Government Participant Tracking Data (cumulative) to Quarter 1, 2017/18.

Figure 4.2: Qualification Levels (NQF Equivalent) of Lift Participants at Enrolment³⁵³⁶



Engagement with the Lift Programme

Referrals and Caseloads

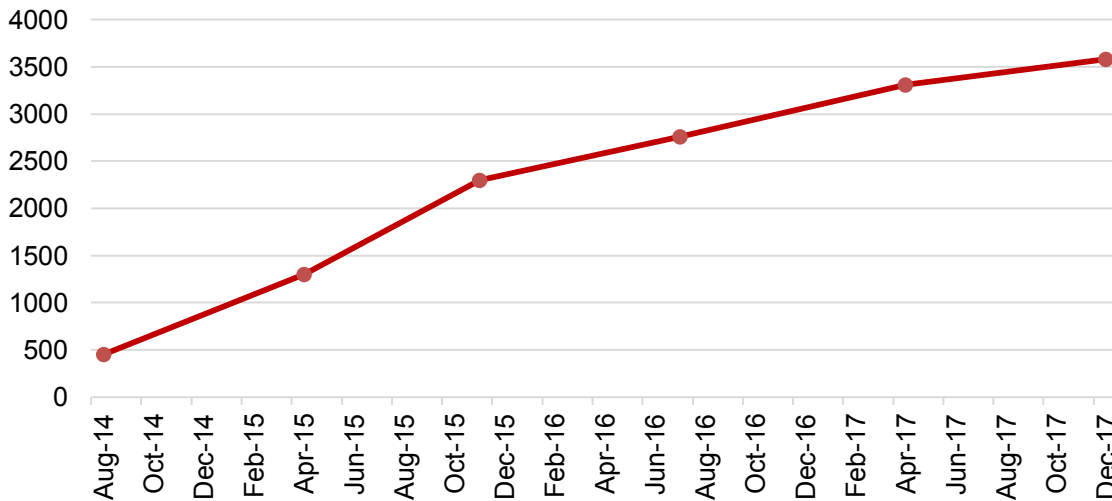
- 4.6 Mentors referred to a reduction in referrals and, consequently, lower caseloads across each of the delivery areas in the months leading up to interviews in summer of 2017. Analysis of the cumulative caseload for the Programme in figure 4.3 below provides some evidence of this (with the rate of increase in participant engagement peaking in autumn 2015 before a reduction in the rate in 2016 and a further reduction in spring 2017). There was a sense amongst most delivery areas that the primary cause of reduction in numbers related to Communities for Work (CfW) becoming increasingly active in the target areas. In some locations there was a perception that JCP was referring directly to their own staff on CfW rather than Lift. Several locations also referred to the introduction of the Triage model associated with the CfW programme with the perception that this had peripheralized the Lift

³⁵ Ibid.,

³⁶ Average figures for Wales derived from annual population survey four quarter averages Jan-Dec 2016, obtained from the Nomis website www.nomisweb.co.uk.

Programme, leading to referrals being increasingly re-directed away from Lift provision to CfW. That said, it was not always the case with other delivery areas developing effective joint working with CfW and the Triage model in particular.

Figure 4.3: Trends in the Cumulative Caseload of Participants referred to the Lift Programme³⁷ over time³⁸



- 4.7 The introduction of the Triage model was expected to benefit the Lift Programme as well as CfW by becoming a key referral route to the Programme. However, CfW processes took longer to establish effectively than anticipated which resulted in a lack of consistency from one delivery area to the next.
- 4.8 Despite the issues mentioned above, it should be noted that in several delivery areas the introduction of CfW was deemed to have enhanced the existing offer by enabling provision to respond to a broader, more diverse set of participants' needs. This has been facilitated by the effective implementation of the triage system resulting in clients being referred to either CfW or Lift depending on the nature of their needs and/or support requirements. Mentors stated that having both the Lift Programme and CfW available could really strengthen the breadth of offer to participants, including through boosting participant numbers (and therefore demand) for training provision by drawing upon participants from both initiatives, which increased the viability for training provision to take place.

³⁷ This chart includes individuals who, following referral, initially engaged with the Lift Programme but who then dropped out prior to taking up an opportunity, hence the total figure is greater than the 3,375 participants who actively engaged in the Lift Programme (as outlined earlier within this section).

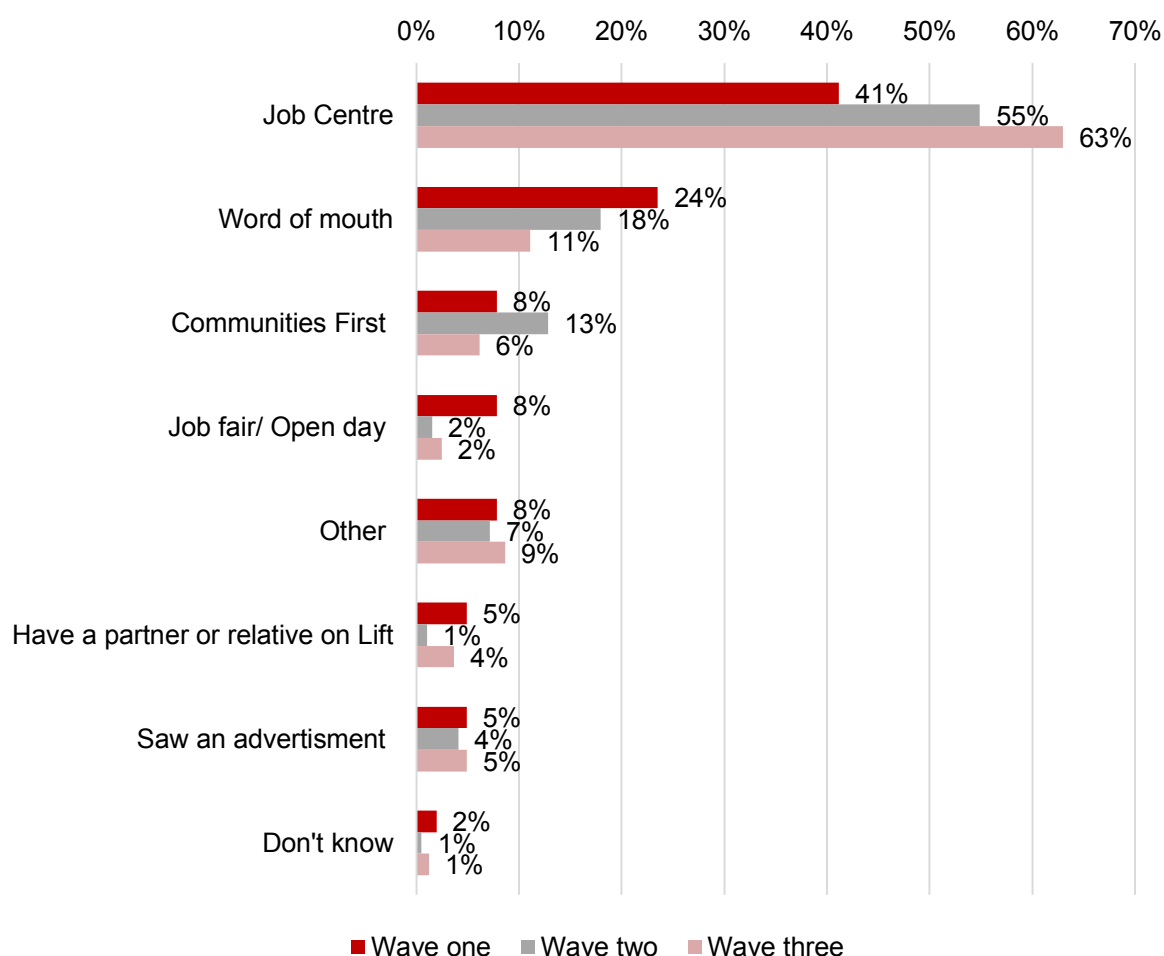
³⁸ Welsh Government Management Information – Outcomes Data.

- 4.9 In all Lift delivery areas, regardless of the perceived effectiveness of the Triage process or the extent of collaboration with CfW, referrals were exhibiting a downward trend as were those, reportedly (from Lift Mentors and Cluster Managers), for CfW. Some felt the reduction in numbers may reflect a tighter (lower levels of unemployment) in the labour market.
- 4.10 Reflecting on feedback from across delivery areas, it is evident that in the majority of cases where the Lift Programme had enjoyed close integration with the Communities First Cluster Team the implementation of CfW had enhanced the Lift offer. In situations where the Lift Programme had been integrated less effectively, the introduction of CfW had typically increased those distinctions.
- 4.11 In some instances, the general reduction in referral numbers led to Lift teams increasing their proactive, direct recruitment of participants, often through the application of innovative approaches. One area, for example, described the success they had gained through working with schools targeting workless parents of pupils within the school via Family Support Workers who are typically seen as a trusted referral route, whilst another sought to re-establish relationships with other traditional referral organisations to reduce their reliance on Triage. More generally, however, the extent to which direct recruitment and innovative approaches could be pursued was largely constrained by limited staffing resources.

Awareness of the Lift Programme amongst Participants

- 4.12 Figure 4.4 below provides analysis of how participants recall being made aware of the Lift Programme from initial interviews with participants across the three waves of research. It illustrates a steady increase in the proportion describing 'the job centre' as the route to awareness and engagement with the Programme, however the proportion who found out about the Programme via word of mouth has declined. These findings are somewhat surprising as some delivery areas had presumed a greater proportion of referrals from Jobcentre Plus were bypassing Lift to CfW, whilst word of mouth may have been expected to increase as the Programme progressed and became more embedded within the community.

Figure 4.4: How did you become aware of the Lift Programme?



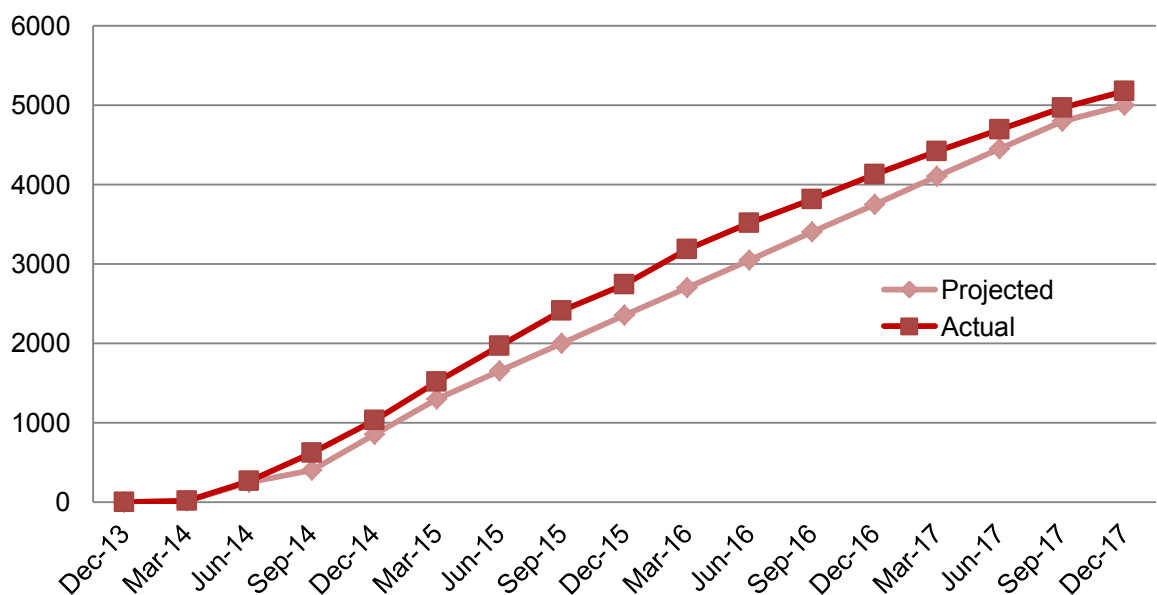
Source: Wavehill Telephone Survey (initial interview) of Lift Participants

- 4.13 Participants typically engaged with the Lift Programme in the hope of securing employment. Forty-three per cent (163/378) specifically referred to this as the reason for engaging with the Programme whilst almost a third of participants (30 per cent; 112/378) engaged with the Programme to gain skills and almost one-quarter (24 per cent; 89/378) engaged with the Programme in the hope of securing a specific vocational qualification such as a CSCS card for the construction sector – all of which are influenced by a desire for employment. Twelve per cent (45/378) of participants described being unsure as to what they were hoping to get out of Lift upon engagement with the Programme.

Performance to Date

- 4.14 Figure 4.5 below tracks the performance of the Lift Programme in the delivery of employment outcomes and shows that the Programme has delivered ahead of profile since launch. It also illustrates that in recent months the rate at which outcomes were being delivered had slowed (possibly a consequence of the reduction in referral/caseload volumes reported by Lift Mentors not least as the Programme was known to be ending), resulting in a convergence in performance towards the projected profile. Despite the apparent deceleration in the Programme, the target of delivering 5,000 employment and training outcomes by the end of December 2017 has been met, two months earlier than profiled. According to the WG management information, by the end of December 2017, a total of 1,099 Lift participants had secured an employment outcome which equates to 32.6 per cent of those participants actively engaged in the Programme.

Figure 4.5: Lift Programme Outcomes (Cumulative) 2014-September 2017



Source: Welsh Government Management Information – Lift Outcomes Data

Successful Outcomes through the Lift Programme

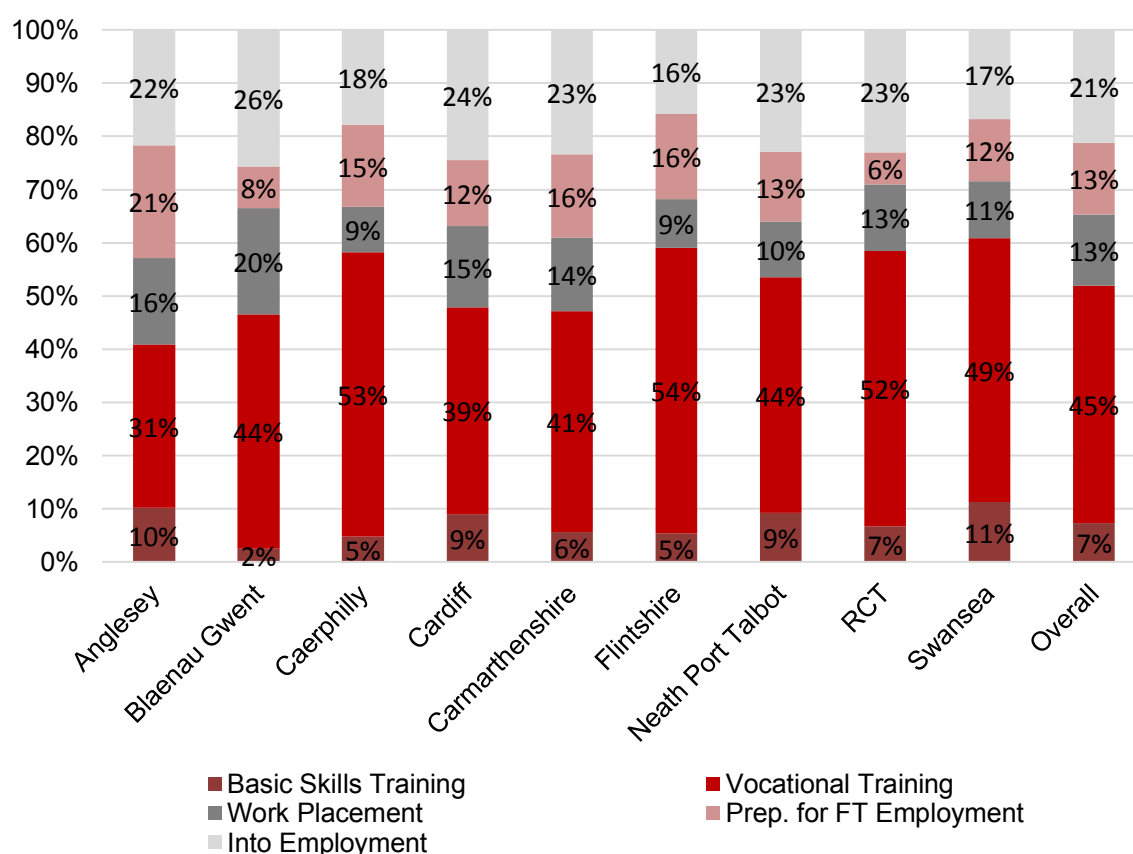
- 4.15 As of 31 December 2017, 5,174 Lift Programme outcomes³⁹ had been secured for 3,375 participants that have actively engaged on the Programme. Figure 4.6 presents a breakdown of these outcomes and shows that outcomes associated with vocational training (45 per cent of all outcomes) were most commonly obtained. The

³⁹ Outcomes for the Lift Programme are: Basic Skills Training; Vocational Training; Work Placement; Preparation for Full Time Employment; and Into Employment.

achievement of this outcome is described as situations where, ideally, there is ‘*employer engagement both in developing course content and delivering training programmes in-firm which closely align with specific job opportunities and have a high level of employer contact*’.⁴⁰

- 4.16 The figure also illustrates that over one in five (21 per cent) outcomes relate to securing employment. When these are calculated against participant numbers this equates to a conversion rate of 32.6 per cent (1,099/3,375), or more than three in 10 participants securing an employment outcome; this is higher than the most recent figures published for the Work Programme⁴¹ of 20.6 per cent of participants securing employment 12 months following their initial referral.⁴²

Figure 4.6: Lift Programme Outcomes by Type as a Proportion of Total Outcomes



Source: Welsh Government Management Information – Lift Outcomes Data

⁴⁰ Lift Programme Guidance – Opportunity Definitions.

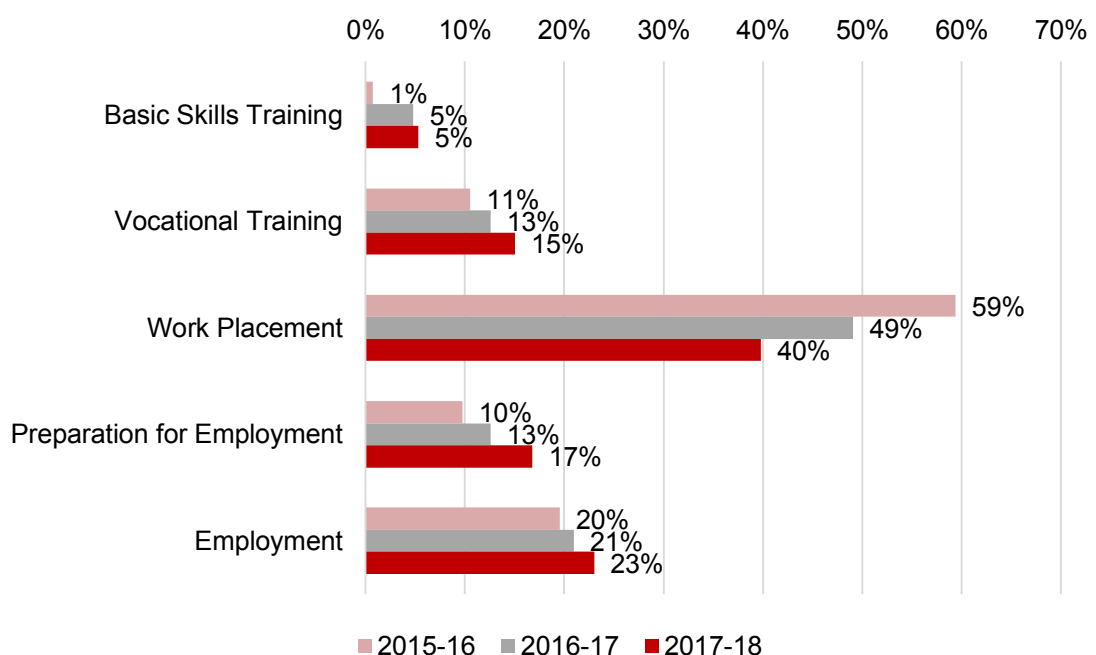
⁴¹ The Work Programme launched in 2011 across the UK and provided support to people who were long-term unemployed or at risk of becoming so. Mandatory referrals to the Work Programme were triggered following the claiming of unemployment-related benefits over a certain timescale. The Lift programme was initially designed to focus resources on participants prior to referral to, or once they had left, the Work Programme.

⁴² Work Programme Statistics - <https://www.gov.uk/government/collections/work-programme-statistics> published 21st September 2013, accessed 22nd February 2018.

Nationally Brokered Opportunities

4.17 In terms of the detail behind these outcomes, over the past 12 months several mentors described how nationally brokered training and employment opportunities (both jobs and work experience) had increased markedly. Analysis of monitoring data has confirmed this with the proportion of outcomes arising from the provision of nationally brokered opportunities increasing from 8 per cent of all outcomes in 2014/15 to 15 per cent in 2016/17 and in 2017/18. The health sector has been particularly influential in the rise in the number of nationally brokered outcomes, which has increased from 54 in 2015/16 (4 per cent of all outcomes and 41 per cent of all nationally brokered outcomes) to 108 in 2016/17 (10 per cent of all outcomes and 65 per cent of all nationally brokered outcomes in that year) and 80 for the first three-quarters of 2017/18 (12 per cent of all outcomes and 71 per cent of all nationally brokered outcomes). As the Programme has progressed, the proportion of nationally brokered outcomes that have been work placement related has fallen from 59 per cent in 2015/16 to 40 per cent in 2017/18. However, the distinction between some of the outcomes (specifically preparation for employment, vocational training and work placement) is rather blurred (Mentors also referred to a lack of clarity regarding the distinction) and it is likely that similar activities have been assigned to different outcomes.

Figure 4.7: Proportion of Nationally Brokered Outcomes by Outcome Type



Source: Welsh Government Management Information Data

- 4.18 The increase in nationally brokered opportunities is not a pattern that is uniform across all areas. In Afan Valley, (NPT) the proportion of nationally brokered opportunities has risen from 2 per cent in 2014/15 to 56 per cent in 2017/18 whilst in Flintshire it has risen from 4 per cent in 2015/16 to 51 per cent in 2017/18. However, Cardiff East, an area that has benefited from a large proportion of nationally brokered opportunities (primarily due to its proximity to participant employers), has witnessed a fall in opportunities of this nature in recent months.
- 4.19 In exploring the effectiveness of the Lift model, eight lead contacts for organisations tasked with providing opportunities for Lift participants were engaged in semi-structured telephone interviews. The respondents were largely positive about the Lift Programme and the role it has played in facilitating linkages to national employers such as the NHS and RSLs. The initial engagement of key organisations who could offer opportunities to Lift participants included an emphasis on setting targets for the provision of employment opportunities and other outcomes.
- 4.20 Several respondents felt there had been (and in some instances continued to be) too much emphasis on these targets and, were this model to be taken forward, a more sophisticated approach to measuring performance and levels of engagement should be adopted. In instances where this was brought up as an issue, the respondents highlighted that they had been offering the target number of opportunities; however, take up of these opportunities by Lift participants had been lower than expected.
- 4.21 There would also appear to be (as identified across several areas of the Lift model) issues that primarily arose from relationship breakdown, once again illustrating the importance of individuals in ensuring a successful programme. This was most clearly apparent for one employer who operated across multiple delivery areas but with varying degrees of success with the Lift teams in each area. However, in most instances the employers were very pleased with the relationships they had with their local Mentor.

- 4.22 Several of the employers referred to how they felt prepared for this programme having participated in similar schemes such as Workways.⁴³ In some instances, the employers described how they were a little surprised as one referred to the 'step change' in the challenges and barriers that some of the Lift clients faced compared to others they had encountered on other employability schemes, which impacted upon participant engagement and support. *"There is no comparison really [between Lift and other employability schemes they'd supported]... previously even doing an employability course which we did many years ago and we'd expect an orderly queue around the building,... [on Lift] it didn't happen, people just weren't motivated to do a self-confidence course for example but if you had that carrot of a job at the end of it, that was the motivator, that was the focus."* However, all described how the cohort of participants they had supported were a diverse group with some much closer to the labour market than others.
- 4.23 Where opportunities were provided these were typically taster work experience opportunities of around two weeks through to more extensive work experience placements for eight weeks. They provided an opportunity for participants to familiarise themselves with the work environment and to prove to their potential employers their capabilities for securing a more permanent role.
- 4.24 Some employers, typically those within the health sector, required DBS⁴⁴ checks for Lift participants. Several mentioned the challenge and cost of securing these checks and there were also a portion of participants who failed; coupled with participants failing to turn up for the provision, this led to a relatively high rate of attrition for some placements.
- 4.25 Where participants had secured placements, employers referred to the impact the placements had on them as individuals. The majority referred to improvements in self-confidence, communication skills and time keeping, with some describing spill-over effects on their family and peers as a result of their employment.
- "It's definitely improved confidence, it's had a huge impact from what they've shared with me on their families, they've been a role model for their children...we've had one or two who are third generation from a non-working household and now we've had one individual whose mother and*

⁴³ Workways operated across four local authorities in South West Wales and intended to support participants to make the transition into employment, including providing access to Temporary Job Opportunities.

⁴⁴ Disclosure and Barring Service.

two aunties have come onto the Lift scheme because of the success, so it's that knock on effect it's had in their lives". (national employer)

- 4.26 Some (who have been taken on in permanent employment) continue to face barriers and challenges, but their employers are typically aware of such issues and they work through them together. One employer described the Programme and one individual in a particularly positive and lucid way:

"On the whole really, really positive, [about the Lift Programme] some of them have now been employed successfully in full time jobs for 2 years plus, they're holding jobs down, they're attending training in the workplace, it's been a real privilege working with them and not in a patronising way, and it's been really great for the organisation as well. In fact, one of our Lift placements, who's been employed with us now for over 18 months, has won a staff recognition award this year because he's so committed to the workplace, he's so diligent and I think the chief exec said 'we should have an organisation full of xxx's'. It's made us think about how we recruit people because undoubtedly these were a group of people who probably wouldn't have got through our shortlisting because they've got no qualifications or work experience...it's been really positively embraced from the top of the organisation to the bottom".
(national employer)

Who is Securing Employment?

- 4.27 Management information obtained from Lift delivery areas for those participants enrolled since January 2016 has enabled the tracking of participant journeys. Analysis of the management information data suggests a slightly lower conversion rate than reported in the Programme outcomes data, with the management information obtained suggesting that 24 per cent (253/1071) secured employment (compared to 32.6 per cent for the entire duration of the Programme as identified earlier within this section). There is little variance in conversion rates into employment amongst participants when various personal traits (age, gender or ethnicity) are compared.

- 4.28 The data does present clear patterns in relation to participant experience and education. Table 4.2 below analyses 'conversion rates' into employment for participants based on the length of unemployment at the point of enrolment onto the Lift Programme. The table illustrates the challenges of supporting those who are furthest from the labour market into employment but highlights that Lift support has successfully secured employment outcomes for 15 per cent of participants who were unemployed for at least five years, many of whom had never worked before.

Table 4.2: Conversion Rates of Lift Participants into Employment by Duration of Unemployment

Length of Unemployment	Number of Participants	Into Employment	
		Freq.	Percentage
6 months to 2 years	397	130	33%
2-5 Years	219	58	26%
Over 5 years/never worked	415	64	15%

Source: Wavehill analysis of Delivery Area Management Information Jan 14-May 17

- 4.29 Analysis of conversion rates by highest qualification obtained by Lift participants at enrolment presents a similar pattern: just 18 per cent of Lift participants with no prior qualifications securing employment whereas one-third of Lift participants with a Level 3 or above secured employment through the Programme.

Table 4.3: Conversion Rates of Lift Participants into Employment by Highest Qualification

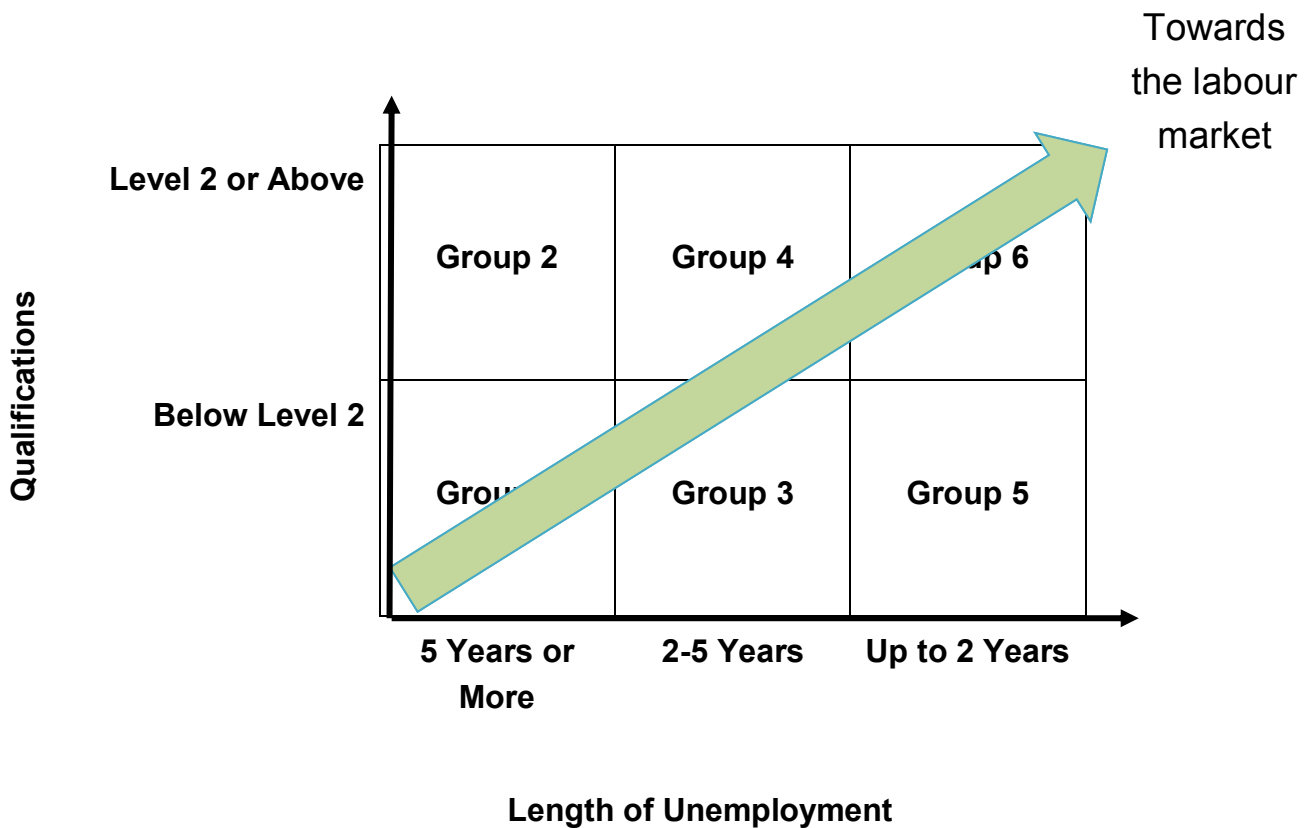
Highest Qualification (NQF Equivalent)	Number of Participants	Into Employment	
		Freq.	Percentage
No Qualifications	280	51	18%
Up to Level 2	335	91	27%
Level 2	231	55	24%
Level 3	81	27	33%
Level 4 and Above	41	14	34%

Source: Wavehill analysis of Delivery Area Management Information Jan 14-May 17

- 4.30 The employment history and qualification levels of participants have been combined to create a typology of participants on the Programme that reflects an assumed distance from the labour market based on qualifications and employment history.

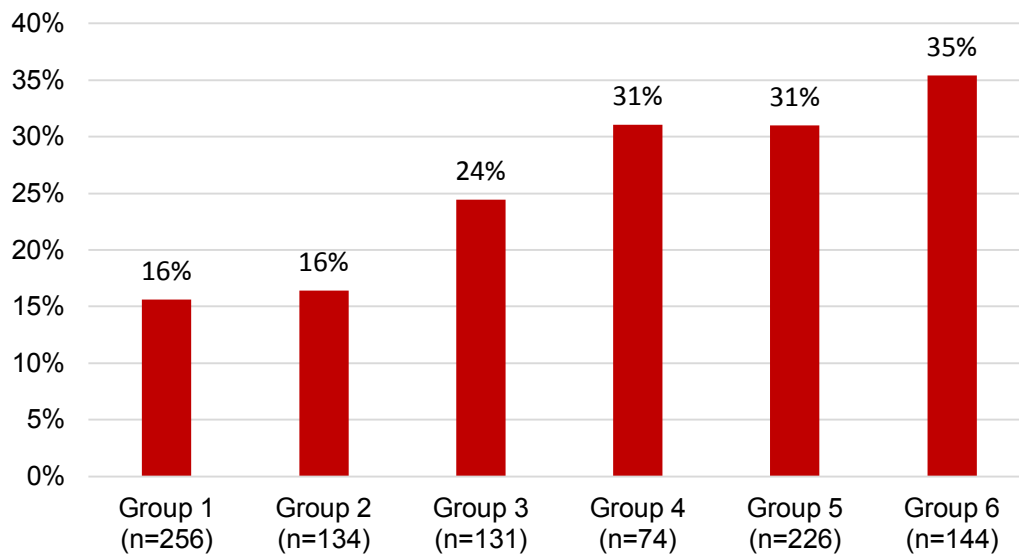
Group 1 participants are those deemed furthest from the labour market and Group 6 represents those closest to the labour market (see figure 4.8 below).

Figure 4.8: Typology of Lift Participants Based on Distance from the Labour Market



- 4.31 Applying these typologies to Lift Programme participants illustrates a very clear relationship between qualifications gained and length of unemployment prior to engagement and the likelihood of securing employment. The analysis illustrates that even amongst those with few/no qualifications who have typically been unemployed for in excess of five years (some of the furthest groups from the labour market), almost one in six participants secured an employment outcome through the Lift Programme (figure 4.9 below).

Figure 4.9: Conversion Rates into Employment by Participant “Group”



Source: Wavehill analysis of Delivery Area Management Information Jan 14-May 17

Delivery Area Performance

- 4.32 Analysis of conversion rates by distance from the labour market at a delivery area level is constrained somewhat by the size of the eligible population included within the analysis (the data is only available for enrolments between January 2016 and May 2017 following enhancements to the monitoring requirements). Consequently, these findings should be considered in the knowledge that they are based on a low sample size with some of the variances between delivery areas lying within a +/-5% margin of error.
- 4.33 Anglesey has been particularly successful in securing employment for those who have been out of work for in excess of five years (or who have never been employed) (23 per cent; 10/43), whilst the remaining areas exhibit a narrow range of conversion rates for this cohort (ranging from 10 per cent to 18 per cent) with the programme-wide average for this cohort at 15 per cent (64/397).
- 4.34 When analysed based on qualifications, Anglesey once again stands out as the most successful delivery area with 40 per cent (16/40) of Lift participants who on enrolment are recorded as having no qualifications or an NQF Level 1 (or equivalent) qualification secured employment. Blaenau Gwent also performed strongly here with 35 per cent (30/86) of participants within this cohort securing an employment outcome. These conversion rates compare to a programme wide average of 23 per cent (142/615) for participants with similar levels of qualifications on enrolment and the difference in conversion rates is statistically significant.

Local Employers and Post-Employment Support

- 4.35 Sixteen employers local to the delivery areas were also interviewed in a similar manner to the national brokers. The local employers were most commonly from the construction sector and had typically engaged with the Lift Programme as part of their Community Benefits requirements.
- 4.36 The respondent employers were again positive about their experiences of the Lift Programme. Some felt a little confused about the Programme's positioning (particularly in relation to Communities First) and felt it could benefit from stronger promotion. There were also concerns and confusion regarding the impact that the closure of Communities First would have on the Programme.
- 4.37 The support they had from the local Mentors/Brokers was widely praised with the local employers considering them to be responsive, helpful and able to supply participants with skills sets and interests that met the employers' needs.
- 4.38 In terms of the participants, the local employers encountered similar issues to the national organisations with a lack of reliability a key factor amongst participants. Where these situations arose, the Lift team would support the employer in pursuing these individuals, however they would retain strict rules on these participants ending their placements if they were not showing the necessary commitment and application to the opportunity.
- 4.39 Although post-employment support had been identified as an area of enhancement in the previous phase of the evaluation, in this phase there was no mention of this. When asked 'if the nature of engagement with their local Mentor/Broker could have been improved at all' all employers stated that it could not. Similarly, when asked whether they would recommend the Lift Programme to others, 15 of the 16 employers confirmed that they would with the remaining respondent unsure. Their hesitancy primarily related to the low profile of the Lift Programme and the perception that the participants who came forward for placement experience were not considered to be sufficiently work ready for those roles.

5. Participant Journeys and Longer-Term Outcomes

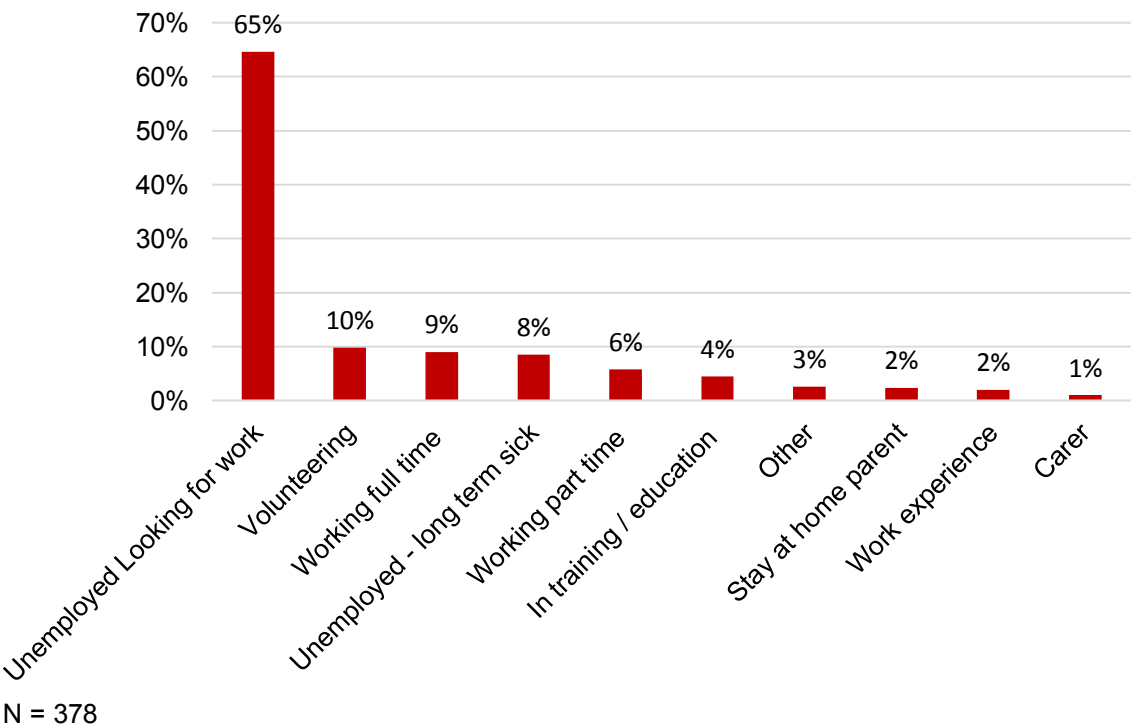
5.1 This section explores the journeys of Lift participants who agreed to be interviewed (a total of 378) and re-interviewed (a total of 157) to better understand (beyond the quantifiable outcomes) the impact of support. It also explores the sustainability of employment outcomes amongst the Lift participants who responded to the interview and have been successful in securing employment.

Analysis of Initial Interview Data

5.2 For the initial interview (undertaken within six months of a participant’s engagement on the Lift Programme), almost two-thirds (65 per cent) of respondents (244/378) described themselves as ‘unemployed looking for work’.

5.3 Fifteen per cent of respondents described themselves as working full-time (9 per cent) or part-time (6 per cent), illustrating that for a minority of Lift participants their transition into employment is relatively rapid. Whilst it is not possible to judge the extent to which the Lift Programme supported these individuals into employment, this evidence reinforces that the initial interview should not be considered a ‘baseline’ as participants had already been exposed to up to six months of support through the Programme.

Figure 5.1: What is your Current Situation (Initial Interview)



Source: Wavehill Telephone Survey (initial interview) of Lift Participants

- 5.4 When asked to rate themselves out of 10 in terms of their own perceived distance from the labour market (with 10 being very close to the labour market and 0 being a long way from the labour market) prior to enrolling on the Lift Programme, the mean average rating that participants gave themselves was 3.9 out of 10 (amongst those in employment the mean average was 4.9) whilst 72 per cent of respondents rated their distance from the labour market as five or less, suggesting a self-recognition of the extent of barriers faced in terms of securing employment. However, interestingly, 62 per cent described themselves as ‘quite confident’ or ‘very confident’ when asked ‘thinking back to when you first engaged with the Lift Programme how confident were you about finding employment?’ This suggests something of a mismatch between expectations of the ease of finding work and the perceived distance that participants felt from being active within the labour market.

Re-Interview of Participants

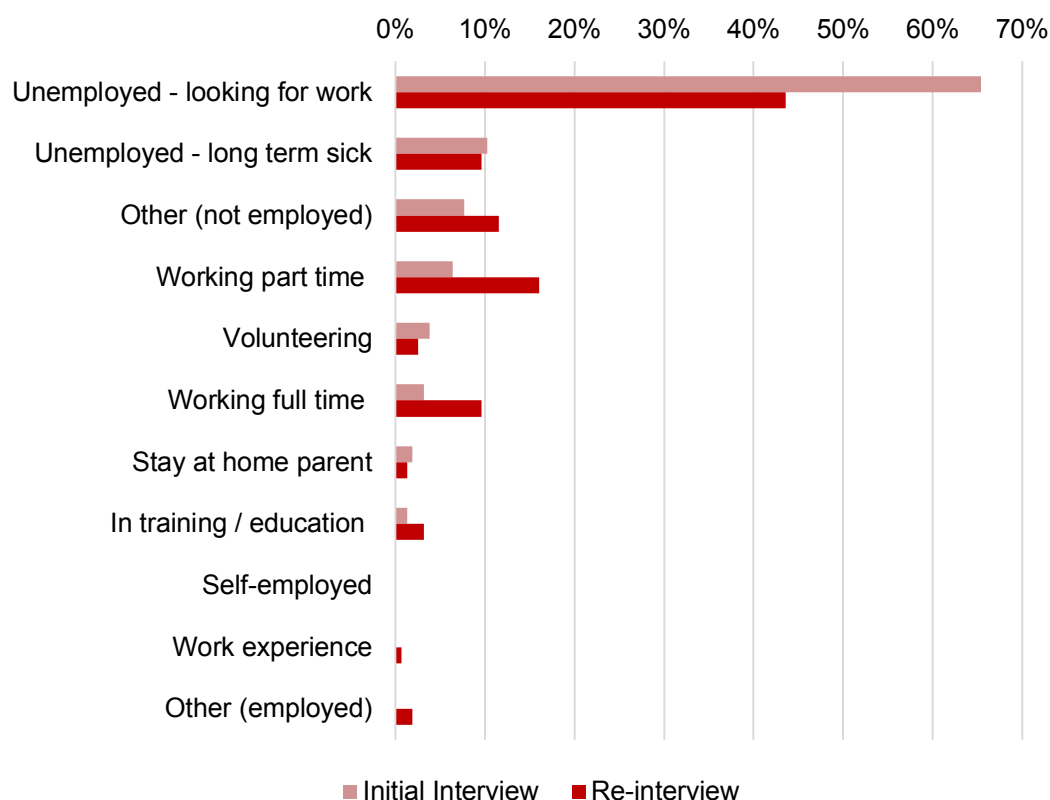
- 5.5 Across the two waves of re-interviews with participants, (typically 7-13 months post-initial engagement on the Lift Programme) 39 per cent (62/157) of participants described themselves as still receiving support through the Programme. This illustrates the prevalence of participant engagement with the Lift Programme for a sustained period.
- 5.6 In terms of their status at re-interview, as illustrated in figure 5.2 below there was a clear shift towards employment amongst participants between the two surveys increasing from 9 per cent to 26 per cent (44/156) of respondents.⁴⁵ Conversely, respondents describing themselves as ‘unemployed looking for work’ fell from 65 per cent (102/156) to 44 per cent (69/156). This surpasses the equivalent performance of the Work Programme over a similar timeframe (20.6 per cent of participants into employment for over six months for those engaged since March 2016).⁴⁶ Ten per cent of Lift survey respondents described themselves as being in full-time employment, which is just within the parameters for the estimated conversion rate of between one in 10 and one in six moving into sustained FTE employment set out within the business case for the Programme.⁴⁷

⁴⁵ The proportion in employment at interview differs from that described in figure 5.1 as only those who participated at re-interview are included in the interview, re-interview analysis.

⁴⁶ Work Programme Statistics - <https://www.gov.uk/government/collections/work-programme-statistics> published 21st September 2013, accessed 22nd February 2018.

⁴⁷ Lift Business Case (unpublished), Welsh Government – the conversion rates is based on WEFO guidance on conversion rates for those furthest from the labour market into sustainable employment.

Figure 5.2: Comparison of Lift Participant Situations – at Interview and Re-interview



N= 156

Source: Wavehill Telephone Surveys (initial and re-interviews) of Lift Participants

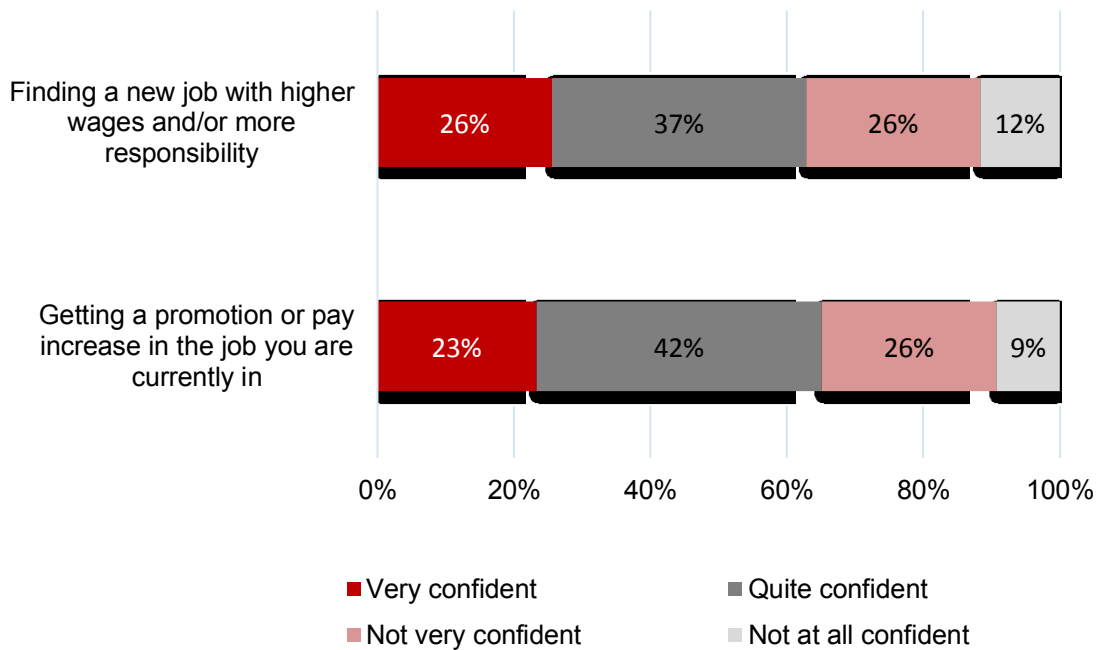
- 5.7 Of those participants who described themselves as currently in employment, 25 of 44 reported that they had secured employment through the Lift Programme, with a further seven having initially secured employment through Lift but subsequently having changed role prior to our re-engagement with them. Collectively, this equates to three-quarters (76 per cent; 32/42) of all participants currently in employment having secured a position through the Lift Programme.

“To be honest anything I needed they'd always provide, without them I don't think I'd be where I am now (working part time as a receptionist). My mentor has given me confidence she has helped me get to the stage I am now. I wouldn't have got to the interview stage without xxx, she was really helpful especially with the applications”. (Lift Participant)

- 5.8 Those in employment were asked how confident they were of their ability to secure a promotion or pay increase and of finding a new job with higher wages and/or more responsibility. With regards to both statements, two-thirds of those in employment felt very confident or quite confident of either of these situations arising (figure 5.3),

suggesting that for the majority of respondents, self-perceived prospects for climbing the career ladder were strong.

Figure 5.3: Having received support through the Lift Programme, how confident do you now feel with regards to: (employed respondents only)



N = 43

Source: Wavehill Telephone Surveys (initial and re-interviews) of Lift Participants

“I wouldn’t have stood a chance of getting where I am without the Lift Programme and although I wasn’t signing on and having to go on to the Universal job (match) site to apply for jobs, I spent the last 18 months on there sending off CVs to everyone and it was quite soul destroying that at 44 as I was then I felt washed up and that no-one wanted to know. The emotional support - having someone who was there for me and who listened to me was invaluable and someone who believed in me and said I could do it and after seeing what I was capable of saying that I wouldn’t be out of work for much longer and someone would snap me up. Also, the inside knowledge they had of what I needed to do to get into the NHS like the orientation etc. and their links helped immensely”. (Lift Participant)

Lift Participants out of Work

- 5.9 Those participants currently out of work who participated in a re-interview were asked to rate how near or far they personally felt from being able to find a job out of 10. The question had also been asked of them as part of the initial interview where

they provided two responses, one based on their recollection of how they felt prior to engagement with Lift and the other based on their judgement on the day they were interviewed. Three separate responses were therefore recorded for each out of work participant at the point of re-interview. Table 5.1 below illustrates that there was a significant jump in how close participants felt to being able to find a job when comparing their recollection of their situation prior to engaging with the Lift Programme with the initial interview within six months of their engagement. Within the subsequent interview the mean average rating had fallen, which typically reflects something of a reality check for participants as, despite the support they've received, they continue to struggle to secure employment. The adjacent columns within the table provide some insight into the distribution of responses and illustrate that despite the lower mean average figure, a higher proportion of respondents at re-interview rated themselves above five than at initial interview, suggesting continued progress for some participants over a longer period of time.

Table 5.1: Analysis of self-perceived rating (out of ten – zero being a long way and ten being very close) on how near or far a Lift participant felt from being able to find a job for those out of work at re-interview⁴⁸

	Mean Average Rating	Percentage of responses below 5	Percentage of responses above 5
Prior to Lift	3.9	43%	19%
At Interview	7.6	11%	56%
At Re-Interview	6.3	22%	58%

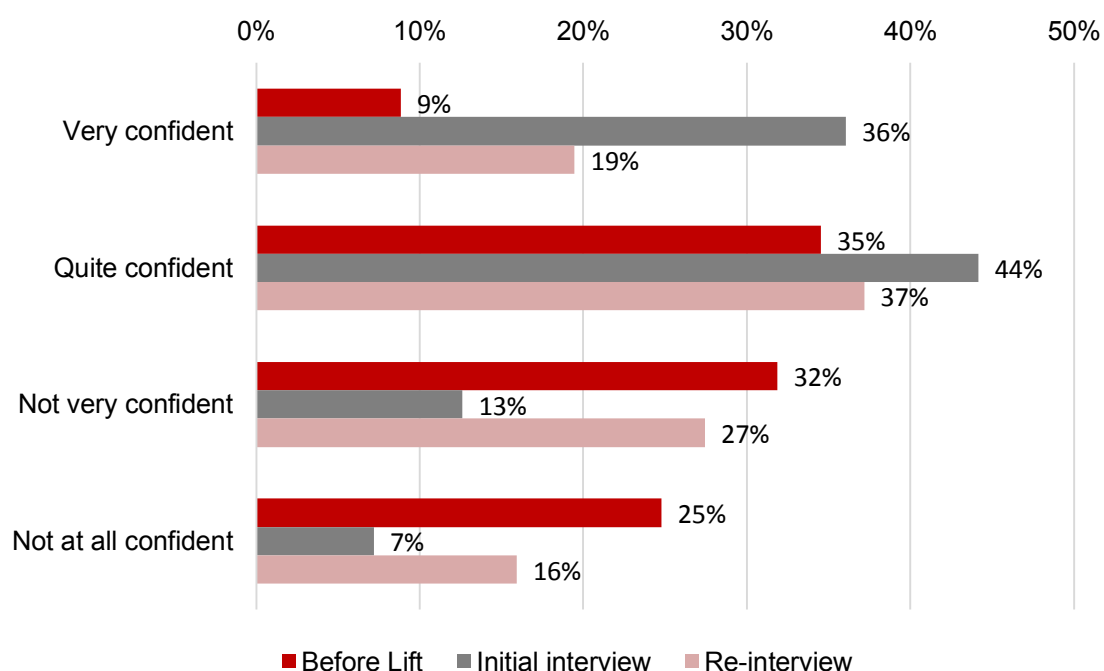
N = 113

Source: Wavehill Telephone Surveys (initial and re-interviews) of Lift Participants

- 5.10 In a repeat of previous surveys, participants who were out of work at the point of the re-interview were asked how confident they felt in finding employment. Figure 5.4 below illustrates that prior to the Lift Programme, 44 per cent of respondents were very or quite confident of finding employment. After up to six months of support through the Lift Programme this had risen to 80 per cent. At re-interview, however, this figure had regressed slightly with 56 per cent describing themselves as confident or very confident of finding employment.

⁴⁸ All remaining respondents excluded from this table rated themselves as 5 (17 respondents 'prior to Lift', 8 respondents 'at interview' and 23 respondents 'at re-interview').

Figure 5.4: Analysis of responses to “How Confident do you feel of finding Employment?” amongst the Cohort who participated in a re-interview and remain out of work

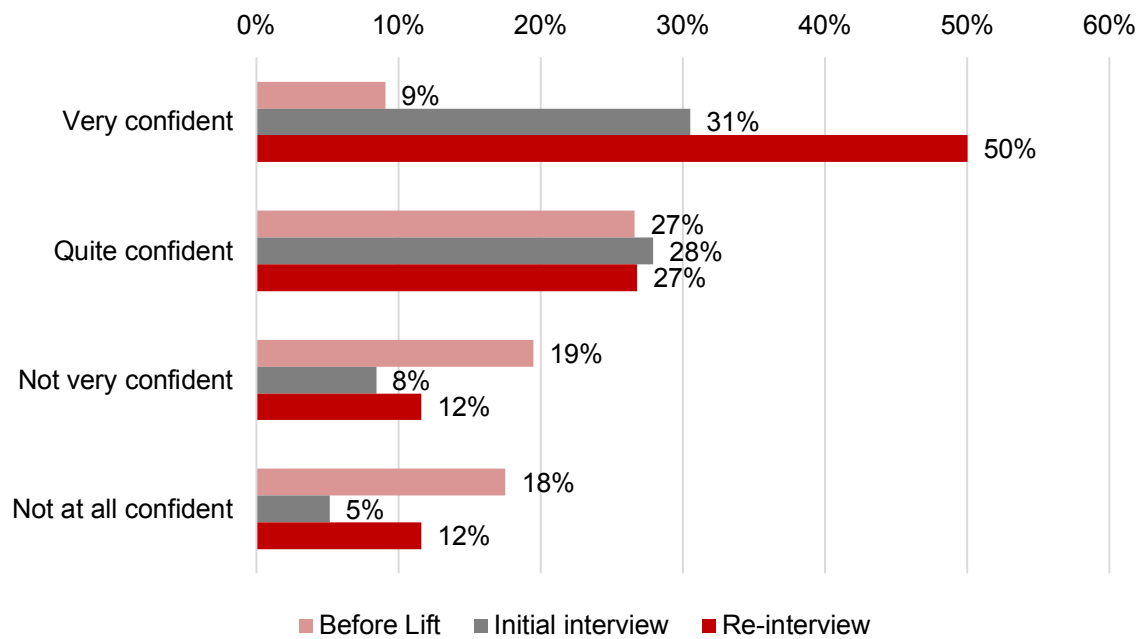


N = 113

Source: Wavehill Telephone Surveys (initial and re-interviews) of Lift Participants

- 5.11 During the re-interview process, respondents were also asked whether they felt their long-term job prospects were better now than when they were last interviewed. Fifty-six per cent (63/113) confirmed that they were, however 28 per cent (32/113) felt they were not with the remainder unsure.
- 5.12 Those respondents out of work at the time of the re-interview were also asked how confident they felt about holding down employment if/when they secured a position. The figure below illustrates steady progression amongst participants in their perceived ability to hold down a position with more than three-quarters of respondents feeling very confident (50 per cent) or quite confident (27 per cent) in doing so compared to 59 per cent at initial interview and 36 per cent prior to engagement on the Programme. Anecdotally, Mentors have often referred to the chaotic lifestyles of Lift participants and the need to provide a range of support to address the wider, more immediate issues that they face. This change could therefore be attributed to the ‘wraparound support’ on offer through the Programme which may be having a positive effect on self-perceptions of a participant’s ability to hold down a job.

Figure 5.5: How confident do you feel holding down that employment (out of work participants only)



n = 112

Source: Wavehill Telephone Surveys (initial and re-interviews) of Lift Participants

Softer Outcomes

- 5.13 The nature of the Lift Programme and of those who participated meant that only a minority of Lift participants were considered likely to secure employment as a 'hard' outcome of the Programme. However, the wraparound, intensive support offered through the Lift Programme led to the expectation that progress towards employment could be captured by exploring softer outcomes likely to be associated with the support received (in addition to those related to self-confidence outlined above).

"I don't know what I would have done without them, I'd be at rock bottom, I'd just be alone in the house depressed and drinking, just going in and talking about things has given me more confidence, I used to be very quiet and timid and it's really boosted my confidence". (Lift Participant)

- 5.14 In addition to the ratings of perceived distance from the labour market and self-confidence, a series of questions have been asked to measure general self-efficacy, self-efficacy for learning and attitudes to employment to help measure 'distance travelled' amongst participants.⁴⁹
- 5.15 In terms of general self-efficacy, there was no tangible change amongst responses when comparisons were made between the mean scores of those who responded to both the initial interview and the re-interview. However, further analysis of this information suggests some movement in terms of the nature of responses which are masked by the mean average analysis. Whereas in the baseline respondents were more polarised in the nature of responses, respondents have been less certain in their response (preferring to select "hardly true" or "moderately true" as opposed to "exactly true" or "not at all true"). Therefore, when combining responses, a slight positive shift is evident across all statements.

Table 5.2: Percentage of Respondents Selecting 'Moderately True' or 'Exactly True' for a series of General Self-Efficacy Statements

Statement	Initial Interview	Re-Interview	Change ⁵⁰
When I am confronted with a problem, I can usually find several solutions.	78%	89%	12%
If someone opposes me, I can find a way of getting what I want.	60%	68%	9%
I can remain calm when facing difficulties because I can rely on my coping abilities.	82%	87%	5%
If I am in trouble, I can usually think of a solution.	87%	92%	5%
I can always manage to solve difficult problems if I try hard enough.	88%	92%	4%
Thanks to my resourcefulness, I know how to handle unforeseen situations.	83%	87%	3%
I am confident that I could deal efficiently with unexpected events.	82%	84%	2%
I can usually handle whatever comes my way.	85%	87%	2%
It is easy for me to stick to my aims and accomplish my goals.	83%	85%	1%
I can solve most problems if I invest the necessary effort.	92%	93%	1%

N = 157

Source: Wavehill Telephone Surveys (initial and re-interviews) of Lift Participants

⁴⁹ Detail on the questions asked can be found within appendix B.

⁵⁰ All percentages are rounded to the nearest percentage point, including changes between interview and re-interview hence the slight discrepancies in the percentage point difference.

- 5.16 For the self-efficacy for learning questions, very little change was evident in comparing the responses at initial interview with those at re-interview. In terms of attitudes to employment a negative shift is apparent when comparing responses to statements at interview and then again at re-interview. Table 5.3 below illustrates that responses to “I could get a job if I wanted one” present the largest, tangible shift amongst respondents (only asked of those who were out of work at the time of interview) and provide further evidence regarding the perceived challenges of securing employment locally.

Table 5.3: Percentage of Respondents Selecting ‘Moderately True’ or ‘Exactly True’ for a series of Attitude to Employment Statements

Statement	Respondents	Initial Interview	Re-Interview	Change
I can achieve my goals around work	155	87%	92%	5%
Work can be rewarding.	156	95%	97%	2%
There is a job out there for me.	113	87%	85%	-2%
If I can’t get one job, I will get another one.	155	83%	79%	-4%
I could get a job if I wanted one.	113	76%	61%	-15%

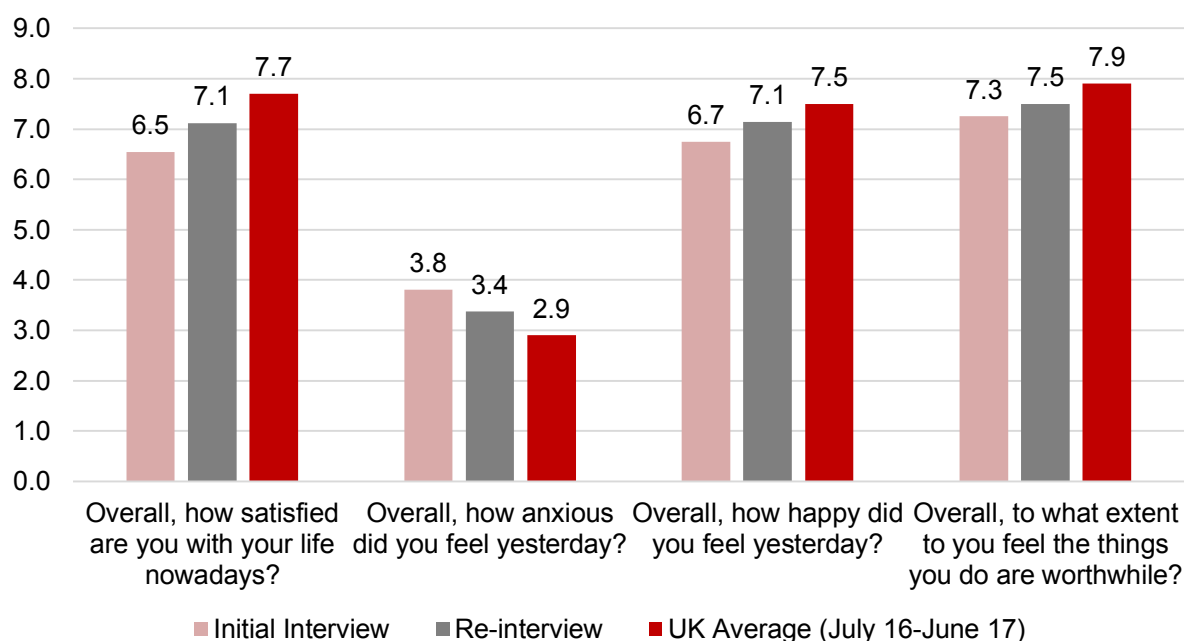
Source: Wavehill Telephone Surveys (initial and re-interviews) of Lift Participants

Well-being

- 5.17 Finally, respondents were asked for their ratings against national ONS Well-being Questions⁵¹ at both interview and re-interview to track changes in perceptions of well-being. Figure 5.6 demonstrates substantial improvement in feelings of well-being amongst the respondents and, although levels of well-being remain below the UK average, the changes have led to a closing of the gap.

⁵¹ UK benchmarks derived from Estimates of Personal Well-being for the UK and Countries of the UK for the year ending June 2017.
<https://www.ons.gov.uk/peoplepopulationandcommunity/wellbeing/bulletins/measuringnationalwellbeing/july2016tojune2017> Accessed 7th November 2017.

Figure 5.6: Responses to ONS Well-Being Questions (out of 10)



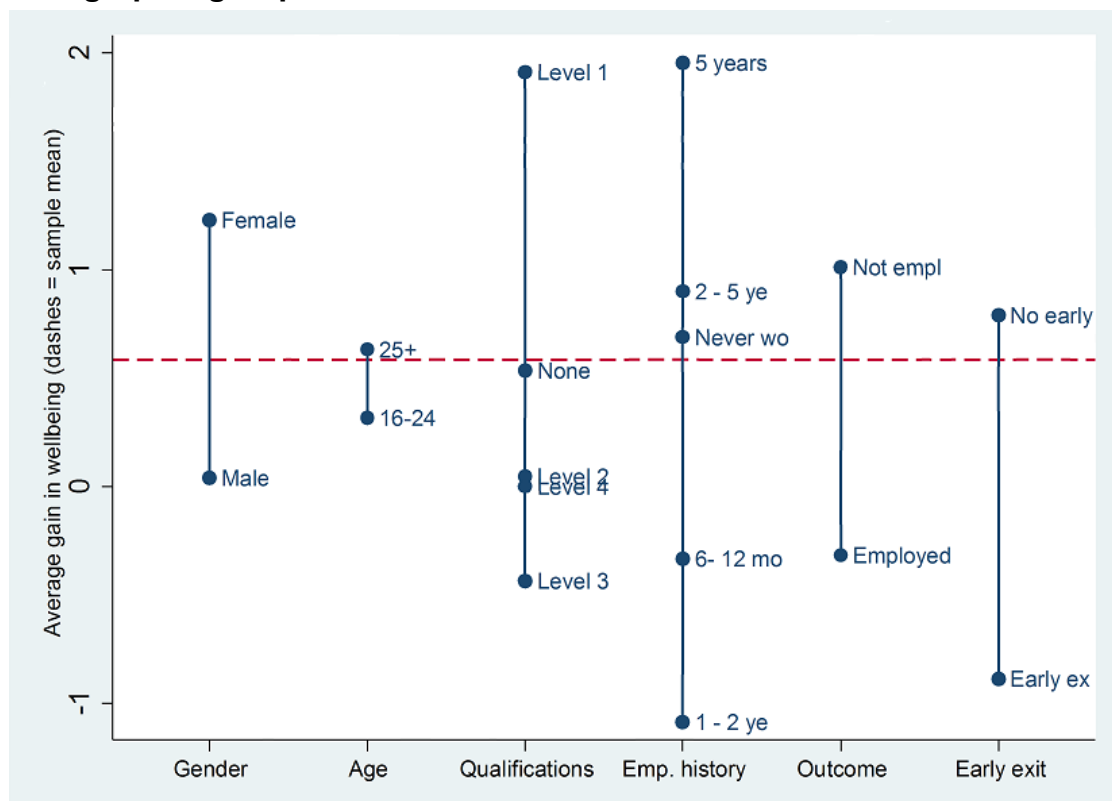
N=157

Source: Wavehill Telephone Surveys (initial and re-interviews) of Lift Participants

Linking Employment Outcomes to Well-Being

- 5.18 Given the positive indicators of well-being, we were interested in understanding whether reported gains in well-being were linked to employment outcomes (the analysis is explored in detail in Appendix E). Given that we had data for those who had gained employment prior to initial interview, between initial interview and re-interview, and after re-interview, we were able to statistically compare the impact of securing employment on well-being.
- 5.19 We began by identifying a group of 67 early leavers from the Lift Programme who had been interviewed. Of that 67, we were able to isolate 50 who had been recorded as not having completed a personal plan *and* who had not gained employment/training at time of exit. Of that 50, 19 were also re-interviewed, allowing us to use them as a counterfactual group in our analysis of programme effects on well-being.
- 5.20 We looked at the gains in well-being reported above and compared the mean gain for each measure by groups (figure 5.7).

Figure 5.7: Average gain in well-being from interview to re-interview by sociodemographic groups⁵²



5.21 The evidence suggests that gains in well-being are generally highest among women and those traditionally furthest from the labour market (those with lower levels of qualifications, those with a longer history of unemployment), and those who do not gain a positive employment outcome.

5.22 We then explored the influence of gaining employment on well-being. To do this we constructed a model that accounted for

- gender
- age category
- unemployment history
- level of qualification at engagement
- household status.

We then conducted the analysis, controlling for these variables and identified that there was no relationship between securing employment and well-being and that the positive trends in well-being were likely an outcome of actively participating in

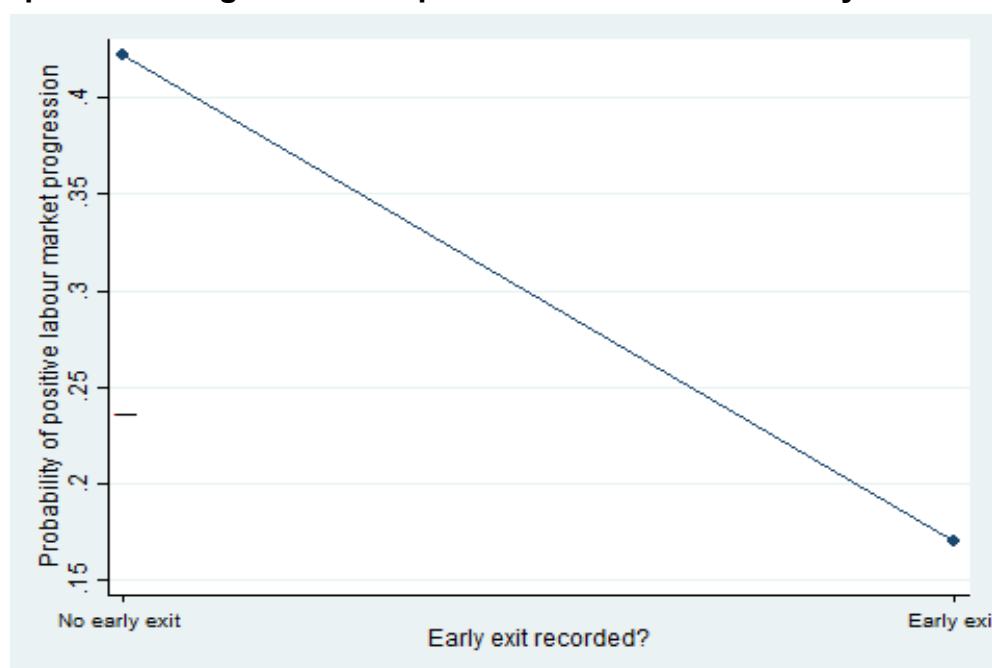
⁵² The gain in well-being was calculated as the *mean gain across the four indicator variables* for well-being displayed in Figure 5.6. There was an overall sample gain of 0.7, represented by the dashed line. Groups that are above the dash line show a higher than (sample) average gain in well-being, and those below it shows a lower than (sample) average gain in well-being.

the Lift Programme (regardless of outcomes arising from that participation). Further details of this analysis are presented in Appendix E.

Labour market progression

- 5.23 We then broadened the analysis to explore participant gains as measured through entering education or a training programme or into a volunteering opportunity. We then matched these journeys against a participant's journey in the labour market determining whether they had progressed in the labour market (e.g. moved from inactive to unemployed seeking work), whether they had regressed (moving from employed to unemployed), or whether they had experienced no change.
- 5.24 Of those in the interview/re-interview sample, 59/153 were classified as having progressed in the labour market (39 per cent), 79/153 were classified as no change (52 per cent), and 15/153 as having experienced regression (10 per cent). The majority experiencing regression moved from 'unemployed looking for work' to either 'unemployed long-term sick' or becoming a full-time carer to a close relative (in the latter scenario these are circumstances beyond their control).
- 5.25 When labour market progressions are compared to whether a Lift participant exited the Programme early there is statistically significant evidence of positive labour market progression if a participant does not exit the Programme early.
- 5.26 The predicted probability of labour market progression for both those who completed the Programme and early exiters is shown in Figure 5.8 below.

Figure 5.8: Predicted probability of labour market progression for those who complete the Programme compared to those who exit early



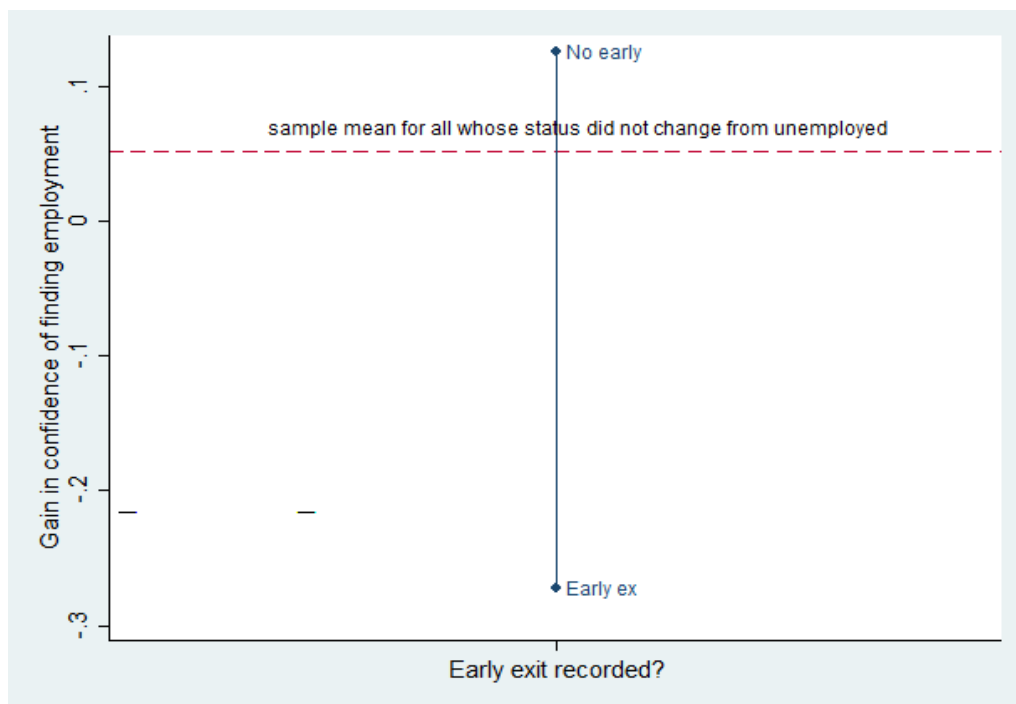
5.27 Those who complete the Programme requirements, defined as completing a personal plan, have approximately a 43 per cent chance of labour market progression, controlling for socio demographic and prior employment history. However, this figure drops to around 17 per cent for those who exit the Lift Programme early.

Those with no labour market progression

5.28 Using the labour market progression variable, we were able to further analyse the data on confidence of finding and holding down employment. This analysis was limited to those who reported in our surveys that they were actively seeking a job but remained unemployed (79/153).

5.29 In figure 5.9 below, we show the average gain in the confidence of finding employment for those who completed the Programme and those who exited the Programme without completing one *and* without gaining employment or undertaking training.

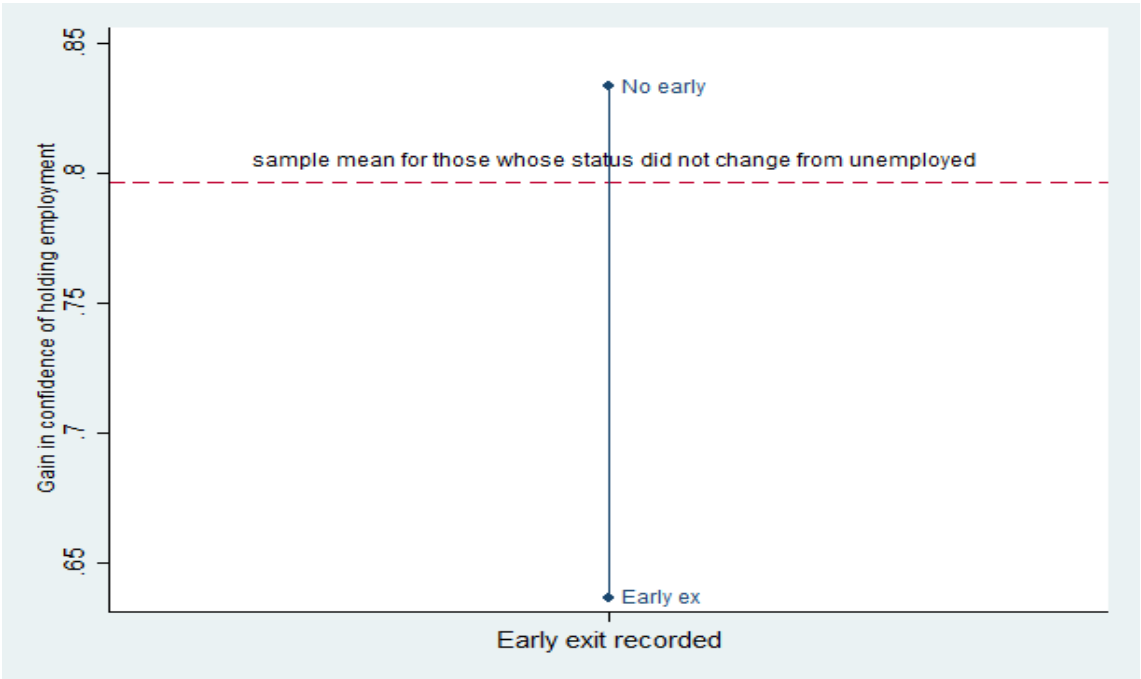
Figure 5.9: Gain in confidence of finding employment from interview to re-interview



5.30 The 59/79 who had completed the Programme show a mean gain in confidence of finding employment whereas the 29/79 who did not complete the Programme indicate a net drop in confidence in finding a job.

5.31 We performed the same analysis as above but this time looking at the confidence of holding down employment once gained. This is shown in Figure 5.10 below:

Figure 5.10: Gain in confidence in holding down employment from interview to re-interview



5.32 The figures show that the average gain in confidence produced by holding down employment has increased for all 79 participants whose unemployment status did not change from engagement to re-interview. However, the gain in confidence is approximately one-third higher among Lift participants compared to ‘early exiters’.

6. Impact Assessment

- 6.1 This section provides an assessment of the labour market effects associated with the Lift Programme, focussing on the net impacts arising for those who have participated in the Programme. The section also considers the counterfactual (i.e. what would have happened to participants of the Lift Programme in its absence) and also the extent to which the Programme represents value for money regarding the resources invested by the Welsh Government in its delivery. This is explored through the application of cost effectiveness analysis and cost benefit analysis.

Cost effectiveness analysis

- 6.2 Cost effectiveness analysis (CEA) compares the relative costs of a programme with the delivery of the intended outcomes (effects) of that programme to produce a 'cost per unit of outcome' estimate. It is typically a more simplistic approach to testing value for money than a cost benefit analysis (CBA) but can be a useful guidance tool for judging the comparative effect of an intervention.
- 6.3 A straightforward CEA can be applied to the Lift Programme through a collation of the costs associated with its delivery and dividing those by the number of employment outcomes achieved; this provides a 'cost per job' figure.
- 6.4 The CEA has been applied using programme associated costs from 2014 to the end of June 2017 based on:
- Claimed fees from each delivery area
 - Costs borne by the Welsh Government for the management and administration of the Programme.
- 6.5 The CEA does not include:
- Any costs borne by Communities First Clusters in support of the Lift Programme
 - Any training or supervisory costs borne by local and nationally brokered employers that have taken on Lift participants through work placements.
- 6.6 The application of the CEA leads to a cost per job calculation of £3,744 (see table 6.1 below). This is at the lower end (and therefore the higher expectation) of the Welsh Government's business case with an anticipated cost per job of between

£3,500-£6,000, well within the value for money envelope of between £3,000-£8,000 cost per job.⁵³ This represents good value for money on a cost per outcome basis, particularly so when it is considered that the Programme has supported individuals furthest from the labour market (on a qualification and employment history measure) into employment.

- 6.7 This also compares favourably with the ESF Ex Post Evaluation Priority Paper⁵⁴ which pointed to significant variations in the cost per job outcome across ESF funded employability projects, with 'higher costs per outcome ... often attributed to the fact that projects were working with participants who were most removed from the labour market and required intensive support to overcome complex barriers to work'. The costs per job outcome on employability projects ranged from £5,768 to £22,000, significantly more than the cost per employment outcome achieved on the Lift Programme.

Table 6.1: Cost Effectiveness Analysis

Programme Cost	Employment Outcomes	Cost per Job
£4,115,000	1,099	£3,744

Approach to the Impact Assessment

- 6.8 To provide a more robust assessment of the impacts of the Lift Programme, a comparison group of similar unemployed people was constructed from the five quarter QLFS through the use of a *heuristic match* based on unemployment history (long-term unemployed).
- 6.9 The ability to perform a statistically generated match (using Propensity Score Matching) was negated by three factors:
- In the first instance, the data gathered from the Lift Programme areas participating in the project only contained outcomes data that was sufficiently reliable to use for impact analysis beginning in Q1 2016. Thus, we had to restrict the impact analysis to the 1,069 participants for whom we had complete data and who had engaged with the Lift Programme in Q1 2016 or later.

⁵³ Based on WEFO ready reckoning as described in the Lift Business Case

⁵⁴ OB3, (2017) Wales Ex Post Evaluation Priority Review Paper: Increasing employment and tackling inactivity

- The second limitation was imposed by the necessity to be able to look at long-term effects of the Lift Programme, i.e. not merely looking at the into-employment data for only one quarter subsequent to date of engagement with the Programme. In order to look at longitudinal (over time) effects, we wanted to match Lift participants with QLFS respondents for whom we had a full five quarters of data. Given the timing of our analysis, this restricted usage of QLFS data to those whom entered the survey in Q1 and Q2 2016 and who subsequently 'exited' (i.e. did not participate in) QLFS in Q2 and Q3 2017 respectively.
- The third factor ruling out PSM came from the way in which data was captured across the participating Lift Programme areas. Although every effort was made to standardise that data capture as much as possible, the variable quality of the data (i.e. the way in which age cohorts were recorded) meant that we would only be able to use a fairly narrow set of variables to perform the match with the comparison (QLFS) group. Successful Propensity Score Matches rely upon a robust set of common indicator variables with common variation; because of the way that data had been captured locally, we had to limit the number of variables available for analysis and reduce the variation within them.⁵⁵

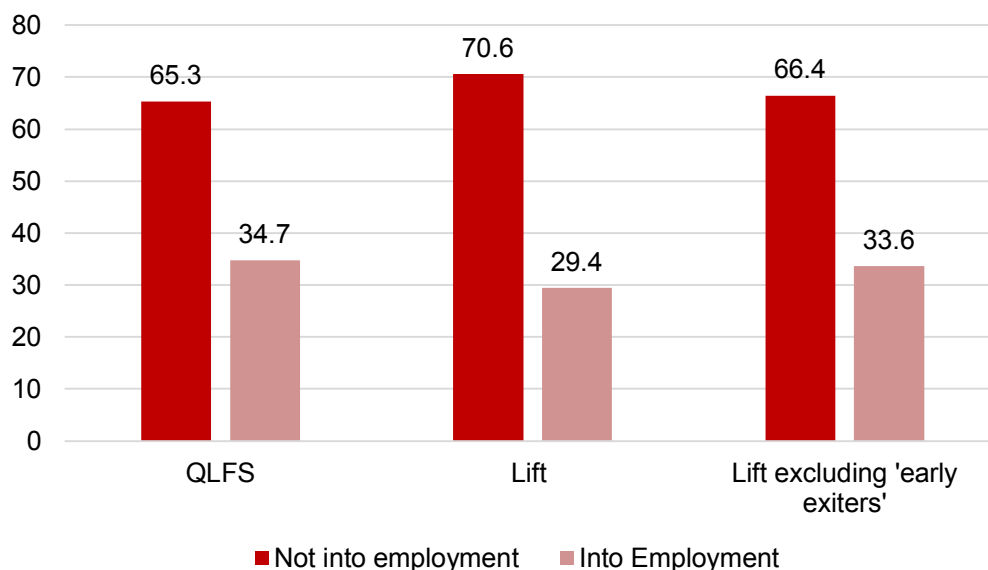
- 6.10 From the Lift Programme data, we were able to isolate 415 participants who had engaged with the Programme in either Q1 or Q2 2016 and for whom we had valid outcomes data. We then matched these programme participants with respondents from the QLFS who met the threshold criteria and for whom the survey provided data that corresponded to the demographic, social, and employment history data contained in the Lift Programme dataset.
- 6.11 Using a heuristic match, we were able to identify 177 individuals in the QLFS who form a heuristic counterfactual group.

⁵⁵ Just as one example, age was not recorded as a raw number (continuous variable) in several Lift centres, but only as a category. The highest common denominator that we could produce was a variable coded 16-24 or 25 and over; we then had to align the QLFS (continuous) age variable with our Lift categories.

Employment impacts

6.12 In figure 6.1, we show the relative proportion of both samples that were in employment after four quarters (i.e. in either Q1 2017 for those engaged in Q1 2016 or Q2 2017 for those engaged in Q2 2016). This data shows that, at an equivalent point, 35 per cent (62/177) of QLFS respondents were in employment after four quarters, compared to 29 per cent (122/415) of the Lift participants included in the analysis. However, there are a proportion of participants reported in the management information who, according to our survey, are defined as “early exiters” – those who did not complete a Personal Development Plan and did not secure employment before their exit. When these are removed from the cohort the rate of transition into employment increases to 33.6 per cent,⁵⁶ which is comparable with the QLFS figure and the employment figure reported in the Welsh Government management information (32.6 per cent).

Figure 6.1: Proportion into employment after four quarters, QLFS versus Lift



6.13 Furthermore, this analysis cannot control for the local socio-economic context within the communities targeted through the Programme as their eligibility is derived from their designation as Communities First Clusters, which in itself reflects increased, multiple deprivation within those areas relative to the Welsh average. In contrast, we have no information relating to the socio-economic context of the UK wide QLFS sample and thus no direct means of statistically controlling for potential contextual

⁵⁶ The survey data shows an employment rate 30.7 per cent compared to 29.4 per cent from management data across all participants, easily within the survey margin of error. We therefore believe it to be reasonable to generalise from the survey to equate to the Lift population, hence using the 33.6 per cent employment ratio.

effects. A similar challenge emerged in the impact evaluation of the New Deal for Communities (NDC) programme (one of the most significant Area Based Initiatives ever launched in England), a £1.71bn programme to support 39 of the most deprived areas in England over a 10-year period between 1998-2008. The evaluation concluded that 'after considering individual respondent characteristics there is no significant difference between the likelihood of an NDC resident entering work compared with a counterpart living in comparator areas'.⁵⁷ The evaluation also identified that there are better odds of residents being in employment if the targeted area is located within stronger, wider labour markets. Further analysis within the evaluation also shows that a parent local authority employment rate is significantly and positively associated with an increased likelihood of being in employment.⁵⁸

- 6.14 Whilst it is not possible to match the characteristics of participants with comparator areas in a similar way to that applied within the NDC evaluation, table 6.2 shows the reduction in the percentage of benefit claimants in Lift Programme areas and benchmarks that against other CF non-Lift areas⁵⁹. The table demonstrates that on average Cluster areas participating in the Lift Programme outperformed those Clusters that were not beneficiaries of the Programme (equivalent to an additional 250 adults removed from claiming benefit across the Lift Programme areas when compared to the non-Lift recipient Clusters). Whilst it is not possible to attribute the performance recorded to the Lift Programme, it is one key element of distinction in the comparison Cluster areas.

⁵⁷ Centre for Regional Economic and Social Research, Sheffield Hallam University (2009) *Understanding and Tackling Worklessness Volume 1: Worklessness, Employment and Enterprise: Patterns and Change, Evidence from the New Deal for Communities Programme*, DCLG,

⁵⁸ Ibid.,

⁵⁹ Jobseekers allowance, incapacity benefit and lone parent benefit claimants

Table 6.2: Change in Proportion of Working Age Claiming Employment Related Benefits – 2013 versus 2016 (four quarter averages)⁶⁰

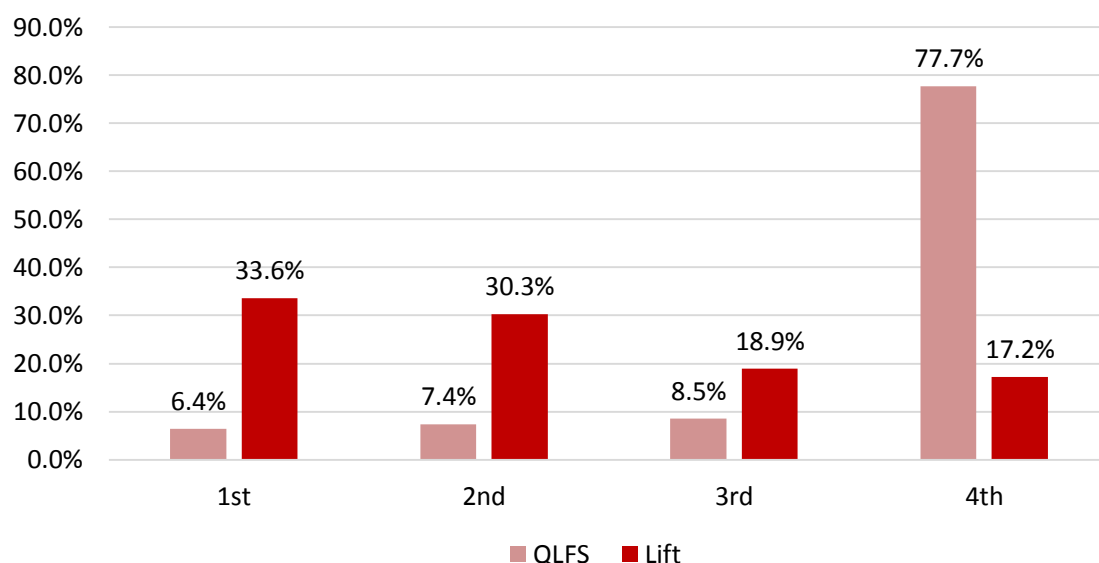
Lift Cluster	2013	2016	Difference
Flintshire East and West	19.8%	16.0%	-3.8%
Anglesey	23.7%	19.4%	-4.3%
Llanelli	27.9%	24.3%	-3.6%
Swansea North West	26.8%	22.7%	-4.1%
Afan Valley	23.1%	19.8%	-3.3%
Taf West	23.4%	17.7%	-5.7%
Cardiff East	23.6%	19.9%	-3.7%
Caerphilly Basin and Upper Rhymney Valley	24.8%	21.0%	-3.8%
Ebbw Fawr and Tredegar	24.9%	20.1%	-4.8%
Lift Cluster Areas	24.2%	20.2%	-4.0%
Other CF Cluster Areas	24.0%	20.2%	-3.8%
Wales	13.3%	11.0%	-2.3%

Time taken to secure employment

- 6.15 The initial counterfactual analysis provides a unique binary outcome (in/out of employment after four quarters) and does not account for the timing of the transition into employment. Therefore, in order to probe this data more fully, we compared the 122 participants from the Lift Programme who gained employment in four quarters with the 94 respondents from QLFS who reported being in employment during the fifth quarter of participating in the survey.
- 6.16 In figure 6.2 below, we show the length of time into employment after enrolment (Lift) or first survey (QLFS). For Lift participants, those who secure employment within one year of engagement do so on average 2.2 quarters (i.e. 185 days) after engagement versus 3.6 quarters (i.e. 302 days) for those non-Lift employment seekers reported via the QLFS.

⁶⁰ DWP Benefits Data, Nomis. 2016 data is calculated using mid-year population estimates for the working age population from 2015, obtained from the Nomis website: www.nomisweb.co.uk

Figure 6.2: Length (in quarters) of time taken to secure employment, Lift versus QLFS (employed after four quarters only)



6.17 We can therefore conclude that, where Lift participants are able to find employment within one year of engagement with the Programme, they spend on average 117 fewer days unemployed in comparison to the comparison group.

Cost Benefit Analysis

6.18 Table 6.3 below summarises the costs and benefits under consideration in the evaluation in accordance with DWP guidance.⁶¹ The costs and benefits of the Programme are considered from the perspectives of:

- the Lift Programme participants;
- participants' employers;
- the Exchequer (i.e. the Government budget perspective); and
- society.

⁶¹ See for example: Sector-based work academies – A quantitative impact assessment, Department of Work and Pensions (2016)

Table 6.3: Cost and benefits of the Lift Programme and who they accrue to

Lift Programme Impact	Perspective			
	Participants	Employers	Government	Society
Programme costs	0	0	-	-
Referral Costs	0	0	-	-
Employer costs	0	-	0	0
Increase in wages	+	-	0	0
Increase in output	0	+	0	+
Reductions in benefit payments	-	0	+	0
Increase in tax receipts	-	-	+	0
Reduction in healthcare costs	0	0	+	+
Increases in travel & childcare costs	-	0	0	-
Impacts on well-being	+	0	0	+
Redistributive costs and benefits	+	0	0	+
Social cost of exchequer finance	0	0	0	-

Key: '+' denotes a net benefit, '-' denotes a net cost; '0' denotes neither cost nor a benefit

Programme Costs

- 6.19 The costs of setting up and administering the Lift Programme represent a cost to the Exchequer and society (diverting economic resources from alternative users). As outlined earlier within this section, the total cost of the Programme was £4,115,000. The average cost of the Programme per participant engaged is £1,219 whilst the average cost per employment outcome is £3,744.

Referral Costs

- 6.20 The Lift Programme benefits from referrals from multiple sources (including Communities First and Jobcentre Plus). The process of referral incurs a cost for the referral organisation/agent, however, this process is extremely efficient with little/no administrative burden. Therefore, whilst costs are incurred these are likely to be minimal in scale and insufficient to warrant inclusion in the CBA.

Employer Costs

- 6.21 The cost of training incurred by employers (representing a potential cost to employers and therefore society) would have been incurred for both work experience placements and employment opportunities. However, only a small number of local employers knowingly engaged with the Lift Programme with many work experience and employment opportunities secured from participants through the open market. Therefore, only a small number of participants may have generated an **additional** training cost for local employers (where dedicated,

bespoke training was offered to Lift participants) and consequently this cost would likely be minimal in scale.

- 6.22 Amongst nationally brokered employers, all employers knowingly engaged with the Lift Programme to offer work placements, training and employment opportunities. Opportunities of this nature became increasingly common as the Programme progressed and likely incurred a cost borne by employers. That said, in several areas the opportunities would have been offered to the open market anyway, with the Lift Programme leading to an initial allowance for interested participants. Thus, whilst not insignificant the net additional cost is not easily calculated for application in the CBA.

Increase in Wages

- 6.23 The impact analysis for the Lift Programme has identified an acceleration into employment and, therefore, the increase in wages refers to the additional time spent in employment by participants. Wages represent a benefit to participants but a cost to their employers; this means they do not represent a cost or benefit to society as a whole.
- 6.24 The average wage for the two quarters of Lift participants into employment that are under analysis here was reported at £8.42/hr. The average number of hours per week worked by this cohort was reported as 28 hours per week. Scaling up, we calculate that the average Lift participant who was accelerated into work through programme participation gained £3,940.56 in wages⁶². In our analysis 33.6 per cent⁶³ of participants secured employment, which equates to an estimated £1,324 additional wages per Lift participant.

⁶² £8.42 per hour for 28 hours per week equates to £33.68 per day, multiplied by 117 for the accelerated days into employment.

⁶³ See earlier rationale for the uplift from 29.4% to 33.6%

Increase in Output

6.25 Increase in output refers to the economic output produced by participants as a result of additional time in employment. This output represents a benefit to employers (who sell it) and society (who consume it). DWP research⁶⁴ suggests that in the absence of evidence a number of simplifying assumptions can be used:

- The labour market is perfectly competitive and employers will hire workers up to the point where the value of an additional unit of output is equal to the associated marginal cost of production.
- The cost of production and therefore the value of the output is equal to gross wage payments and employers' National Insurance contributions.

Reductions in Benefit Payments

6.26 Reduction in benefit payments refers to the net reduction in benefit entitlement and take-up that occurs when participants spend additional time in employment as a result of the Lift Programme. This represents a cost to participants but a benefit to the Exchequer, which means there is no net cost or benefit to society as a whole (except via redistributive effects, see below). Analysis of the reduction in benefits equates to an estimated £1,058 saving to the Exchequer per Lift participant into employment (based on acceleration effects) and £355 per participant when the ratio of Lift participants into employment (33.6%) is applied.

Increase in Tax Receipts

6.27 This refers to income tax, National Insurance and indirect tax revenue that occurs when participants spend additional time in employment as a result of the Lift Programme. This represents a benefit to the Exchequer but a cost to participants and employers, which means there is no net cost or benefit to society as a whole (except via redistributive effects, see below).

⁶⁴ See Department for Work and Pensions (2016) *Sector-based work academies – a quantitative impact assessment*, DWP, and Department for Work and Pensions (2016) *Work experience – a quantitative impact assessment*, DWP

Reduction in Healthcare Costs

- 6.28 This refers to the reduction in National Health Service (NHS) costs which is expected to occur when an individual secures employment. Anecdotal evidence suggests a host of additional barriers amongst Lift participants that would likely have incurred a cost for the NHS, whilst research⁶⁵ presents evidence of a causal relationship between an individual's employment status and NHS usage.⁶⁶ This therefore represents a benefit to the Exchequer (via reductions in NHS expenditure) and society (as economic resources which had been allocated to healthcare provision can be reallocated to alternative uses).

Increase in Travel and Childcare Costs

- 6.29 This refers to the additional travel and childcare costs that are incurred by participants as a result of securing employment. Knowing the marital status and household situation of Lift participants who have secured employment enables an estimate of likely participants into employment that the childcare costs affect. Both travel and childcare represent a cost to society as they divert economic resources from alternative uses.

Impacts on Well-being

- 6.30 Participants in the Lift Programme have reported marked improvements in personal well-being. These have positive effects on the individual and on society, however quantifying the value of these benefits is extremely difficult and beyond the resources available for this evaluation.

Redistributive Costs and Benefits

- 6.31 This refers to the redistributive costs and benefits associated with monetary transfers between participants, employers and the Exchequer in line with the methodology prescribed in the HM Treasury Green Book.⁶⁷ It is based on the assumption that participants (who have relatively low incomes) value each additional pound more highly than employers and the average taxpayer (who both have a relatively high income compared to participants). In line with guidance,⁶⁸

⁶⁵ Fujiwara, D. (2010) *The Department for Work and Pensions Social Cost-Benefit Analysis Framework*. DWP

⁶⁶ Which estimates that when an unemployed person moves into employment they incur £614 less in NHS costs (based on 2016 prices) per annum

⁶⁷ HM Treasury (2003) *The Green Book*. HM Treasury

⁶⁸ Fujiwara, D. (2010) *The Department for Work and Pensions Social Cost-Benefit Analysis Framework*. DWP

redistributive costs and benefits are estimated by applying a 'welfare weight' of 25 to monetary transfers made to and from programme participants.

Social Cost of Exchequer Finance

- 6.32 Social cost of Exchequer Finance refers to the cost of raising the tax revenue required to fund the Lift Programme. Initial recommendations⁶⁹ suggest that the social cost of Exchequer Finance is assumed to equate to 20 per cent of the net cost of the Programme to the Exchequer, yet, as this estimate is subject to considerable uncertainty, it is only considered as part of the sensitivity analysis.

Findings of Cost Benefit Analysis

- 6.33 Table 6.4 below presents estimates of the costs and benefits of the Lift Programme which are based on the following baseline assumptions:
- The higher rate of transition into employment recorded amongst the comparison group is heavily influenced by contextual effects and the strength of the wider local labour market in which they are based
 - A conservative estimate that, were the contextual situations of the comparison group and the intervention group similar, rates of conversion into employment would be at least the same as that encountered amongst the comparison group
 - The value of the output produced during the accelerated employment period is equal to the commensurate gross wage payments and employers' National Insurance contributions
 - The Programme results in redistributive costs and benefits but does not result in substitution effects or social cost relating to Exchequer Finance

⁶⁹ Ibid.,

Table 6.4: The estimated costs and benefits of the Lift Programme for Lift participants under baseline assumptions⁷⁰ (rounded to the nearest £50)

Lift Programme Impact	Cost/benefit (£)			
	Participants	Employers	Government	Society
Programme costs	0	0	-1,200	-1,200
Referral costs	0	0	0	0
Employer costs	0	0	0	0
Increase in wages	+ 1,300	-1,300	0	0
Increase in output	0	+1,400	0	+1,400
Reductions in benefit payments	-350	0	+350	0
Increase in tax receipts	-100	-50	+150	0
Reduction in healthcare costs	0	0	+50	+50
Increases in travel and childcare costs	-100	0	0	-100
Impacts on well-being	0	0	0	0
Redistributive costs and benefits	+1,900	0	0	+1,900
Social cost of exchequer finance	0	0	0	0
Net benefit	+2,650	+50	-650	+2,050

6.34 Based on the cost benefit analysis, it is evident that Lift Programme participants are net beneficiaries of approximately £2,650 per participant; society is also a net beneficiary primarily as a result of additional output produced by those participants who had been accelerated into employment. However, there is a net cost to the Exchequer of approximately £650 per participant supported which is heavily influenced by the cost per participant engaged through the Programme,

Sensitivity Analysis⁷¹

Substitution

6.35 Substitution effects arise where a Lift participant secures employment at the expense of competitors in the labour market. The extent of substitution is dependent on where the Programme places an emphasis on “demand-side” interventions, influencing the employer’s demand for employment, and whether they are supply-side interventions, supporting individuals with skills development, job search etc.

6.36 The Lift Programme is something of a hybrid, using demand-side policies to secure nationally brokered opportunities whilst simultaneously using supply-side

⁷⁰ Analysis underpinning these calculations is presented within Appendix C

⁷¹ To be added if deemed appropriate

interventions with the Lift participants. The majority of participants secured employment through open market recruitment and the Programme is clearly, primarily intervening on the supply side. A substitution effect of 22 per cent has therefore been applied as part of the sensitivity analysis.⁷²

Table 6.5: The estimated costs and benefits of the Lift Programme under alternative scenario assumptions

Scenario	Cost/benefit (£)			
	Participants	Employers	Government	Society
Baseline Assumption	+2,650	+50	-650	+2,050
Substitution effects included	+2,650	+50	-800	+1,750
Social cost of Exchequer	+2,650	+50	-750	+2,050
Finance included				
Conservative Assumptions	+750	+50	-800	-150
Optimistic Assumptions	+3,550	+50	-500	+2,650

- 6.37 In the above scenarios, the Conservative Assumption assumes that the Lift Programme does not result in redistributive costs and benefits but does result in substitution effects.
- 6.38 The Optimistic Assumption assumes that there is a 10 per cent higher rate of sustained employment amongst Lift participants who have secured employment compared to the comparator group. This assumption is based on the nature of employment provided, particularly nationally brokered opportunities.

⁷² It is recommended (see Fujiwara, D. (2010) *The Department for Work and Pensions Social Cost-Benefit Analysis Framework*. DWP) to apply a 45 per cent rate of substitution for demand side programmes and a 20 per cent rate for supply-side programmes, hence the application of 22 per cent in this instance.

7. Summary of Findings and Recommendations

- 7.1 This section reflects on the findings throughout the report and revisits the theory of change in Appendix A to consider the effectiveness of the Lift model in achieving its intended outcomes and whether the operational efficiency of the Programme could be improved.

Rationale for the Programme

- 7.2 Rates of unemployment in Wales continue to fall, as has the corresponding rate of workless households; however, the overarching figures mask an increase in the proportion and number of adults unemployed for in excess of five years. Over one-third (39 per cent) of Lift Programme participants fall into this category, and since January 2016 15 per cent of this cohort of participants secured employment, illustrating the role that the Programme played in engaging and supporting individuals often referred to as some of the hardest to reach and help.
- 7.3 The emphasis on provision, personalised to an individual's circumstances as illustrated in the Programme's Theory of Change, would appear to be a key ingredient in its success, helping to tackle immediate issues yet also providing clear pathways towards employment.
- 7.4 The rationale for the Programme emphasised eligibility associated with individuals from households workless for in excess of six months. Where this criterion has been stringently applied the evidence suggests it may have led to an inadvertent bias towards single person households in addition to the core target multi-occupancy households that have suffered from long-term worklessness.
- 7.5 The restrictions on geographical areas of eligibility for the Programme were based on sound assumptions, with CF Clusters viewed as providing the most appropriate platform through which to deliver the Programme. As the Programme has developed, the tight restrictions on eligibility have been met with some frustration and there is perhaps evidence emerging of market saturation for eligible participants at this localised geographical level. It is therefore welcome that the Communities for Work Plus (formerly called Employability Grant) scheme will operate with greater flexibility around geographical targeting.

Resources

- 7.6 The Programme provided intensive support to the participants engaged at a cost of approximately £1,000 per enrolment and £1,200 per active participant engaged (compared to an anticipated cost for participants on the Work Programme of £1,333 per participant).⁷³⁷⁴ Staffing and administrative resources have been kept to a minimum, thus offering a high degree of programme efficiency but also increasing the Programme's exposure to several risks. The tendency for delivery area teams to be made up of just two staff members provided little resilience if one individual became unavailable. The minimal administrative resources were replicated at the Programme level with two dedicated staff within the Welsh Government tasked with managing Lift.
- 7.7 Delivery areas were designated as the data owners for evidence gathered, which has limited any detailed tracking of participants through the Programme until this phase of the evaluation. This data gathering process was resource intensive for both delivery areas and the evaluators.

Recommendations

- For future programmes, clear requirements for participant data should be agreed at an early stage and informed by previous impact evaluations (see Appendix D).
- For future programmes to adopt consistent approaches to collecting and categorising information gathered.
- That future programmes ensure that data gathered is uploaded onto a central database to enable a comparative assessment of the consistency and comprehensiveness of data gathered.
- That sufficient resource and preparation time is provided to enable the development of detailed guidance on requirements and expectations of those involved in service delivery.

⁷³ NAO (2014) The Work Programme, The National Audit Office.

⁷⁴ Although the Learning and Work Institute produced more recent analysis which estimated a cost per participant at £1,214, they expected this to rise further as the programme continued. See: Learning and Work Institute (2016) *Work Programme Statistics – Learning and Work Institute Analysis*, Learning and Work Institute

Activities

- 7.8 The nature of activities delivered through the Programme have remained largely consistent with a high degree of flexibility in approach. This is an important element in enabling Mentors within delivery areas to adapt to their local situation and has been made possible by the fact that the Programme was funded by the Welsh Government, thereby offering a greater degree of flexibility than that enjoyed by European Social Funds funded activity.
- 7.9 Integration with Communities First Clusters has varied in its success and at times has caused confusion amongst external stakeholders as well as between Lift staff and Cluster staff.
- 7.10 The introduction of Communities for Work has also had a variable impact, typically linked to the extent of integration between Lift teams and the Clusters. Ultimately, in some areas it has led to heightened competition for participants within tight geographical areas whilst in other delivery areas it has acted as a useful complementary offer with both programmes benefitting accordingly.

Outputs

- 7.11 Delivery areas universally described a fall in referrals in the final year of the Lift Programme which impacted on caseloads. Whilst referral numbers fell, across most delivery areas the number of nationally brokered opportunities continued to rise. In the final year of the Programme these have represented 10 per cent of all opportunities provided and are reportedly highly valued by Lift participants as routes to sustainable, stable careers within a particular sector. There is increasing evidence to suggest that this model of cross departmental collaboration can be particularly impactful on employment schemes and recent policy announcements from Welsh Government ⁷⁵appear to encourage further enhancements to these elements.

⁷⁵ Welsh Government (2018) *Prosperity for All: Employability plan*, Welsh Government

Results

- 7.12 Despite the apparent deceleration in referrals, the Programme continued to operate ahead of profile and met its target for the provision of 5,000 opportunities two months earlier than forecast.
- 7.13 Analysis of the management information has illustrated that almost one in three Lift participants secured an employment outcome, surpassing those achieved after 12 months of support within the Work Programme. The numbers into employment are all the more impressive when the participants' backgrounds are analysed further to provide an informed judgement on distance from the labour market, with one in six participants with lower than Level 2 qualifications and having been out of work for in excess of five years securing employment.
- 7.14 From a results perspective, particularly with regards to the number of participants securing employment, the Programme has exceeded expectations. Analysis of the management information suggests a degree of variation in performance in this regard which warrants further investigation to ensure that the best practice in service delivery is shared. For other opportunities delivered through the Lift Programme, several (Vocational Training; Work Placement; Preparation for Full Time Employment) are not clearly distinguishable from each other limiting the ability to identify the role these opportunities have played in the success of the Programme.
- 7.15 There is evidence of 'distance travelled' towards employment amongst those participants who remain out of work, albeit with a degree of regression in relation to their confidence in securing a job arising where participants continue to struggle to find employment.
- 7.16 Also of note are the improvements in confidence of holding down a job amongst the out of work participants and of indicators of well-being across all participants actively engaged in the Programme. This is likely a reflection of the wraparound intensive support provided to participants who, on engagement with the Programme, are often reported as leading chaotic lifestyles.
- 7.17 Resource pressures on Lift delivery teams have meant that post-employment tracking of Lift participants has been less structured than anticipated. Feedback from employers would suggest that this type of support would be welcome given the nature of barriers faced by this cohort.

Recommendations

- The provision of dedicated resources to support both participants and employers (where employers are aware that they have recruited through an employability programme).
- For clear narratives associated with outputs and results (opportunities in this instance) to ensure there is clarity and consistency in the way these are interpreted.
- For mechanisms to be put in place to enable the timely gathering of participant data for primary fieldwork at key junctures within the client's journey through a programme of support (see Appendix D).
- Future interview and re-interview approaches to tracking participants should be conducted over timeframes that align with the comparison group to aid the assessment of participant impact.
- For options to be explored for the longer-term tracking of participants post-programme exit, particularly where the likely sustainability of employment is perceived to be a key element of additionality derived from the support on offer.

Value for Money Assessment

- 7.18 Assessing the value for money of the Lift Programme through cost effectiveness analysis leads to a cost per employment outcome of £3,744. This is at the lower end of the anticipated figures within the business plan and of employability schemes in general. Given the target group supported through the Programme, on the basis of this analysis the Programme represents very good value for money.
- 7.19 On the wider cost benefit analysis (CBA) measure there are a number of limitations in the dataset that undermine the robustness of the approach. The targeted nature of the Lift Programme and its engagement with those typically seen as the hardest to reach and help is reflected in the fact that only a small number of individuals responding to the longitudinal Quarterly Labour Force Survey (as the source of the comparison group) match the key characteristics of Lift participants.

- 7.20 The small sample size and the lack of detailed information on geographical location made it impossible to control for the socio-economic context within which the comparison group are based and it is unknown whether those from the comparison group reside in those areas designated as some of the most deprived in the country. In this regard, undertaking a robust CBA on a tightly targeted area-based initiative is fraught with difficulty.
- 7.21 DWP research⁷⁶ and other evaluations⁷⁷ have suggested that the labour market history reports contained within the Labour Force Survey are less reliable than administrative data routinely collected by DWP. However, DWP has thus far been unable to make full labour market history data available for programme evaluation purposes. Were this information made available, it would significantly strengthen the robustness of the CBA and enable a more closely matched comparison group to be assigned to the research.

Recommendation

- That agreements be sought with DWP to share administrative information to increase the validity of the labour market history data for the comparison group and to increase the purchase of the statistical analysis underpinning the CBA.

Conclusions

- 7.22 The Lift Programme has operated successfully as a geographically targeted, flexible employability programme supporting individuals distant from the labour market.
- 7.23 The Programme operated with an efficient delivery model, utilising existing infrastructure (albeit to varying degrees) and targeting available resources at the Programme's participants. The minimal resources associated with the Programme did however undermine its resilience to the loss of delivery area staff who played a critical role in the success of the Programme.
- 7.24 The Lift Programme has been effective in delivering employability support, achieving significant gains amongst participants in their confidence to secure and hold down a job.

⁷⁶ Bibby, D et al. (2015). *Impact of Skills and Training Interventions on the Unemployed: Phase I Report*. Department for Business, Innovation and Skills Research Paper. 158

⁷⁷ Learning and Work Institute and Wavehill (2016) *Skills Conditionality Pilot Evaluation: Final Report*, Welsh Government

- 7.25 The Programme presents clear evidence of accelerating participant transitions into employment and has delivered employment outcomes to almost a third of participants, many of which had never worked or had been out of work for over five years.
- 7.26 The nationally brokered opportunities have become more widely available across the delivery areas as the Programme has progressed and provide an indication of the effective role that cross-departmental collaboration can play in achieving outcomes on programmes of this nature.

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Appendix A: Lift Programme Logic Model

Rationale:

Tackling poverty is one of the Welsh Government's highest priorities. There is a greater concentration of workless households in certain communities across Wales. Members of households workless for in excess of six months are more likely to experience severe and persistent poverty and deprivation, poor health and well-being, and the intergenerational transfer of certain risks and disadvantages. Helping people to address the barriers they face in finding and sustaining employment may protect them against these outcomes. In order to be effective, support needs to be personalised to individual circumstances and capabilities, wide ranging (tackling lifestyles/situations) yet with clear pathways to work evident. This can be best achieved by sustained engagement from a named individual who participants are familiar with who can act as a mentor to participants.

Goal of the Programme:

Contributing to the achievement of the Tackling Poverty Action Plan by offering to adults in long-term workless households, 5,000 opportunities to find sustainable training or employment by the end of the calendar year 2017.

Long(er) Term Outcomes (Impact):

- Reduction in the number of workless households and NEETs in Wales.
- Reduced levels of persistent poverty experienced by those living within Cluster areas.
- Spill-over effects to broader household, including reduced prevalence of child poverty.
- Reduction in educational and health inequalities.
- Reduced barriers to sustainable employment.
- Increased savings to the public purse.
- Greater recognition amongst stakeholders of the return derived from the provision of opportunities to target groups

Resources:

- Economic: c.£2.4m (2013-16) WG funding – ranging from £190k-£390k (2013-16) per Delivery Area
- Barrier fund – resources within the above allocation to overcome barriers to training/employment (worth £280k across the Lift programme in 2015-16)
- Timescale: c.Jan14-Mar16 (initially) – extended to Mar18
- Service delivery: 22 brokers - typically two brokers in each Delivery Area
- Programme management: two staff with admin support leading the overall programme from WG.
- Stakeholders: Leveraging a range of resources (coaching, line management, advice etc.) from WG Departments, public, third and private sector organisations derived from the provision of training, work placement/taster or employment opportunities.

Activities:

- Brokers/Mentors map available and accessible support/opportunities for target groups
- Identification and engagement of individuals living in households who have been without work for six months or more by Brokers, Cluster teams, Jobcentre Advisors and other referral agencies
- Agree personal development plans with participants to record "distance travelled"
- Broker of opportunities to target groups to address and overcome any barriers to employment, including issues around well-being.
- WG Lift team working with other WG Departments and other external organisation to identify possible opportunities
- Provision of opportunities to include: Basic skills training, vocational training, work placements, work tasters/trials (min. 2 weeks) and employment
- Tracking of participants and monitoring household characteristics
- Maintain engagement/provide ongoing support to participants (for up to 1 year) following commencement of training and employment opportunities.
- Integrate activity with "core" Cluster Activity, Jobs Growth Wales, Communities 4 Work and local partner agencies incl. Local authorities, health services and third sector etc.
- Evaluation activity to assess how Lift operates in each delivery area and to provide an indication of its effectiveness in helping participants find work or boost their job prospects

Outputs:

- No. of eligible participants actively engaged
- No. of participants that have attended work interviews
- No. of personal development plans completed
- No. of maps of local support created
- No. of opportunities created for essential skills or vocational training, work placements, work trials, tasters or employment opportunities
- The provision of xx opportunities from various WG Dep'ts, LHBs and RSLs
- The provision of xx "new" opportunities from WG Dep'ts, LHBs and RSLs

Results:

- Improved self-efficacy and other protective factors, incl. well-being, self-confidence etc.
- No's gaining employment, over 16 hours per week.
- Xx% sustaining employment for 6 months
- Conversion rate of between 10% - 17% (no. of opportunities secured to no. into employment (over 16hours per week)
- No's into self-employment
- No. of Participants that completed their Personal Development Plan but did not find employment through Lift
- No. of early exits (left prior to PDP completion)
- 5,000 opportunities in relation to training, work placement or employment that participants engaged in.

Assumptions:

- CF Clusters provide the most appropriate platform to deliver the Lift programme
- Circa two Brokers in each delivery area provides sufficient resource and continuity to deliver the Lift programme
- Additional interventions of this nature are most suited to those workless for over six months
- Other "stakeholders" have similar goals/objectives and are willing to "buy-in" to the process, offering opportunities themselves which are accessible/suitable to target groups
- That the Lift programme's effectiveness is influenced by the density of the population, the proximity of employers and training providers and the existing transport infrastructure (accessibility to opportunities)
- The Lift model is universal – the flexibility of approach enables a variety of participant types to respond to and engage with the Lift model.
- Nine competent teams have been appointed in each delivery area
- Relatively small-scale resources are available for the programme.

Assumptions:

- Brokers are able to engage with target households, and accurately assess barriers to training and employment.
- Effective relationships exist for referrals between JCP representatives (e.g. parent advisors) and Lift Teams
- Brokers are able to identify and match appropriate local opportunities that effectively address needs of participants
- The Cluster is seen as a trusted/independent organisation and affiliation to the Cluster assists brokers in the engagement of participants
- Brokers accurately capture and update information on participants, their households and the activities undertaken
- Brokers are able to sustain/maintain client relationships (caseloads) with a variety of clients
- Lift effectively aligns with other interventions within the CF areas with little or no duplication/competition
- Integration of Brokers with Cluster Teams is taking place and enhances the effectiveness of the service

Assumptions:

- WG Departments and other stakeholder organisations have suitable opportunities for the target cohort
- There are sufficient, suitable opportunities created for participants in each Cluster.
- Opportunities created have equal value and potential impact.

Assumptions:

- Participants typically engage with (no more than) several opportunities.
- Taking up an opportunity has a positive impact on participants, including improved self-efficacy.
- Substitution and displacement effects do not significantly undermine the additional impact derived from the support.
- Spill-over effects will arise, particularly within households of participants supported
- Monitoring systems applied in each delivery area enable an assessment of the attribution of outcomes to the Lift Programme
- Progression towards work can be evidenced/ measured
- That Brokers are able to track participants for six months after gaining employment

Appendix B: Research Tools

Cluster Manager Interviews Discussion Guide

Background:

1. As an introduction, could you briefly describe your role in relation to the management/delivery of the Lift Programme in your cluster?
2. Approximately when were you appointed to this role?
3. How does the delivery of Lift work alongside Communities First in your cluster?
4. If you were asked to write a job description for the role of a Lift broker; what would you describe as the key skills / attributes needed?

Programme Delivery

5. To your knowledge, what changes (if any) have been made to the approach to delivering the Lift programme in your cluster over the last 12 months?
6. What do you feel the objectives of Lift are?
 - a. How successful do you feel the programme has been in fulfilling these objectives? Please explain your answer
7. What aspects of the programme are working well?
8. What aspects of the programme are working less well?
9. Have you had to adjust or refine any aspects of the Lift programme?
10. If yes, what adjustments or refinements have you made?
11. To your knowledge, to what extent has the delivery of the Lift model in your cluster differed from other clusters, if at all?

Impact:

12. [Each area has a triage worker who refers participants to CfW or Lift dependant on circumstance]
 - a. What impact has the introduction of CfW had on the Lift programme in your area, if any?
 - b. What role does the triage worker play?
 - c. Based on your understanding, how do triage workers decide whether to refer a participant to CfW or Lift?
13. How well do you think the programme in your cluster is currently performing against outcomes targets and expenditure targets?

14. Does Lift add value to the support and opportunities currently available to eligible residents within your cluster?
 - a. If so, in what ways?
15. In terms of the programme's impact, are there any potential weaknesses in the programme's design?
 - a. If so, how do you think these could be mitigated or addressed?
16. In your opinion, are there any gaps in opportunities available to participants within your cluster?

Conclusions:

17. What lessons have you and your colleagues learnt in the delivery of this programme?
18. What changes if any could be made to improve this programme?
19. What plans (if any) are there to sustain Lift activity in the local area after the programme comes to an end?
20. Do you have anything to add, or would you like to raise an issue that we have not discussed?

Thank you / Diolch yn fawr

Lift Broker Discussion Guide

Background:

1. As an introduction, could you briefly describe your role in relation to the delivery of the Lift Programme in your cluster?
2. Approximately when were you appointed to this role?
3. If you were asked to write a job description for your role; what would you describe as the key skills / attributes needed?
4. What additional / new skills, if any, have you developed as a result of delivering the Lift programme?

Programme Delivery

5. Reflecting on the past 12 months, in what ways, if any, have you adapted your approach to;
 - a. Referral and contact - could you briefly explain the process by which members of workless households are initially identified and engaged?
 - b. Building trust with participants - Have you experienced any challenges in developing and maintaining relationships with participants? What has worked well?
 - c. Action planning - How prominent is action planning in your approach to supporting participants?
 - d. Is the same amount of time dedicated to each participant or is action planning responsive to participant needs?
 - e. Building employment skills - What are the various ways in which you source participant work placement opportunities from local employers? Please describe the process fully
 - f. Moving on to sustained employment - How have participants responded to the opportunities on offer?
 - g. [Where Nationally brokered opportunities play a prominent role in service delivery] With regards to the nationally brokered opportunities, comparatively how attractive are these opportunities for participants? Do participants tend to have a preference for work opportunity? i.e. is there more demand for public sector opportunities?
6. Overall, from your perspective,
 - a. How successful do you feel the programme has been in fulfilling its objectives? please explain your answer
7. What aspects of the programme are working well?

8. What aspects of the programme are working less well?
9. Have you had to adjust or refine any aspects of the Lift programme?
10. If yes, what adjustments or refinements have you made?

Impact:

11. [Each area has a triage worker who refers participants to CfW or Lift dependant on circumstance]
 - a. What impact has the introduction of CfW had on the Lift programme in your area, if any?
 - b. What role does the Triage worker play?
 - c. Based on your understanding, how do triage workers decide whether to refer a participant to CfW or Lift?
12. How well do you think the programme in your cluster is currently performing against outcome targets and expenditure targets?
13. Does Lift add value to the support and opportunities currently available to eligible residents within your cluster?
 - b. If so, in what ways?
14. In terms of the programme's impact, are there any potential weaknesses in the programme's design?
 - b. If so, how do you think these could be mitigated or addressed?

Conclusions:

1. What lessons have you learnt in the delivery of this programme?
2. What changes if any could be made to improve this programme?
3. Are there any questions that you think are important or valuable for the evaluation to explore in the final round of participant interviews?
4. Do you have anything to add, or would you like to raise an issue that we have not discussed?

Employers Discussion Guide

Background

1. Could you briefly outline what your organisation does and what your role is within the organisation?

Awareness

2. Were / are you aware that the work placement / opportunity provided was for a participant through the Lift programme? If yes, can you recall how you become aware of the Lift programme (and from whom)? *[If employer is struggling to recollect then refer to Broker name]*
3. For what reasons did you decide to become involved in the Lift Programme?

Nature of Involvement

4. What types of opportunities have you offered to Lift Participants? (Please provide the approximate number if you have offered multiple types of opportunity)
5. How were Lift participants then recruited to those opportunities? (did you apply some form of selection process for example?)
6. Are the opportunities that Lift participants have engaged in:
 - a. "New" (additional) opportunities created in response to the Lift Programme
 - b. Pre-existing opportunities which may have gone out to open market that have instead been targeted at Lift participants
 - c. A mixture of the above (if so roughly what percentage are new)
7. Prior to Lift participants engaging with opportunities, what contact (if any) did you have with the Lift Mentor/Broker?
 - a. How useful was this?
 - b. Could the nature of engagement with the Broker/Mentor be improved at all?

Experience of Lift Participants

8. What type of experience have you had with the Lift Participants?
 - a. Have participants regularly attended all required meetings?
 - b. How has their attitude been?
 - c. How have they performed in opportunities provided compared to those recruited through other means?

Impact of Lift Programme

9. What, in your view, are the typical effects you've noted on participants as a result of their engagement in the opportunities your organisation has provided?

10. Would you recommend participation in the Lift programme to other organisations like yours?
 - a. Why do you say that?
11. When not recruiting through programmes like Lift, how do you typically recruit?
 - a. When you recruit do you typically encourage people from disadvantaged backgrounds to apply? (if yes how?)
12. Has your experience of the Lift programme led to any changes in practice/approaches to recruitment/engagement? If yes, what and why?
13. Has your participation in the Lift programme had any other impact (positive or negative) on your organisation?

Reflections

14. What elements of the Lift model do you consider as critical to its success when supporting this group of individuals? Why do you think this?
15. Are there any elements of the Lift model that could be improved?
 - a. What are these and in what way can they be improved upon?
16. Do you have anything to add that we haven't touched on, or would you like to raise an issue that we have not discussed?

Lift Participants – Re-Interview

1. Are you still receiving support through the Lift programme? (*briefing note – it may be difficult for a participant to determine whether they are still in receipt of support or not in this instance ask them when they last met or spoke with their mentor/broker*)
 - a. (If no) when was the last month that you received support? (month added)
 - b. (if yes) could you confirm what is the nature of support you are currently receiving
2. Can I just check a few things from the last time we spoke to you in May/June this year You told us that you were [*insert previous response from baseline*]
 - a. Working full time
 - b. Working part time (please ask h
 - c. Self-employed
 - d. In training / education
 - e. Volunteering
 - f. Work experience
 - g. Unemployed Looking for work
 - h. Unemployed - long term sick
 - i. Stay at home parent
 - j. Other
3. Have there been any changes to this? (*if no, skip to 4*) If yes could you confirm what your situation is now?
 - a. Working full time
 - b. Working part time
 - c. Self-employed
 - d. In training / education
 - e. Volunteering
 - f. Work experience
 - g. Unemployed Looking for work
 - h. Unemployed - long term sick
 - i. Stay at home parent
 - j. Other

Employment Outcomes

This section is only for those who are in some form of employment (*only those who responded a/b/c to 2/3 above and are employed – all others, next section*)

4. Is the role that you are employed in, a job that you secured through the Lift programme?
Yes (q5) / No (q6)
5. (*Those who secured Lift employment opportunity*) Could you outline the process you went through to secure this position?
(*explore whether it commenced as a work experience placement, the nature of support they had to secure the post etc.*)
 - a. What support (if any) have you received from your Mentor/the Lift Programme since gaining that position?
 - b. Which organisation are you working for?
 - c. In which month did you start this role (start getting paid for this role if work placement)? (now go to q7)
6. (*Those who secured employment outside of Lift*) Could you briefly describe how you secured this role?
 - a. Is this the first job you have gained since receiving support from the Lift programme (yes (go to 7))
 - i. (*If no*) What other jobs have you had since receiving support through the Lift Programme
(*interviewer to capture number of jobs and length of time in each post*)
 - b. In which month did you start your latest role?
7. (*All in employment*) Could you briefly describe your current role to us including your job title?
[Coded to SOCs post survey]
 - a. Would you mind telling us your salary?
[record figure and stipulate whether figure represents daily/weekly/monthly/annual salary]

8. Having received support through the Lift Programme, how confident do you now feel with regards to:

	Very confident	Quite confident	Not very confident	Not at all confident
Getting a promotion or pay increase in the job you are currently in				
Finding a new job with higher wages and/or more responsibility				

a. Please explain your answer (for both the above) – open answer

9. What difference does having a job make to your life?

(open answer – probe for reasons other than financial, i.e. confidence, routine, structure, opportunity to meet people, different kinds of people etc.)

10. What difference does / has having a job made to the lives of those close to you?

(open answer - probe about the impact it has had on other people in the house they live in, their close friends/family and peers etc.)

Now go to q14

Lift Participants not currently employed

11. Can I ask what are the circumstances as to why you are not currently working?

12. On a scale of 0-10 could you tell us how near or far you personally feel you are from being able to find a job? (0 nowhere near and 10 work ready)

a. And how confident do you feel...:

	Very confident	Quite confident	Not very confident	Not at all confident
Finding employment				
Holding down that employment				

b. Are there any specific barriers that you feel you need to overcome to get to that stage? (of having a job and holding it down)?

(Open answer)

13. Is there any type of support that you still feel you need to help you into employment that you did not get through Lift?

Reflections

14. Which elements of the support do you feel have been most useful to you and why? (open answer)

15. Do you think your long-term job prospects are better now than when we last spoke to you? Yes/no/don't know

a. (If yes) Is that due to the support that you've received?

b. Is it for any other reason as well? (please explain)

16. Since we last spoke to you, have you received any additional support to help you access employment or to help with training in addition to that you received through the Lift programme? (if no go to q 17)

a. (If yes) Can you recall the names of the organisations that provided this support and/or the nature of support provided?

b. How does this other compare with the support you received through Lift?

A lot better than Lift	Somewhat better than Lift	About the same as Lift	Somewhat worse than Lift	A lot worse than Lift
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c. (if not the same as Lift) Could you please tell us why?

17. Last time we talked to you, you told us that you (fill from previous q16 [their home arrangements]; is this still correct? (if yes, skip to 17a), if no can you confirm your current situation?

(interviewer identify if they live alone, with parents or with partner/as part of a family and numbers over the age of 16 in household)

If any over age of 16 in household, ask 17a else go to 18

a. Last time we spoke, you stated that there is [someone/no-one] in your household receiving support from the Lift Programme. Is this still correct? (if yes, skip to 18)

(if no) Is it correct then that there is [someone/no-one] in your household receiving support from the Lift Programme.

18. Could you tell us if you have experienced any of the following major life events since we last spoke?⁷⁸

- a
- a. Started a new long-term relationship
 - b. Got married
 - [b. Moved in with a partner
 - F
 - c. Had a birth in the family
 - o
 - d. Broke up with a partner or spouse
 - e. Got divorced
 - e
 - f. Experienced a death in the family or someone close to you
 - a
 - c
 - h
 - h. Had difficulty finding housing
 - i. Started a new job
 - j. Ceased a previous job
 - k. Experienced financial difficulties
 - l. Been the victim of a crime
 - m. Had difficulties with the law
 - n. Other

of the major life events listed above] How would you rate your feelings about [this event]?

Very bad	Moderately bad	Neither good nor bad	Moderately good	Very good
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Longitudinal Element: Telephone interviews only

The following questions are a list of statements about how you respond to a range of situations, the questions are a repeat of a list asked last time we spoke to you. Please can you tell me how far you agree with each item, by saying if you think it is either?

1 = Not at all true 2 = Hardly true 3 = moderately true 4 = exactly true

All 20 questions will be administered randomly

⁷⁸ The major life events questions have been included to control for factors that research has shown contribute towards changes in well-being, self-efficacy, and happiness (see, for example: "Resilience to Major Life Stressors Is Not as Common as Thought", *Perspectives on Psychological Science* March 1, 2016 11: 175-194; "Adaptation and the Set-Point Model of Subjective Well-Being; Does Happiness Change After Major Life Events?", *Current Directions in Psychological Science* April 2007 vol. 16 no. 2 75-79). In essence the old (assumed) model of hedonic adaptation – the notion that people basically return to baseline levels of well-being and life satisfaction after major life events have temporarily displaced those levels – has been overturned by mass survey evidence that has convincingly demonstrated that such life events can move levels of satisfaction in a durable manner. Thus for example, what may matter in a life course history is not whether an individual is married or not, but the act of getting married is the displacement factor. In order to control for the disruptive influence of major life events upon well-being and self-efficacy levels, we believe that it is necessary to include a 'lean' (parsimonious) version of the general MLE questions that have been included in mass surveys on well-being. Here, we have adapted the events from the exhaustive Major Life Events questionnaire pioneered by the University of California School of Nursing, although we note that we are not asking the directionality of MLE (positive impact, negative impact) in contrast to that survey.

General Self-efficacy Scale:

I can always manage to solve difficult problems if I try hard enough.
If someone opposes me, I can find a way of getting what I want.
It is easy for me to stick to my aims and accomplish my goals.
I am confident that I could deal efficiently with unexpected events.
Thanks to my resourcefulness, I know how to handle unforeseen situations.
I can solve most problems if I invest the necessary effort.
I can remain calm when facing difficulties because I can rely on my coping abilities.
When I am confronted with a problem, I can usually find several solutions.
If I am in trouble, I can usually think of a solution.
I can usually handle whatever comes my way.

Self-efficacy for Learning Scale:

I find learning new skills interesting.
When I see that I need to, I can develop new skills.
I get a lot of out of learning.
I find it straight forward to attend a training course.
I find I remember the things we cover in training.

Attitudes towards Employment:

I could get a job if I wanted one. *[remove if in employment]*
Work can be rewarding.
There is a job out there for me. *[remove if in employment]*
If I can't get one job, I will get another one.
I can achieve my goals around work.

ONS Well-being Questions:

The following questions are about your current feelings. Please answer each on a 0-10 scale, where 0 is not satisfied at all and 10 is completely satisfied:

Overall, how satisfied are you with your life nowadays?

Overall, to what extent do you feel the things you do are worthwhile?

Overall, how happy did you feel yesterday?

Overall, how anxious did you feel yesterday?

Finally, would you be willing to be contacted in the future about your experience on the Lift programme?

Appendix C: Cost Benefit Analysis Assumptions

Increase in wages:

- Average wage reported by re-interview respondents who are in employment: £8.42 per hour
- Average working hours per week amongst re-interview respondents who are in employment: 28 hours
- $28 \times £8.42 = £235.76$ average per week
- Acceleration effect of Lift Programme support of 117 days equates to accelerated earnings of £3,940.56 for employed participants.
- Employment rate of 33.6% equates to £1,324 additional wages per Lift participant.

Increase in output:

- “The value of the output produced during additional unsubsidised employment is equal to the commensurate gross wage payments and employers’ National Insurance contributions”⁷⁹
- NI contribution threshold - £157 per week
- NI applied to £78.75 at 13% = £10.23 per week
- Additional NI incurred as a result of acceleration effects - £117 per Lift participant into employment
- 33.6% employment rate applied equates to £57.5 per Lift participant

Reduction in Benefit Payments

- Reduction in benefit payments is based on a reduction in JSA only, it doesn’t account for more complex changes in benefits claimed due to a lack of access to the DWP policy simulation model
- JSA benefit valued at £73.10 (higher rate applied to offset in part the absence of other benefit reductions)
- Equates to £1,058 benefit reduction per Lift participant into employment (due to the acceleration effects)
- Equates to £355 per Lift participant when the ratio into employment is applied

Increase in Tax Receipts

- Average weekly earnings for employed Lift participants equates to an annual salary of £12,259
- Tax and NI on an annual salary of £12,259 equates to £15 per week
- Acceleration effect into employment generates £250 of additional tax per Lift participant into employment
- Equates to £84 per Lift participant when the ratio into employment is applied

⁷⁹ Department for Work and Pensions (2016) *Work experience – a quantitative impact assessment*, DWP

- Additional employer NI (see output figure) of £57
- Total increase in tax receipts of £141 per Lift participant

Reduction in Healthcare Costs

- Note this is likely to be underestimated due to the typical distance from the labour market/chaotic lifestyles of Lift participants as the non-ESA ratios have been applied from DWP guidance⁸⁰
- Data derived from 2008 prices has been up-rated using GDP deflators⁸¹ to provide a 2016 value (£614) per annum
- Using ratios for acceleration effect equates to a reduction in health costs of £196 for Lift participants
- Applying the into employment ratio equates to £66 per Lift participant

Childcare

- Childcare costs equate to £814 per annum for employed participants in current values
- 28% of participants have children or are part of a family
- Application of the acceleration effect and the proportions with children and the proportions with employment equates to £24.5 per Lift participant

Travel

- Equates to £512 per annum increase in travel costs in current prices (using DWP guidance as a baseline)
- Equates to £167 per Lift participant into employment (using acceleration effect ratios)
- Equates to £56 per Lift participant (using participant into employment ratios).

⁸⁰ Fujiwara, D. (2010) *The Department for Work and Pensions Social Cost-Benefit Analysis Framework*. DWP

⁸¹ <https://www.gov.uk/government/collections/gdp-deflators-at-market-prices-and-money-gdp>

Appendix D: Suggested Data Capture Requirements

For most employability programmes, the appropriate questions are being asked to enable a thorough impact evaluation to be conducted, however the way in which that data is recorded and stored is critical to the success of the evaluation. Early transfer of data onto an electronic database held centrally with local access is a key contributory factor to the successful monitoring and evaluation of a programme.

Ideally, commissioned evaluators should be involved in the design/early review of the database's design and should secure direct access to the database to provide the ability to identify and engage with participants at appropriate points within their journey through the programme.

Where a database is created it is critical that response fields are 'locked down' to help avoid completion errors or variability in the content captured, some suggestions regarding data format are set out in the table below with those described as "consistent format" fields which could also be locked down to only allow a certain format of content to be entered.

Where possible, categories and codes should align as much as possible with existing surveys and official statistics (for example, labour market categories should align with those used in the Quarterly Labour Force Survey).

Data Category	Format of Data
Forename	Forename
Surname	Surname
Date of birth	dd/mm/yy
Gender	m/f/prefer not to say
Ethnic Origin	Consistent format
Marital status	Consistent format, align with LFS
Household status	Consistent format, align with LFS
English/Welsh as a first language	WG/ONS Welsh language use classification
Date of enrolment	dd/mm/yy
Address including postcode	Consistent format, postcode verified
Telephone number	Consistent format
Email Address	Consistent format

Lead Provider	Consistent format
Referral (y/n) Origin of Referral	Consistent format
Receipt of benefits?	Yes/No (presume UC so no breakdown of benefit type)
Value of benefits	£xxxx per month (numeric)
Length of time out of work	Consistent categorisation, align with LFS
Highest qualification achieved	Consistent categorisation (NQF)
Type of Outcome Secured	Consistent categorisation
Date of Outcome Secured including into employment	dd/mm/yy
Left Programme Early	Date Participant Recorded as Leaving Programme Early (dd/mm/yy)
Reason for early exit	Consistent categorisation
Referral	Date and destination of referral
Nature of Employment Secured	FT/PT/Temp/Perm (consistent categorisation)
Job Title	
Unit of salary secured for position	Hourly/daily/weekly/monthly/yearly
Salary secured for position	£xxx (numeric)

Appendix E: Lift Report Technical Analysis

To investigate the link between programme participation, employment outcomes, and well-being, we joined the datasets containing management information supplied by the Lift areas and the interview-re-interview surveys conducted by Wavehill. We were also able to add in data relating to unemployment context by matching WIMD data with respondent postcode, although this was not used in the current analysis.⁸²

The matched dataset contained 327/365 complete records for those completing the initial interview and 145/153 completed records for those completing both initial interview and the re-interview (see Table 1).

Table E.1: Interview/re-interview sample, complete data

Area	Interview	Re-interview	Re-interview rate
Afan Valley	21	11	52%
Anglesey	36	19	53%
Ebbw Fawr and Tredegar	27	15	56%
Caerphilly Basin and Upper Rhymney Valley	55	23	42%
Cardiff East	56	23	41%
Llanelli	24	7	29%
Flintshire East and West	56	26	46%
Taf West	17	7	41%
Swansea North West	35	14	40%
Total	327	145	44%

The management records contained information that enabled us to identify if a participant had exited the Lift programme early. The variable *exit* designated 67 individuals as having exited early. We were then able to examine the reasons for early exit, and we derived a second variable *early* that captured individuals who had neither completed a personal action plan nor gained employment prior to a recorded programme exit. Of those 50 individuals, 19 completed both the initial interview and the re-interview.

⁸² The primary purpose for doing this was to be able to control for employment context in any Propensity Score Match-based analysis.

Table E.2: Early exit from Lift Programme, by survey wave

EXIT Data	Interview	Re-interview	Total
No early exit or early exit with PAP/employment	181	134	315
Early exit recorded, no PAP/employment	31	19	50
Total	212	153	365

Having joined these datasets, we were able to construct a labour flow variable (*liftflow*) that captured labour market status at measurable points in their journey, combining survey and management data. This variable mimics the *anflow* variable used in the Labour Force Survey, although the lack of quarterly tracking data did not allow us to calibrate it in precisely the same way.

Labour market progression

Following standard econometric approaches, we initially analysed and reported outcomes using a binary indicator (into employment/not into employment) that reflects whether a programme participant has gained employment, as reported either through management data or self-reported in our surveys.

However, the Lift Programme plan identifies other positive outcomes that may not result in immediate employment, such as into education, into a training programme, or into a volunteering opportunity.

Liftflow captured 31 different types of beneficiary journey from pre-engagement through engagement, interview, and re-interview. Of those 31 pathways, we were able to classify 17 that represented a progression in the labour market (e.g. moving from inactive to unemployed seeking work), that represent a regression (e.g. moving from employed to unemployed), and nine that represent no change.

We then created a new variable that captures whether a participant had experienced labour market progression, regression, or no change.

Of those in the interview/re-interview sample, 59/153 were classified as having progressed in the labour market (37 per cent), 79/153 were classified as no change (52 per cent), and 15/153 as having experienced regression (10 per cent).

We examined the association between labour market progression and early exit and this is shown in Table 3 below:

Table E.3: Association between labour market progression and early exit

Flow	No early exit	Early exit	Total
Regression	15	0	15
No change	64	15	79
Progression	55	4	59
Total	134	19	153

The χ^2 statistic shows a clear positive association between no early exit and labour market progression for Lift beneficiaries (significant at the 97 per cent level, $Pr=0.030$).

We constructed a multivariate model (using multinomial logistic regression) to determine whether there is any systematic association between sociodemographic characteristics, employment history, well-being, and self-efficacy and progression in the labour market within our survey sample group. Outputs from this model are shown in Figure 1 below.

Figure E.1: Multinomial logistic regression predicting Labour Market Progression (Improg)

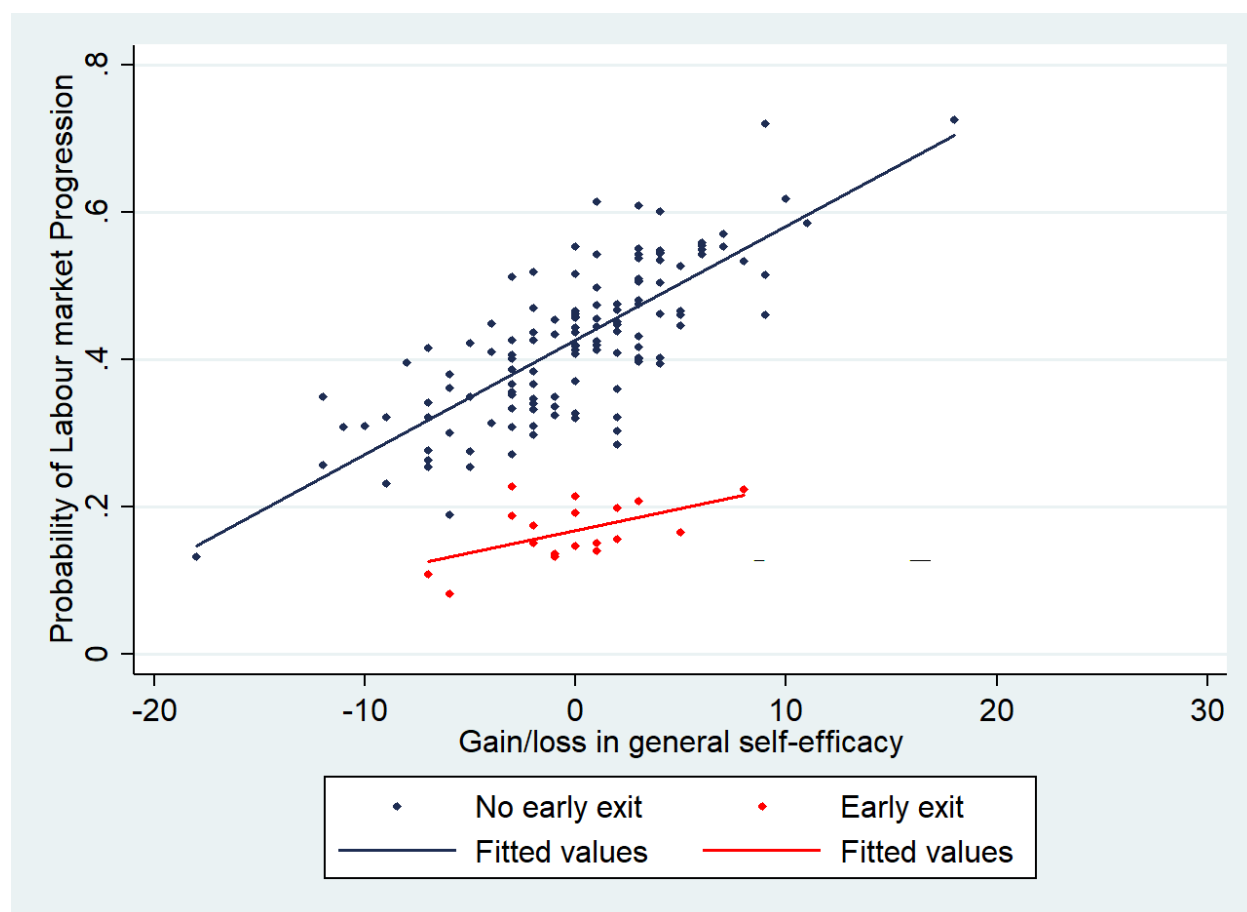
Multinomial logistic regression	Number of obs	=	145
	LR chi2(34)	=	48.32
	Prob > chi2	=	0.0529
Log likelihood = -111.56658	Pseudo R2	=	0.1780

Improg		Coef.	Std. Err.	z	P> z	[95% Conf. Interval]	
Regression							
	stangen	1.058434	.8388863	1.26	0.207	-.5857528	2.702621
	stanage	-.4974515	1.139978	-0.44	0.663	-2.731767	1.736864
	emphist						
	5 years or more	1.324977	1.560452	0.85	0.396	-1.733453	4.383406
	2 - 5 years	.9060528	1.663015	0.54	0.586	-2.353396	4.165502
	1 - 2 years	.2199807	1.766683	0.12	0.901	-3.242655	3.682617
	6- 12 months	1.186916	1.627062	0.73	0.466	-2.002067	4.375898
	stanqual						
	Level 1	-2.159505	1.121549	-1.93	0.054	-4.3577	.03869
	Level 2	-.4961778	.918893	-0.54	0.589	-2.297175	1.304819
	Level 3	.1972027	1.358157	0.15	0.885	-2.464737	2.859142
	Level 4 and above	-1.257915	1.425993	-0.88	0.378	-4.052809	1.536979
	surliving						
Live with a partner or as part of a family		2.470559	1.208183	2.04	0.041	.102565	4.838554
Live with parents		-13.16768	1634.618	-0.01	0.994	-3216.96	3190.625
Other		2.458235	1.259249	1.95	0.051	-.009848	4.926318
	wellgain	-.0186483	.0426322	-0.44	0.662	-.1022059	.0649093
	segain	.0242237	.0770473	0.31	0.753	-.1267862	.1752337
	sebase	.1065468	.0835057	1.28	0.202	-.0571214	.270215
	early	-16.16118	1579.739	-0.01	0.992	-3112.393	3080.071
	_cons	-7.462292	3.733048	-2.00	0.046	-14.77893	-.1456518
No_change		(base outcome)					
Progression							
	stangen	-.0489068	.4837045	-0.10	0.919	-.9969503	.8991366
	stanage	-.3361293	.6830586	-0.49	0.623	-1.6749	1.002641
	emphist						
	5 years or more	.8870243	.8847711	1.00	0.316	-.8470952	2.621144
	2 - 5 years	1.180325	.8914035	1.32	0.185	-.5667938	2.927444
	1 - 2 years	.5213138	.9341534	0.56	0.577	-1.309593	2.352221
	6- 12 months	1.16232	.8964396	1.30	0.195	-.5946696	2.919309
	stanqual						
	Level 1	-1.326611	.6007132	-2.21	0.027	-2.503987	-.1492349
	Level 2	-.7186363	.6015972	-1.19	0.232	-1.897745	.4604726
	Level 3	.1810089	.8298397	0.22	0.827	-1.445447	1.807465
	Level 4 and above	-.8475166	.9433882	-0.90	0.369	-2.696523	1.00149
	surliving						
Live with a partner or as part of a family		.1434045	.57415	0.25	0.803	-.9819088	1.268718
Live with parents		.6227701	.6971322	0.89	0.372	-.7435839	1.989124
Other		.2924593	.5653575	0.52	0.605	-.8156211	1.40054
	wellgain	-.016583	.0281952	-0.59	0.556	-.0718445	.0386785
	segain	.1286409	.0501712	2.56	0.010	.0303073	.2269746
	sebase	.1114157	.0482595	2.31	0.021	.0168289	.2060025
	early	-1.851275	.7425577	-2.49	0.013	-3.306662	-.395889
	_cons	-3.307166	2.009362	-1.65	0.100	-7.245443	.6311106

No statistical relationship was identified in this model for all of the control variables **except the indicators of early exit (*early*) and gains in self-efficacy (*segain*)**.

The interaction between these two statistically significant variables is shown at it most powerful in Figure E.2. At no gain in self-efficacy, ‘early exiters’ (no PAP, no employment before leaving) have about an 18 per cent probability of labour market progression, compared to approximately a 41 per cent probability for those who have no early exit recorded. Furthermore, as gains in self-efficacy increase, the gap between the probability of a progressive outcome widens between the two groups; for example, a five-point gain in self efficacy produces only a two per cent increase in the probability of a progressive outcome for an ‘early exiter’ compared to a nine per cent increase for those who complete the programme normally.

Figure E.2: Prediction of progression versus no progression, by early exit



Gains in well-being

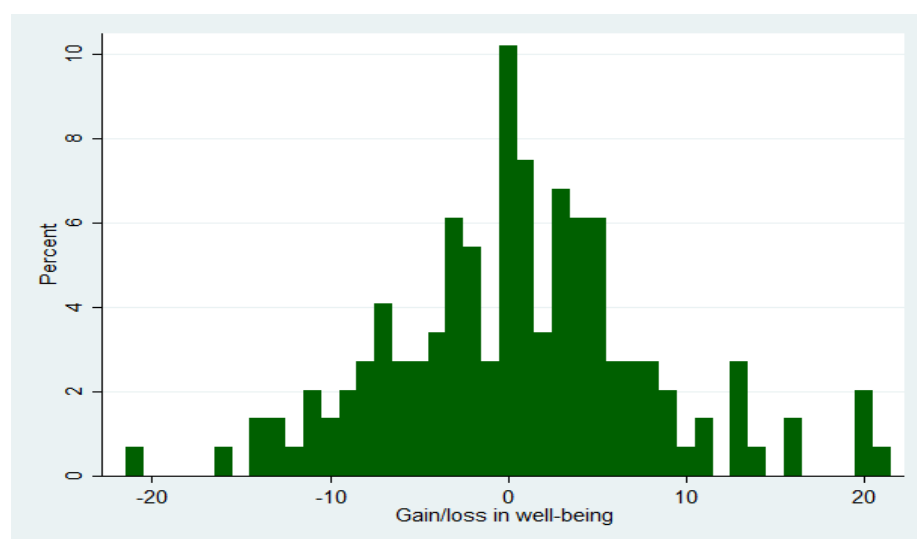
We added the scores on the four ONS standard well-being questions, creating two variables *wellbeing_r* (Well-being^{reint}) and *wellbeing_i* (Well-being^{int}). The resulting scores for each variable could thus run from 0 (minimum) to 40 (maximum) for each variable.

Table E.4: Well-being, Interview versus Re-Interview

	Initial interview			Re-interview		
	Freq.	Percent	Cum.	Freq.	Percent	Cum.
0 to 9	11	3	3	1	1	1
10 to 19	59	17	20	17	11	12
20 to 29	208	59	79	95	63	74
30 to 39	70	20	99	38	25	99
40	5	1	100	1	1	100
Total	353	100		152	100	

From those variables, we constructed a variable *wellgain* that captured gain/loss in reported well-being; thus $\text{Gain in well-being} = \text{Well-being}^{\text{reint}} - \text{Well-being}^{\text{int}}$. Thus *wellgain* can run between a theoretical minimum of -40 and a maximum of 40. In practice, the minimum observed was -12 and the maximum was 21, with a sample mean of 0.59, indicating a slight overall gain in well-being.

Figure E.3: Histogram of gain/loss in well-being between initial interview and re-interview



We constructed a multivariate model to look at gain in well-being (dependent variable *wellgain*) that included the following control variables:

- gender;
- age category;
- unemployment history;
- level of qualification at engagement; and
- household status.

A binary variable (into employment/not into employment) was also introduced as well as a counter variable that captured months from engagement to employment. We also controlled for the timing of employment (before or after initial interview, before or after re-interview) and included a control for month of interview/re-interview to assess whether gains in well-being might be connected to seasonality. Finally, we also included a counter of positive or negative life events that respondents had reported as occurring between initial interview and re-interview. The results of this model are shown in Table 5 below.

Table E.5: Regression on gains in well-being as dependent variable

Source	SS	df	MS	Number of obs: 139		
Model	786.653	14	56.1895	F(14, 124): 1.02		
Residual	6811.203	124	54.92906	Prob > F: 0.4532		
Total	7597.856	138	55.05693	R-squared: 0.1035		
				Adj R-squared: 0.0023		
				Root MSE: 7.4114		
<i>wellgain</i>	Coef.	Std. Err.	t	P>t	95% interval	
Gender	-1.3611	1.408312	-0.97	0.336	4.14855	1.426342
Age	0.711317	2.15512	0.33	0.742	-3.55427	4.976904
Emp history						
5 years or more	0.674807	2.686341	0.25	0.802	-4.64221	5.991828
2 - 5 years	0.338964	2.72595	0.12	0.901	-5.05645	5.734382
1 - 2 years	-1.67576	2.877933	-0.58	0.561	-7.37199	4.020481
6- 12 months	-2.07941	2.768423	-0.75	0.454	-7.5589	3.400073
Highest qual						
Level 1	1.041849	1.830378	0.57	0.57	-2.58098	4.664681
Level 2	-1.2313	1.863709	-0.66	0.51	-4.92011	2.4575
Level 3	-1.96499	2.549249	-0.77	0.442	-7.01067	3.080688
Level 4 and above	-1.48862	2.982618	-0.5	0.619	-7.39206	4.414814
Into employment?	-1.07136	1.465659	-0.73	0.466	-3.97231	1.829591
Positive life events	0.268474	1.085596	0.25	0.805	-1.88022	2.417172
Negative life events	-0.3827	0.685696	-0.56	0.578	-1.73988	0.974489
Early exit	-2.71354	2.1822	-1.24	0.216	-7.03307	1.605995
Time between interviews	-0.5177	0.204376	-2.53	0.013	-0.92222	-0.11319
Seasonality	.3836576	.2528909	1.48	0.142	-.130762	.8980773
_cons	4.714812	4.179363	1.13	0.261	-3.55732	12.98694

The results of this model showed **no statistical relationship** between gains in well-being (measured as $\text{Well-being}^{\text{reint}} - \text{Well-being}^{\text{int}}$) and a positive employment outcome. None of the control variables showed any association with gains in well-being except time from interview to re-interview (with a longer time between interviews being modestly associated with a lower gain in well-being) and consequently the hypothesis that they may be related to seasonality is rejected. We also reject the hypothesis that gains in well-being are associated with having completed the programme.

Thus, we can dismiss the hypothesis that gains in well-being are due to getting a job; the evidence suggests that they are associated with being a Lift Programme participant.