

Dadansoddi ar gyfer Polisi



Analysis for Policy



SOCIAL RESEARCH NUMBER:

03/2024

PUBLICATION DATE:

31/01/2024

Evaluation of Communities for Work and Communities for Work Plus: The performance and value for money of the programmes

Mae'r ddogfen yma hefyd ar gael yn Gymraeg.

This document is also available in Welsh.

OGL © Crown Copyright Digital ISBN 978-1-83577-480-9

Evaluation of Communities for Work and Communities for Work Plus: The performance and value for money of the programmes

Dr Duncan Holtom, Rhodri Bowen and Nia Bryer

Holtom, D; Bowen, Rh; Bryer, N (2024) *Evaluation of Communities for Work and Communities for Work Plus: Programme performance and value for money*. Cardiff: Welsh Government, GSR report number 03/2024
Available at: <https://www.gov.wales/evaluation-communities-work-and-communities-work-plus-performance-and-value-money-programmes>



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

For further information please contact:

Joshua Parry

Equality, Poverty and Children's Evidence and Support Division

Welsh Government

Cathays Park

Cardiff

CF10 3NQ

Email: socialjusticeresearch@gov.wales

Table of contents

List of tables	2
List of charts.....	2
List of figures.....	4
Glossary.....	5
1. Introduction	6
2. Methodology.....	9
3. The performance of the programmes.....	12
4. Contribution to Welsh Government equality objectives and wellbeing goals.....	33
5. Economic Evaluation (value for money).....	44
6. Conclusions.....	58
Reference section	66

List of tables

Table 3.1. Overview of CfW targets and performance, May 2015 – March 2023	13
Table 3.2. Communities for Work reprofiled engagement targets for each of the ESF Operations, May 2015 – March 2023	17
Table 3.3 Overview of CfW+ performance against expectations, April 2018 – March 2023	20
Table 3.4. Reprofiled CfW job entry targets, for 2022, and the revised targets for 2023, following the profiling and extension of the programme	23
Table 3.5. Alternative outcomes for CfW participants upon leaving, May 2015 - March 2023	28
Table 4.1. Activity to address the CCT and evidence of its impact	34
Table 5.1. CfW funding and expenditure, May 2015-March 2023	44
Table 5.2. Expenditure by operation, May 2015-December 2022	46
Table 5.3. Funding for CfW+, April 2018 - March 2023.....	48
Table 5.4. Funding for CfW Priority one and Priority three, May 2015 - March 2023	49
Table 5.5. Funding for CfW+, April 2018-March 2023.....	49
Table 5.6. Cost per job: CfW, CfW+ and comparable programmes (figures have been rounded up or down)	53
Table 5.7. Estimated cost per 'additional' job: CfW and CfW+	56

List of charts

Chart 3.1. CfW cumulative programme performance against engagement targets for Economically Inactive (EI) and Long Term Unemployment (LTU) participants (P1) and Young People who are NEET (P3), March 2019- March 2023	14
Chart 3.2. CfW cumulative programme performance against engagement targets, across Wales, March 2019- March 2023	15
Chart 3.3. CfW cumulative programme performance against engagement targets, West Wales and the Valleys, March 2019- March 2023	15
Chart 3.4. The total number of CfW engagements per year, East Wales, April 2018- March 2023	16
Chart 3.5. The total number of CfW engagements per year, West Wales and the Valleys, April 2018-March 2023	16

Chart 3.6. The percentage of CfW P1 long term unemployed participants with different characteristics (over the period May 2015 - March 2023), compared to the Welsh population of unemployed people	18
Chart 3.7. The percentage of CfW P3 participants with different characteristics (over the period May 2015 - March 2023), compared to the population of young people in Wales who are NEET	19
Chart 3.8. CfW+ Welsh Government expectations and actual programme performance: participant engagements, April 2018 – March 2023	21
Chart 3.9 The percentage of CfW+ participants with different characteristics (over the period April 2018 - March 2023), compared to the economically inactive and unemployed populations in Wales.	22
Chart 3.10. The number of CfW job entries in April 2018 - March 2023.....	24
Chart 3.11. CfW cumulative programme performance against job entry targets for economically inactive and long term unemployed participants (P1) and young people who are NEET (P3), March 2020- March 2023.....	25
Chart 3.12. CfW performance against job entry targets for economically inactive and long term unemployed participants (P1) and young people who are NEET (P3), in East Wales, March 2020- March 2023	26
Chart 3.13. CfW performance against job entry targets for economically inactive and long term unemployed participants (P1) and young people who are NEET (P3), in West Wales and the Valleys, March 2020- March 2023	26
Chart 3.14. CfW+ job entries: Welsh Government expectations and actual performance, April 2018 – March 2023	27
Chart 3.15. The numbers of economically inactive CfW participants completing a work experience or volunteering placement compared to targets, May 2015 - March 2023	29
Chart 3.16. The numbers of long term unemployed CfW participants completing a work experience or volunteering placement compared to targets, May 2015 – March 2023	30
Chart 5.1. Expenditure by operation, May 2015-December 2022	45
Chart 5.2. Total expenditure, May 2015-December 2022	47
Chart 5.3. Cost per engagement: CfW, CfW+ and comparable programmes	51

Chart 5.4. Cost per job entry: CfW, CfW+ and comparable programmes, excluding OPUS
.....54

List of figures

Figure 3.1. Performance against engagement and job entry targets by LA delivery area ...32

Glossary

Acronym/Key word	Definition
AIF	Active Inclusion Fund
CfW	Communities for Work
CfW+	Communities for Work Plus
CCT	Cross Cutting Themes
COVID	CoronaVirus Disease
DfE	Department for the Economy
DWP	Department for Work and Pensions
EI	Economically Inactive
ESF	European Social Fund
EU	European Union
EW	East Wales
JCP	Jobcentre Plus
JRF	Joseph Rowntree Foundation
LA	Local Authority
LDB	Lead Delivery Body
LFS	Labour Force Survey
LLWR	Lifelong Learning Wales Record
LTU	Long Term Unemployed
NAO	National Audit Office
NEET	Not in Employment, Education or Training
PaCE	Parents, Childcare and Employment
PHE	Public Health England
WCVA	Wales Council for Voluntary Action
WEFO	Welsh European Funding Office
WG	Welsh Government
WW&V	West Wales and the Valleys

1. Introduction

- 1.1. In September 2021, the Welsh Government appointed OB3 Research, in collaboration with People and Work, IFF Research, Cardiff University and Dateb, to undertake an evaluation of Communities for Work (CfW) and Communities for Work Plus (CfW+).
- 1.2. The broad aim of the programmes is to increase the employability (and employment) of adults with complex barriers to employment, and reduce the number of 16–24-year-olds who are not in education, employment, or training (NEET). The delivery, funding, and targets for the two programmes are described in more detail in the process evaluation report (Welsh Government, 2023a).

The programmes

- 1.3. The delivery, funding, and targets for the two programmes are described in more detail in the process evaluation report (Welsh Government, 2023a). In summary, support from the programmes is centred upon advisers and mentors¹, in the case of CfW and mentors in the case of CfW +. They aim to support participants by regularly meeting, either in person, by phone and/or video call, building rapport and trust and providing intensive mentoring and specialist employment advice. They also facilitate access to training, work placements and/or volunteering opportunities and signpost to support services, to help strengthen participants' self-confidence and motivation and help them overcome barriers to employment (such as ineffective job search, low or no vocational and/or soft skills).

Funding for the programmes

- 1.4. CfW is jointly funded by the European Social Fund (ESF), provided via the Welsh European Funding Office (WEFO), the Welsh Government and the DWP, while CfW+ is funded by the Welsh Government.

¹ Community Employment Advisers are experienced employment advisers seconded from DWP to work with those who were assessed as needing the least support; and Youth and Adult Mentors are seconded from local authorities and third sector organisations to work with participants assessed as further than 12 months from employment, requiring more intensive support than that provided by advisers.

1.5. ESF funding in Wales is provided via two Operational Programmes: the 2014-2020 West Wales and the Valleys (WW&V) ESF Programme and the 2014-2020 East Wales (EW) ESF Programme. Each Operational Programme is structured around Priorities, describing the high-level aim of the Operational Programme. CfW addresses two of the priorities: Priority 1 (P1): Tackling Poverty through Sustainable Employment, which aims to increase the employability of economically inactive (EI)² and long term unemployed (LTU)³ people aged 25 and over, who have complex barriers to employment; and Priority 3 (P3): Youth Employment and Attainment, which aims to reduce the number of 16-24 year olds who are not in employment, education or training (NEET).

This report

1.6. The aim of the evaluation is to provide the Welsh Government with robust evidence about the impact of the CfW and CfW+ programmes. The evaluation is also required to fulfil European Commission conditions of funding. This is one of four evaluation reports that address this.⁴ It focuses upon the performance and value for money of the programmes and addresses the following objectives:

- to provide an update on progress against targets for the programmes;
- to review whether there are variations in performance between the four CfW operations and the CfW+ programme and identify any reasons for these variations;
- to review how the four CfW operations have integrated and delivered activity relating to the Cross Cutting Themes (CCTs);⁵ and
- to assess the value for money of the programmes compared to other employability programmes.

1.7. Following this introductory section, the remainder of the report is set out as follows:

² Economically inactive people are those who are not in employment who have not and/or are unable to start work within the next 2 weeks.

³ Long term unemployed people are those who have been actively seeking work within the last 4 weeks, but who have been unemployed for more than 12 months.

⁴ The other reports focus upon: the programme's theory of change and the process evaluation; programme performance and value for money; and programme impact (the counterfactual impact evaluation). An overarching summary report is also available.

⁵ CfW+ is not funded by the ESF, and therefore the CCT do not apply.

- section two outlines the evaluation's approach and methodology;
- section three outline the programmes' performance against targets and expectations in relation to engagements, job entries and other outcomes;
- section four considers the programmes' contribution to Welsh Government equality objectives and wellbeing goals, including for CfW, activity to support the Cross Cutting themes;
- section five assesses the value for money of the programmes compared to other employability programmes; and
- section six outlines the report's conclusions.

2. Methodology

Introduction

- 2.1 This report draws primarily upon an analysis of programme data, although it also draws upon fieldwork with programme staff (reported in the process report, Welsh Government, 2023a) and participants (reported in the participant characteristics and experiences report, Welsh Government, 2024a).

Analysis of programme data

- 2.2 Participant data collection for CfW is centralised. Each local authority (LA) or county voluntary council (CVC) provides data to the Welsh Government, which is inputted to the central data set. This central data set includes information on all participants supported by the CfW four operations. An anonymised version of the CfW data set was shared with the evaluation team and this was used to identify the characteristics of participants (e.g., in terms of their ethnicity and gender); outcomes for different groups of participants; and performance of the four CfW operations (see section 3). In this context it is notable that although the CfW participant dataset is a rich resource, the scope to analyse and use it effectively is limited by the fact that it is held in a Microsoft Excel spreadsheet rather than a more sophisticated client management database.⁶
- 2.3 Participant data collection for CfW+ is decentralised. Each local authority (LA) or county voluntary council (CVC) provides data in a Microsoft Excel format to the Welsh Government, but the quality and consistency of data recording (by LAs or CVCs) varies and there is no equivalent programme participant database for CfW+. This, for example, limits the scope to analyse outcomes for different groups of participants.
- 2.4 CfW and CfW+ management information data was also shared and used to assess performance against targets over time.

⁶ In contrast, a number of other Welsh Government programmes such as Apprenticeships and Jobs Growth Wales+, use the Lifelong Learning Wales Record (LLWR).

Analysis of economic data

2.5 The economic evaluation is based upon an analysis of data on programme funding and expenditure provided by the CfW and CfW+ programmes. Additional data on the costs of comparable programmes was generated through a review of evaluations of selected programmes in Wales, with information provided by the Welsh European Funding Office (WEFO) and a desk-based search for data on comparable programmes in other part of the UK.

Strengths and limitations

2.6 The total costs and performance of both programmes can be assessed using the data that is available. However, as an ESF programme, CfW had more targets and was required to collect more data on programme performance and expenditure than CfW+. Therefore, as outlined in sections 3 and 5, there is much greater scope to analyse the performance of CfW and to analyse composition of CfW expenditure, compared to CfW+. For example, in many ways, CfW+ expenditure is a ‘black box’, in that it is possible to analyse total inputs (i.e., funding for the programme) against total ‘outputs’, such as numbers of people supported, but not how the inputs are spent.

2.7 Comparisons of the costs and outcomes of different programmes are complicated by differences in the contexts they operate in and the participants they support as these factors may increase or reduce costs. Programmes may:

- operate in different periods of time and contexts, most notably those that operated before and those that operated during the pandemic (such as CfW and CfW+), are complicated by the impact of the pandemic upon engagements, the delivery of programmes and job entries. More broadly, inflation and changes over time in the economy and labour market, and wider employment support system⁷, are likely to affect costs, engagements, and job entries; and
- support different cohorts of participants. For example, CfW was more highly targeted upon participants with greater barriers who were likely to be more

⁷ As the process evaluation (Welsh Government, 20223a) illustrates, changes in the wider employment system, such as the introduction of new DWP programmes, can affect the number of engagements.

difficult to engage and likely to be more costly to support into work, compared to CfW+ participants (Welsh Government, 2024a).

- 2.4. Finally, comparisons of costs and outcomes for different programmes, which do not consider impact (or additionality) may be flawed. For example, a programme, with low costs, compared to a high number of job entries, may appear highly efficient, but may not be cost-effective if very few job entries are in fact additional (i.e., would not have happened in the absence of the intervention). The lack of robust evaluation evidence of the additionality of comparable programmes is therefore a key limitation in assessing the true cost effectiveness of different programmes.

3. The performance of the programmes

Introduction

3.1 This section reviews the effectiveness of the delivery of the CfW and CfW+ programmes by assessing progress against targets in relation to:

- engagements (i.e. the numbers of people enrolled on the programmes);
- job outcomes (i.e. the numbers of participants - people supported by the programme - who entered employment); and
- in the case of CfW, other alternative outcomes, such as work placements undertaken by participants.

Overview of CfW targets and performance

3.2 Targets for CfW are proposed by the project sponsor and are negotiated with and approved by the WEFO. As outlined below, in 2019, the targets for CfW were reprofiled to better reflect programme performance.

Table 3.1. Overview of CfW targets and performance, May 2015 – March 2023

	Engagements			Job entries		
	Profile target (No.)	Actual performance (No.)	Percentage difference (%)	Profile target (No.)	Actual performance (No.)	Percentage difference (%)
EW P1 Economically inactive	3,119	2,664	-15	1,444	1,195	-17
EW P1 Long term unemployed	2,656	2,747	3	939	1,085	16
EW P3 NEET	2,939	3,097	5	1,359	1,511	11
EW total	8,714	8,508	-2	3,742	3,791	1
WWV P1 Economically inactive	10,383	9,653	-7	4,655	4,268	-8
WWV P1 Long term unemployed	7,982	8,110	2	2,767	3,023	9
WWV P3 NEET	10,949	11,646	6	5,292	5,851	11
WWV total	29,314	29,409	0	12,714	13,142	3
Wales P1 Economically inactive	13,502	12,317	-9	6099	5,463	-10
Wales P1 Long term unemployed	10,638	10,857	2	3706	4,108	11
Wales P3 NEET	13,888	14,743	6	6651	7,362	11
Wales total	38,028	37,917	0	16,456	16,993	3

Source: Welsh Government

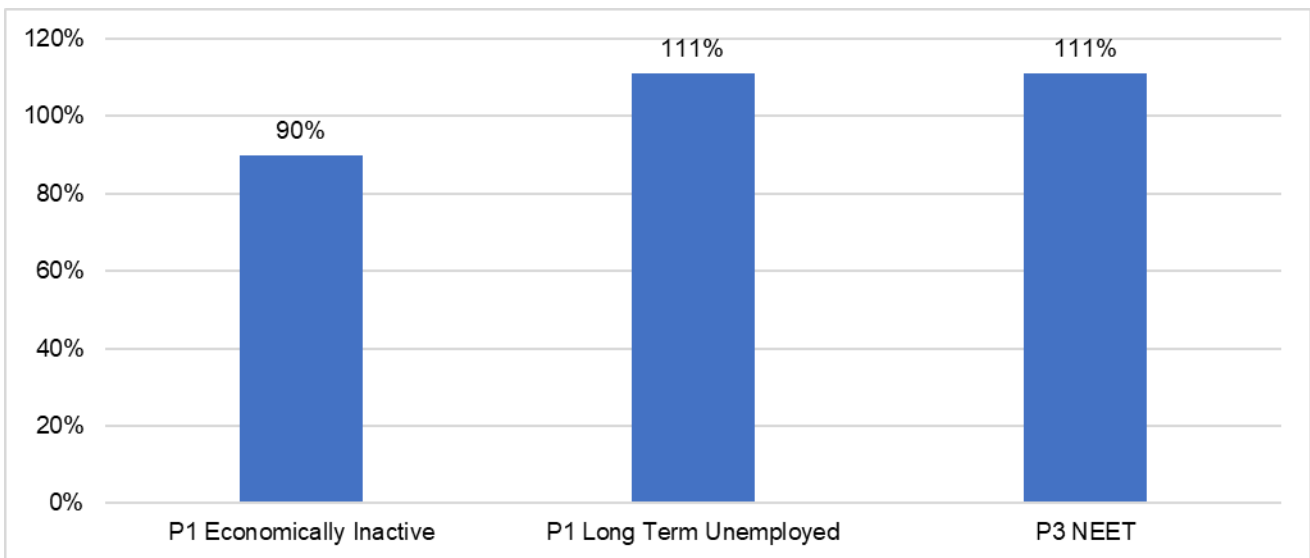
CfW performance: engagements

3.3 In the period from May 2015 to end of March 2023, CfW engaged around 38,000 people.⁸ As Chart 3.1 illustrates, CfW programme performance against engagement targets for Priority 3 (P3) has been much stronger than expected and was at 106 per cent of the target in March 2023. This compares to a somewhat more divided

⁸ By end of March 2023 the total number of P1 and P3 participants was 37,917.

performance across Priority 1 (P1) where engagements of economically inactive participants stood at 91 per cent and engagements of long-term unemployed participants stood at 102 per cent of the target in March 2023.

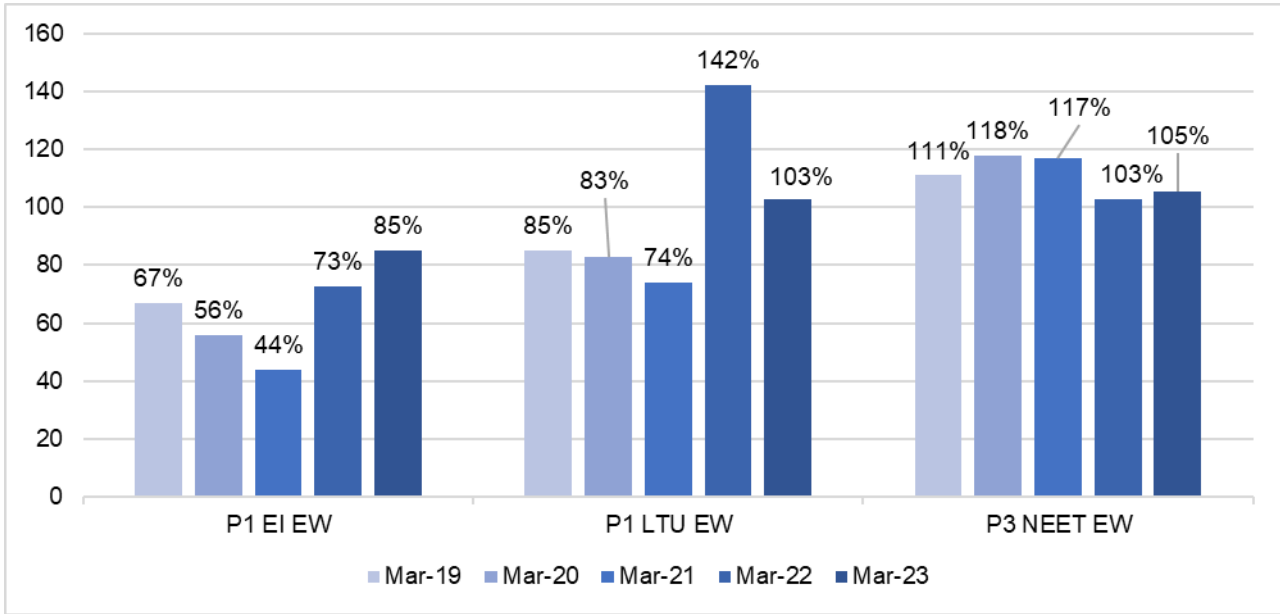
Chart 3.1. CfW cumulative programme performance against engagement targets for Economically Inactive (EI) and Long Term Unemployment (LTU) participants (P1) and Young People who are NEET (P3), March 2019- March 2023



Source: Welsh Government CfW Management Information

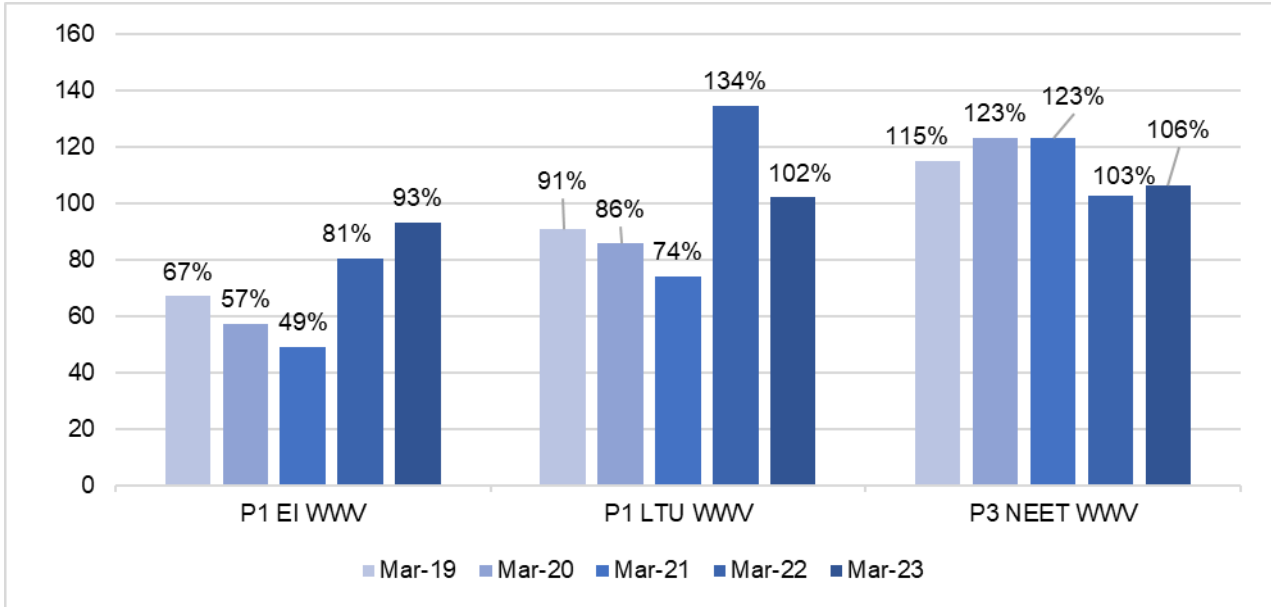
3.4 Chart 3.2. and 3.3. shows that the performance patterns were similar in both East Wales (EW) and West Wales and the Valleys (WWV). In both areas, performance in relation to EI and in particular, LTU adults aged 25 and over (priority one), increased sharply following the easing of COVID-19 restrictions in 2021 and the reprofiling of targets (discussed below). In contrast, performance in relation to young people, while still above target fell back somewhat.

Chart 3.2. CfW cumulative programme performance against engagement targets, East Wales, March 2019- March 2023



Source: Welsh Government CfW Management Information

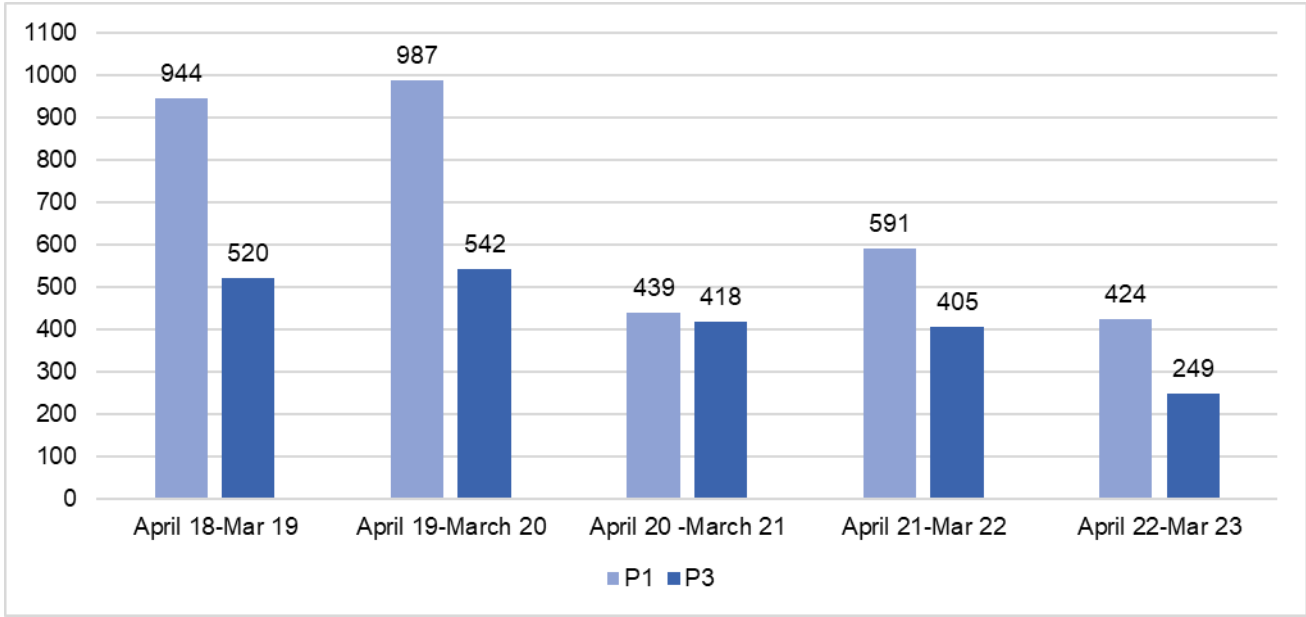
Chart 3.3. CfW cumulative programme performance against engagement targets, West Wales and the Valleys, March 2019- March 2023



Source: Welsh Government CfW Management Information

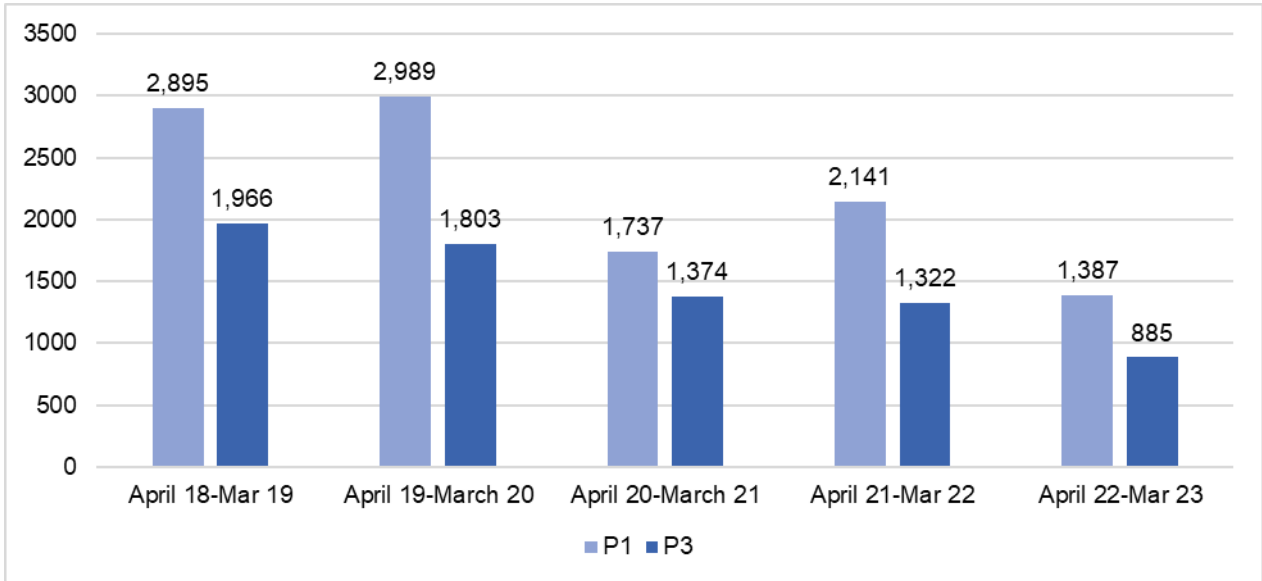
3.5 As Charts 3.4 and 3.5. illustrates the decline in annual CfW engagements in East Wales and West Wales and the Valleys is associated with the COVID-19 pandemic and the associated 'lockdowns' from March 2020 onwards.

Chart 3.4. The total number of CfW engagements per year, East Wales, April 2018-March 2023



Source: Welsh Government CfW Management Information

Chart 3.5. The total number of CfW engagements per year, West Wales and the Valleys, April 2018-March 2023



Source: Welsh Government CfW Management Information

3.6 In 2019, the CfW programme was extended to March 2022 and some of the targets were reprofiled to better reflect the programme’s performance since 2015. The targets for engagements of EI and LTU participants were cut, given disappointing performance. However, this was partially offset by increases in the target for the number of young people who are NEET (P3) to be engaged. In 2022, the programme was extended again with delivery to March 2023 and closure in October 2023. The effect of the reprofiling upon the original targets is outlined in table 3.2.

Table 3.2. Communities for Work reprofiled engagement targets for each of the ESF Operations, May 2015 – March 2023

Group	Original Target	Revised (reprofiled) targeted	% change
P1 EI EW	6,771	3,119	-54
P1 EI WWV	20,312	10,383	-49
P1 LTU EW	3,488	2,656	-24
P1 LTU WWV	10,464	7,982	-24
P3 EW	2,565	2,939	15
P3 WWV	7,693	10,949	42
Total	51,293	38,028	-26

Source: Welsh Government CfW Management Information

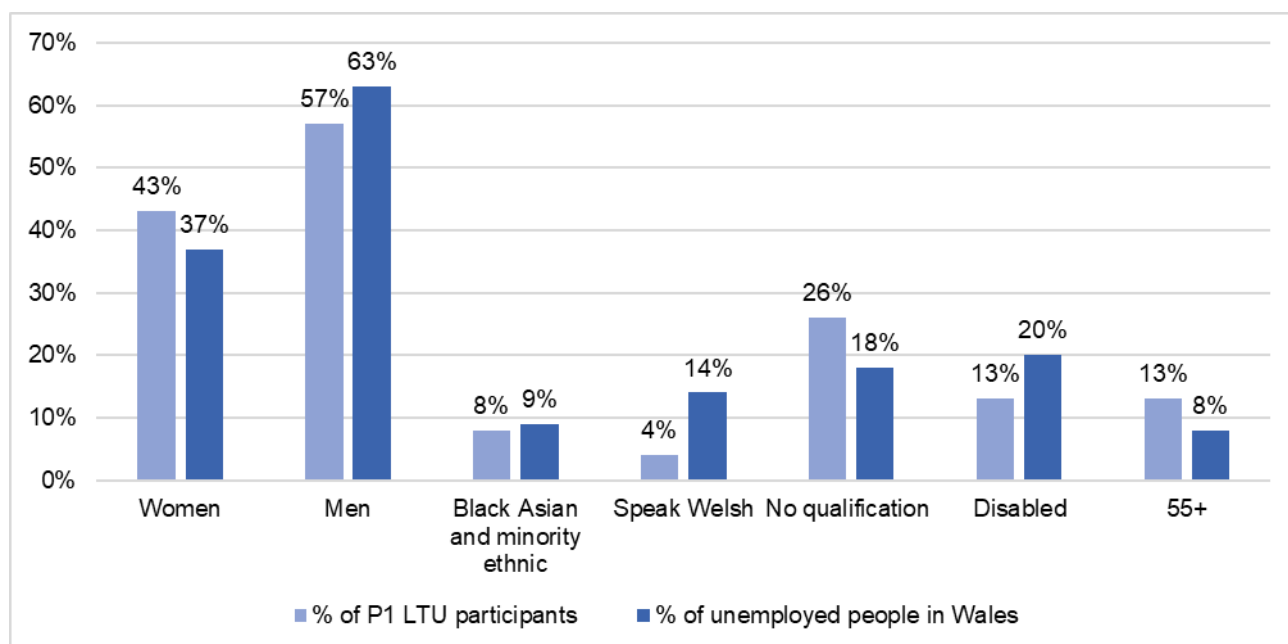
3.7 As Chart 3.6 illustrates, the percentage of unemployed Black, Asian and minority ethnic people aged 25 and over, engaged by the CfW programme, is similar to the unemployed Welsh population.⁹ However, compared to the economically inactive Welsh population, CfW participants are:

- more likely to be women; to have no qualifications; and to be aged 55 and over; and
- less likely to be disabled or to be able to speak Welsh than the economically inactive Welsh population.

⁹ For the purposes of comparison this is based upon data for adults of working age (16-64) who are unemployed.

As noted, the reasons for this are considered in the companion report, examining participant experiences (Welsh Government, 2024a).

Chart 3.6. The percentage of CfW P1 long term unemployed participants with different characteristics (over the period May 2015 - March 2023), compared to the Welsh population of unemployed people



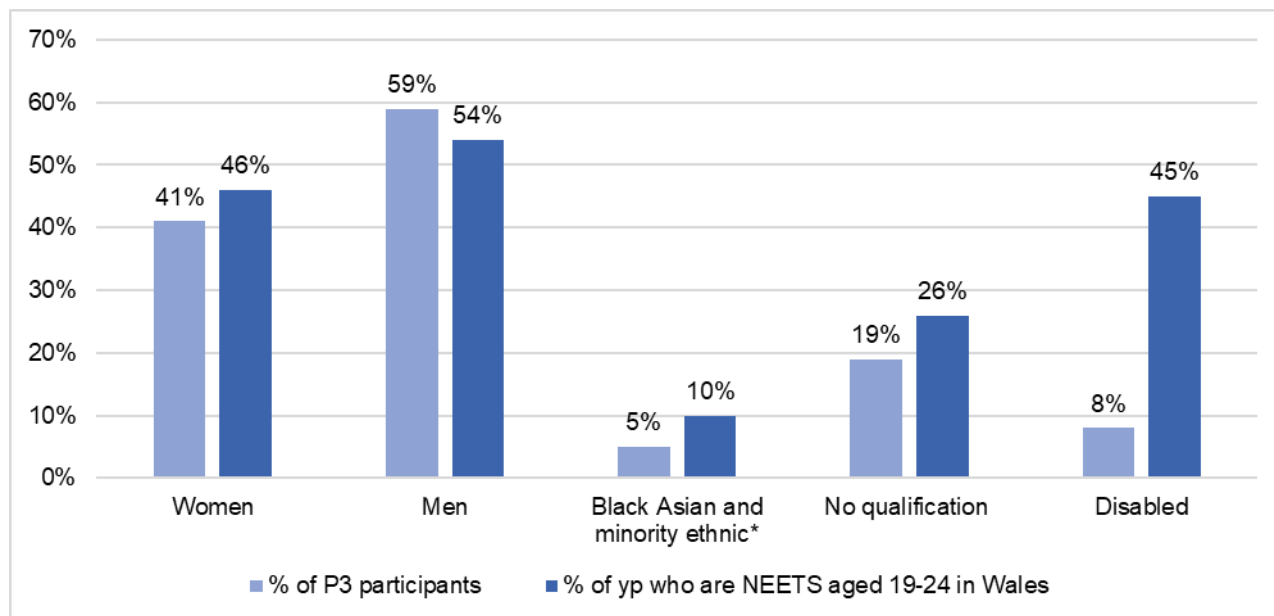
Source: Welsh Government CfW Management Information, Census 2021, LFS

3.8 As Chart 3.7 illustrates, compared to all young people who are NEET¹⁰, CfW P3 participants are:

- more likely to be men; and
- less likely to have no qualifications, to be disabled or to be from a Black, Asian and minority ethnic group.

¹⁰ For the purposes of comparison, and given limitations in the data, this is based upon data for young people aged 19-24 who are NEET. Given the small number of CfW participants aged 16-18 this is also appropriate. However, because this breakdown is not available for disabled young people the comparison is made with all young people aged 16-24 who are disabled and also NEET.

Chart 3.7. The percentage of CfW P3 participants with different characteristics (over the period May 2015 - March 2023), compared to the population of young people in Wales who are NEET



Source: Welsh Government CfW Management Information, Census 2021, LFS

Overview of CfW+ expectations and performance

- 3.9 Expectations for CfW+ were set by the Welsh Government, drawing upon the performance of CfW. In order to allow for the expansion of the programme¹¹ in 2020/21 and 2021/22, expectations have been raised in line with the increase in funding (a 24% increase in 2020/21 and a 51% increase in funding in 2021/22 compared to levels in 2018/19 and 2019/20.¹²
- 3.10 Table 3.3. provides an overview of CfW+ performance against expectations since April 2018. It shows the very strong performance over this period.

¹¹ In July 2020, as part of the Welsh Government’s Employability and Skills COVID-19 Commitment, LAs were allocated additional funding totalling around £3m through the CfW+ programme. This was increased to £6m in 2021/22. Although the COVID-19 Commitment funding ended in 2021/22, the Welsh Government allocated £8m to CfW+ through its Young Person’s Guarantee for the 3 years from 2022/23 to 2024/25.

¹² This was the increase for the whole programme. However, it should be noted that the increase in each LA funding, may differ from this, because the programme moved to a different allocation formula based on employment deprived people.

Table 3.3. Overview of CfW+ performance against expectations, April 2018 – March 2023

Engagements			Job entries		
Expectation for engagements (No.)	Actual engagements (No.)	Percentage Difference (%)	Expectation for job entries (No.)	Actual job entries (No.)	Percentage difference (%)
36,151	42,390	17	10,285	18,146	76

Source: Welsh Government CfW+ Management Information

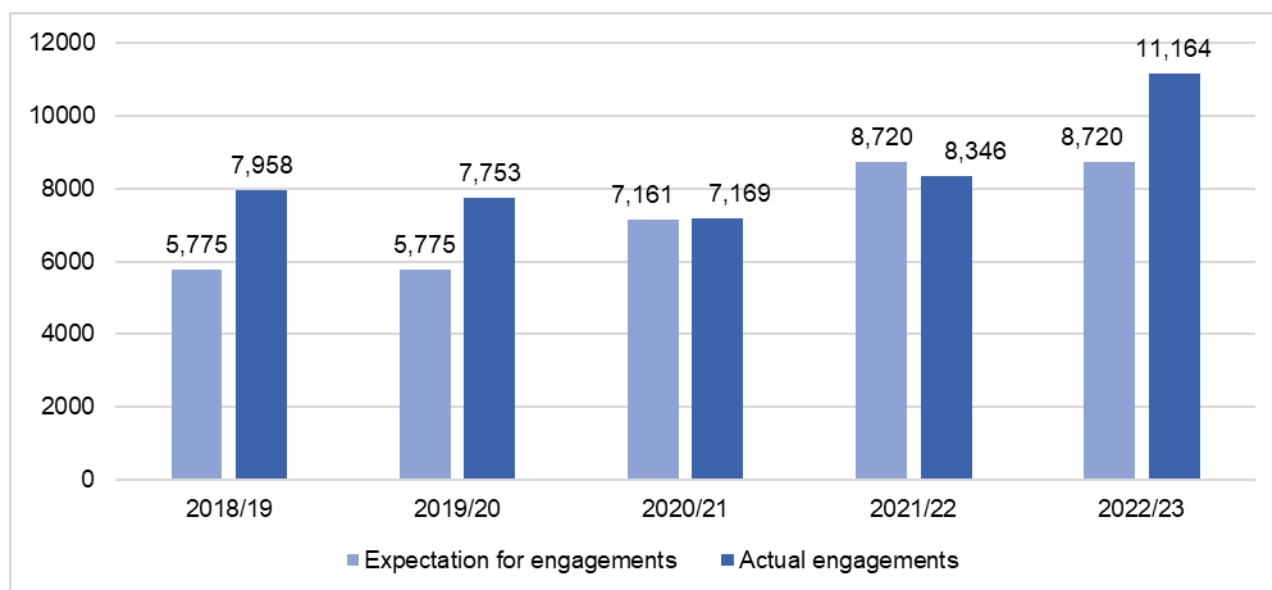
CfW+ performance: engagements

- 3.11 In the period from April 2018 to the end of March 2023, CfW+ had engaged 42,390 people. As Chart 3.8 illustrates, CfW+'s performance in 2018/19 and 2019/20 was strong, and Welsh Government expectations for engagements and job outcomes were exceeded.¹³ Engagements declined somewhat following the COVID-19 pandemic and the associated 'lockdowns' from March 2020 onwards, meaning the project no longer exceeded expectations. However, as the restrictions were eased, engagements picked up and in 2022/23, CfW+ again easily exceeded expectations.
- 3.12 The programme's strong performance even in the face of the challenges posed by the expansion of the programme, the impact of the COVID-19 pandemic upon potential and current participants and programme delivery issues was a considerable achievement.¹⁴

¹³ Unlike CfW, CfW+ does not have centrally determined targets. Instead, there was an expectation on the part of the Welsh Government, that each of the 55 CfW+ teams would generate at least 30 job entries a year.

¹⁴ The impact of the pandemic upon the programme is discussed in the Process Evaluation report (Welsh Government, 2023a). This report, and the participant profiles and experiences report (Welsh Government 2023b) discusses the impact of the pandemic upon participants.

Chart 3.8. CfW+ Welsh Government expectations¹⁵ and actual programme performance: participant engagements, April 2018 – March 2023



Source: Welsh Government CfW+ Management Information

Demographic profile of participants

3.13 Limitations in the data collected by CfW+ mean it is not possible to analyse it in the same level of detail as CfW. For example, it is not possible to identify the characteristics of economically inactive and unemployed participants separately. Moreover, a small proportion of CfW+ participants were employed when they joined the programme. Chart 3.10 therefore compares the characteristics of all CfW+ participants with all economically inactive and unemployed people in Wales as the best available proxies.¹⁶

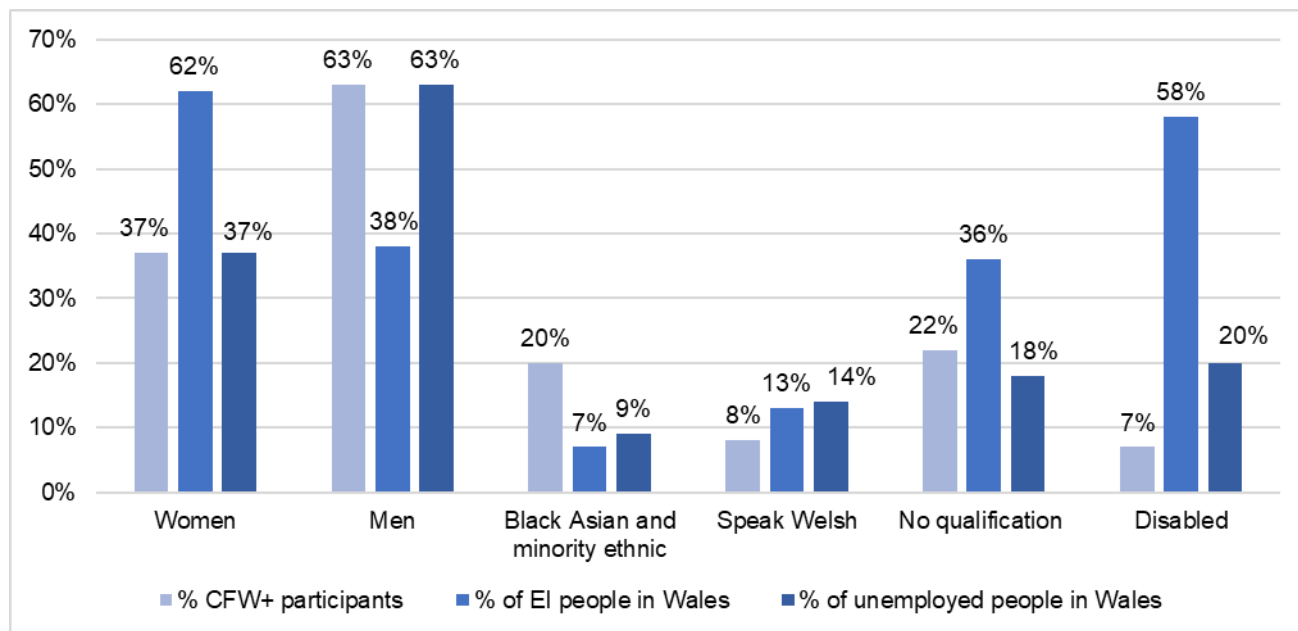
3.14 As Chart 3.9 illustrates, compared to all unemployed or economically inactive people in Wales CfW+ participants are:

- more likely to be men, from a Black, Asian and minority ethnic group; and
- less likely to be disabled or speak Welsh.

¹⁵ This sets the expectations for engagements as midway between the Welsh Government’s lower and upper expectations of 4,950-6,600 engagements a year and increases them in line with the increase in funding in 2020/21 and 2021/22.

¹⁶ Because the numbers of economically inactive people is much greater than the number of unemployed people in Wales, they are treated as two separate groups for the purposes of comparison, rather than adding them together as the ‘non-working’ population.

Chart 3.9. The percentage of CfW+ participants with different characteristics (over the period April 2018 - March 2023), compared to the economically inactive and unemployed populations in Wales.



Source: Welsh Government CfW+ Management Information, Census 2021, LFS

CfW performance: job outcomes

- 3.15 The number of job outcomes is necessarily constrained by the number of engagements, and in general, areas with higher levels of engagements also had higher levels of outcomes. Therefore, performance broadly reflects patterns in engagements, discussed above.
- 3.16 However, although the initial business case identified a ratio of six engagements to one job entry¹⁷ (Welsh Government, n.d a. p.54.), in practice, the ratio of engagement to job outcomes has been higher at 2.2:1. The weaker than anticipated performance in relation to engagements (discussed above) has therefore not constrained job outcome achievements as much as it could have. As Table 3.2 illustrates, given the strong performance in relation to job outcomes in the first phase of the programme, the job entry targets for long term unemployed adults and for young people who were NEET were reprofiled and increased in 2019. However,

¹⁷ With targets reduced by 50 per cent in the first year of operation to allow for establishment. Using historical information from Want to Work, CfW Community Engagement Advisers will have a Job Outcome target of 2 job entries per month and CfW Mentors 1 job entry per month.'

because the number of job entries for economically inactive participants was lower than forecast, targets for job entries for economically inactive participants were cut, to better reflect project performance.

Table 3.4. Reprofiled CfW job entry targets, for 2022, and the revised targets for 2023, following the profiling and extension of the programme

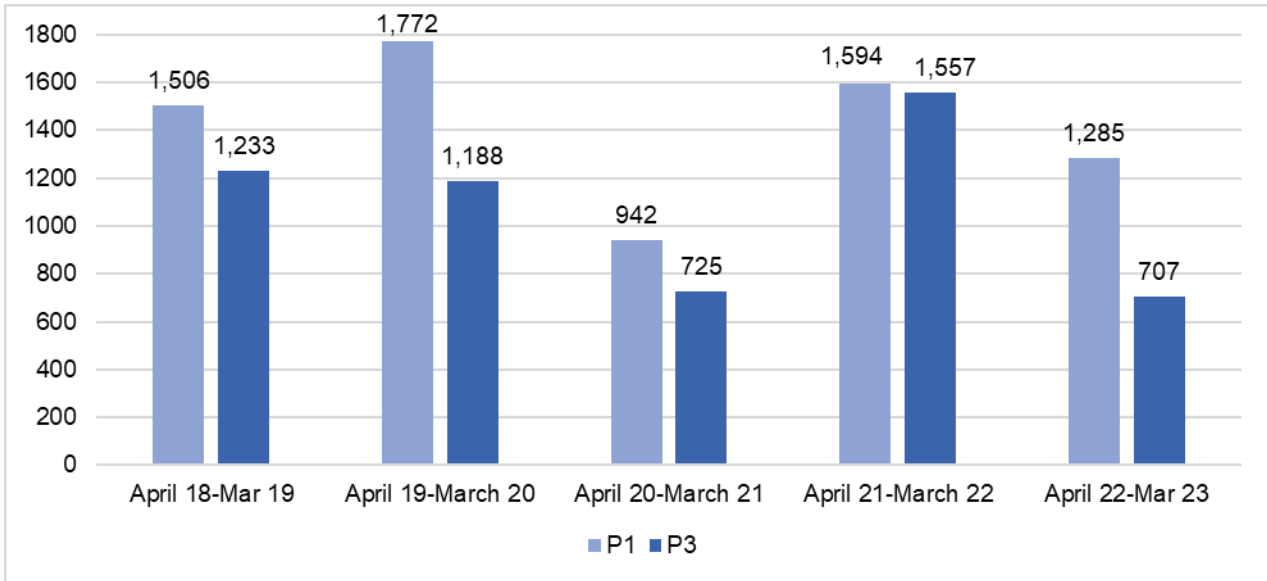
Group	Original target for 2022	Revised (reprofiled) target for 2023	% change
EI EW	1,697	1,444	-15
EI WWV	4,973	4,655	-6
LTU EW	834	939	13
LTU WWV	2,449	2,767	13
P3 EW	1,220	1,359	11
P3 WWV	4,204	5,292	26
Total	15,377	16,456	7

Source: Welsh Government CfW Management Information

3.17 As Chart 3.10 illustrates, the number of P1 job entries increased in the two years before the COVID-19 pandemic (April 2018-March 2019 and April 2019-February 2020) before falling back (from the peak in April 2019-February 2020), in the period after the pandemic restrictions were eased (April 2021-March 2022 and April 2022-March 2023).¹⁸ In contrast, the number of job entries remained fairly stable in the two years before the COVID-19 pandemic, before increasing in the period following the easing of restrictions (April 2021-March 2022) and then falling back in the final year (April 2022-March 2023).

¹⁸ The first national lockdown was introduced in March 2020, were eased in the summer of 2020, before local restrictions were reintroduced in autumn 2020, followed by a Wales wide lockdown in the winter of 2020, and easing in the rules from Spring 2021 onwards (Senedd Research, 2022a). Some restrictions were reimposed in December 2021 but were relaxed from January 2022 onwards (Senedd Research, 2023).

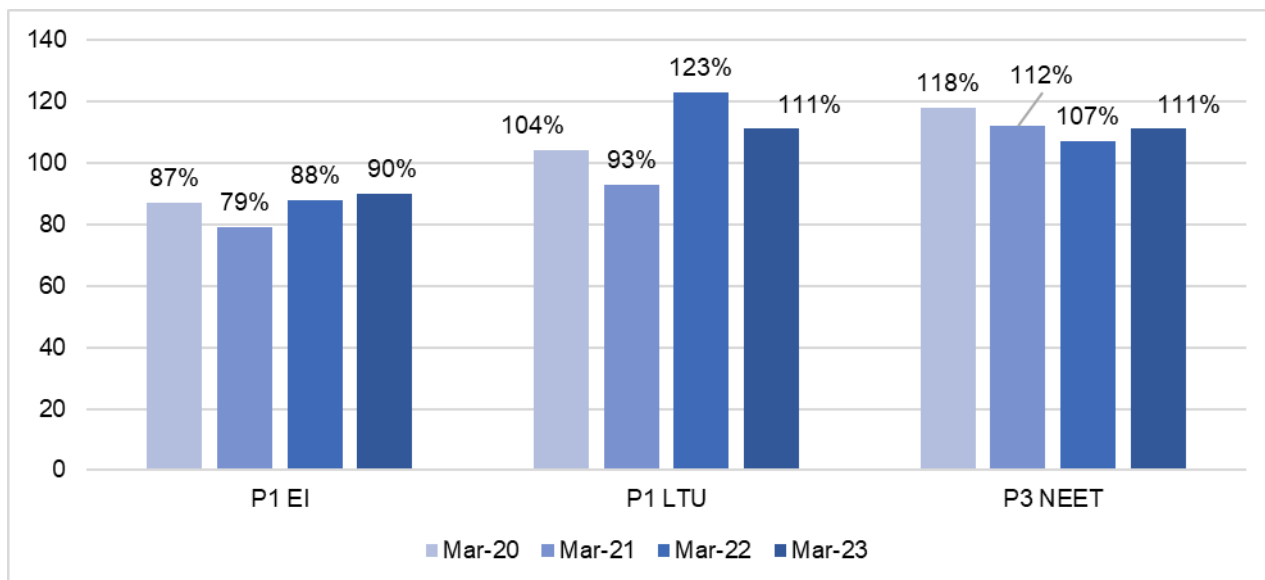
Chart 3.10. The number of CfW job entries in April 2018 - March 2023



Source: Welsh Government CfW Management Information

3.18 By the end of March 2023 CfW had supported 16,933 people to enter work and as Chart 3.11 illustrates, despite more demanding targets, and the challenges created by the COVID-19 pandemic, performance against job entry targets for LTU P1 participants and P3 participants has been very strong, with both standing at 111 per cent of target in March 2023. In contrast, programme performance against job entry targets for EI P1 participants while fairly good, was weaker, at 90 per cent of the target overall in March 2023.

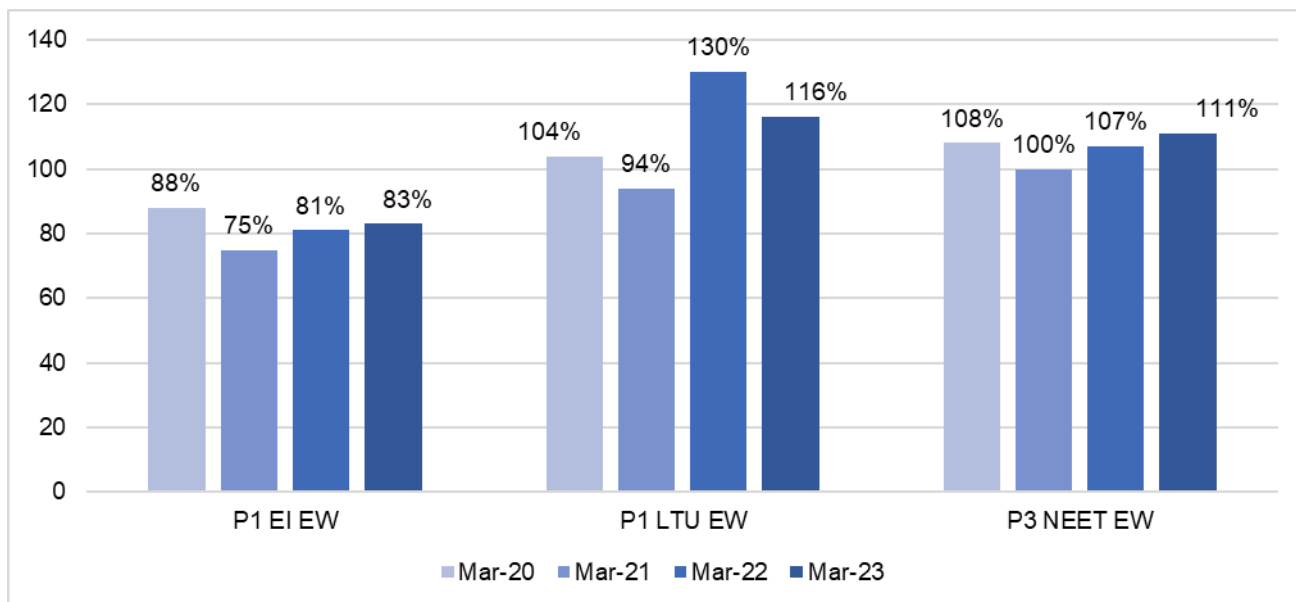
Chart 3.11. CfW cumulative programme performance against job entry targets for economically inactive and long term unemployed participants (P1) and young people who are NEET (P3), March 2020- March 2023



Source: Welsh Government CfW Management Information

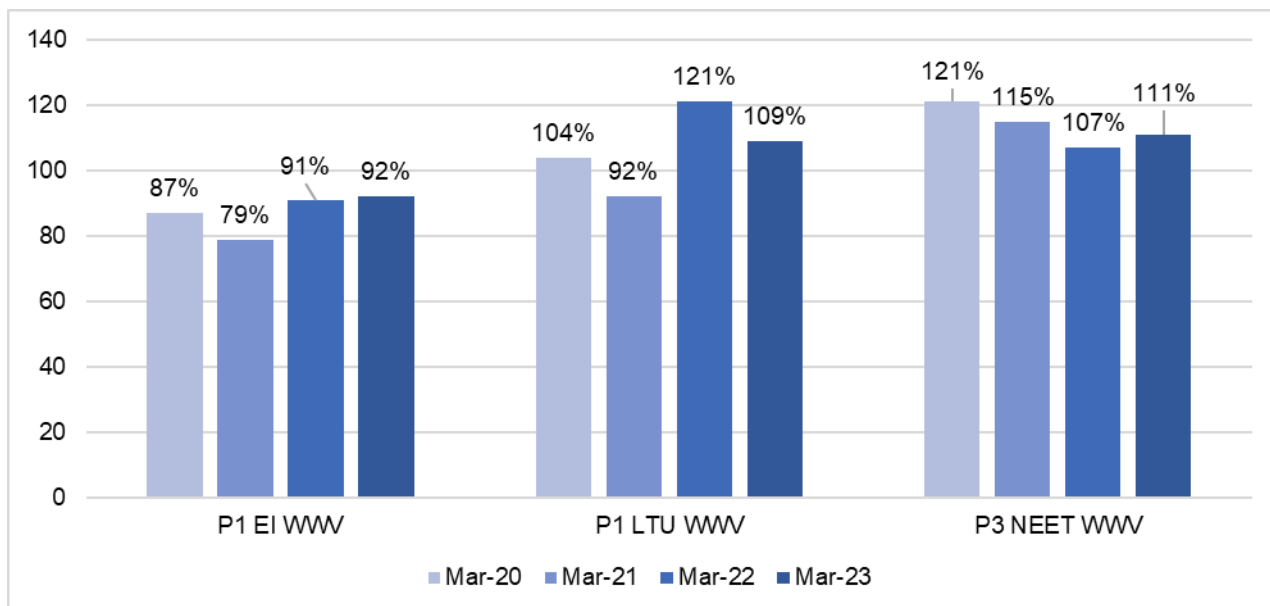
3.19 As Chart 3.12 illustrates, in relative terms, CfW performance in both East and West Wales and the Valleys has been broadly comparable, albeit with the stronger performance in relation to LTU P1 participants in East Wales and stronger performance in relation to EI P 1 participants in West Wales and the Valleys.

Chart 3.12. CfW performance against job entry targets for economically inactive and long term unemployed participants (P1) and young people who are NEET (P3), in East Wales, March 2020- March 2023



Source: Welsh Government CfW Management Information

Chart 3.13. CfW performance against job entry targets for economically inactive and long term unemployed participants (P1) and young people who are NEET (P3), in West Wales and the Valleys, March 2020- March 2023

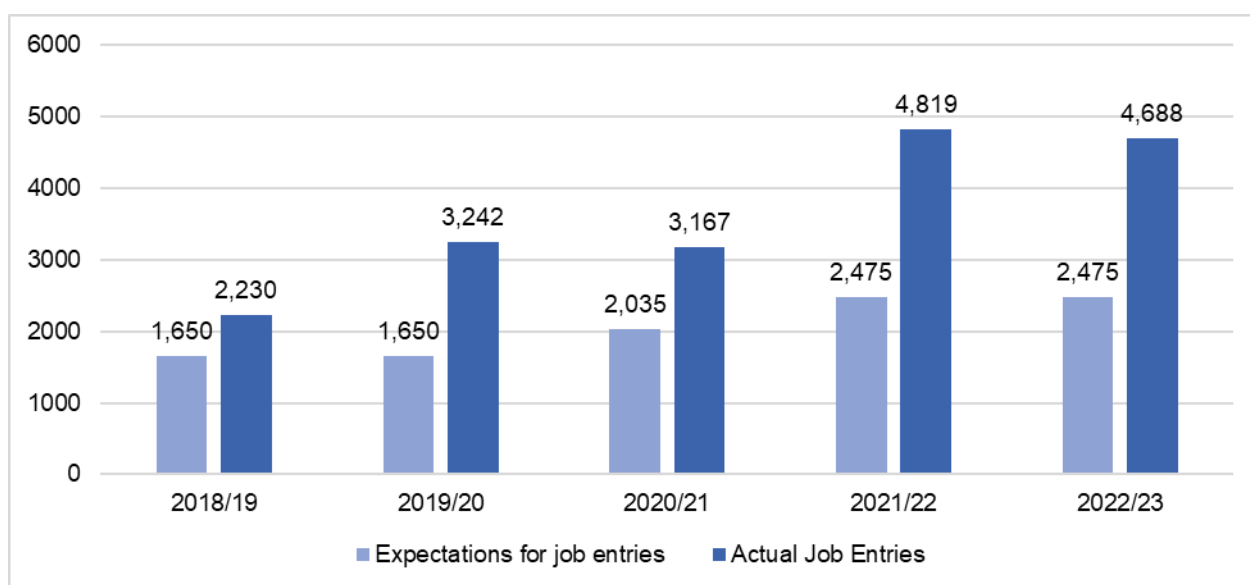


Source: Welsh Government CfW Management Information

CfW+ performance: job outcomes

- 3.20 By March 2023, CfW+ had supported 18,146 participants into work. As outlined in Chart 3.14, CfW+ continued to perform strongly even in the face of the challenges the COVID-19 pandemic posed, and the programme continues to exceed expectations. Like CfW, the ratio of CfW+ engagements to job entries (2.3:1 over the four years of the programme (2018/19-2021/22¹⁹) has been lower than expected (it was expected to be 3 - 4:1) and very similar to CfW (2.2:1).
- 3.21 In assessing performance, as with the analysis of CfW+ engagements, expectations for job entries have been raised in line with the increase in funding for CfW+ in 2020/21, 2021/22 and 2022/23.

Chart 3.14. CfW+ job entries: Welsh Government expectations and actual performance, April 2018 – March 2023



Source: Welsh Government CfW+ Management Information

CfW alternative outcomes

- 3.22 As Table 3.5. illustrates, CfW fell somewhat short of its targets for alternative primary outcomes. For P1 participants who did not enter employment, the alternative primary outcomes were: entering education/training or job search or

¹⁹ If the first year of the programme, when job entries were low is excluded (on the basis that there is likely to be a lag between engagement and job entries), the ratio falls to 2:1, with fewer engagements needed for each job entry (this covers the period 2019/20, 2020/21 and 2021/22).

gaining work related certification or qualifications. For P3 participants who did not enter employment, the alternative primary outcome was entering education or training. It is likely that CfW fell somewhat short of these targets for alternative outcomes, in part at least, because of the success of the programme in converting engagements into job entries (which were effectively 'substituted' for these alternative outcomes).

Table 3.5. Alternative outcomes for CfW participants upon leaving, May 2015 - March 2023

Outcome upon leaving	EW P1 Target	EW P1 Actual	WWV P1 Target	WWV P1 Actual	EW P3 Target	EW P3 Actual	WWV P3 Target	WWV P3 Actual
Job Search ²⁰	533	258	1,588	1,207	-	94	-	480
Entering education/training	-	110	-	119	169	221	246	457
Qualification gained	-	384	-	1327	-	294	-	1,069
Work relevant certification	-	1,052	-	3,882	-	542	-	2,269
Qualification and certification	1,926	1,436	5,713	5,209	-	836	-	3,538

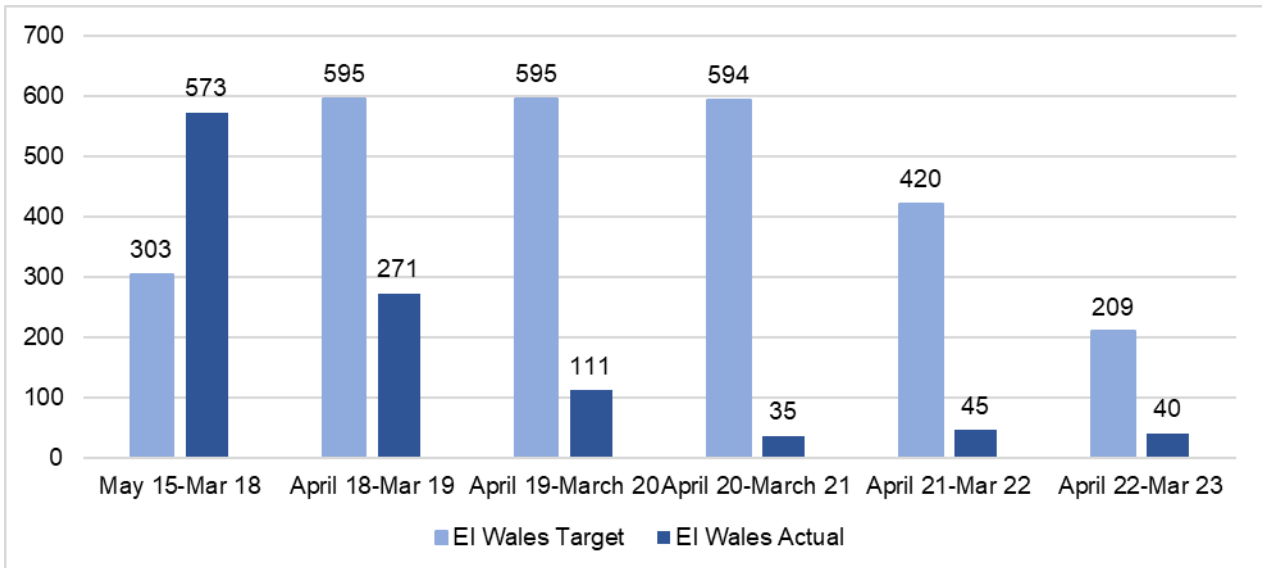
Source: Welsh Government CfW Management Information

3.23 As Charts 3.15 and 3.16 illustrate, in both East Wales and West Wales and the Valleys, the numbers of CfW participants completing a work experience or volunteering placement were much lower than anticipated. The COVID-19 pandemic was a factor, as so few work placement or volunteering opportunities were available during the period of the COVID-19 'lockdown', and there was reported by staff who were interviewed to be much less interest amongst

²⁰ This target only applied to EI participants.

participants in taking up those opportunities, particularly during this period. However, as charts 3.15 and 3.16 illustrate, the numbers, particularly the numbers of economically inactive participants completing a work placement or volunteering opportunity, fell in the period before the pandemic (2018-2019 and 2019-2020), and have remained very low since. This suggests that the COVID-19 pandemic was not the only reason, and that other factors also contributed to this decline in the numbers of participants completing a work placement or volunteering opportunity. In part this appears to be because many participants went directly into work, rather than completing volunteering or work placements first (Welsh Government, 2023a).

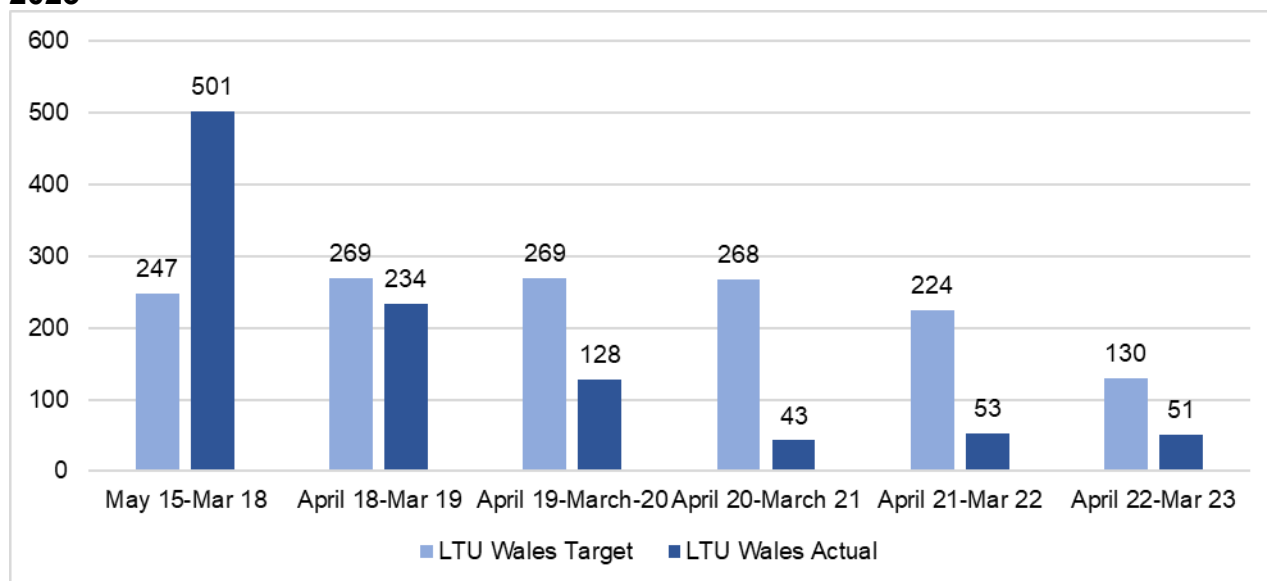
Chart 3.15. The numbers of economically inactive CfW participants²¹ completing a work experience or volunteering placement compared to targets, May 2015 - March 2023



Source: Welsh Government CfW Management Information

²¹ No targets were set for P3 participants.

Chart 3.16. The numbers of long term unemployed CfW participants²² completing a work experience or volunteering placement compared to targets, May 2015 – March 2023



Source: Welsh Government CfW Management Information

Local variation

3.24 The focus of this section is upon the overall performance of the two programmes, but it is important to note that there is a large variation in performance between areas and in some areas, between different teams in the same LA area. As Figure 3.1 illustrates, performance was:

- strong in West Wales (Ceredigion, Carmarthenshire and Swansea);
- generally strong in North Wales, although Wrexham struggled; and
- more mixed in south East Wales, although both Torfaen and Rhondda Cynon Taf performed strongly, and most of the region performed well in relation to job entries.

3.25 Qualitative research suggests that local factors may help explain differences in the relative performance (against targets) of different teams. These include:

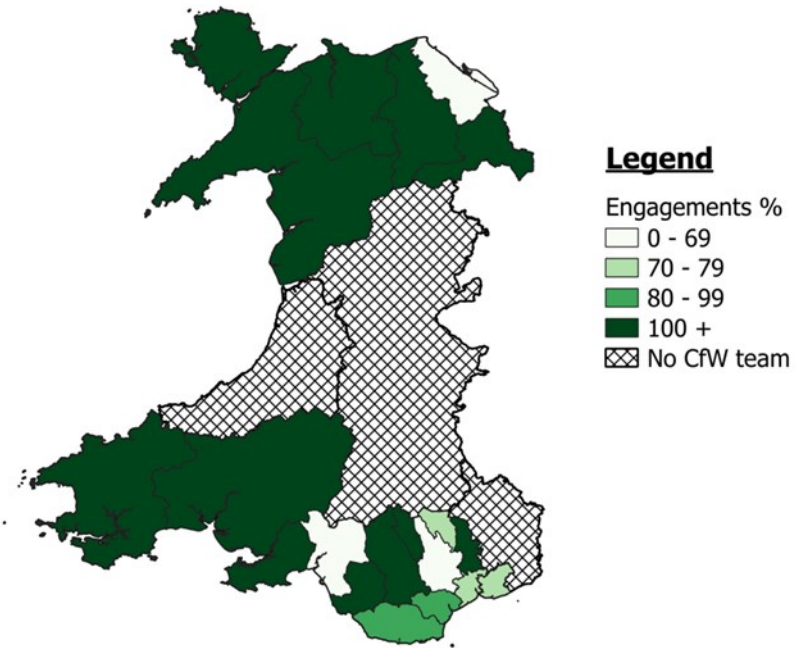
²² No targets were set for P3 participants.

- differences in co-ordination between different employment support services (which may be easier where demand is more closely matched to capacity) discussed in the Process Evaluation report (Welsh Government, 2023a); and
- differences in the size and profile of the population teams cover (as population density and the total size of the population are both likely to shape how easy or hard it is to engage people) (Welsh Government, 2023a).

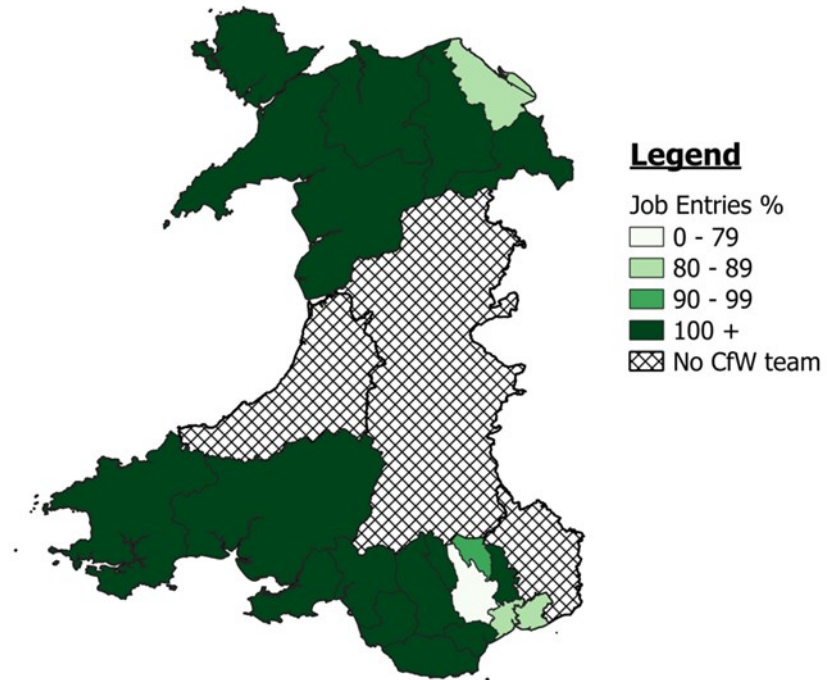
3.26 Neither factor appears to be determinative though. For example, counties in west Wales with a relatively low population density and small total population exceeded their targets, while counties like Newport, with relatively high population density and large total population struggled. Similarly, Bridgend, an area reported by programme managers to have strong integration of employment support services, struggled in terms of engagements.

Figure 3.1. Performance against engagement and job entry targets by LA delivery area (May 2015-March 2023)

Local Authority engagement performance CfW



Local Authority job entries performance CfW



Source: Welsh Government CfW Management Information

4. Contribution to Welsh Government equality objectives and wellbeing goals

Introduction

- 4.1 Tackling poverty and social exclusion, by helping people enter employment (or education or training) were central to the design and purpose of CfW and CfW+ (Welsh Government, 2023a) and as outlined in section 3, performance in terms of job entries was strong. Unemployment rates vary for different groups and the programmes' performance in engaging and supporting a diverse range of people (for example, in terms of age, gender, ethnicity, health and disability) to access employment opportunities (outlined in section 3; see also Welsh Government, 2024a) was also strong. This means they also make important direct contributions to a number of the Welsh Government's equality goals, such as 'elimination of inequality caused by poverty'; and its seven wellbeing goals, most notably, a 'more prosperous' and a 'more equal Wales' (Welsh Government, 2020a).

Cross Cutting Themes

- 4.2 The aim of the CCTs is to improve the quality, impact and the legacy of ESF funded programmes (like CfW) and to add value to the programmes as a whole. They require action in multiple areas and should be embedded within the design and delivery of programmes. There are three CCTs for Wales which apply to the CfW programme:
- Equal Opportunities, Gender Mainstreaming, and the Welsh language
 - Sustainable Development; and
 - Tackling Poverty and Social Exclusion.
- 4.3 As noted, tackling poverty and social exclusion and promoting equal opportunities were central to the design and purpose of CfW. As an ESF programme, CfW also identified a number of additional project level CCT indicators to provide further evidence of activity to support the CCT. Table 4.1 outlines the case level indicators agreed for each of the CCTs for CfW; activity reported by the programme for each; and evidence from the evaluation.

Table 4.1 Activity to address the CCT and evidence of its impact

Cross Cutting Themes (CCT)	Case Level Indicators	Activity reported by the programme	Additional activity or impact identified by the evaluation
<p>Equal Opportunities, Gender Mainstreaming and the Welsh language</p>	<p>Occupational segregation activity (non-traditional activity)</p>	<ul style="list-style-type: none"> • CfW advisers and mentors explore participants aspirations as part of diagnostic interviews, challenging preconceived perceptions regarding traditional employment roles and supporting participants to overcome barriers to employment in new fields. • By enabling ‘advisers/mentors unrestricted time with participants, it enables them to dig deeper into the psyche of the individual and provide alternatives to the stereotypical job goals that some participants think they can only apply for’. • The programme has ‘good news stories’ of female participants entering traditionally male orientated employment (e.g., HGV driving and plumbing) and similarly male participants 	<ul style="list-style-type: none"> • Interviews with participants confirmed that advisers and mentors explore participants aspirations, but suggests that advisors and mentors tend to focus more upon trying to align participants’ aspirations with their capabilities and local employment opportunities (which is considered good practice) rather than specifically considering non-traditional roles. Therefore, the focus is more upon employment per se, rather than employment in non-traditional roles. • When interviewed, staff tended to describe treating everyone equally, and therefore supporting people

		entering traditionally female oriented employment opportunities, (nursing, care etc.).	<p>pursuing non-traditional roles, in the same way they supported someone pursuing traditional roles, rather than actively challenging gender segregation (Welsh Government, 2023a).</p> <ul style="list-style-type: none"> • However, interviews and survey data confirm that both male and female participants generally felt supported to overcome barriers to realising their aspirations (Welsh Government, 2024a)
	Childcare provision	<ul style="list-style-type: none"> • CfW uses 'better off calculations' to help participants understand the potential financial gains of entering employment (these include childcare costs), helping motivate participants. 	<ul style="list-style-type: none"> • Around a third of CfW participants report childcare or care responsibilities and there are examples of cases where the programme helped participants overcome childcare related barriers.²³

²³ This included information and advice and the use of the Barriers Fund. Further examples are outlined in the Participant Characteristics and Experiences report (Welsh Government, 2024a)

		<ul style="list-style-type: none"> • The Barriers Fund can be used to support childcare while a participant is undertaking training, voluntary work or work experience. • Advisors or mentors provide advice on financial support such as tax credits. 	<p>However, overall the take up of childcare care support was low²⁴, and lower than the proportion reporting caring responsibilities as a barrier (although this would include, for example, some caring for adults). (Welsh Government, 2024a).</p> <ul style="list-style-type: none"> • Childcare can be a key barrier, but can be difficult to overcome. While participants reported receiving better off calculations and advice on financial support, childcare is often expensive (for both individuals and programmes, limiting the scope to use the Barriers Fund to address this) and can be difficult to access.
--	--	--	--

²⁴ As outlined in the Participant Characteristics and Experiences report (Welsh Government 2024a) while that the cost of childcare was a barrier before joining the programme, only 14% of CfW and 7% of CfW+ participants who were surveyed reported being supported by 'Organising affordable, or sourcing money to pay for, childcare'. Although by entering employment some may have been able to pay for childcare without the support of the programme, 16% of CfW and 5% of CfW+ participants reported that at the time of the survey (i.e. after receiving support from the programme) that 'not being able to afford childcare' was still a barrier for them.

			<p>Moreover, affordability and access are often not the only barriers participants face (ibid).</p> <ul style="list-style-type: none"> As outlined in the participants' characteristics and experiences report (Welsh Government, 2024a) the proportion of women entering employment was lower than the proportion of men. It is not clear why this was the case, although it may reflect the much higher proportion of women who reported childcare or care responsibilities as a barrier, and the difficulties, outlined above, in overcoming this.
	<p>Positive action measure – disabled people</p>	<ul style="list-style-type: none"> CfW aims to proactively engage with people living within the Communities First Clusters who are 'furthest away from the labour market', including disabled people. 	<ul style="list-style-type: none"> Examples were given of awareness raising and training, which was reported to have helped increase staff

		<ul style="list-style-type: none"> • Where available / appropriate, CfW liaises with specialist organisations such as Access to Work in order to overcome any work place barriers. 	<p>confidence in supporting disabled people.²⁵</p> <ul style="list-style-type: none"> • The proportion of disabled CfW participants (7%) is lower than the rate for Wales (estimated to be 22%). • However, disabled participants interviewed for the study reported positive experiences and overall, almost a third of disabled CfW participants entered employment (Welsh Government, 2024a). • Moreover, when asked about the support from CfW the responses of participants who were surveyed who identified that they had a long term illness, health problem or disability, were both very positive and very
--	--	---	---

²⁵ For example, the programmes made significant effort to share best practice in supporting disabled individuals, including establishing a network of disability leads in each delivery teams, and working with Disability Wales, to provide training on the Social Model of Disability to mentors and advisors. Further details are outlined in the [process evaluation and theory of change report](#) (Welsh Government, 2023a) and the Participant Characteristics and Experiences report (Welsh Government 2024a).

			similar to those who did not identify as having a long term illness, health problem or disability. Although overall, they reported fewer positive employability and personal outcomes (Welsh Government, 2024a).
	Action to support Black Asian and minority ethnic participants *	<ul style="list-style-type: none"> • A number of Communities First areas supported by CfW report having a higher proportion of Black, Asian and minority ethnic people than the rate for Wales. • CfW worked closely with Black, Asian and minority ethnic communities to overcome barriers to training or employment opportunities. • The programme offered an inclusive programme for all, including Black, Asian and minority ethnic people. 	<ul style="list-style-type: none"> • The proportion of CfW participants from Black, Asian and minority ethnic communities (7%) is higher than the rate for Wales as whole (5%) and half of these entered employment (a higher proportion than white British/Welsh/ English participants). • Black, Asian and minority ethnic participants interviewed for the study reported positive experiences.²⁶

²⁶ Unfortunately the sample of Black, Asian and minority ethnic CfW participants was too small to safely draw conclusions about their experiences of the programme, compared white Welsh, English, Scottish, Northern Irish or British CfW participants.

	<p>Support for the Welsh language</p>	<ul style="list-style-type: none"> • CfW staff complied with the Welsh Language Scheme, Welsh Language Act, and Welsh language guidance when delivering services. • Access to Welsh language provision was factored into service provider requirements. 	<ul style="list-style-type: none"> • CfW in all the areas included in the fieldwork reported that they offered participants the choice of using English or Welsh. This was confirmed by participants who were interviewed for the study. However, in the areas included in the fieldwork, English appeared to be the default language and this may have deterred people from expressing a preference for Welsh (Welsh Government, 2023a). Interviews with participants identified that some were not confident using their Welsh when engaging with public services as they lacked confidence in their own ability, were more used to using English, and/or were concerned the Welsh used would be too 'formal' (Welsh Government, 2024a). This may help
--	---------------------------------------	---	---

			explain why the numbers of participants choosing to engage through the medium of Welsh appears lower than would be expected (Welsh Government, 2023a).
Sustainable Development	-	<ul style="list-style-type: none"> • Sustainable development and environmental awareness good practice was promoted in the delivery of activities and integrated into awareness raising, education and training programmes. • Partners and providers are required to have sustainable development and environmental policies in place. 	<ul style="list-style-type: none"> • There was little evidence of awareness or activities to promote sustainable development (over and above existing organisational policies) amongst staff in the areas included in the fieldwork (Welsh Government, 2023a).
Tackling Poverty & Social Exclusion	Mentoring / advocacy activity Volunteering schemes	<ul style="list-style-type: none"> • CfW focused its delivery in the most deprived communities in Wales (former Communities First areas) and aimed to support those furthest from the labour market. 	<ul style="list-style-type: none"> • Tackling Poverty & Social Exclusion was at the core of the programme. As outlined in section 1, in the programme offered a range of

		<ul style="list-style-type: none"> • CfW brokered access to volunteering placements. 	<p>support and as outlined in section 3, large numbers of participants entered employment. The programme is therefore likely to have helped reduce poverty and social exclusion.</p> <ul style="list-style-type: none"> • The numbers of adults aged 25 and over taking up volunteering placements was much lower than anticipated. Whilst the impact of the COVID-19 pandemic was a factor the numbers have remained very low since restrictions were lifted. In part this appears to be because many participants went directly into work, rather than completing volunteering placements first (Welsh Government, 2023a).
CCT General	CCT staff training programme	<ul style="list-style-type: none"> • E-learning was not introduced, but the CfW team regularly emphasised and discussed the importance of case studies in highlighting CCT's 	<ul style="list-style-type: none"> • Staff mentioned training in areas like disability awareness, and sharing of good practice, but the championing of

	<p>introduced (training & e-learning)</p> <p>Developing / engaging CCT Champions</p>	<p>in real life scenarios and brought in an external training provider to deliver training sessions at conferences on how to best write up a case study to maximise the CCT in question. It was reported that WEFO provided very positive feedback on the case studies.</p> <ul style="list-style-type: none"> • There were not “CCT champions” as such, but each of the CfW programme account managers had an important role in promoting the CCTs in their areas. 	<p>other CCT such as challenging occupational segregation, did not feature prominently in interviews with staff (this does not mean that it did not happen, simply that it was not highlighted by staff who were interviewed).</p> <ul style="list-style-type: none"> • As noted above, there was activity that supported each of the CCT and in particular, a strong understanding of the programme’s role in tackling poverty and social exclusion and also in addressing inequalities linked to disability.
--	--	--	---

* Not listed as a case level indicator

5. Economic Evaluation (value for money)

5.1 This section outlines:

- CfW and CfW+ programme budgets and expenditure;
- cost for each participant engaged by each programme;
- cost for each job outcome for each programme; and
- costs for engagements and job outcomes for comparable employment support programmes.

5.2 Further details on the history and development of the programmes are outlined in the [Process evaluation and theory of change report](#) (Welsh Government, 2023a) and further detail on programme targets and performance are provided in section 3.

Programme budgets and expenditure

Total CfW programme expenditure compared to budget

5.3 As Table 5.1 outlines, the total budget for the four CfW operations over the period 2015-2023 was £111.5m, and this expenditure was in line with the budget .²⁷

Table 5.1. CfW funding and expenditure, May 2015-March 2023

	Total ESF funding (£)	Total WG Funding (£)	Total DWP Funding (£)	Total Operation Budget (£)	Total Operation Expenditure (Actual) (£)
Total	66,139,348	42,000,000	3,400,000	111,617,883	111,500,000

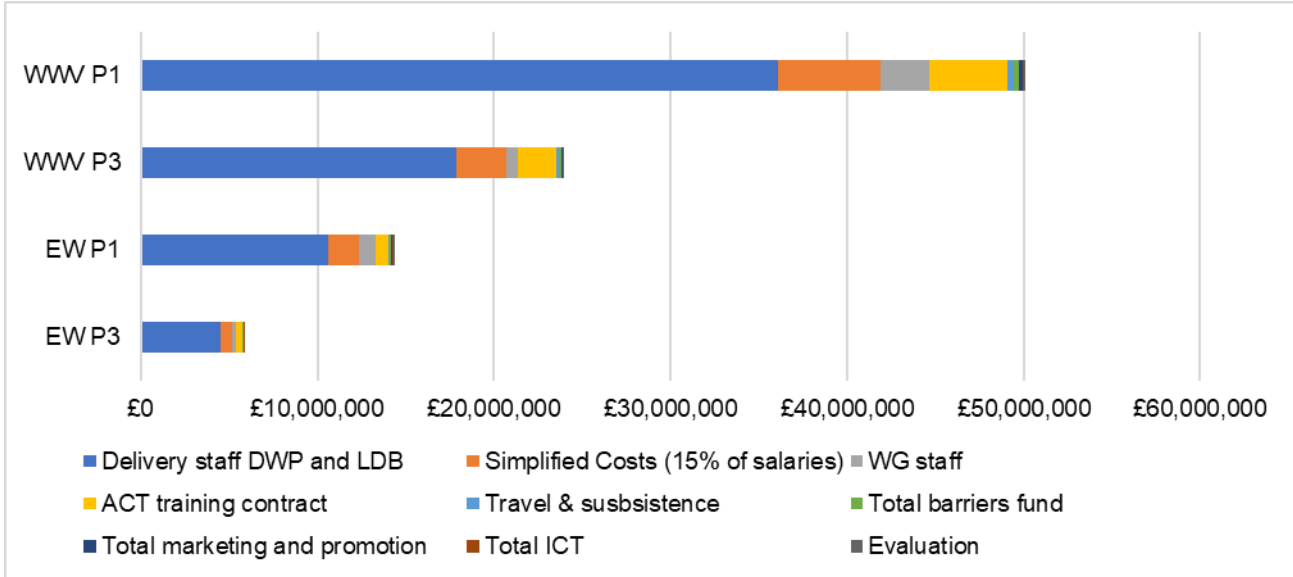
Source: Welsh Government CfW management information

5.4 As Figure 5.2 and Table 5.2 illustrate, the West Wales and Valleys operations were much larger than the East Wales operations and accounted for almost 80 per cent of the total expenditure. In each region the Priority 1 operations were larger than the Priority 3 operations. The spend across categories as a proportion of total spend was similar across all categories, with the exception of the ACT training contract,

²⁷ The programme was initially extended in 2019, 2022, increasing the total budget to £102,368,759 and then extended again to 2023, increasing the total budget to £111,617,883.

which accounted for five per cent of expenditure in East Wales and nine per cent of expenditure in West Wales and the Valleys.

Chart 5.1. Expenditure by operation, May 2015-December 2022²⁸



Source: Welsh Government CfW management information

²⁸ This analysis is based upon total expenditure totalling £94,203,965.

Table 5.2. Expenditure by operation, May 2015-December 2022²⁹

	Delivery staff DWP and LDB	Simplified costs (15% of salaries)	WG staff	ACT training contract	Travel & subsistence	Total Barriers Fund	Total marketing and promotion	Total ICT	Evaluation
EW P3	£4,486,000	£705,000	£229,000	£320,000	£41,000	£25,000	£23,000	£18,000	£0
EW P1	£10,602,000	£1,722,000	£944,000	£731,000	£100,000	£57,000	£102,000	£36,000	£36,000
WWV P3	£17,886,000	£2,789,000	£713,000	£2,143,000	£159,000	£122,000	£71,000	£44,000	£27,000
WWV P1	£36,095,000	£5,826,000	£2,764,000	£4,369,000	£379,000	£279,000	£245,000	£82,000	£33,000

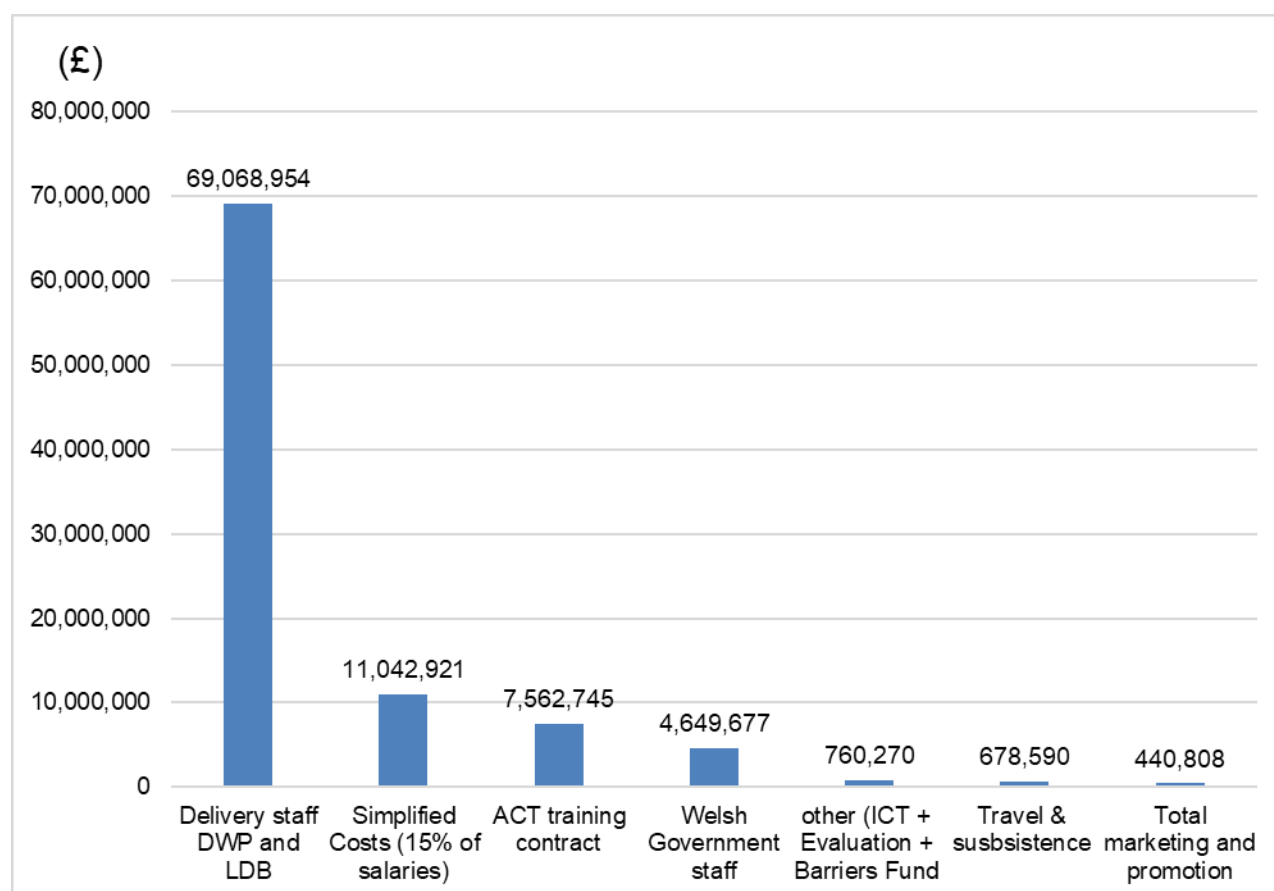
Source: Welsh Government CfW management information

²⁹ This analysis is based upon total expenditure totalling £94,203,965. To make the table easier to read costs are rounded to the nearest 1,000.

The composition of CfW spending

5.5 As Chart 5.2 illustrates, overall, staffing costs accounted for almost 90 per cent of the CfW budget (if delivery staff, Welsh Government staff and simplified costs³⁰ are considered). In comparison direct financial support for participants, such as the Barriers Fund³¹ and ACT training contract³², amounted to nine per cent of total expenditure.

Chart 5.2. Total expenditure, May 2015-December 2022³³



Source: Welsh Government CfW management information

³⁰ Simplified costs are costs based upon an agreed percentage – in this case 15 per cent of staffing costs – rather than the actual costs incurred. This would include for example, administrative and management expenses.

³¹ The purpose of the Barriers Fund is to enable participants to overcome the final barrier to employment such as meeting the costs of transport, childcare or suitable clothing or tools, where this cannot be met by other sources of funding.

³² The CfW programme includes a procured training model, with training delivered by ACT (the trading name of Associated Community Training Limited) who offer a menu of training options, which can (only) be accessed if there is no free alternative.

³³ This analysis is based upon total expenditure totalling £94,203,965. To make the graph easier to read costs are rounded to the nearest 1,000.

5.6 Staff costs are effectively a fixed cost for the programme (which do not change as the numbers of participants changes). Therefore, as outlined below, the lower than anticipated numbers of CfW engagements increased the cost per participant supported.

5.7 Although an equivalent breakdown is not available for CfW+ (as money is awarded to local delivery bodies, who were not required to provide a detailed breakdown of expenditure until 2022-23, in order to reduce the administrative costs), it is likely that the profile is similar. Staff costs are likely to be somewhat lower though, given the much slimmer management structure (Welsh Government, 2023a).

Total CfW+ programme expenditure

5.8 As Table 5.3 outlines, the total budget for CfW+ over the period 2018-2023 was £74.5m. Annual funding was increased from 2020-21 onwards in response to the expected increase in unemployment as a result of the COVID-19 pandemic and policy responses such as 'lockdown'. It was increased again in 2022-23 to support delivery of Welsh Government's Young Person's Guarantee.

Table 5.3. Funding for CfW+, April 2018 - March 2023

Year	Funding for CfW+	Increase (%) compared to the initial programme funding in 2018/19
2018-19	£11,587,805	0
2019-20	£11,587,805	0
2020-21	£14,330,693	24
2021-22	£17,473,771	51
2022-23	£19,557,904	69
Total	£74,537,978	-

Source: Welsh Government CfW+ management information

Cost per participant engaged

5.9 Tables 5.4 and 5.5 outline the cost for each participant engaged by the CfW and CfW+ programmes. It shows that the cost per participant for the CfW+ programme (£1,758) was almost 40 per cent lower than the cost per participant for CfW (£2,941). This reflects both the lower costs of CfW+ and its stronger performance, in terms of engagements. This is likely to mean the ratio of staff (which accounts for the bulk of costs) to participants was much higher than the ratio for CfW.

Table 5.4. Funding for CfW Priority one and Priority three, May 2015 - March 2023

Operation	Funding for CfW (£)	No. of engagements	Cost per engagement (£)
Total	111,500,000	37,917	2,941

Source: Welsh Government CfW management information

Table 5.5. Funding for CfW+, April 2018-March 2023

Year	Funding for CfW+ (£)	No. of engagements	Cost per engagement ³⁴ (£)
2018-19	11,587,805	7,958	1,456
2019-20	11,587,805	7,753	1,495
2020-21	14,330,693	7,169	1,999
2021-22	17,473,771	8,346	2,094
2022-23	19,557,904	11,164	1,752
Total	74,537,978	42,390	1,758

Source: Welsh Government CfW+ management information

5.10 As outlined in section 5 because the total numbers of participants engaged by the CfW programme were lower than expected, the cost for each engagement was

³⁴ An engagement is a person who has signed up to the programme and who meets the eligibility criteria for the programme.

higher than originally expected (Welsh Government, n.d. a, b)³⁵. This reflects a number of factors, most notably:

- the reprofiling of the CfW programme in 2019, which reduced targets for engagements of Priority 1 participants (long term unemployed or economically inactive people aged 25 and over); which was not offset by the increase in targets for engagements of Priority 3 participants (young people aged 16-24 who are not in employment, education or training). As outlined in section 3 this reprofiling reflected an assessment of what was realistic, given the historical performance of the programme, and what was acceptable from an overall programme perspective;
- the extension of the CfW programme to March 2023, as overall programme costs were increased (40 per cent) while the overall targets for engagements were cut (by 26 per cent)³⁶, again reflecting an assessment of both what was realistic and what was acceptable; and
- the difficulties the CfW programme had in recruiting economically inactive participants.

5.11 In contrast, because the total numbers of participants engaged by the CfW+ programme was higher than expected (Welsh Government, n.d. a, b), the cost of each engagement was lower than originally expected. Nevertheless, as Table 3.4 illustrates, the cost per participant has increased over the lifetime of the programme, because (like CfW) the percentage increase in programme costs as a result of the expansion of the programme was greater than the percentage increase in engagements.

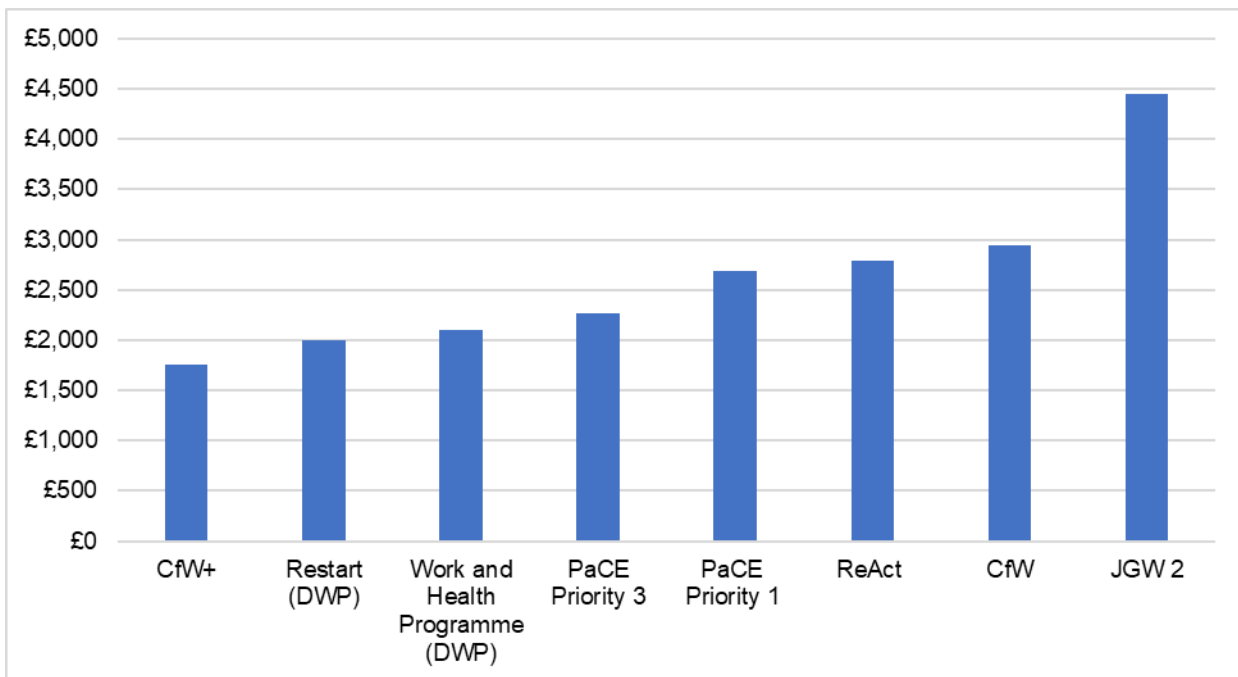
5.12 As Chart 5.3 illustrates, in comparison to other DWP programmes such as Restart (£2,000) and the Work and Health Programme (£2,100) the cost for each CfW engagement is considerably higher. Although it is comparable with programmes

³⁵ Cost per outcome is calculated by dividing the total cost by the number of engagements. Therefore, if the number of engagements is lower than expected the cost per engagement increases. Although the business cases identified a forecast cost per outcome, they did not include a cost per engagement.

³⁶ For example, for East Wales Priority 1, the budget was increased from £12.7m to £17.2m, while targets for the number of priority 1 engagements decreased from 10,259, to 5,775, a decrease of 44 per cent and for East Wales Priority 3, the budget increased from £4.8m to £6.9m, while the targets for the number of priority 3 engagements was increased from 2,565 to 2,939, a 15% increase.

such as ReAct (£2,795). In contrast, the cost for each CfW+ engagement is much lower. Care should be taken in making direct comparisons given differences between programmes, for example, in terms of the groups they targeted, their programme design, the context they operated in and the scale of intervention (Welsh Government, 2024a).

Chart 5.3. Cost per engagement: CfW, CfW+ and comparable programmes



Sources: Work and Health Programme and Restart (NAO, 2020)³⁷; PaCE (Welsh Government, 2023b); React (Welsh Government, 2021); Jobs Growth Wales 2 (Welsh Government, 2020a).

5.13 Some information on the costs of ESF employability projects in Northern Ireland was also identified. This suggested that costs of projects in the first Call were broadly comparable to the lower cost projects considered above (c. £1,750 for projects supporting unemployed and economically inactive adults and c. £2,500 for projects supporting young people who were NEET). However, the costs of projects under Call 2 were markedly lower (£716 for projects supporting unemployed and economically inactive adults and £2,091 for projects supporting young people who

³⁷ See Figure 11 (in the NAO report) for details of the cost of a range of DWP programmes.

were NEET) (DftE, 2020).³⁸ However, the lack of detail available on the projects make it difficult to judge how comparable they are.

Cost per job outcome

Comparison of anticipated and actual CfW cost per job outcome

- 5.14 The anticipated cost per job outcome (i.e., a participant 'entering employment including self-employment upon leaving') for CfW reflected the expected complexity, and therefore time it would take to support participants into employment (Welsh Government, n.d. a and b). The actual cost per job outcome, at £6,585, was very similar to that forecast (£6,476). Factors such as the strong performance and high conversion rate of engagements to job entries (discussed in section 3) helped offset the impact of the lower than anticipated number of engagements and additional costs associated with the extension of the programme.
- 5.15 As Table 5.6 and Chart 5.4 illustrate, the CfW+ cost for each job outcome are considerably lower than comparable programmes. It also illustrates that although considerably higher than CfW+, CfW's cost for each job entry is comparable to a number of programmes like the Future Jobs Fund (£6,500 per job outcome). As noted above, care should be taken in making direct comparisons given differences between programmes.

³⁸ It is not known why costs were lower, other than a reference to the call 2 projects' efficiency and effectiveness (DftE, 2020).

Table 5.6. Cost per job: CfW, CfW+ and comparable programmes (figures have been rounded up or down)

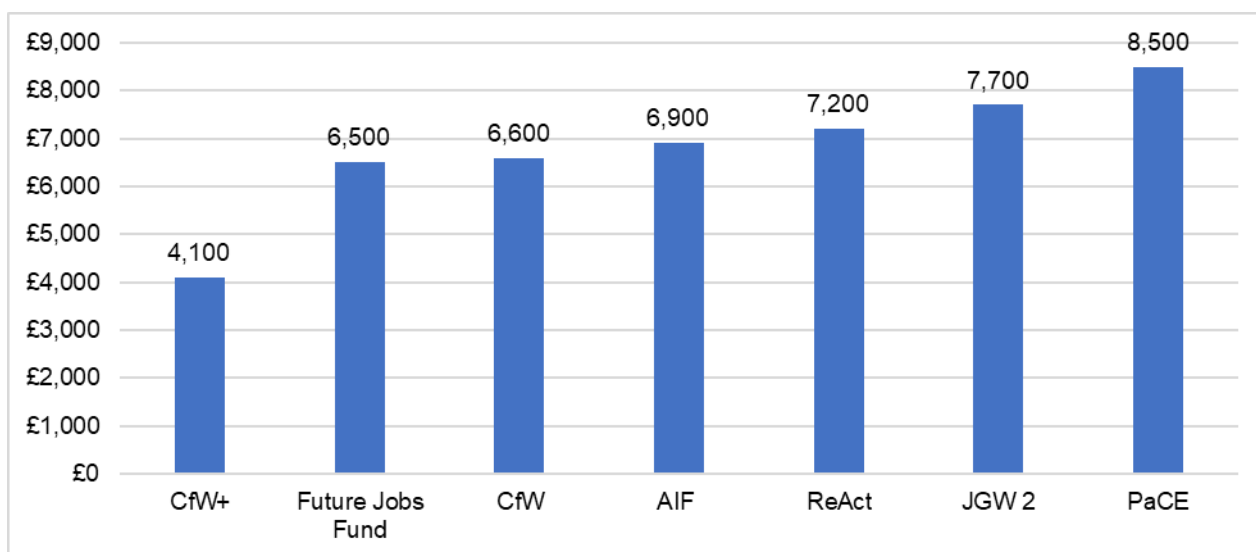
Project / programme	Cost per employment outcome (£)
Communities for Work+	4,100
Future Jobs Fund	6,500
Communities for Work	6,600
Active Inclusion Fund (AIF) East Wales and west Wales and the valleys, age 16-24 ³⁹	6,900
ReAct 1	7,200
Jobs Growth Wales 2	7,700
Parents and Childcare Employment (PaCE) ⁴⁰	8,500
OPUS	39,000

Sources: AIF (WCVA, 2022); Jobs Growth Wales 2 (Welsh Government, 2020a) PaCE (Welsh Government, 2023b); OPUS (ERS, 2020), Future Jobs Fund (Welsh Government, n.d.a); Lift (Welsh Government, 2018a; ReAct (Welsh Government, 2011).

³⁹ Note data was not published for those aged over 25. There was also a marked difference between the costs for East Wales (£5,784) and for West Wales and the Valleys operations (£7,123)

⁴⁰ This was anticipated to be a more costly programme due to the inclusion of funding for childcare costs.

Chart 5.4. Cost per job entry: CfW, CfW+ and comparable programmes, excluding OPUS⁴¹ (figures have been rounded up or down)



Sources: AIF (WCVA, 2022); Jobs Growth Wales 2 (Welsh Government, 2020c) PaCE (Welsh Government, 2023b); OPUS (ERS, 2020), Future Jobs Fund (Welsh Government, n.d.a); ReAct (Welsh Government, 2011).

Cost per ‘additional’ job entry

5.16 It is important to bear in mind that the degree of additionality⁴² associated with employment support programmes can be modest, as many of those supported by a programme are likely to have entered employment in the absence of support. This is explored in the [Counterfactual Impact Evaluation report](#) (Welsh Government, 2024b). This identifies that:

- among the unemployed, participation in CfW is associated with an improvement in employment outcomes of four percentage points, with 46 per cent of CfW participants being in employment at 12 months compared to 42 per cent among a matched sample; and
- among the economically inactive, participation in CfW is associated with an improvement in employment outcomes of 16 percentage points, with 31 per cent

⁴¹ OPUS was excluded as the much higher costs would have distorted the bar chart as it is such an outlier in terms of cost per job entry.

⁴² Additionality describes the extent to which something happens (in this case employment) as a result of an intervention, such as the programme, which would not have happened in the absence of the intervention.

of CfW participants being in employment at 12 months compared to 15 per cent among a matched sample (Welsh Government, 2024b).

- 5.17 As outlined in section 3 over the lifetime of the programme, CfW supported 16,933 participants to enter work. If we assume that the employment rate increases by 24 per cent as a result of participation in CfW, of these, 13,656 are likely to have entered work in the absence of the programme, and 3,227 are unlikely to have entered work in the absence of the programme.
- 5.18 As outlined in section 3, over the lifetime of the programme, CfW+ supported 18,146 participants to enter work. If we assume that the employment rate increases by 36 per cent as a result of participation in CfW+, of these, 13,343 are likely to have entered work in the absence of the programme, and 4,803 are unlikely to have entered work in the absence of the programme.
- 5.19 Table 5.7 outlines the estimated cost for each additional outcome for CfW and CfW+ based upon the estimates of additionality derived from the Counterfactual Impact Evaluation. It compares these to the cost per additional job for the PaCE programme, which unlike the other programmes considered, has a comparable impact evaluation to CfW and CfW+. Although as outlined above, PaCE was a more expensive programme, this was offset by the greater additionality associated with PaCE compared to CfW or CfW+.⁴³

⁴³ The evaluation estimates that participating in PaCE has led to a 26 per cent point increase in the proportion of Priority 1 participants and 30 per cent point increase in the proportion of Priority 3 participants progressing into work than would otherwise have done (p 60, Welsh Government, 2023b).

Table 5.7. Estimated cost per ‘additional’ job: CfW and CfW+

Programme	Cost per additional employment outcome (£)
PaCE Priority 3 (young people)	8,366
PaCE Priority 1 (adults aged 25+)	11,706
CfW+	15,519
CfW	34,552

Sources: Welsh Government CfW and CfW+ management information; PaCE (Welsh Government, 2023b).

The wider benefits of employment

5.20 Studies show there are a range of benefits to returning to work for individuals, the economy and society (PHE, 2017; Schneider et al 2010; Waddel and Burton, 2006). The impact of these benefits has financial implications. For example, the Public Health England (PHE) study (PHE, 2017) calculated the mental health benefits and consequently the financial savings of returning to work to the individual (i.e., the employment support programme participant), society⁴⁴ and exchequer⁴⁵. The details on the costs of, and type of, employment support reviewed in the report (Ibid.) are not published and hence cannot be used to directly compare with CfW or CfW+. Notwithstanding this, drawing upon findings from the report (Ibid.). Table 5.8 suggests that the financial benefits of CfW and CfW+ to individuals, society and exchequer are likely to be substantial.

⁴⁴ E.g., increase in income tax, increase in wages, reduction of housing benefit payments etc. (p.39, Ibid.)

⁴⁵ benefits to the national government, benefits to the local authority (excluding health and social care cost savings) and benefits to the health and care services. (p.39, Ibid.).

Table 5.8. Estimated net financial benefits of mental health benefits to the individual, society and the exchequer for CfW and CfW+ (based upon expenditure and outcomes for the period April 2015 to March 2023)

Programme	Unlikely to have entered work in the absence of the programme (No.)	Financial benefits per person returning to work		
		Individual (£3,500 per person)	Society (£23,100 per person)	Exchequer (£12,000 per person)
CfW	3,227	£11,294,500	£74,543,700	£38,724,000
CfW+	4,803	£16,810,500	£110,949,300	£57,636,000

Source: (PHE, 2017); Welsh Government CfW and CfW+ management information

6. Conclusions

CfW Programme performance

- 6.1 CfW engaged around 38,000 people over almost eight years.⁴⁶ Despite the challenges created by the pandemic, which effected both engagement and programme delivery (see Welsh Government, 2023a for details), performance over the lifetime of the programme against engagement targets for P3 has been stronger than expected (106 per cent of the target in March 2023) compared to the somewhat divided performance across P1 where engagements of economically inactive participants stood at 91 per cent and engagements of long term unemployed participants stood at 102 per cent of the target in March 2023.
- 6.2 CfW supported over two fifths of those engaged, 16,933 people, to enter work. Performance against job entry targets for long term unemployed P1 participants and P3 participants has been very strong, both standing 111 per cent of target in March 2023. In contrast, programme performance against job entry targets for economically inactive P1 participants while fairly respectable, was weaker, at 90 per cent of the target overall in March 2023.
- 6.3 It is not clear from the data gathered for this evaluation why engagements of economically inactive people were much lower than anticipated. There are many more economically inactive people in Wales (364,000 aged 16-64), than those who are unemployed (76,000 aged 16+) (Senedd Research, 2023b). Equally, because by definition economically inactive people are not actively looking from work, it is likely to be harder for an employment support programme to engage them, compared to people who are unemployed (and by definition, actively looking for work).⁴⁷ However, this is speculation, and as outlined in the Participant Profile and

⁴⁶ CfW was CfW was launched in May 2015 and by March 2023 the total number of P1 and P3 participants was 37,917.

⁴⁷ Economically inactive people are not eligible for to eligible for unemployment support such as Jobseekers Allowance (JSA) or Universal Credit (UC), although they may be eligible for other types of benefit such as Employment and Support Allowance. Some those claiming ESA will be in the 'work related activity group' as following a work related capability assessment it has been judged that although they cannot work now, they can prepare to work in the future. People in this group, who only make up around 7% of those claiming ESA (DWP, 2023), could be signposted to CfW and CfW+. The numbers likely to signposted by Jobcentre plus are therefore likely to be small, and the reliance upon Jobcentre plus as key referral pipeline may have contributed to the lower than expected numbers.

Experiences report (Welsh Government, 2024a) because the evaluation did not include research with people who were not engaged by the programme, much less is known about why they chose not to engage.

- 6.4 Data was collected from those who chose to engage with the programme and more is therefore known about their choices. It may be significant that a number of previously economically inactive people who were engaged by the programme (and interviewed) had experienced significant life events which helped trigger or led to their engagement. These included, for example, bereavements and the experiences of the pandemic, which led people to reassess what they wanted to do in life, and/or a decline in caring responsibilities (e.g. as children started school), which increased their opportunities. Importantly though, these were events over which the programme had no control or influence, but which the programme could help people who experienced them, act upon.

CfW+ Programme performance

- 6.5 CfW+ engaged over 42,000 people over a five-year period⁴⁸, and easily exceeded Welsh Government expectations, despite the impact of the pandemic. Like CfW, it has supported over two fifths of these, over 18,000 people, to enter work.

Programme performance compared to initial expectations

- 6.6 In considering the programmes' performance, which as outlined above has been strong, it is important to note that the initial expectations for each programme were somewhat different to what happened in practice. In particular, the number of P 1 participants, and particularly economically inactive participants engaged by CfW, was lower than anticipated, and the programme targets were reprofiled (meaning it supported fewer people than anticipated). However, the programme was markedly more effective than anticipated in converting engagements into job entries, so job outcomes were much stronger than originally anticipated. In contrast, CfW+ was expected to be a modest programme intended to (i) support CfW by helping backfill the infrastructure lost when Communities First closed and (ii) extend employment support to those not eligible for CfW. However, in terms of scale, CfW+ is now

⁴⁸ Funding for CfW+ funding) started in April 2018, but the time it took LAs to recruit staff, meant CfW+ did not become fully operational until November 2018.

larger than CfW, and CfW+ teams have exceeded Welsh Government expectations, particularly in relation to job entries, but also in terms of engagement.

Contribution to Welsh Government equality objectives and wellbeing goals

- 6.7 The programmes' strong performance in engaging and supporting a diverse range of people (for example, in terms of age, gender, ethnicity, health and disability) to access employment opportunities, means both programmes have made important contributions to tackling poverty and social exclusion and promoting equal opportunities. However, while large numbers of people were supported, the proportions of people from some groups, most notably disabled people, was much lower than hoped, limiting the impact of the programmes. The proportion of women entering work was also lower than the proportion of men engaged by the CfW programme who entered work.

Additional action to address the Cross Cutting Themes

- 6.8 Tackling poverty and social exclusion and promoting equal opportunities were central to the design and purpose of CfW. The strongest evidence of additional activity in relation to the CCT case indicators was in relation to equal opportunities. CfW has engaged and supported a diverse range of participants. Performance in engaging and supporting participants from Black Asian and minority ethnic communities into employment has been particularly strong. There are a number of possible reasons for this; they include:

- the targeting of the programme and the geographical areas where CfW operated, which included large populations of Black Asian and minority ethnic people;
- the strong motivation to find employment amongst some groups of Black Asian and minority ethnic groups, most notably, economic migrants and some refugees⁴⁹; and
- additional activity undertaken by the programmes to engage people from Black Asian and minority ethnic communities.

⁴⁹ See e.g. JRF, 2013 and Welsh Government, 2020b for a further discussion of these issues.

- 6.9 Unfortunately, the data collected does not make it possible to judge how much is attributable to these or other factors.
- 6.10 The programme also supported large numbers of disabled people, and there was evidence of additional activity to support this, although the proportion of disabled participants on the programme remained markedly lower than the proportion of unemployed and economically inactive people in Wales who are disabled.
- 6.11 There was only limited evidence of activity to challenge occupational segregation.⁵⁰ Nevertheless, both programmes supported large numbers of men and women, many of whom felt the programme helped them achieve their aspirations. The programmes also had a bilingual offer, although fewer participants than might be expected to, chose to use the Welsh language.
- 6.12 There was also evidence of additional activity by CfW to support tackling poverty and social exclusion by actively supporting volunteering, although the numbers of participants taking up volunteering placements was lower than anticipated. In contrast, there was relatively little evidence of additional activity, over and above that of the policies of organisations delivering CfW, to support sustainable development.

Value for money

- 6.13 The programmes' value for money is assessed against the four criteria adopted by the National Audit Office to assess government spending: economy (spending less); efficiency (spending well); effectiveness (spending wisely) and equity (spending fairly). We consider each of these in turn.

Economy and efficiency

- 6.14 CfW expenditure was in line with the budget and the anticipated cost per job outcome was very similar to that forecast. CfW is also comparable to other employment support programmes when considering the outcomes achieved against expenditure. However, the cost for each engagement was higher than originally expected, as the number of engagements was lower than anticipated. In part this

⁵⁰ Occupational segregation describes how men and women choose, or are channelled into, different occupational roles or tasks, so that a disproportionate number of men or women occupy particular roles or undertake particular tasks.

was due to the impact of the COVID-19 pandemic which means that direct comparisons with the costs of other programmes which operated before the pandemic should be made with caution.

- 6.15 In comparison, CfW+ is considerably less costly than CfW, and both the anticipated cost per engagement and cost per job entry, were lower than expected and lower than many comparable programmes. Therefore, it was both economical and efficient.
- 6.16 The main differences in terms of the cost of the programmes were the slimmer management structure for CfW+ and an approach to procuring training that was felt by programme staff to be more economical⁵¹. CfW+ was also able to benefit from being able to ‘piggyback’ upon the model and structures developed by CfW (Welsh Government, 2023a).
- 6.17 Because most programme costs (for both CfW and CfW+) are fixed (and do not change as the number of participants supported change) efficiency was very dependent upon the numbers of participants engaged and supported into work. Working with larger numbers of participants, with fewer barriers, as CfW+ did, was a more efficient model.

Effectiveness

- 6.18 Both programmes were effective and achieved strong outcomes despite the challenges created by the COVID-19 pandemic (discussed in the process evaluation Welsh Government, 2023a). Although CfW supported fewer people than anticipated, it was more successful than anticipated in converting engagements into job outcomes, while CfW+ exceeded Welsh Government expectations in terms of engagements and job outcomes. In addition:
- the counterfactual impact evaluation (Welsh Government, 2024b) provides evidence of the impact of the programmes, in terms of additionality;

⁵¹ CfW+ training is commissioned locally while CfW adopts a centrally procured training model;

- the participant characteristics and experiences report outlines the transformative impact of the programmes upon some participants' experiences and lives (Welsh Government 2024a); and
- research illustrates the substantial financial value associated with entering employment for individuals, the economy and society.

Equity

- 6.19 Both programmes were made available and delivered to participants in a fair and equitable manner, in that they were designed to meet individual participant needs and tailored according to the level of service which participants required. Both programmes performed strongly in terms of supporting participants from diverse demographic backgrounds suggesting that their needs were accommodated effectively.
- 6.20 Considerations of equity also highlight that a direct comparison of value for money between the two programmes (and with other programmes) is somewhat unfair. In particular, CfW was more highly targeted upon participants with greater barriers who were likely to be more difficult to engage and likely to be more costly to support into work, compared to CfW+ participants. In this sense, CfW required more resources (and funding) to achieve the same level of outcomes as CfW+.

The programmes' value for money

- 6.21 In assessing the programmes' value for money, it is worth observing that the methodology adopted to evaluate CfW and CfW+ has been well-resourced and rigorous, and this is not always the case for evaluations of similar employability support programmes which have not, for instance, adopted any counterfactual analysis to assess the degree of additionality and programme impact. As such, it is likely that the greater level of transparency and scrutiny applied within the CfW and CfW+ evaluation will have generated a less favourable assessment of the programmes' value for money compared to those which have not been as stringently evaluated.
- 6.22 Although CfW was an expensive programme, given the focus of the Priority 1 operations upon long term unemployed and economically inactive people, who are

likely to be more costly to engage and support, it offers reasonable value for money, particularly in terms of job outcomes.

- 6.23 CfW+ is considerably less costly than other employment support programmes (including CfW) and offers very good value for money, when comparing the cost of outcomes achieved with other similar programmes. However, as noted, the programme was also less targeted at those furthest from the labour market, and this probably helps explain CfW+'s lower costs compared to CfW.
- 6.24 In assessing value for money, it is also important to consider the wider cost savings achieved for individuals, society, and the exchequer when a person who would have been unlikely to have entered work in the absence of the intervention does actually return to work, and these financial savings are not considered when looking at simple cost per engagement or job outcome for each programme. Had these individuals not secured work through the programme, a substantial additional financial burden would have been placed upon society and the public purse more generally.

Potential areas for future analysis

- 6.25 Future analysis could consider the optimal caseloads for staff that balances the numbers of people supported (as supporting more people will reduce the cost per participant supported) and the time needed to support each participant in flexible, person-centred ways (which is seen as important in supporting people to enter work). This could also consider how optimal caseloads may vary depending on the support needs of different groups of participants (as some participants may need or benefit from more support).
- 6.26 Future analysis could also consider whether additional expenditure on non-staff costs, such as the Barriers Fund or marketing, which currently only account for a very small proportion of total expenditure, could increase the numbers of people engaged and supported into work.⁵² Additional expenditure would obviously increase costs, and expenditure on areas like marketing would likely be a fixed cost,

⁵² There was frustration about the bureaucracy associated with accessing the CfW barriers Fund, which was felt to have limited its use, but less discussion of whether marketing budgets were too low or restrictive. This does not mean they were not, it just means that it did not emerge as a major themes in interviews (Welsh Government, 2023a).

at least until targets were hit⁵³, so the increased costs would need to be weighed against the potential to increase engagements and outcomes.

⁵³ If, for example, targets for engagements were met, further marketing could be suspended.

Reference section

Department for the Economy (2020) An Impact Evaluation of the Northern Ireland European Social Fund Programme, 2014-20. Department for the Economy website

ERS Research and Consultancy (2020) Evaluation of Opus, Final Report. Unpublished

Joseph Rowntree Foundation (2013) Poverty and Ethnicity in Wales. [Joseph Rowntree Foundation Website](#)

National Audit Office (2020) Employment support Department for Work & Pensions, [National Audit Office website](#)

Public Health England (2017) Movement Into Employment: Return on Investment Tool Estimation of benefits from moving an individual from unemployment into sustainable employment. Public Health England website

Senedd Research (2022) *Coronavirus timeline: the response in Wales*. [Senedd Research website](#)

Senedd Research (2023a) *Coronavirus timeline: the response in Wales*. [Senedd Research website](#)

Senedd Research (2023b) *Labour market July 2023 update* [Senedd Research website](#)

StatsWales (2023a) *Ethnicity by area and ethnic group*, [StatsWales Website](#)

StatsWales (2023b) *Population estimates by local authority and age* [StatsWales Website](#)

WCVA (2022) Active Inclusion Fund Evaluation Final Report: Executive Summary. [WCVA Website](#)

Welsh Government (n.d. a) Business Plan 2014-2020: Communities for Work, East Wales Priority 1

Welsh Government n.d. b), *Business Plan 2014-2020: Communities for Work, East Wales Priority 3*

Welsh Government (n.d. c) *CfW - Extension 2022 - Re-evaluation Business Plan Addendum - EWP1*

Welsh Government (n.d. d) *CfW - Extension 2022 - Re-evaluation Business Plan Addendum – EWP3*

Welsh Government (2011) *Evaluation of Redundancy Action (ReAct) Programme: Interim Report*, [Welsh Government website](#)

Welsh Government (2018) *Evaluation of the Lift Programme (Phase 3 and final evaluation)*, [Welsh Government website](#)

Welsh Government (2020a) *Strategic Equality Plan Equality Aims, Objectives & Actions 2020-2024* [Welsh Government Website](#)

Welsh Government (2020b) *Refugee Employment Skill and Support Study*, [Welsh Government Website](#)

Welsh Government (2020c) *Evaluation of Jobs Growth Wales 2015 to 2019*, [Welsh Government website](#)

Welsh Government (2021) *Welsh language in Wales (Census 2021)* [Welsh Government Website](#)

Welsh Government (2022) *Chief Statisticians update: data on the Welsh language* [Welsh Government Website](#)

Welsh Government (2023a) *Evaluation of Communities for Work and Communities for Work Plus: Stage 1 (process evaluation and theory of change)*, [Welsh Government Website](#)

Welsh Government (2023b) *Evaluation of PaCE: Evaluation of the Parents, Childcare and Employment (PaCE) Project: final summative evaluation*. [Welsh Government Website](#)

Welsh Government (2024a) *Evaluation of Communities for Work and Communities for Work Plus: Participant Experiences and Outcomes* [Welsh Government Website](#)

Welsh Government (2024b) *Evaluation of Communities for Work and Communities for Work Plus: Counterfactual Impact Evaluation* [Welsh Government Website](#)