

Evaluation of Want to Work

Final Report

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Executive Summary

Want to Work is a programme aimed at engaging increased numbers of economically inactive individuals, particularly those who traditionally do not engage with mainstream employment support programmes, with the primary aim of supporting more people back to work.¹ It operates in deprived wards across Wales and aims to identify and plug gaps in mainstream employment programmes, creating additional labour market support in community locations. Want to Work has a significant emphasis on community outreach, and operates in partnership with other local organisations within the communities it serves. Want to Work operated as a pilot scheme between September 2004 and March 2008. The current project, which started in 2008, is due to finish in 2015. Want to Work is supported by the Welsh Government and Jobcentre Plus and is funded through a mix of Priority 2 Objective 1 of the European Social Fund (ESF) Convergence Programme in West Wales and the Valleys, Priority 1 of the Regional Competitiveness and Employment Programme in East Wales, and match funding.

The evaluation is based primarily on analysis management information and a survey of customers who first received support in 2009, and four case study visits to different delivery locations conducted in 2011 and 2012.

Overall, the evaluation found that:

- 49% of Want to Work customers who received support in 2009 entered work of at least one hour either whilst receiving support, or within six months of finishing receiving support;
- Want to Work had a very strong impact on whether customers entered work;
- Want to Work customers who entered work were more likely to sustain work than similar people in a control group; and
- In addition to employment outcomes, customers reported a wide range of softer outcomes, such as improved skills and confidence.

Who receives Want to Work support?

Customers accessing Want to Work in 2009 were more likely to be male (55%) than female (45%)², and to be relatively young (41% were aged up to 30 when they started receiving support). Nine in ten (89%) considered themselves White British or White Welsh.

A third of customers (32%) had been out of work for up to six months. However, 27% had been out of work for over three years, including nine percent who had been out of

¹ Want to Work is formally two separate projects, funded through two different ESF funding streams. However, for this evaluation we have treated it as a single programme.

² However as of March 2013, the proportion of female customers over the life of Want to Work was 52% compared with 48% males.

work for 10 years or more. As well as having spent long periods of time out of the labour market, many customers had low-level skills. Over half of customers (56%) had qualifications below NQF Level 2 or no qualifications, with only 16% with qualifications higher than Level 2.

Whilst Want to Work is able to support all economically inactive people, three particular types of customers were apparent.

- The first, and largest of these were those with **disabilities or work-limiting health conditions**. In total, 43% of customers had one or both of these. The most common health problems were problems with the back or neck (28%), depression, bad nerves or anxiety (27%) and problems with the legs or feet (24%). Nearly three in ten suffered from more than one health problem. Customers with health conditions were more likely than those without to be men, and have been out of work for longer periods than those without health conditions.
- In addition, 22% of customers were **lone parents**. These customers were more likely to be women than men, and had also been out of work for longer periods of time compared to non-lone parents.
- Finally, 30% of **customers were not claiming benefits**. In the qualitative research it was noted that these customers were often the partners of JSA claimants or of working people. A higher proportion of these customers compared to all Want to Work customers were not White British or White Welsh (22% compared to 11%). Moreover, these customers were likely to have been out of work for shorter periods of time compared to other customers.

Engaging with Want to Work

A number of barriers customers faced to engaging with Want to Work were identified. These included:

- Suspicion of government programmes,
- Fears of coming off stable and guaranteed benefits, and
- Concerns about not being better off in work.

Those with health conditions were the most difficult to engage, despite the fact that they were a priority for the programme.

The evaluation found that Want to Work has worked innovatively and effectively to overcome these barriers and engage customers. A variety of approaches were taken. These included basing support within the communities they served and developing close relationships with a range of other organisations to build referral pathways. In addition, Personal Advisers dressed informally and treated initial contact with customers as “a chat” rather than “an interview.” PAs would emphasize that engagement was voluntary, and, whilst not hiding the fact that they were JCP staff, would not publicise it either.

However, outreach was more successful in some areas than others; in Rhondda and Cardiff provision appeared to be particularly well embedded within communities, whilst in

Pembrokeshire there was less outreach activity and PAs were based within local JCP offices.

Given that Want to Work supports a wide range of different types of customer, different approaches had been used to engage particular groups, including, those from BME groups, those claiming Incapacity Benefit and young people. As part of Jobcentre Plus, Want to Work had been able to use 'Midas Scans' to target IB claimants, although these had been less effective than hoped. Want to Work staff were therefore refining the ways they approached IB claimants identified through Midas Scans.

It was most common for customers to have heard about Want to Work from a third party (20%), JCP (19%) or word of mouth (17%). Younger customers were more likely to have heard about Want to Work through informal channels, such as word of mouth and dropping in, whilst older customers were more likely to have heard from formal channels, such as JCP or Pathways to Work.

Support Received from Want to Work

Want to Work provides support to customers directly, through Personal Advisers, and indirectly, through contracting services from other providers (such as training providers).

Customer opinions about personal advisers were extremely positive. Virtually all customers (97%) agreed that advisers were friendly and approachable, and most (86%) agreed that they had developed a good relationship with their PA. Similarly high proportions agreed that their PA was knowledgeable (89%), understood their needs as an individual (86%), and gave them the right support at the right time (85%).

The qualitative research strongly emphasized the high quality of services offered by Personal Advisers, with customers noting that the trusting relationship with their Personal Adviser helped them more openly discuss their barriers to work. Customers considered that PAs made them realise that they could look for work in professions that they had not previously considered, and helped them look for work in jobs that they wanted rather than looking for any type of work. They felt that PAs had found the right balance in pushing them to make progress in their search for work, whilst also not pushing them too fast.

Fewer than half of customers (45%) recalled having made a 'Back to Work' plan. However those who made them valued them, as they helped to set out their milestones and objectives and to make a clear pathway back into work. PAs reported completing more formal Back to Work Plans with those who were closer to the labour market, but were less likely to complete them for those who they considered may be intimidated by formal plans at an early stage in their search for work.

As well as support received directly from their Personal Adviser whilst looking for work, customers had received a range of other support. A third (34%) had started training. **Opinions on the training that customers had undertaken were extremely positive**, with high proportions agreeing that the training: was in a subject they were interested in (97%); took place at a convenient time (95%) and in a convenient location (88%); was relevant to employment they wanted (93%) and was good quality (93%).

In addition, 18% of customers had accessed other government services, such as Pathways to Work or Access to Work, through Want to Work, 15% had started volunteering or a work placement, and 14% had attended group sessions, for example, to boost confidence. In total, just over a third of customers (37%) only received support from their Personal Adviser.

Delivering Want to Work

Building partnerships with local organisations was of fundamental importance for Want to Work, as it both created referral pathways into the programme and developed links with services that Want to Work Personal Advisers could refer customers onto. Partnerships had successfully been developed with a large range of different types of organisation, including with organisations not traditionally involved with employment services, such as Sure Start and the National Exercise Referral Scheme. Staff working at partner organisations were very complementary when discussing their experiences of working with Want to Work staff.

Building partnerships with health services was seen as very important, given that so many Want to Work customers had health conditions. In Sandfields excellent links had been built with local GP surgeries (resulting in 621 referrals), but this had not been possible to the same degree in other areas. In Sandfields, a dedicated Personal Adviser acted as a liaison with health services, and this had been key in engaging GPs. Links with other ESF funded programmes were generally smooth, and there was some coordination between them in all case study areas. However, some Personal Advisers thought that they could not refer customers to ESF projects, and relationships were less close than they had been in the past.

The effects of the Work Programme were being felt when fieldwork was carried out. When customers became eligible for the Work Programme they had to stop receiving Want to Work support. This meant that the rapport and understanding developed between a PA and a customer would be lost. It took considerable effort in some areas to accurately ascertain when customers would be mandated to the Work Programme, and this limited the amount of support that these customers could be given. In Sandfields, staff were working with JCP to initiate a manual flag system to identify which customers would soon cease to be eligible for support.

Personal Advisers often saw their role as more than just providing employment support, but providing holistic support that aimed to tackle all the problems that might affect customers' ability to enter work. They tended to say there was no such thing as a typical customer journey, but that support would be entirely tailored to the needs of customers, something which customers also noted. There was relatively little demand for in-work support, although it was offered to customers.

Discretionary funding was seen as an important tool for PAs, particularly because they had greater flexibility to use funds than other JCP advisers. Nevertheless, they noted that they were careful in how they used discretionary funding, so that customers did not take advantage. One frustration that Want to Work staff noted was that they **sometimes struggled to procure services through the Low Value Procurement process**. There had been cases when a particular supplier was requested, but a different

supplier was selected which cost less, but was less appropriate. It was suggested that a framework of approved training providers would be a way of ensuring that appropriate training was available and reducing the administrative burden on the programme.

Engagement with employers was often left to individual Personal Advisers, and as a result different approaches were evident. Some PAs relied on more official channels to engage employers, such as Work Trials, whilst others more proactively developed their own relationships with local employers. In Rhondda, a close relationship with the local NHS had been effective in supporting a number of customers into work.

Want to Work was originally only able to support people living in certain wards, but now can support certain customers outside of these target wards. This has meant that the same number of PAs had to cover a wider area. **Some customers considered that Want to Work had become less accessible than it had been previously.**

Staff suggested a number of aspects of Want to Work that they considered successful:

- Being based within the communities they served;
- The service they offered was holistic, informal and flexible;
- The team of Personal Advisers were from a variety of different backgrounds (some seconded to Want to Work), and worked very well together;
- The close partnerships with local organisations they had been able to build over up to seven years; and
- The commitment of personal advisers to their job.

Want to Work staff had made proactive efforts to contribute to the cross cutting themes of environmental sustainability and equal opportunities, and had been successful in both of these areas.

Soft outcomes

Want to Work customers had achieved a variety of soft outcomes as a result of engaging with the programme.

Between 65% and 70% of customers agreed that:

- Their motivation to find work increased;
- They had a better idea of their career aims;
- Their confidence they can find work had increased;
- Their confidence they can do a good job in the workplace had increased; and
- Their self-esteem had increased.

The most common soft outcomes customers reported were that the support had made them feel better about themselves generally (75%) and feeling that they had more opportunities (78%). In addition, customers reported developing a range of skills, with nearly six in ten (58%) reporting better job search skills and 55% reporting better communication skills. The skills that had improved the least were literacy, IT and

numeracy skills (with between 24% and 29% of customers reporting skills increases in these areas).

Certain groups were more likely than others to have achieved soft outcomes:

- Women were more likely than men to have achieved soft outcomes;
- Carers and lone parents were more likely than non-carers and non-lone parents;
- Those without a work limiting health condition (WLHC) or disability were more likely than those with one;
- Those with lower level qualifications were more likely than those with higher level qualifications; and
- Those who had entered work were more likely than those who had not.

Most customers with health conditions (77%) reported that the support they received through Want to Work had not affected their health condition. Those with mental health problems, however, were more likely than other customers to report improvements in their health as a result of Want to Work. Similarly, those with mental health problems (28%) were more likely than those with other health conditions (18%) to report that they were better able to manage their health as a result of Want to Work.

Employment Outcomes

In total, **49% of Want to Work customers who received support in 2009 entered work of at least one hour either whilst receiving support, or within six months of finishing receiving support** (including seven percent who entered self-employment). Examination of a control group of Labour Force Survey respondents who were economically inactive but seeking work (selected using 'propensity score matching') found that **Want to Work had a very strong impact on whether customers entered work**. Analysis suggested that between 9% and 13% of similar people in the control group found work within a similar period. However, it should be noted that unobserved differences between Want to Work customers and the control group (such as differing levels of motivation and effort to find work) may explain part of this gap in likelihoods of entering work between the control group and Want to Work customers.³

Certain types of customers were more likely to enter work than others:

- Those without health conditions;
- Those with higher level qualifications;
- Those not claiming any benefits; and
- Those who had been out of work for shorter periods of time.

³ For example, the control group were economically inactive and said they were seeking work, but the intensity of their job search was unknown – see chapter 7 for more discussion on this point.

Seven percent of all customers entered self-employment. Personal Advisers made sure that customers were serious about entering self-employment, by ensuring they were able to produce a workable business plan before offering the financial assistance often required to enter self-employment. Moreover, Personal Advisers would discourage those for whom self-employment was not appropriate. On the other hand, self-employment was seen as particularly appropriate for some customers, such as those with health conditions and lone parents, as it allowed them to fit work around their other responsibilities/their health condition.

The work that Want to Work customers found tended to be low skilled and low paid. In total, 25% were working in elementary occupations, with 17% in personal service occupations and 16% in sales and customer service roles. Fifty-nine percent of customers were earning less than £10,000 a year. As well as being related to the low-skilled work being undertaken, this is linked to the fact that nearly half (49%) were working in mini-jobs or part time. A smaller proportion of Want to Work customers were working full time than in the labour force in Wales as a whole.

In total, **41% of customers who had entered work could be said to have progressed in work.** This includes 18% who got a pay rise at their first employer, 16% who entered new work with higher pay, seven percent who reported receiving a promotion and 19% who considered their latest job better than the first they got after starting with Want to Work.

Four in five Want to Work customers who entered work sustained it for ten months out of the next year. Those who were self-employed were more likely to sustain work than those who entered employment. Impact analysis suggested that Want to Work customers were more likely to sustain work than a control group of similar people from the Labour Force Survey (80% of Want to Work customers, compared to 62% of the control group). A similar proportion of JCP Pathways to Work customers who entered work sustained it for a ten months.

Satisfaction with Want to Work

Customer satisfaction with Want to Work was high. In total, 80% of customers were satisfied with Want to Work as a whole, and 57% were very satisfied. The high proportion of customers being very satisfied with Want to Work was particularly notable. In addition 84% of customers either already had or were likely to recommend Want to Work to people in a similar situation as them.

Satisfaction with the individual elements of the Want to Work service were all higher than satisfaction with the programme as a whole. For example, 90% of customers were satisfied with training undertaken through Want to Work, and 86% were satisfied with their Personal Adviser. It is possible that this reflects the high expectations that many had of the programme; if a customer failed to get a job they were less likely to be satisfied with the programme as a whole, but they were nevertheless satisfied with the individual elements of support they received.

Customers suggested a variety of different things that they considered the best part of Want to Work, but Personal Advisers were mentioned most often (by 26% of

respondents). Others said it was the fact that the programme boosted their horizons and/or boosted their confidence (11%) or that it was approachable and non-threatening.

When asked what Want to Work could do better in the future, customers did not identify areas where services were not being offered effectively, but suggested that the eligibility of the programme should be widened, that more advertising should be undertaken, or that customers should be able to start training before their third meeting.

Measuring local area effects of Want to Work

Overall, the local area analysis has shown only small differences changes in inactive benefit claims in the Want to Work wards compared to a comparison group of similar wards in England, and Wales and Great Britain as a whole. This may be because our analysis, by looking at changes in inactive benefit claims, cannot take into account Want to Work customers who were not claiming benefits (about a third) or those who moved into mini-jobs (14% of job outcomes).

Although differences were small, Want to Work wards performed a little better compared to the comparison wards. The Want to Work wards performed a little better than comparison group in terms of:

- The total number of inactive benefit claims; and
- The number of ESA/IB claims and Carer's Allowance claims.

Compared to the comparison group, Want to Work wards performed the same in terms of the number of workless households with children, whilst the comparison group performed better than the Want to Work wards in terms of the number of Income Support claims from lone parents.

Recommendations

We recommend that:

- **Continued efforts should be made to engage GPs.** This should draw on the experience in Sandfields, where a dedicated Personal Adviser took the lead in contacting practices, making presentations to GPs/ health professionals, and ensuring regular contact.
- Want to Work should continue to work with DWP to speed up the approval of **low value procurement** requests, and ensuring that the most appropriate training is procured. One option could be to tender for a framework of local providers to deliver training services to Want to Work .
- Want to Work should review whether there are any further ways to **improve the process for identifying when a customer is approaching Work Programme referral.** Alongside this, Want to Work may want to develop guidance on support for customers approaching Work Programme referral, to ensure that their time on Want to Work adds value.

- Continued efforts should be made to **harmonise cooperative working with other ESF programmes**.
- **Closer links are developed with key employers** in local areas. The example of the close relationship between Want to Work advisers and local NHS staff in the Valleys may serve as an example to follow.
- **Ways to embed and improve action planning/ back to work planning for those further from work are explored** – recognising that formal, detailed plans may be inappropriate for some customers.
- Want to Work '**Best Practice guidance**' should reflect the strengths of the programme as found in this evaluation.

1 Introduction

- 1.1** This chapter presents the background to the research, an overview of the evaluation aims and methodological approach, and details of the report structure.

Background and policy context

- 1.2** Want to Work is a programme aimed at “engaging increased numbers of economically inactive individuals, particularly those who traditionally do not engage with mainstream [employment support] programmes, with the primary aim of supporting more people back to work.”⁴ It operates in deprived wards across Wales and aims to identify and plug gaps in mainstream employment programmes, creating additional labour market support in community locations. Want to Work has a significant emphasis on community outreach, and operates in partnership with other local organisations within the communities it serves. Want to Work operated as a pilot scheme between September 2004 and March 2008. The current project, which started in 2008, is due to finish in 2015.
- 1.3** Levels of economic inactivity in Wales are higher than the United Kingdom as a whole.⁵ Want to Work aims to provide support to 21,186⁶ economically inactive people across the seven-year life of the programme, with 6,866 of them entering work. It is supported by the Welsh Government and Jobcentre Plus (JCP) and is funded through a mix of Priority 2 Objective 1⁷ of the European Social Fund (ESF) Convergence Programme in West Wales and the Valleys, Priority 1 of the Regional Competitiveness and Employment Programme in East Wales, and match funding.

Definition of economically “inactive”

Economically inactive people are those who are neither in employment nor unemployed.⁸ People may be economically inactive for a range of reasons, including looking after a home, being carers, retired, or students, or being long term sick. Want to Work supports economically inactive people of working age in particular wards in Wales.

⁴ Want to Work Business Plan, p.3.

⁵ 25.1% compared with 23.1% in November 2011, ONS (2012).

⁶ In addition to those supported by the New Deal for Disabled People (NDDP) or Provider Led Pathways to Work (PLPtW).

⁷ Increasing employment and tackling economic inactivity, helping People into Sustainable Employment.

⁸ Those who are unemployed are those who are looking for work and are able to start work within two weeks.

Policy context

- 1.4** At the time of the programme's inception, Want to Work aimed to build upon the Department for Work and Pensions' key labour market programmes for economically inactive individuals: Provider led Pathways to Work (PLPtW) and the New Deal for Disabled People (NDDP). Both of these programmes provided support for individuals claiming Incapacity Benefit. The NDDP was a voluntary programme, while PLPtW had both voluntary and mandatory intakes. Want to Work aimed to provide targeted support to economically inactive people who fell outside eligibility, of or failed to volunteer, for PLPtW or NDDP.
- 1.5** Several policy changes have occurred through the life of the programme, which have altered the other support that Want to Work customers were eligible for and the benefits that some were entitled to receive.

Changes to inactive benefits

- 1.6** Incapacity Benefit (IB) is a benefit for people who cannot work because of physical or mental ill health or disability. It has not been possible to make a new claim for IB since October 2008, since when claims have been made for Employment and Support Allowance (ESA). Existing IB claimants undergo a Work Capability Assessment, following which they can be allocated to three groups:
- ESA Support group, if they are deemed to have an illness or disability that means they are unable to undertake any form of work-related activity;
 - ESA Work Related Activity Group (WRAG), if they are deemed fit to participate in job-search activities en route to supported employment;
 - Fit for Work group and therefore, not eligible for ESA. These customers may go on to claim Jobseeker's Allowance (JSA) where they will be expected to look for work.
- 1.7** The main change in emphasis from IB to ESA is that mandatory employment support is provided to some customers on ESA. Customers in the ESA WRAG group will be expected to prepare to move back into work, including attending regular Work Focused Interviews with a personal adviser.
- 1.8** Eligibility for Income Support (IS) has also reduced since the launch of Want to Work. From November 2008 lone parent claimants with a youngest child aged 12 or over were no longer be entitled to IS solely on the grounds of being a lone parent and by autumn 2010 those with a youngest child aged seven and over lost entitlement. In February 2011 the Welfare Reform Bill was introduced to Parliament. The bill confirmed measures announced in the emergency budget that lone parent benefit conditionality was to be extended. From 2012 lone parents lost their eligibility to IS when their youngest child reaches five.

Changes to mainstream employment support programmes

- 1.9** From June 2011 the Work Programme replaced most previous welfare to work programmes and is run by public, private and voluntary sector organisations through prime contractors and their supply chains. The Work Programme uses a black box approach which allows providers to directly assess the needs of the customer and then provide the support they believe the customer would need to either sustain or find employment. The introduction of the Work Programme means that all support specifically targeted at customers claiming IB (including PLPtW and NDDP) has ended, and IB claimants will receive employment support alongside all other benefit claimants.

Research aims and objectives

- 1.10** There are four objectives of the Want to Work evaluation:
- To assess the overall effectiveness of delivery arrangements;
 - To assess sustainability of secured employment; progression to other jobs; and pay progression;
 - To assess economic impacts of Want to Work on delivery locations; and
 - To assess progress in delivering within cross cutting themes of environmental sustainability and equal opportunities.
- 1.11** This evaluation seeks to evaluate the outreach aspect only of Want to Work delivered by JCP Wales, but does not look to replicate evaluation of NDDP or PLPtW programmes, which have been evaluated elsewhere. Moreover, the evaluation aims to evaluate Want to Work provision throughout Wales, including both Convergence and Competitiveness elements projects.

Methodology

- 1.12** The findings of this evaluation are based on a multi-method approach comprising six elements in two phases. This report brings together findings from both phases of the project. The different phases of research include the following elements:

Table 1.1. Summary of evaluation methodologies

Phase 1	Phase 2
<ul style="list-style-type: none">• Detailed cohort study of customers receiving support in 2009, drawing on telephone survey and management information• Impact analysis examining whether Want to Work customers have increased likelihood of entering work, using propensity score matching• Two three-day qualitative case study visits	<ul style="list-style-type: none">• Detailed examination of the work Want to Work customers have entered, drawing on telephone survey data. Propensity score matching to determine whether Want to Work customers are better able to sustain work• Local area analysis, to determine any effects of Want to Work to local areas.• Two three-day qualitative case study visits

1.13 The rest of this section examines in more detail the methodology used in this evaluation.

Detailed evaluation of Want to Work customers receiving support in 2009 (Phase one)

1.14 In order to build a picture of the support received and outcomes achieved by Want to Work customers, a detailed study was conducted of those who started receiving support in 2009. Want to Work administrative data was analysed in order to establish the characteristics of customers.

1.15 In addition, a telephone survey was undertaken of customers who received support in 2009. The survey asked about their reasons for engaging with Want to Work, the support they received, and the outcomes of their engagement with Want to Work (including employment outcomes and ‘soft outcomes’) and their satisfaction with the service. For more details of survey methodology, see Annex 1.

Impact of Want to Work on job entry rates of customers receiving support in 2009 (Phase one).

1.16 We compared 12-month post intervention employment outcomes data for participants from Want to Work (drawing on management information and survey data), with employment outcomes from a comparable group of individuals drawn from the quarterly Labour Force Survey. We established comparability between the two groups using Propensity Score Matching. Further detail of this analysis can be found in Annex 2.

Measuring local area effects of Want to Work (Phase two).

- 1.17** The local area analysis examines how levels of inactive benefit claims and a measure of child poverty have changed in the wards where Want to Work operates and compares this to these measures in Wales, Great Britain and a comparison group of wards in England. The comparison group contained the same number of wards as the area where Want to Work operated, had similar levels of inactive benefit claims and a similar mix of type of ward.
- 1.18** The overall level of inactive benefit claims was compared, as well as the level of Level of Employment and Support Allowance / Incapacity benefit claims, Income Support (claimed by lone parents) claims and Carer's Allowance claims.
- 1.19** We also sought to understand changes in child poverty in the period of Want to Work provision by examining the proportion of children living in workless households claiming Child Tax Credit, and the proportion of children living in households claiming Working Tax Credit and Child Tax Credit

Detailed examination of jobs achieved by customers (Phase two).

- 1.20** In order to better understand the nature of work that Want to Work customers achieved customers who programme management information reported had started Want to Work from July 2008 to June 2011 and had got a job were surveyed.
- 1.21** The survey provides detailed information about the types of work customers entered (hours, sector, occupation, wage, employed/self-employed), as well as data about subsequent jobs, career progression, and reasons for leaving work.
- 1.22** The sustainability of employment was a particular focus of this strand, and propensity score matching was conducted to compare whether Want to Work customers were more or less likely to sustain work than similar people in the quarterly Labour Force Survey.

Qualitative case study visits (Phases one and two)

- 1.23** Four three-day long case study visits were conducted as part of this evaluation. The qualitative research was carried out with Want to Work staff, customers and other stakeholders in four case study areas. The case studies were Cardiff (Ely and Grangetown), Neath Port Talbot (Sandfields East and West), Rhondda (Pen-y-Graig, Porth, Trealaw and Ystrad) and Pembroke/Pembroke Dock (Monkton, St Mary North & South and St Michael, Central, Llanion, Market and Pennar).
- 1.24** Case studies included:
- An introductory telephone interview with the delivery manager before the visit

- A more detailed face to face interview with the delivery manager
 - Focus groups with Want to Work customers
 - Additional interviews with Want to Work customers
 - Face to face interviews with Want to Work personal advisers
 - Face-to-face interviews or focus groups with stakeholders working in other organisations who work in partnership with Want to Work, such as staff from training providers and mental health teams.
- 1.25** The case studies examined different elements of the Want to Work delivery model, such as outreach, advisers, training and work experience, in work support, and discretionary funding. They also investigate how local partnerships have been developed in the case study areas, as well as looking at how Want to Work has performed in terms of environmental sustainability and equal opportunities.
- 1.26** Further detail of the four case study areas included in this report are presented below.

Cardiff - Ely and Grangetown

- 1.27** Grangetown and Ely have very different characteristics, despite being located within three miles of each other on the west side of Cardiff. Grangetown is notable in part for being extremely ethnically diverse, with large populations from South Asia and Somalia. Language and cultural differences can act as barriers to engagement with government services and employment to customers from Grangetown. It was noted by Want to Work staff that many customers from Grangetown prefer to rely on their family or friends to help support them during periods of unemployment, and that many did not want to claim benefits or engage with JCP. In recent times, with the continued poor labour market, it was found that more residents were beginning to engage with JCP and claim benefits as their informal networks were struggling to provide sufficient support.
- 1.28** Respondents noted that Grangetown had very strong local community, and this meant that referrals through word of mouth were common in the area. Once the local Want to Work team had developed a good reputation engaging customers was therefore easier. It was believed that customers in Grangetown were less likely to be claiming IB than in other wards, but were more likely not to be claiming any benefits.
- 1.29** Ely was quite a different area with a different set of challenges. In particular, Ely was not as ethnically diverse as Grangetown, and therefore cultural and linguistic barriers to work were less evident. On the other hand, it was noted that inactive people in Ely were more likely to have long-term health conditions. In addition, respondents stated that 'multi-generational worklessness' was a problem in Ely, and therefore living on benefits was "a culture" and in some cases "a lifestyle choice." Moreover, it was noted that Ely was geographically quite a large area, but that it had no centre or focus, such as a high street or a shopping centre. This contributed to a much less active community in Ely than in

Grangetown. These factors made engaging customers more difficult in Ely than in Grangetown.

- 1.30** One thing that Want to Work staff noted was common in both areas was that there was suspicion from many people of government services. It was reported that in Grangetown this was because people felt that mainstream services did not understand them because of cultural differences, whilst in Ely this was because people were afraid they would lose their benefits. Nevertheless, in both areas it was a challenge to overcome this initial suspicion from local people.

Neath Port Talbot – Sandfields East and West

- 1.31** These two wards are part of a big council estate originally set up for workers in the steelworks of Port Talbot (formerly run by British Steel, now by Tata). Sandfields West is the most densely populated ward of Neath Port Talbot, and Sandfields East the second most densely populated. Both wards have a higher level of residents with no qualifications than the Neath Port Talbot average and a higher level of work-limiting long-term illness. There are high numbers of long-term IB claimants as well as Lone Parents and those on no benefit.

- 1.32** Moreover, it was noted that Sandfields East and West are in the bottom quintile for life expectancy in all English and Welsh wards, that is, that residents of Sandfields have lower life expectancy than most other parts of England and Wales.

- 1.33** The ethnic make-up of both wards reflects that of Neath Port Talbot as a whole, that is, that black and minority ethnic (BME) groups are very much in the minority, making up less than 1% of the population.

- 1.34** Prior to the Want to Work project, this was an area covered by the Action Teams for Jobs, and then the Want to Work pilot. There has therefore been community-based Jobcentre/Jobcentre Plus activity in these wards for more than a decade.

Pembroke/Pembroke Dock – Monkton, St Mary North & South and St Michael, Central, Llanion, Market and Pennar

- 1.35** The Pembroke team works in four wards in Pembroke (Monkton, St Mary North, St Mary South and St Michael) and four in Pembroke Dock (Central, Llanion, Market and Pennar). These wards had previously been targeted by the Action Team for Jobs and became part of the Want to Work project in 2008.

- 1.36** Pembrokeshire is a predominantly rural county. The Pembroke / Pembroke Dock area lies to the south of the Cleddau River (the Haven) with Milford Haven and Haverfordwest on the north side. Although there is a toll bridge across the river, there is a general reluctance to commute from one side to the other, which has a detrimental impact on the take up of jobs. More broadly, poor public transport was noted as a barrier to employment; hourly bus services and less regular train services are not conducive to shift working, for example.

- 1.37** Other barriers of this client group were health problems which have led to long periods out of work, sometimes resulting in depression, lack of motivation and isolation; lone parent and other caring responsibilities; and lack of suitable job opportunities, especially part-time and unskilled work.
- 1.38** The main employment sectors are: care; retail (although it was reported that there is not much churn in this sector); the oil refineries and power station (especially during periods of shut down) and hospitality (although it was reported that there are fewer seasonal opportunities than in the past).

Rhondda – Pen-y-Graig, Porth, Trealaw and Ystrad

- 1.39** These wards in the Rhondda Fawr valley are about 15 miles north of Cardiff, and earlier in the 20th century their economy was dominated by coal mining and manufacturing. After the coal mines closed and industry moved out of the valley, unemployment and economic inactivity rose significantly. The loss of these key employment sectors has meant that older members of the community often have skill sets that are no longer useful in their locality; as one customer noted, “I’ve always worked in factories. I love factory work but there are no factories around now.”
- 1.40** Employment opportunities were quite limited, with the main sectors being retail, particularly large supermarkets, care occupations, and assorted work in a number of SMEs in the valley. More employment opportunities were, however, available in Cardiff.
- 1.41** A particular barrier to work in these wards was transport. It was noted that many people did not drive, and that public transport, whilst better than in the past, was irregular. Whilst the wards focussed on in this evaluation were served by a train, other adjoining valleys did not have a railway line, and were considerably harder to travel from. Whilst Cardiff, which has many more job opportunities than the valley, is relatively close, about 45 minutes by train from Porth, it was noted that public transport was not very regular. This meant that for hospitality and retail work in Cardiff, which would often involve work in the evenings, customers would miss the last train, and would need to take a bus that took about two hours to get back to the valley.
- 1.42** Compounding transport problems was the fact that some customers did not want to or feel comfortable travelling out of the valley. It was noted that the residents “live in small pockets, they’ve lived there all their lives and I think they see this as their community, and they’re not confident to come out of that community... People don’t like accessing things, like training, outside of this pocket.”

Report structure

- 1.43** The rest of this report is comprised of the following chapters:

- Chapter 2 examines the characteristics, duration of unemployment, benefits status, qualifications and reasons for being economically inactive of Want to Work customers.
- Chapter 3 looks at how customers engage with Want to Work, including barriers to engagement, outreach and reasons for engagement.
- Chapter 4 focuses on the support provided through Want to Work including both support provided through personal advisers and additional support.
- Chapter 5 examines the delivery of Want to Work, including partnership building, procuring services, interactions with other programmes and cross-cutting themes.
- Chapter 6 looks at the soft outcomes that Want to Work customers achieved.
- Chapter 7 examines employment outcomes achieved by Want to Work customers.
- Chapter 8 examines the effect of Want to Work on local areas, in terms of the number of people on inactive benefits, and child poverty.
- Chapter 9 explores customer satisfaction with Want to Work.
- Chapter 10 draws out conclusions and recommendations from the research.

2 Who Receives Want to Work support?

Introduction

- 2.1** This section examines the types of people receiving support from Want to Work. It first examines the demographic characteristics of Want to Work customers who started accessing support in 2009, including gender, age and ethnicity, before considering length of time out of the labour market, qualification levels and benefit claims. It then goes into more detail for two important groups of customers: those with Work Limiting Health Conditions (WLHCs) and/or disabilities and lone parents.⁹

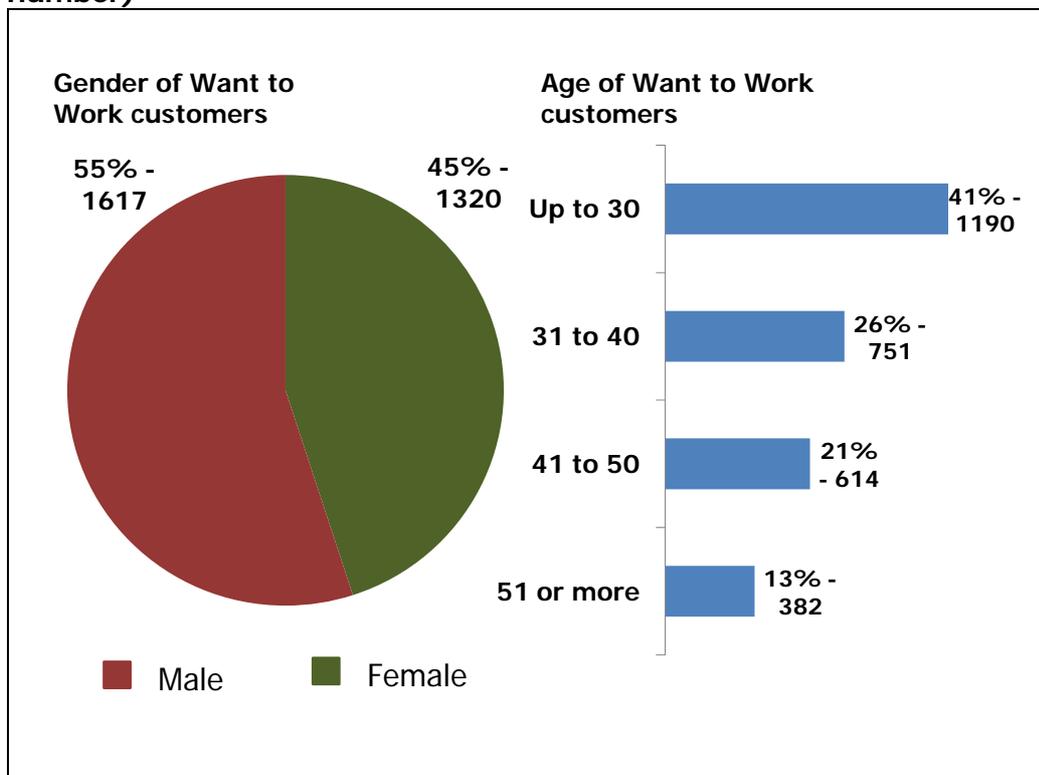
Demographic characteristics

- 2.2** Want to Work customers in 2009 were slightly more likely to be male than female. In total, 55% of Want to Work customers were male, whilst 45% were female.¹⁰
- 2.3** Moreover, many Want to Work customers were young. In total, four in ten (41%) were aged up to 30, including 23% who were aged up to 24. Only one in eight Want to Work customers (13%) were aged 51 or more. It was noted by a member of Want to Work staff that young people not in employment, education or training ('NEETs') may become a greater priority in the future.

⁹ When figures were derived from management information, this section shows both the proportions and actual numbers of customers in each category. It should be noted that these actual numbers are only for those who engaged with Want to Work in 2009, and not the whole project. We have not provided actual numbers when data is based on the survey of 2009 customers, as the actual numbers are subject to confidence intervals. However, if of interest, rough numbers can be derived from the percentages, and the total number of customers engaging with Want to Work in 2009 (2,937).

¹⁰ On the most recent data (March 2013), the gender split of all customers on the programme since its inception was more even, with 48% being male, and 52% being female.

Figure 2.1. Gender and age of 2009 Want to Work customers (% and number)

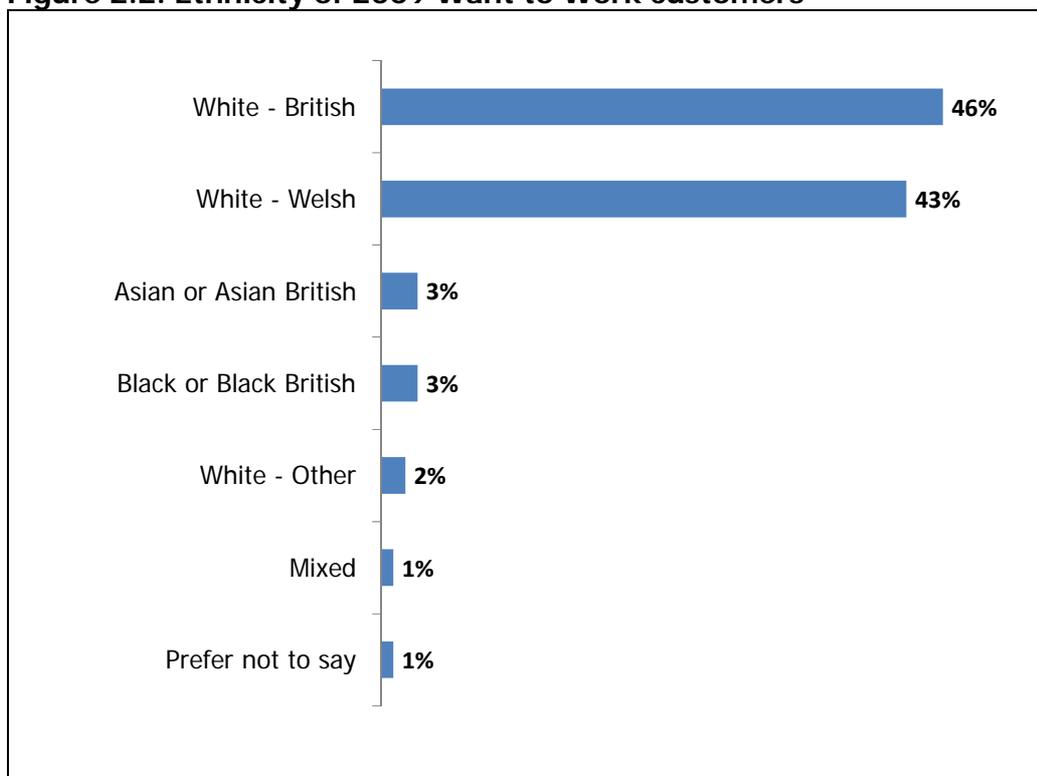


Source: Want to Work Management Information from 2009

2.4 Respondents of the survey were asked how they would describe their ethnicity. As shown in Figure 2.2, below, nearly nine in ten Want to Work customers (89%) described themselves either as White British or White Welsh. Nine percent of respondents described themselves as being from a different ethnic background, including three percent Asian or Asian British, and three percent Black or Black British. Data from the Annual Population Survey¹¹ showed that of the all the economically inactive people of working age in Wales in 2009, four percent were from ethnic minority backgrounds.

¹¹ Accessed through NOMIS.

Figure 2.2. Ethnicity of 2009 Want to Work customers



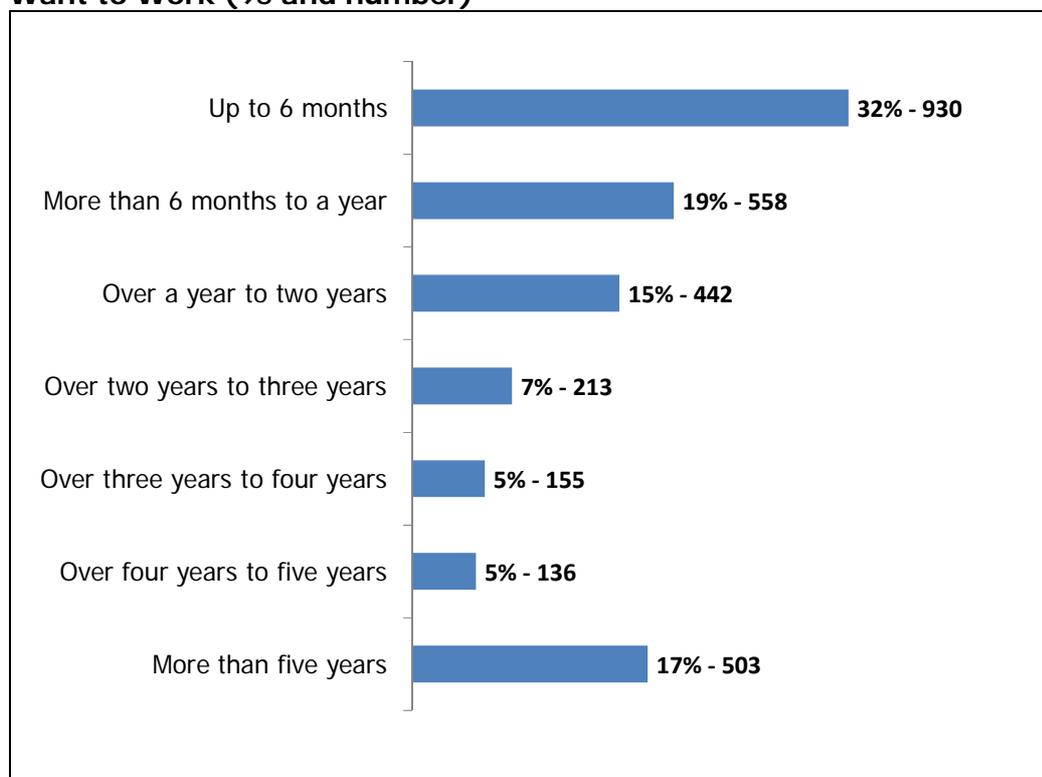
Base: All respondents (651)

Source: Ipsos-MORI and *Inclusion* survey of Want to Work customers 2009

Duration of worklessness, benefit claims and qualification levels

- 2.5** Just over half of Want to Work customers (51%) had been out of work for a year or less. However, many other customers had been out of work for long periods of time; over a quarter of customers (27%) had been out of work for over three years, including 17% who had been out of work for over five years, and nine per cent for ten years or more. On average, customers had been out of work for three years (37 months) when they started receiving support from Want to Work.

Figure 2.3. Period spent out of work before receiving support from Want to Work (% and number)

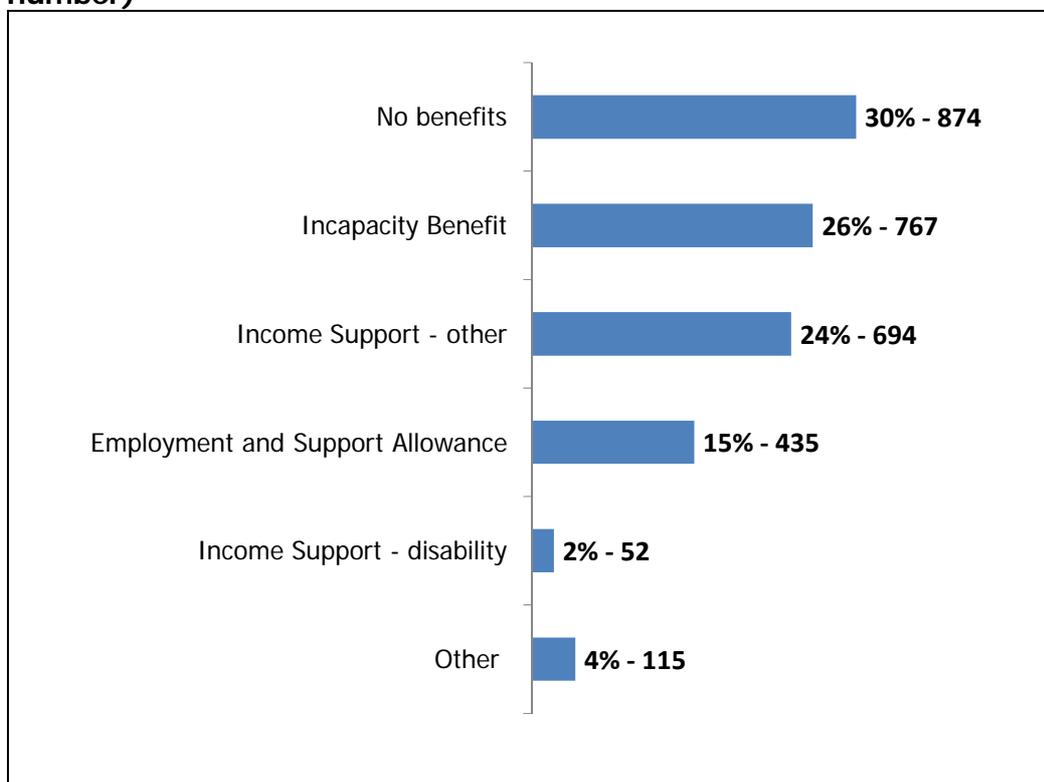


Source: Want to Work Management Information from 2009

- 2.6** Want to Work customers were claiming a variety of different benefits, but it was most common for them to be claiming a benefit as a result of ill health (see Figure 2.4). In total 43% of respondents were claiming either Incapacity Benefit, Employment and Support Allowance, or Income Support because of a disability.
- 2.7** Three in ten customers (30%) were not claiming any benefits. It is likely that these are the partners of JSA claimants or of working people. Those who were not claiming benefits tended to have been out of work for shorter periods than customers who did claim benefits. Those customers not claiming benefits were more likely than Want to Work customers as a whole to have been out of work for up to six months (51% compared to 32%) and were less likely to have been out of work for two years or more (18% compared to 35%).
- 2.8** Those claiming no benefits were also less likely to consider themselves White British or White Welsh than Want to Work customers as a whole. Whilst 89% of all Want to Work customers considered themselves White British or White Welsh, only 78% of those not claiming benefits did. This supports findings from the qualitative research in Grangetown and Pembroke in which Want to Work staff noted that it was common for people from certain BME communities to rely on friends and family when out of work, rather than claiming benefits.

- 2.9** A quarter of Customers were receiving Income Support for reasons other than disability. These customers claimed Income support because of caring responsibilities, and three quarters (76%) were lone parents.

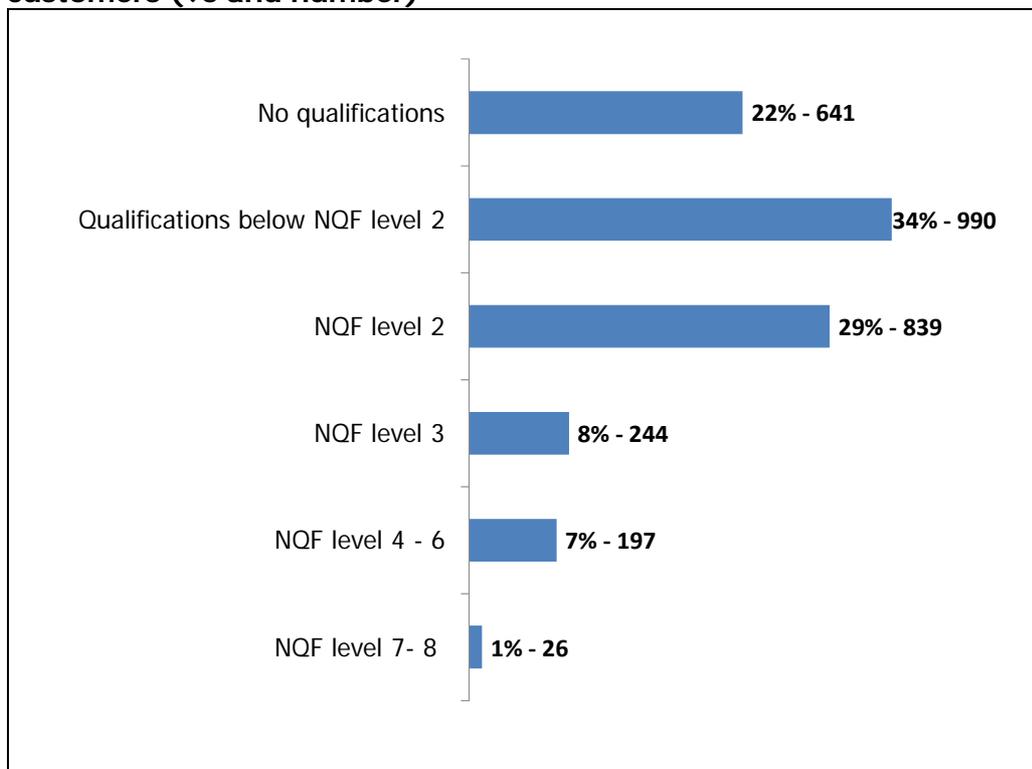
Figure 2.4. Benefits claimed by 2009 Want to Work customers (% and number)



Source: Want to Work Management Information from 2009

- 2.10** As well as having spent extended periods out of work, Want to Work customers were also likely to have low level skills. In total, 22% had no formal qualifications, whilst a further third had qualifications below NQF Level 2. Only 16% of customers had qualifications at Level 3 or higher.

Figure 2.5. Level of highest qualification of 2009 Want to Work customers (% and number)

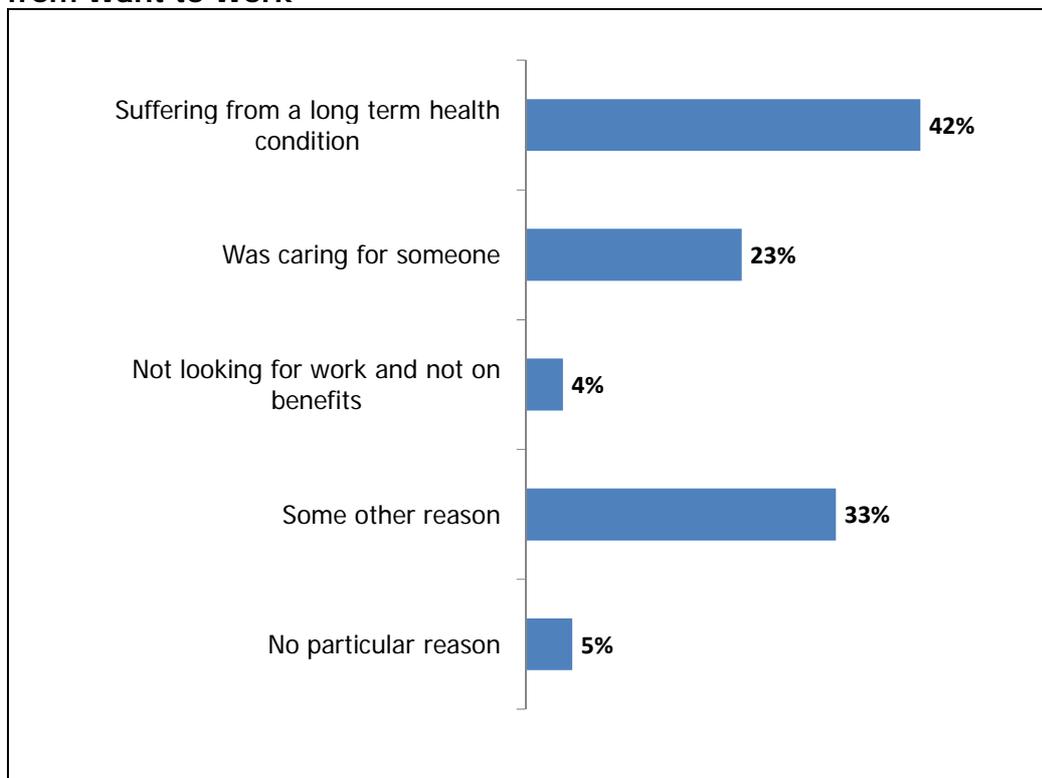


Source: Want to Work Management Information from 2009

Reasons for being inactive and barriers to work

- 2.11** This section goes into more detail about the reasons customers were inactive, looking specifically at people with health conditions, and lone parents. We also examine the barriers to work faced by economically inactive people.
- 2.12** Respondents were asked what the main reasons were for them not being employed when they first started receiving support from Want to Work – see Figure 2.6 below.

Figure 2.6. Main reasons for being out of work before receiving support from Want to Work



Base: All respondents (651)

Source: Ipsos-MORI and *Inclusion* survey of Want to Work customers 2009

Note: Respondents could choose more than one category, and hence the percentages in this chart do not sum to 100%.

- 2.13** The most common reason for being out of work was that the respondent was suffering from a long-term health condition (42%), following by being a carer of, for example, children or elderly relatives (23%). Four percent reported being ‘discouraged workers,’ that is, not looking for work and not claiming benefits. A large proportion of people suggested that other barriers were most important (33%) or there was no particular reason (five percent).
- 2.14** There was little to distinguish those who said other reasons were the main reasons for them being out of work when they started receiving support from Want to Work. They were no more likely to be male or female, young or old, or qualified to a higher or lower level. The main distinguishing feature was that they had been out of work for less long than other respondents. For example, over half of respondents who had been out of work for up to six months (53%), said there were other reasons for them being out of work, compared to 33% of all respondents. On the other hand, only 13% of those out of work for over five years said it was for other reasons.
- 2.15** The following sections examine the characteristics of people with health conditions and lone parents, irrespective of whether they reported that these were a *main reason they were out of work*. For example, not all those who said that they had a health condition said it was a main reason for them being out of

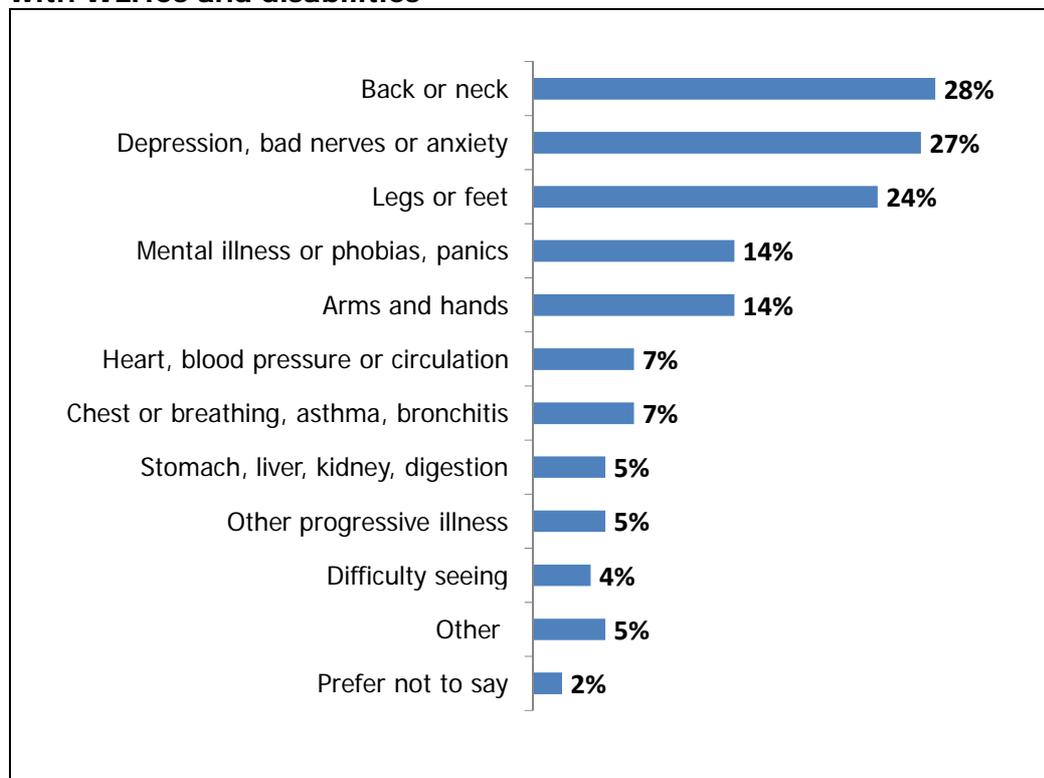
work and others said they a health condition that was not a WLHC or a disability, but was the main reason for them being out of work.

People with work limiting health conditions and disabilities

- 2.16** Respondents were asked whether they had had a disability or a work limiting health condition (WLHC) when they had started receiving support from Want to Work.¹² In total, 43% said they had at least one of these, including 38% who reported that they had a disability, and 38% who reported that they had a work limiting health condition. Fifty-seven percent reported that they had neither of these, including four percent who had health problems that had lasted at least a year but did not limit their everyday activities or their ability to work.
- 2.17** The most common type of health problem Want to Work customers faced were back or neck problems (28%), depression, bad nerves or anxiety (27%), and problems with their legs and feet (24%). It was notable that nearly three in ten Want to Work customers (28%) reported that they had more than one health problem.

¹² This subsection reports findings about whether or respondents had work limiting health conditions or disabilities, even if they did not say these were one of the main reasons for them being out of work. Not all those who said that they had a health condition said it was a main reason for them being out of work and others said they a health condition that was not a WLHC or a disability was the main reason for them being out of work.

Figure 2.7. Type of health problem faced by Want to Work customers with WLHCs and disabilities



Base: All respondents (651)

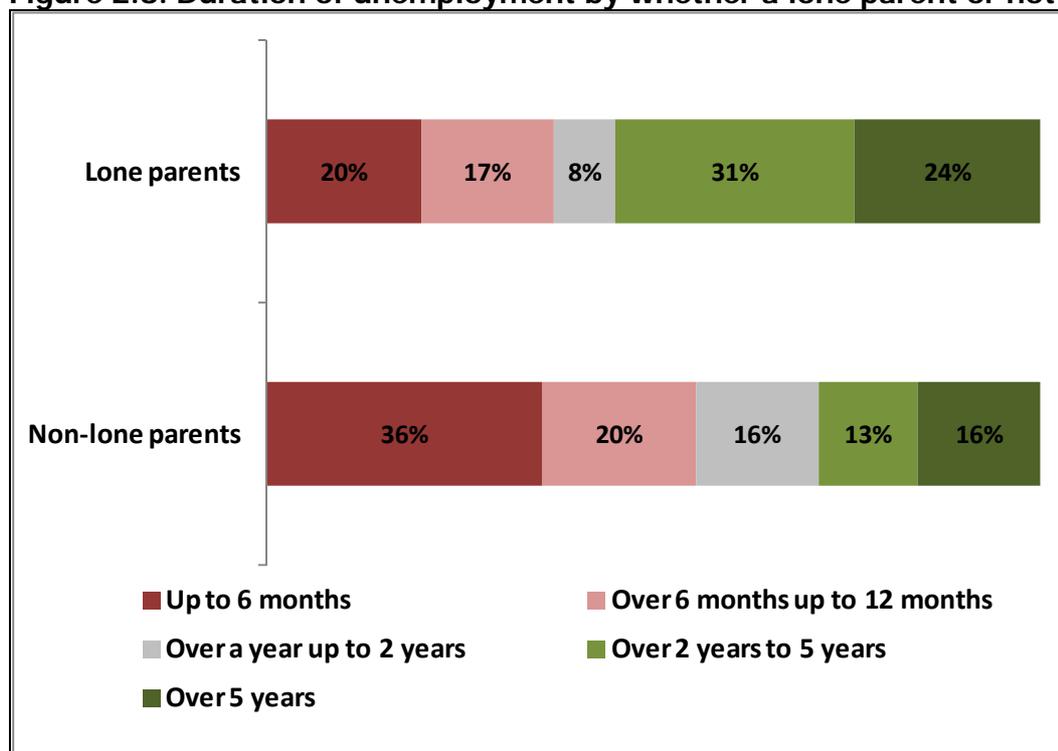
Source: Ipsos-MORI and Inclusion survey of Want to Work customers 2009

2.18 Those with work limiting health conditions and/or a disability had different characteristics when compared to Want to Work customers without them. First, men were more likely than women to have a WLHC (44% compared to 29%) and/or a disability (46% compared to 28%). Moreover, those with health problems were likely to have been out of work for longer than those who did not have them. Those with WLHCs (22%) and/or a disability (22%) were more likely to have been out of work for over five years than those without (15%), and conversely were less likely to have been out of work for up to six months (23% and 26%, compared to 37%). Having said this, those with health conditions were no more or less likely to be older or younger than those without health conditions.

Lone parents

2.19 Twenty-two percent of Want to Work customers were lone parents. These lone parents were more likely to be women (85%) than men (15%). In addition, they were more likely to have been out of work for longer than non-lone parents; only 20% of lone parents had been out of work for up to six months, compared to 36% of non-lone parents, and 31% of lone parents had been out of work for over two years up to five years, compared to 13% of non-lone parents.

Figure 2.8. Duration of unemployment by whether a lone parent or not



Source: Want to Work Management Information from 2009

Barriers to work

2.20 There is a wealth of literature about the barriers to work of economically inactive people.¹³ As a result, this research has not focussed on replicating this work, although the qualitative research has demonstrated that there does not appear to be a discrepancy with the literature. Barriers to work identified in the literature and this evaluation included:

- health problems (which tended to be particularly important barriers to work for those who suffered from them);

1.1 ¹³ See for example, Identifying Barriers to Economic Activity in Wales. Part II. A Survey of the Economically Inactive in Three Areas of Special Interest, <http://cymru.gov.uk/firstminister/research/economic/completed/economicinactivitytwo/identifyingbarriers.pdf;jsessionid=YW4wPHphwQLpydThtnXTBjFzSjBV1wg4LCX5bVknrlpJJ2QCcQ4Z!-2041323605?lang=en>, [last accessed 09 Jan 2012], Lanceley, L. & Coleman, N., *Lone Parent Obligations: supporting the journey into work*, DWP Research Report 736 (esp. Chapter 2), and Casebourne, J. et.al., *Customer insight into employment support for long-term Incapacity Benefit claimants*, http://www.cesi.org.uk/sites/default/files/publications/CESI_employment_support_long_term_IB_claimants.pdf, [last accessed 09 Jan 2012].

- low skills levels and qualifications (including literacy and numeracy);
- availability and cost of childcare (and willingness to use childcare);
- lack of stability of work, compared to regular and guaranteed nature of benefits;
- concerns about labour market conditions and whether suitable jobs are available (for example, lone parents preferring part-time work within school hours);
- lack of awareness of government assistance (such as Access to Work or support with childcare costs);
- time out of the labour market and recent experience;
- lack of confidence;
- lack of employability skills (including interview skills);
- lack of IT skills (particularly for those out of the labour market for longer periods of time);
- transport issues (particularly for those in the Valleys and Pembrokeshire);
- debt; and
- employer attitudes (for example, regarding mental health).

2.21 Research has also shown that for those furthest away from the labour market, the way that multiple barriers to work reinforce and amplify each other can be a major barrier to work. Importantly, the duration out of work can also amplify all other factors – so for example the longer someone is out of work, the more likely they are to lose confidence, lose skills and face negative employer attitudes.

Chapter Summary

Customers accessing Want to Work in 2009 were most likely to be male (55%) than female (45%), and to be relatively young (41% were aged up to 30 when they started receiving support). Nine in ten (89%) considered themselves White British or White Welsh.

A third of customers (32%) had been out of work for up to six months. However, 27% had been out of work for over three years, including nine percent who had been out of work for 10 years or more. As well as having spent long periods of time out of the labour market, many customers had low-level skills. Over half of customers (56%) had qualifications below NQF Level 2 or no qualifications, with only 16% with qualifications higher than Level 2.

Whilst Want to Work is able to support all economically inactive people, three particular types of customers were apparent.

- The first, and largest of these were those with **disabilities or work-limiting health conditions**. In total, 43% of customers had one or both of

these. The most common health problems were problems with the back or neck (28%), depression, bad nerves or anxiety (27%) and problems with the legs or feet (24%). Nearly three in ten suffered from more than one health problem. Customers with health conditions were more likely than those without to be men, and have been out of work for longer periods of time than those without health conditions.

- In addition, 22% of customers were **lone parents**. These customers were more likely to be women than men, and had also been out of work for longer periods of time compared to non-lone parents.
- Finally, 30% of **customers were not claiming benefits**. In the qualitative research it was noted that these customers were often the partners of JSA claimants or of working people. A higher proportion of these customers compared to all Want to Work customers were not White British or White Welsh (22% compared to 11%). Moreover, these customers were likely to have been out of work for shorter periods of time compared to other customers.

3 Engaging with Want to Work

Introduction

- 3.1** This chapter looks at how customers heard about Want to Work and the reasons that they became involved with the programme. It also examines how Want to Work has gone about engaging different types of customers. The chapter draws on data from the survey of customers engaging with Want to Work in 2009, Want to Work administrative data from 2009, and findings from qualitative research.

Barriers to Engaging with Services

- 3.2** Some Want to Work staff noted that customers often had barriers to engaging with the programme which they had to overcome. In some areas it was noted that there was a lack of trust between the community and government services, and this discouraged people from engaging with Want to Work. This was noted particularly amongst people from certain BME groups in Grangetown, where many people preferred to receive help and support from their family or their community. Moreover, some customers expressed hostility towards Jobcentre Plus (see Chapter 9).
- 3.3** Some customers noted that they generally considered that Government programmes were compulsory and this could lead to suspicion when first invited to take part, even though engagement with Want to Work was voluntary.
- 3.4** In other areas where worklessness spanned different generations and, as one member of Want to Work staff put it, “a culture of worklessness” had grown up, the problem was motivating local people to actually want to find work and persuading them of the benefits, financial and otherwise, of entering employment. Some Want to Work staff noted that customers feared that engagement with Want to Work could affect their benefits, a fear that was also noted by some customers.

“Because they’re getting so much on benefit and they get their rent paid it’s the fear. The customers I’ve seen, if I do a better off calculation with them, which we do on a computer, they’re always surprised and it’s a really good tool. Once they realise how much working tax credit they’ll get, the other things: Return to Work Credit, they will still get help with Housing Benefit if they’re not working 40 hours a week, that’s the way we persuade them but it’s getting them in to show them a calculation” (Want to Work staff)

- 3.5** Persuading customers of the benefits of work was particularly difficult given poor labour market conditions, and there was concern about the quality of jobs

available. In one of the case study area it was noted that some part time jobs did not offer enough hours for a person to claim Working Tax Credits. Moreover, in some areas, customers who had worked in the past wanted jobs with a similar salary and did not feel they could afford to take minimum wage jobs, which was what they perceived would be offered.

- 3.6** It was noted that it was particularly hard to engage those with health conditions, particularly those on IB and those with mental health problems. These customers may have been out of work for many years, and their time out of the labour market made them hard to engage. Those with mental health conditions were often very intimidated by the prospect of work, or even engaging with a project like Want to Work, so Personal Advisers noted that they had to be particularly patient with these customers. One Want to Work Personal Adviser noted that:

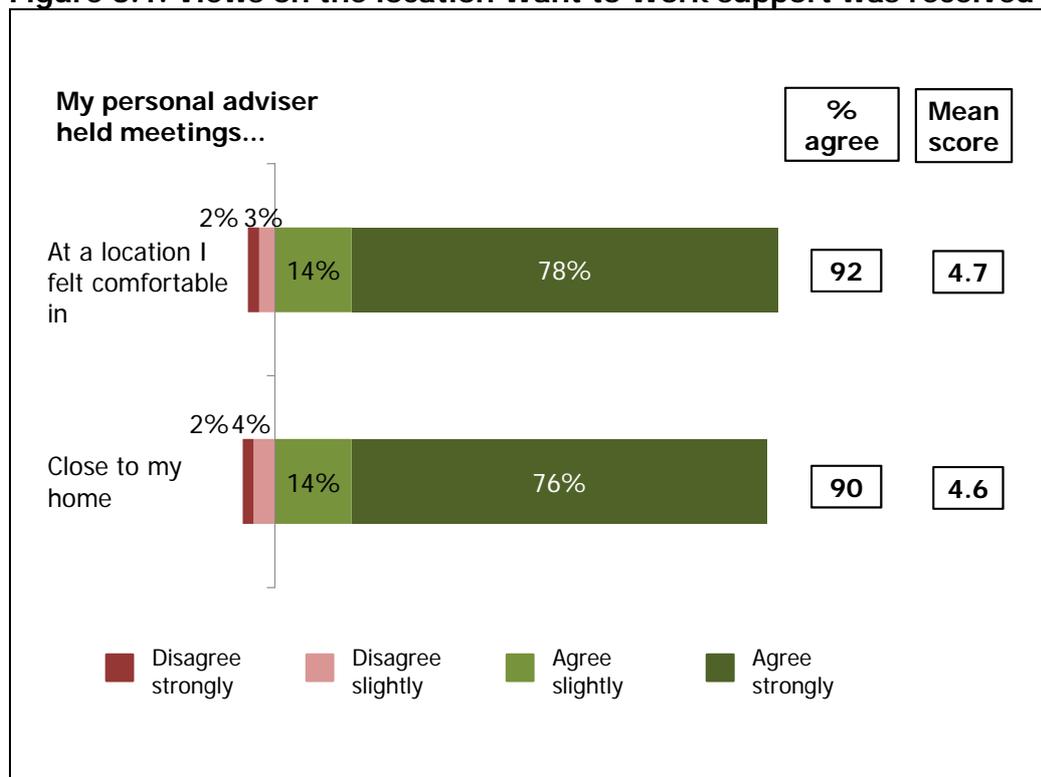
“Those on Incapacity Benefit, they could have been on it 20 years and they are really, really hard to engage. They haven't worked for 20 years. You've got to work hard at offering them something that will make them take that risk and sign their name on the enrolment form. Even though it's a voluntary project they're probably the most nervous.” (Want to Work staff)

Outreach and engaging customers

- 3.7** This section examines how Want to Work staff have gone about engaging customers. A key theme running through these different methods was ensuring customers felt comfortable with the services on offer.
- 3.8** Perhaps most important factor in engaging customers was being based within the community. Want to Work has aimed to embed Personal Advisers (and administrative support) within the communities they serve. For example, in Cardiff Personal Advisers were based at Local Authority owned Enterprise Centres and community centres, as well as in some cases religious centres such as a mosque and Salvation Army centre, and a GP surgery. In Ely and Grangetown in Cardiff, basing services at Enterprise Centres had been particularly effective, as these were known within the community because they also hosted some training provision, such as IT training. Basing services in these community locations meant that customers did not have to travel long distances to receive support, and was thought to increase the number of 'drop in' and word of mouth engagements.
- 3.9** In Sandfields, the Want to Work team had been situated in a local “one stop shop” with a variety of partners, who were able to cross refer customers. This close interaction had been lost when the building had burnt down and organisations had re-housed in different locations. At the time of the fieldwork (December 2011), the core Want to Work team was based on the edge of Port Talbot town, and outreach was carried out in partner premises in Sandfields, such as New Sandfields and Aberavon Sustainable Regeneration project premises.

- 3.10** At the time of the fieldwork in Pembroke / Pembroke Dock there was a relative lack of outreach facilities in the communities in which the team was working. Want to Work advisers were based upstairs in the local Jobcentre Plus office, and many customers were seen in the interview rooms downstairs (although the Personal Advisers would meet individual customers in any suitable venue). As a result the Want to Work team did not have as strong a separate identity in Pembroke / Pembroke Dock as in some other areas. On the plus side, customers coming into the Jobcentre for other reasons could easily access Want to Work advisers on the premises. There was, however, some outreach in Pembroke: premises used on a regular basis included a Community Centre, a school and a cafe. In addition, there were plans to start using a community bus owned by the Local Authority to reach additional people. It was reported that part of the problem in obtaining suitable outreach facilities stemmed back to the lack of funding available when the team was set up.
- 3.11** In contrast, in Rhondda, Want to Work was located in range of outreach centres, but without a fixed base. This was seen as particularly important because of public transport problems within the valley, and also reflected the good relations with partner organisations that had been built up in the valley. These outreach centres included libraries, Communities First, a GP surgery, a housing association (Rhondda Housing) and Careers Wales. However, by attempting to support IB claimants outside the original Want to Work target wards before they went through the IB reassessment process, Personal Advisers were covering a larger area, meaning they had to pull out of some of their outreach venues. It was noted by customers that Personal Advisers were therefore, “much less accessible now than they were before.”
- 3.12** The research has found that the locations where support was provided were convenient for customers both because they were close to where they lived and because they were held in locations in which they felt comfortable. As shown in Figure 3.1 below, there were very high levels of agreement with statements about the suitability of the locations where Want to Work was based.

Figure 3.1. Views on the location Want to Work support was received



Base: All respondents (651)

Source: Ipsos-MORI and *Inclusion* survey of Want to Work customers 2009

Note: percentages do not sum to 100% as respondents could neither agree nor disagree or answer 'Don't know'

3.13 As well as being physically located within the communities they served, Personal Advisers made efforts to integrate within the community. For example, in Grangetown, which has a large Muslim population from South Asia and Africa, Personal Advisers had organised an Eid celebration with Somali and South Asian food. Moreover, they had organised an Asian fashion show. In Pembrokeshire which has the second highest number of gypsy and traveller pitches on local authority sites in Wales there is a gypsy school in Monkton, and Want to Work has become a key partner for this community, being available to give advice and practical help.

3.14 Linked to this is the fact that Want to Work had developed close relationships with a range of other local organisations. Want to Work staff noted that they had gone to lengths to build local partnerships so that other services could refer customers to Want to Work should they consider a particular customer would benefit from the service. Links had been made from a wide variety of types of organisation, including Careers Wales, the probation service, local training providers (including FE Colleges and smaller private providers), Business in Focus, local community groups, Jobcentre Plus, healthcare providers (particularly mental health professionals and health visitors), Citizens' Advice Bureaux, other ESF projects (including Bridges into Work, Genesis, Inter Link,), Sure Start and, in the past, Pathways to Work providers. Stakeholders noted that it was most common for Want to Work staff to have contacted them to initiate the

relationship. As noted in Chapter 5, the one type of organisation that had proved difficult to engage in one of the case study areas was GP surgeries.

- 3.15** When a customer first showed interest in Want to Work Personal Advisers noted a number of things they did to put customers at their ease. First, Personal Advisers emphasised that they would try to keep the tone of the meeting informal, offering a cup of tea or coffee, and ensuring that they smiled and made some jokes to put the customer at ease. One Personal Adviser working with young customers noted that injecting humour into the first meeting was particularly important.
- 3.16** Most Personal Advisers noted that they would always emphasise that engagement with Want to Work was voluntary, and they would not be forced to do anything they did not want to do. Moreover, customers might need reassurance that engagement with the programme would not affect their benefits. One adviser noted that because Want to Work records were visible on JCP systems, engaging with the programme might even make JCP advisers look on them more favourably, as they had shown they were keen to work. Moreover, given the negative opinions of mainstream JCP services experienced by some customers, it was noted that whilst Want to Work did not hide the fact it was part of JCP, it did not draw attention to it (some customers interviewed in the qualitative research did not know that Want to Work was part of JCP). Personal Advisers also typically conducted a Better Off Calculation at an initial meeting to demonstrate to customers that work would pay, particularly if the customer needed motivation to look for work. Finally, if customers were shy and lacked confidence they would suggest appointments at less busy times of the day (such as first thing in the morning).
- 3.17** Moreover, Personal Advisers always dressed down, rather than wearing suits. It was felt that doing this ensured they were more approachable and less intimidating to customers.

"I've never gone dressed to the Nines. I dress as the rest of the team dress, casual. Our customers find it approachable. They don't feel as though they're going for an interview. They feel as though they're going for a chat." (Want to Work staff)

"It's not formal, so you don't feel intimidated" (Want to Work customer)

- 3.18** There were slightly different approaches to engaging with different types of customers. In particular, in both phases of fieldwork there was an emphasis on engaging customers on IB before they go through the IB reassessment process. In Cardiff, a number of health and wellbeing events had been held in order to engage those on IB. These were organised by Want to Work in partnership with other organisations, including the National Exercise Referral Scheme, and each of the different organisations had stands where customers could come and ask questions. Local people on IB had been invited to the session. Whilst a number of people on IB were engaged through these events, turnout was lower than expected.

"We did personal invites to people on Incapacity Benefit and I think it was about 24 people turn up and about 15 of them had responded to the letters which is not many when you've sent 400 out. It's very low." (Want to Work staff)

- 3.19** In the second phase of fieldwork, in autumn 2012, Want to Work teams had been using Midas Scans to target IB claimants before they were reassessed and migrated to ESA or JSA. The scans provided teams with lists of people, and contact details, of people who claimed IB. In Rhondda, Personal Advisers initially had written to these IB claimants offering them a one to one session to talk about the forthcoming changes to their benefits, and offering support. The initial letter was followed up by a telephone call. However, this had not been as successful as had been hoped, and few of these customers had wanted to speak to a Personal Adviser. Therefore, at the time of fieldwork Personal Advisers were going to run a group session for customers from the next Midas Scan, as it was considered that these would be less intimidating for these customers than individual sessions.

"[We will invite IB claimants] to group sessions rather than we did on the [previous] Midas Scan bringing them in one to one. We're hoping that the group sessions will be more successful and people will be happier coming in in a group environment, because they haven't got to talk if they don't want to then. We're giving them the information and if they want to come back then and meet with us afterwards that's the purpose of that." (Want to Work staff)

- 3.20** There were also attempts to target young people not in employment, education of training ('NEETs'). Young people were being engaged in a number of different ways, including through referrals from other organisations and projects, including those working with young people, such as QWEST, and local housing associations. It was noted that it was as much a challenge keeping young peoples' interest after they had engaged as engaging them in the first place.

"Importantly with the kids, the 16-17 year olds, we can meet them, we can engage them, but it is keeping their interest because they are in and they are out... It is incredibly difficult to keep them because they just go somewhere else. So it has really been different for 16-17 year olds." (Want to Work staff)

- 3.21** In one case study area, Want to Work staff were developing a series of courses aimed at young people to overcome this by tailoring support to their interests. This was being done because a group of 16 to 18 year olds had been identified who had left full time education, but were too young to claim JSA, and therefore they were receiving no support to start a career. Three careers were identified as being particularly popular with young people (construction for young men, and beauty and hospitality for young women), and Want to Work was therefore developing, in partnership with Careers Wales, courses teaching the vocational skills needed to work in these sectors. It was noted that the training would also include personal development skills, such as anger management and relationship building, as these skills had been identified as often being lacking.

- 3.22** Personal Advisers also noted that they also encouraged older people to engage with the programme. One customer reported that when he first met his Personal Adviser he said he thought, at the age of 55, that he was too old to go back to work, but that the Personal Adviser had encouraged him to try and reassured him that there would be help available to retrain.

“Originally I didn’t have any plans to do anything, but [my Personal Adviser] was so helpful with things. She made you realise you can do what you want to do.” (Want to Work customer)

- 3.23** In one area, staff noted that, given their current focus on customers with health conditions and the fact that JCP offices had specific lone parent advisers, they would often suggest to lone parents who approached them that mainstream JCP lone parent advisers would be able to offer them support. They would also advise these lone parents that they could receive support from Want to Work if they would prefer this to mainstream JCP support.

“We do see [lone parents] but because the Jobcentre offers everything - they have flexible support and they’re willing to use it now - we tend not to go and actively seek out lone parents so much. We do get them and we can sign them up and offer support but a lot of their support comes from the Jobcentre. The key group for us is the Incapacity Benefit customers. Because the Jobcentre hasn’t really got a target for those, they’re not concentrating on those. We’re trying to provide additionality to the Job Centre” (Want to Work staff)

- 3.24** This was not the case in all areas, however. In Pembrokeshire staff were planning to contact lone parents with a child under five who had attended reviews at Jobcentre Plus, to offer Want to Work provision:

“If we can get in there when the child’s started at for example playgroup so maybe 2 years before that lone parent could be forced onto JSA unless they have another child of course, but if we can get in at the point of which they’ve got some free time I just thought that that gives us more scope to work with them.” (Want to Work staff)

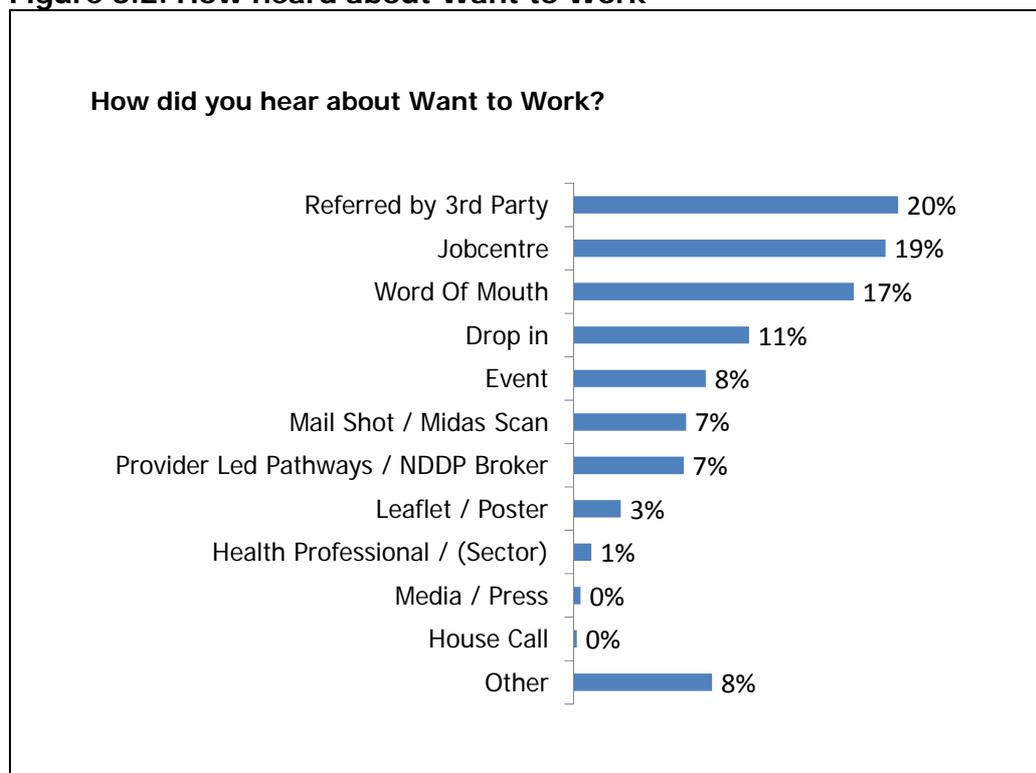
- 3.25** In the first phase of qualitative fieldwork in 2011, Want to Work staff noted that one issue made it more difficult to proactively recruit customers - the fact that they had no money for publicity as a result of a DWP marketing freeze. This meant that up to date flyers and promotional material were not available, but also limited outreach in other ways. For example, it was noted that there was no money for a box of chocolates to put on Want to Work stands at events; previously, a potential customer might come over to a stand to get a chocolate, which would then give Want to Work staff an opportunity to engage them. As one member of Want to Work staff noted, they had become a “poor relation” of other local organisations because they would have to ask for help to engage customers – Communities First, for example, had paid for a Want to Work banner that could be used at events.

- 3.26** However, by the second phase of fieldwork in 2012 this budget had been reinstated and had been used to produce leaflets to target particular types of customers, including those with health problems. Banners were being purchased for use on the Pembrokeshire community bus, which would be taken into communities where there were no current outreach facilities. It was noted that spend on marketing was now more about raising awareness and providing information, whilst before it had included purchasing mugs and pens to give away to encourage customers.

Hearing about Want to Work

- 3.27** Administrative data from 2009 shows that the most common way that customers heard about Want to Work was through referral by a third party (20%), this was followed closely by referral by Jobcentre Plus (19%). It was also common for customers to hear about Want to Work through informal means such as word of mouth (17%) and dropping in (11%). Figure 3.2 below, illustrates the range of ways that Want to Work customers heard about the programme.

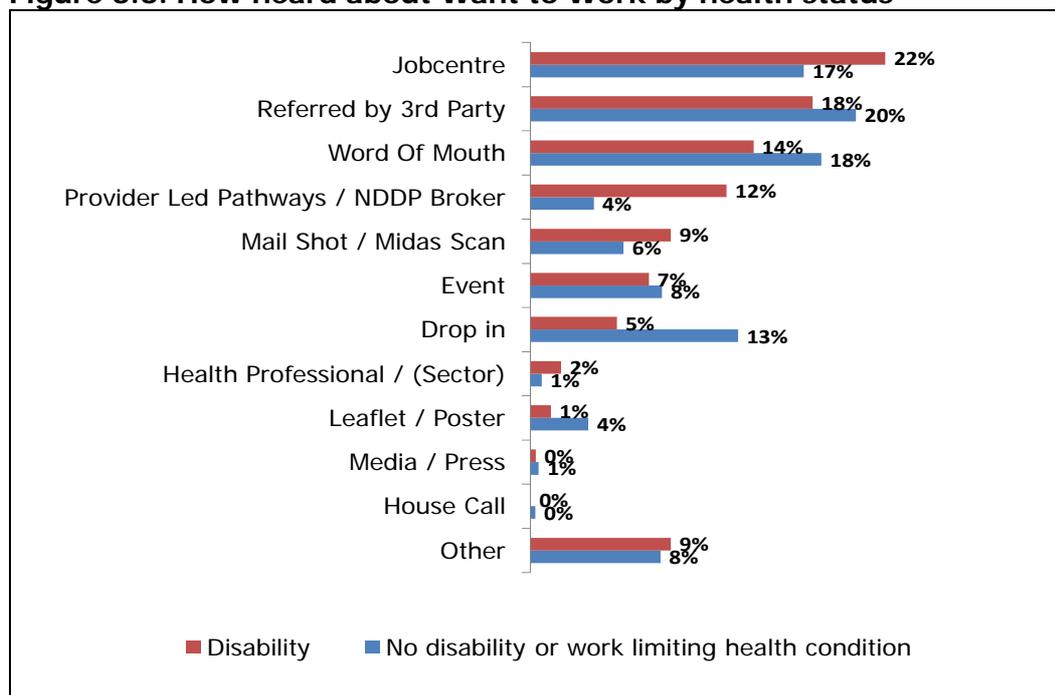
Figure 3.2. How heard about Want to Work



Source: Want to Work administrative data – 2009 cohort

3.28 As shown in Figure 3.3 Want to Work customers with health conditions were more likely to hear about Want to Work through formal means. For example, those with a disability were more likely to have heard about Want to Work from Jobcentre Plus (22%) or Provider Led Pathways / NDDP (12%) than those without a work limiting health condition or disability (17% through Jobcentre Plus and 4% through Provider Led Pathways / NDDP). Conversely, customers with a disability were less likely to hear about Want to Work through informal means such as word of mouth (14% compared to 18% who had no health condition or disability) or dropping in (5% compared to 13% of those who had no health condition or disability).

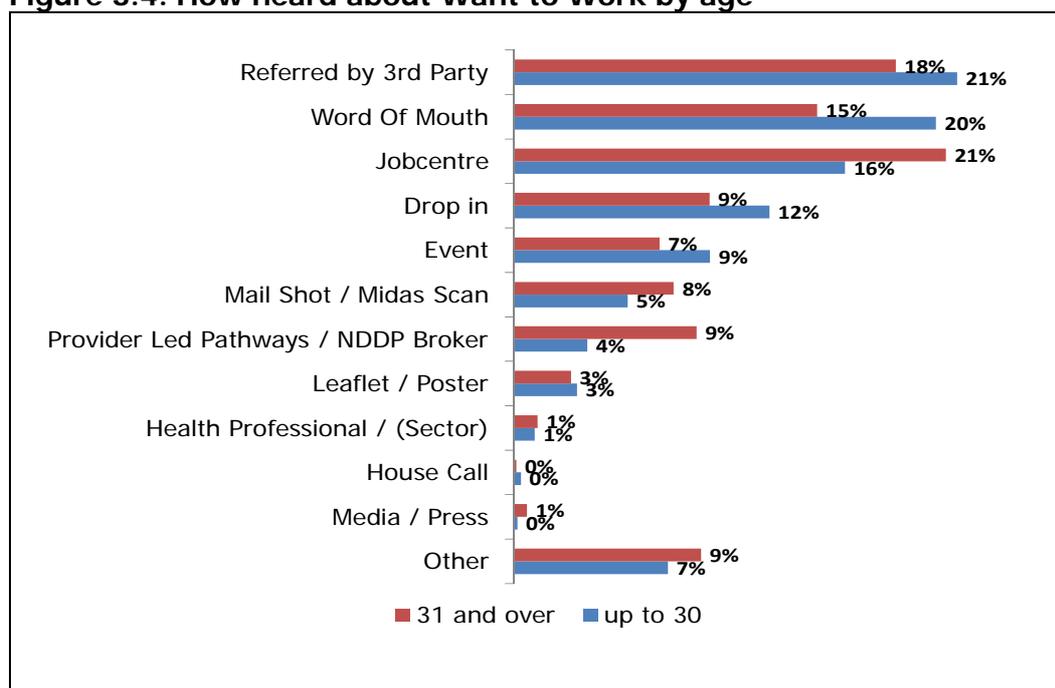
Figure 3.3. How heard about Want to Work by health status



Source: Want to Work administrative data – 2009 cohort

3.29 Administrative data shows that younger customers (aged up to 30) were more likely than older customers (aged over 30) to have heard about Want to Work through informal means such as word of mouth (20% compared to 15%) and dropping in (12% compared to 9%). Conversely, older customers were more likely to have heard of Want to Work through official channels such as Jobcentre Plus (21% compared to 16%) and Provider Led Pathways / NDDP (9% compared to 4%).

Figure 3.4. How heard about Want to Work by age

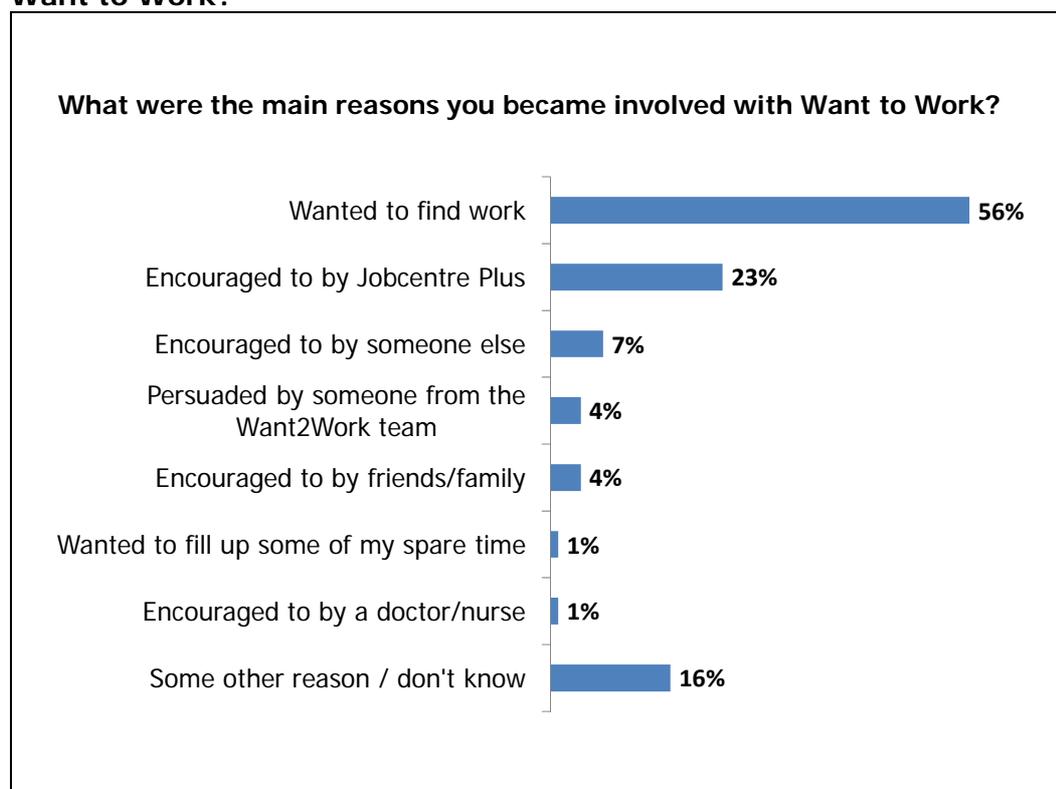


Source: Want to Work administrative data – 2009 cohort

Reasons for engaging with Want to Work

3.30 Survey respondents were asked what were their main reasons were for engaging with Want to Work. Figure 3.5 below illustrates their responses.

Figure 3.5. What were the main reasons you became involved with Want to Work?



Base: all respondents in 2009 cohort (Unweighted base: 651)

3.31 As expected, survey results showed that the most commonly given reason for becoming involved with Want to Work was to find work, which was mentioned by 56% of respondents. This did not vary significantly according to whether the customer had a work limiting health condition/ disability or not. Whilst nearly half of respondents therefore said that some other reason was the main reason they engaged with Want to Work, the qualitative research suggested that encouragement by JCP staff or someone else often provided an immediate motivation or trigger to engage, but that customers were nevertheless keen to work. As noted earlier in this chapter, Personal Advisers also noted that sometimes customers had to be persuaded of the benefits of looking for work before they engaged.

3.32 The second most commonly given reason for engaging with Want to Work was through encouragement by Jobcentre Plus, which nearly a quarter of respondents mentioned (23%). Those claiming ESA were more likely than those claiming Incapacity Benefit to have engaged because of encouragement by Jobcentre Plus (40% compared with 24%). This may be due to the more intensive support and higher level of contact with Jobcentre Plus in the ESA regime compared with the Incapacity Benefit regime. The qualitative research suggested that some IB claimants were concerned about the changes to IB, and this had in some cases encouraged customers to look for information from JCP, who then referred them to Want to Work.

- 3.33** Lone parents were more likely than those who were not lone parents to report that they were encouraged by someone else (12% compared with 6%). This is perhaps because of the rich social networks reported by many lone parents on Income Support.¹⁴ Older respondents (aged 51 or above) were more likely than average to cite that they were persuaded by someone from the Want to Work team (10% compared to 4% of all Want to Work customers).
- 3.34** During both phases of the qualitative research, it also became apparent that a small number of customers initially saw Want to Work as a way of getting funding for training. These customers had heard that their peers had gone on some training as part of their engagement with Want to Work, and had approached Want to Work with specific training in mind. After coming to Want to Work they then received a range of other support from their Personal Adviser, including help with CVs, job applications, and interview preparation.

Chapter Summary

A number of barriers customers faced to engaging with Want to Work were identified. These included:

- Suspicion of government programmes,
- Fears of coming off stable and guaranteed benefits, and
- Concerns about not being better off in work.

Those with health conditions were the most difficult to engage, despite the fact that they were a priority for the programme.

The evaluation found that Want to Work has worked innovatively and effectively to overcome these barriers and engage customers. A variety of approaches were taken. These included basing support within the communities they served and developing close relationships with a range of other organisations to build referral pathways. In addition, Personal Advisers dressed informally and treated initial contact with customers as “a chat” rather than “an interview.” PAs would emphasize that engagement was voluntary, and, whilst not hiding the fact that they were JCP staff, would not publicise it either. PAs would emphasize that engagement was voluntary, and, whilst not hiding the fact that they were JCP staff, would not publicise it either.

However, outreach was more successful in some areas than others; in Rhondda and Cardiff provision appeared to be particularly well embedded within communities, whilst in Pembrokeshire there was less outreach activity and PAs were based within local JCP offices.

¹⁴ See, for example, Casebourne et al, (2010) *Lone Parent Obligations: destinations of lone parents after Income Support eligibility ends*, Department for Work and Pensions Research Report 710; Lane et al (2011) *Lone Parent Obligations: work, childcare and the JSA regime*, Department for Work and Pensions Research Report 782.

Given that Want to Work supports a wide range of different types of customer, different approaches had been used to engage particular groups, including, those from BME groups, those claiming Incapacity Benefit and young people. As part of Jobcentre Plus, Want to Work had been able to use 'Midas Scans' to target IB claimants, although these had been less effective than hoped. Want to Work staff were therefore refining the ways they approached IB claimants identified through Midas Scans.

It was most common for customers to have heard about Want to Work from a third party (20%), JCP (19%) or word of mouth (17%). Younger customers were more likely to have heard about Want to Work through informal channels, such as word of mouth and dropping in, whilst older customers were more likely to have heard from formal channels, such as JCP or Pathways to Work.

4 Support received from Want to Work

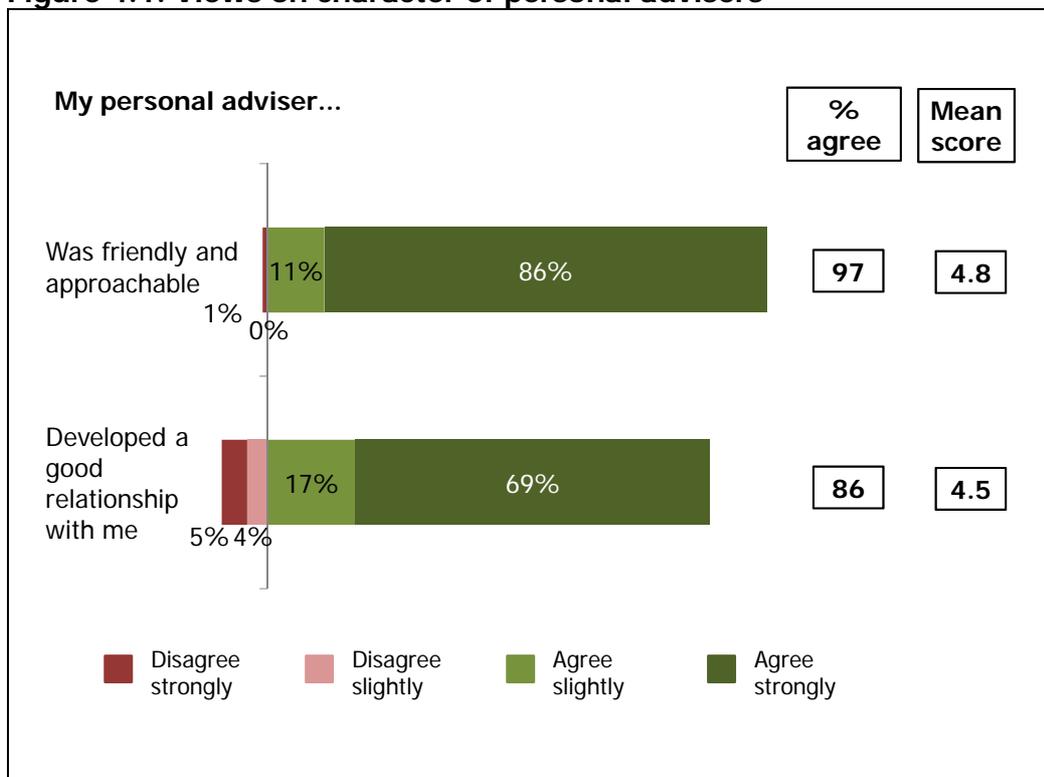
Introduction

4.1 Want to Work provides support to customers directly, through Personal Advisers, and indirectly, through contracting services from other providers (such as training from learning providers). This chapter examines in more detail the types of support that Want to Work customers receive. It first examines the Personal Adviser and the Back to Work Plan, then the different types of support provided to customers in more detail.

Personal Adviser and Back to Work Plan

4.2 Respondents of the survey of customers who received support from Want to Work in 2009 were asked about their personal advisers. First, they were asked about the character of their personal adviser.

Figure 4.1. Views on character of personal advisers



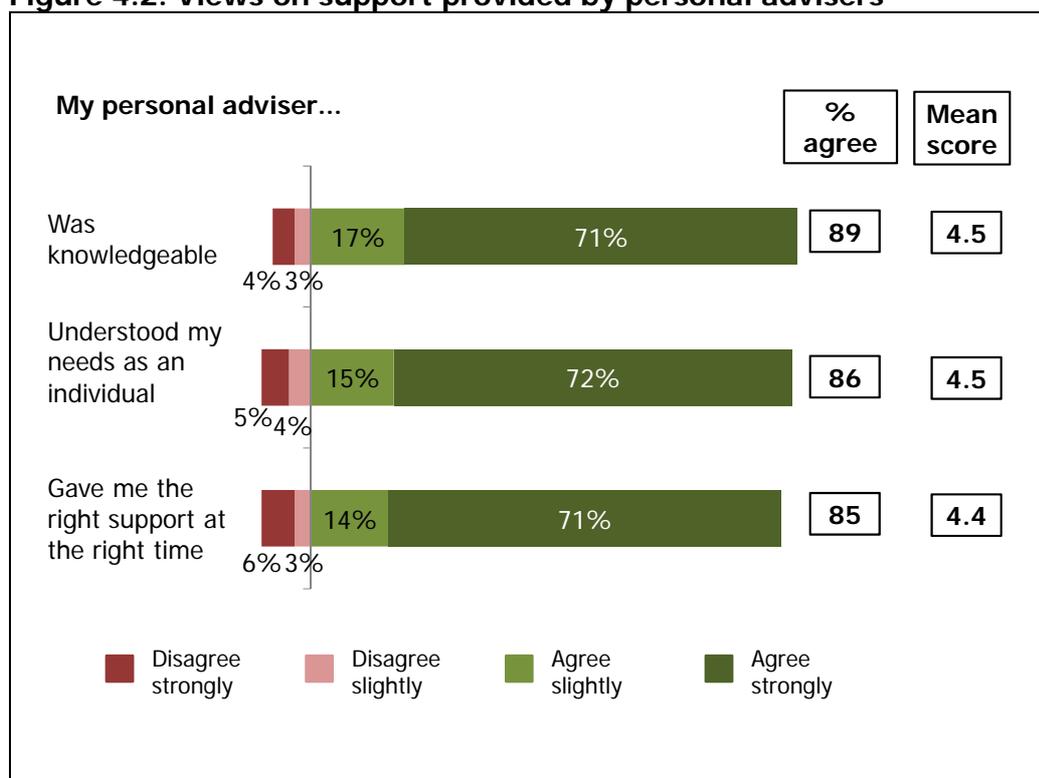
Base: All respondents (651)

Source: Ipsos-MORI and *Inclusion* survey of Want to Work customers 2009

Note: percentages do not sum to 100% as respondents could neither agree nor disagree or answer 'Don't know'

- 4.3** Respondents spoke extremely highly about the characteristics of their personal advisers. Nearly all respondents (97%) agreed that their personal adviser was friendly and approachable, with 86% agreeing strongly. Whilst a lower proportion, 86%, agreed that they developed a good relationship with their personal adviser (with 69% agreeing strongly), this is nevertheless a very high level of agreement.
- 4.4** In the qualitative fieldwork, customers were extremely positive about the characteristics of their personal advisers. There were a number of reasons for this. The friendliness of advisers was very frequently mentioned. One customer commented that “Once I was there it was like talking to one of your friends, they were so helpful and kind.” Some Personal Advisers lived in the community they were working in, and some customers noted that the Personal Adviser would always stop and say hello if they met in the street outside of the work context.
- 4.5** It was also noted that Personal Advisers were good listeners, and that they treated customers as individuals. It was noted that Personal Advisers always returned phone calls and text messages, and often went out of their way to help support customers with their particular problems. The fact that Personal Advisers gave customers their mobile phone number was valued as it meant that they were more accessible. For many customers, especially women who had experienced changes in their domestic circumstances, the Want to Work team offered an open door to them where staff seemed interested in them as individuals.
- 4.6** One customer noted that “nothing was too much trouble” for Personal Advisers. Another recalled an occasion when their Personal Adviser offered support despite the fact that they had arrived just as the Personal Adviser was closing up and about to leave for the day. Another customer commented that it was like their Personal Adviser was trying to find a job for themselves, rather than for a customer, such was the commitment they showed.
- 4.7** The good relationships developed between a customer and their Personal Adviser were important in that they fostered trust. Customers, therefore, felt able to be more honest and open about their problems and barriers to work.
- “If I needed someone I know she will be there. If I need to talk I know she'll be there straightaway. I can't say best friend but if I had to say anything personal I know I could talk to [my Personal Adviser].” (Want to Work customer)*
- “When you are on your own it is very difficult. When you have nobody to talk to. It's nice to talk to somebody who knows what to do to make everything right.” (Want to Work customer)*
- 4.8** Survey respondents were also asked to say on a scale of one to five, where one was disagree strongly, and five was agree strongly, how far they agreed to a number of statements about the quality of support they received from their personal adviser. Results are presented in Figure 4.2, below.

Figure 4.2. Views on support provided by personal advisers



Base: All respondents (651)

Source: Ipsos-MORI and *Inclusion* survey of Want to Work customers 2009

Note: percentages do not sum to 100% as respondents could neither agree nor disagree or answer 'Don't know'

4.9 As with opinions about the characters of personal advisers, respondents were very positive about the support provided by personal advisers. Nearly nine in ten (89%) respondents agreed that their personal adviser was knowledgeable, with only slightly fewer agreeing that their personal adviser understood their needs as an individual (86%) and that their personal adviser gave them the right support at the right time (85%). The particularly high proportions of respondents agreeing strongly to these statements are noteworthy. Fewer than one in ten respondents disagreed with any of these statements.

4.10 Whilst the survey found that agreement or disagreement with statements about the character of personal advisers did not vary depending on whether the respondents had a disability, it was apparent that those with disabilities were less likely to agree that the quality of support offered by their advisor was high, as demonstrated in Table 4.1 below.

Table 4.1. Views on support provided by personal advisers by health condition

	% agreeing – Neither WLHC or Disability	% agreeing - Disability
Adviser was knowledgeable	84	92
Adviser understood respondent's needs as an individual	82	88
Adviser gave the right support at the right time	80	87
<i>Unweighted base</i>	<i>327</i>	<i>289</i>

Source: Ipsos-MORI and *Inclusion* survey of Want to Work customers 2009

- 4.11** Perhaps unsurprisingly given that Want to Work customers with work-limiting health conditions and disabilities are likely to have been out of work for longer than those who do not have them, those who had been out of work for shorter periods of time were more likely to agree that their personal adviser understood their needs as an individual. In total, 90% of those who had been out of work for a year or less agreed to this statement, compared to 82% of those who had been out of work for more than a year. As well as being linked to the health of respondents, it is also possible that the barriers to employment and therefore the support needs of those who have been out of work for longer periods become more complex, explaining why personal advisers find them harder to address.
- 4.12** The qualitative research with customers supported opinions about the quality of support found in the telephone survey. Customers reported that they had received a variety of help from their Personal Advisers and that this had been given over a range of time periods. Some customers had been receiving support for several years (4 to 5 years), some for just a few months.
- 4.13** Customers noted a number of different types of support they received from their Personal Adviser. It was very common for customers to comment on the transformation by the Personal Advisers of their CVs. Some had never made a CV, whilst others had old or incomplete CVs. Some customers, particularly older customers, had poor IT skills, which hindered their ability to make a high quality CV. Personal Advisers helped them turn a single page into something much more worthwhile, both by improving the look and feel of the document, but also drawing out skills and experience they didn't realise they had. Many customers commented on their PA's ability to draw out from their conversations the skills and experience that they had built up in their life journey that they themselves would not have considered in job search. For example, running a household involved budgeting skills; bringing up children provided experience that help enter in a career in childcare or childminding; a hobby or interest might have developed skills employers would value, and could lead to a self-employment opportunities.
- 4.14** Moreover, customers noted that their Personal Adviser opened their eyes to different careers that they might not have thought of before. For example, one

customer went to Want to Work for support to get back into his previous profession, but the PA helped him think about other options, and he decided that security work would be something he would be interested in:

"They open your eyes to different aspects of work that you never thought about doing... Want to Work has retrained me for security work. I've got my SIA licence through Want to Work and without them I would have had it. It's opened up another avenue for me... Without Want to Work I didn't have these avenues. Now I've got them." (Want to Work Customer)

"[The Personal Adviser] knows what type of jobs I'm looking for and if she sees them on the computer she will say to me 'there is a job going' because she knows what kind of job I want... She always knows. When I come in she'll pull out my file and say 'there's jobs going. There's a job you might like.' " (Want to Work Customer)

4.15 Customers also noted that Want to Work was good at helping people get jobs they wanted, and not just any job, and this was in contrast to their experiences of mainstream Jobcentre Plus advisers. In one case-study area, some customers were not happy about the vacancies which they were invited to apply for as many were only short-term and low paid or offered work experience rather than permanent jobs, but it appears that this reflected on the local labour market rather than on the support provided by the Personal Advisers.

4.16 All customers reported having received help with job-searching and job applications. One customer noted that his Personal Adviser was proactive at telephoning different employers which was important because he was under-confident on the telephone, and also because he felt he had someone fighting his corner.

"[My Personal Adviser] has the telephone skills I wouldn't have had... I wouldn't have the backing that [someone] from Want to Work has got. I'm just a person off the street, they're not going to take much notice of me... It was someone backing you." (Want to Work customer)

4.17 Some customers noted that they were given help to prepare for interviews, so they knew how to act and present themselves, which gave them confidence. Help with application form filling was especially appreciated, as was help with using IT for those customers who were not familiar with computers.

4.18 Customers were, on the whole, happy that the help they received was timely and appropriate. Customers considered that the balance was right between not going too fast, whilst also encouraging them to make progress. For example, one customer noted that their Personal Adviser would support them and encourage them to progress and provide the support they required, but that they would also get them to take more steps independently as time went on, to show them it was possible. Customers also commented that they were able to discuss and delay entry to any routes with which they did not feel comfortable with or for which they did not feel ready.

"They haven't bombarded me with this, that and the other. It's all at a proper pace. You get your bearings. They will ring every now and again, check how you're progressing, if there's anything you want to look into. It seems to be the right pace for me." (Want to Work customer)

"For me they let me set my own pace." (Want to Work customer)

Back to Work Plans

- 4.19** Want to Work Delivery Managers noted that Back to Work plans were not a requirement of the service they offered to customers. Nevertheless, Personal Advisers would discuss with customers the steps they would go through in the future in their search for work. Whether Personal Advisers would make a more or less formal plan would depend on the type of customer they were working with. Those who were more work ready and had clearer ideas of what they wanted to achieve were more likely to have more structured plans discussed with them, whilst those further from the labour market, particularly those with mental health problems or who lacked confidence, were less likely to have a formal plan.

"I wouldn't say we do a back to work plan in that structured way. We keep a portfolio of what we've discussed with a customer, what they're going to do next. We tend to direct more 'this is the next bit we're going to do, this is the long term goal or this is what we need to get you there so focus on the next step rather than the end bit.'" (Want to Work Delivery Manager)

- 4.20** Fewer than half of respondents (45%) could remember making a Back to Work plan with their personal adviser, with 41% reporting that they did not make one and 14% not sure whether they did. Possibly reflecting the fact that personal advisers were more likely to produce formal plans with those who were most work ready, those who made a Back to Work plan were more likely than those who did not to have entered work whilst receiving support from Want to Work or within six months of stopping (58% compared to 38%).

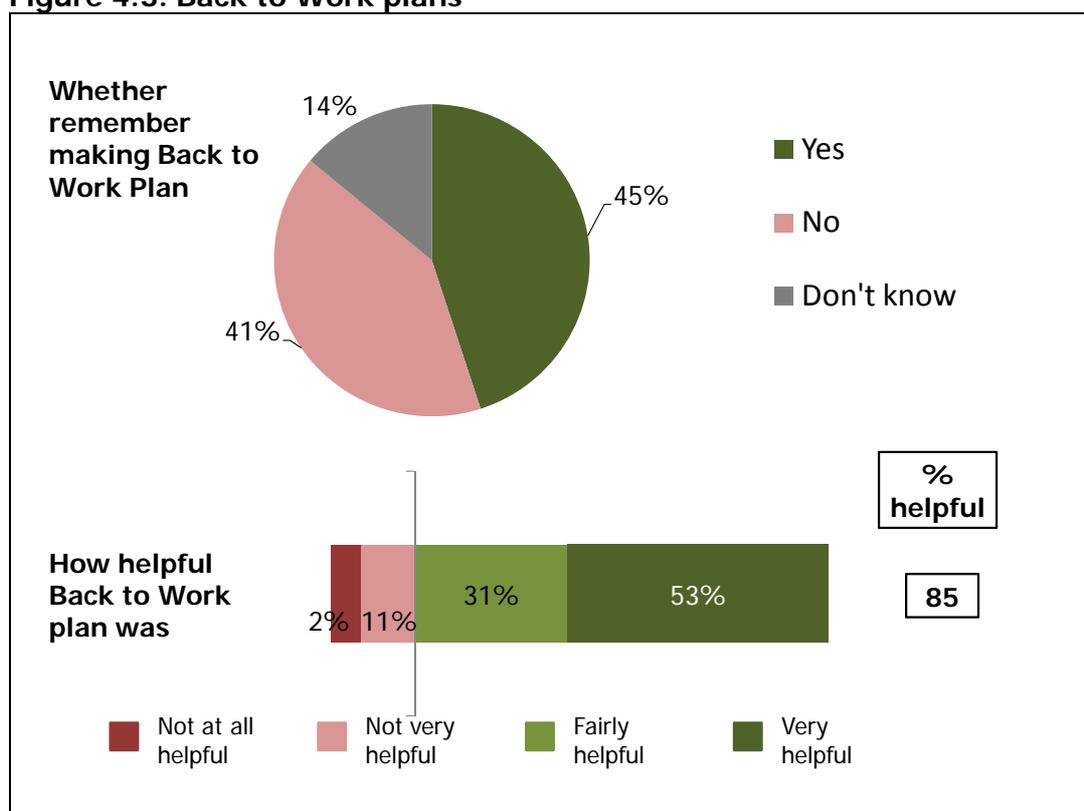
- 4.21** During the qualitative interviews many customers were not familiar with formal "back to work" plans. In particular, customers who had been claiming Incapacity Benefit or no benefit for many years and were not used to the structured approach of Jobcentres were not familiar with them. Some of these customers said they would have felt intimidated by a formal plan and may have stopped attending Want to Work if one had been written at an early stage. Nevertheless they appreciated the more informal plans that the Personal Advisers used to record the steps that were needed to move back into work. These were discussed and agreed between the customer and the personal adviser at each interview and they showed the progress that was being made.

"I think if she had wrote a [a Back to Work] plan I probably would have been a little bit overwhelmed... If she done one herself I don't know but thankfully she didn't with me because I just don't think I would have, I probably would have stopped going because I would just have thought 'they are just going to push me now or something into something I don't

want to do.’ Whereas she said ‘I think I got something interesting for you... Why don’t you do this little course, I’ve got it running and I will put you on the list.’... It basically got you going but you didn’t even realise you were going. Do you know what I mean? She was very subtle, it was ‘Oh see how you go with it.’ And I enjoyed it, I loved it, it was brilliant.” (Want to Work customer)

- 4.22** Those who did have a Back to Work plan valued them; 85% of those with Back to work plans considered them either very or fairly helpful in allowing them to make progress towards finding work.

Figure 4.3. Back to Work plans



Base: For whether remember making a Back to Work plan, all respondents (651). For helpfulness of Back to Work Plan, all who remembered making a Back to Work plan (291)

Source: Ipsos-MORI and *Inclusion* survey of Want to Work customers 2009

- 4.23** Those who did not have a disability or a work limiting health condition were particularly likely to find their Back to Work plan helpful (91%, compared to 75% of those with a work limiting health condition and 76% of those with a disability). Similarly, those who got a job within six months of receiving support from Want to Work were more likely to say the plan was helpful (89%) compared to those who did not get a job (77%).
- 4.24** Customers saw the Back to Work plans, or their informal equivalents, as evidence of the progress they were making, which could appear very slow at times if they had unrealistic expectations. The plans allowed actions to be agreed by both parties and progress to be monitored.

Additional activities undertaken as part of Want to Work

4.25 In addition to support provided by their Personal Adviser, Want to Work customers had received a number of other forms of support. Respondents were asked to pick from a list the different types of support they might have received. Results are presented in the table below.

Table 4.2. Additional forms of support received through Want to Work

	%
Started a training course	34
Continued receiving in-work support when found a job	19
Accessed other government services*	18
Started volunteering or a work placement	15
Attended group sessions, for example to boost confidence	14
Accessed additional health services	8
None of the above	37
Don't know	1
<i>Unweighted base</i>	<i>651</i>

Source: Ipsos-MORI and *Inclusion* survey of Want to Work customers 2009

Note: This table does not sum to 100% as respondents may have taken part in more than one activity.

* These other services might have included Pathways to Work, Access to Work, New Deal for Disabled People, or Return to Work or In Work Credits.

4.26 The most common additional support that respondents had received was going on a training course, which a third of respondents (34%) had done. This was followed by receiving in-work support after they had found a job (19%¹⁵), and being helped to access other government services such as Pathways to Work, Access to Work, or Return to Work or In Work Credits (18%). In addition, 15% of respondents reported starting volunteering or going on a work placement, with 14% attending group sessions.

4.27 In total, just over a third of respondents (37%) had not received any of the types of support noted above. These respondents only received support from their Personal Adviser. As noted in the preceding section, this support may have included: help deciding what jobs would be suitable for them, help looking for and applying particular jobs, help building a CV.

4.28 The qualitative research suggested that customers who only received help from their personal advisers were those who were able to return to a previous occupation following a shorter period out of work. There were two particular

¹⁵ This represents 39% of all those who got a job whilst receiving support from Want to Work, or within six months of completing Want to Work.

cases where health problems had followed industrial or motor accidents and the customers were able to move back into their previous self-employed roles.

- 4.29** There was some variation in the types of support received by different groups of Want to Work customers. Unsurprisingly, respondents reporting having a disability or work-limiting health condition were significantly more likely to have accessed additional health services compared to those who had neither (13% and 12% compared to 5%). Furthermore, women were more likely than men to have done work experience or volunteering (18% compared to 12%).

Customer opinions on training accessed through Want to Work

- 4.30** Of survey respondents who started a training course, 59% said that the training was towards a nationally recognised qualification. Programme management information indicates that most of this training was for lower level qualifications, with 87% at Level 2 or below (see Table 4.3).

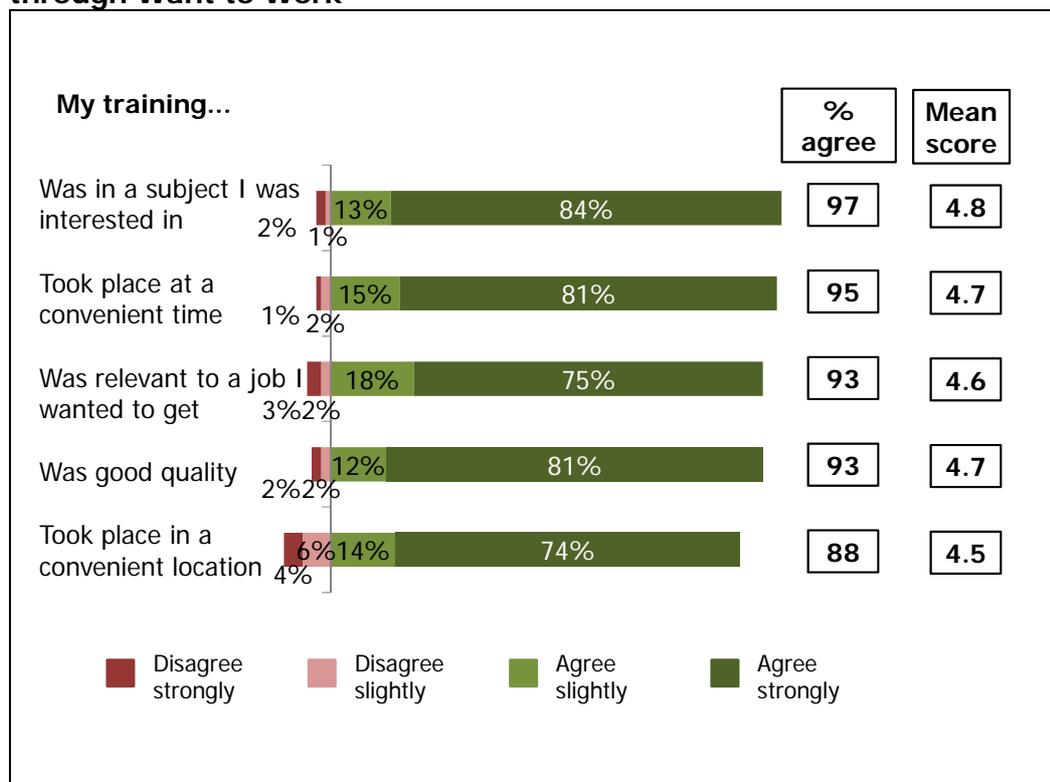
Table 4.3. Levels of qualifications

	%
Below Level 2	40
Level 2	47
Level 3	10
Level 4 – Level 6	2
Level 7 – Level 8	1

Source: Want to Work Management Information 2009

- 4.31** Respondents to the survey who had undertaken training were asked to rate, on a scale of one to five, where one was disagree strongly and five was agree strongly, how far they agreed with a number of statements about the training they had received. The results are show in Figure 4.4.

Figure 4.4. Agreement with statements about training accessed through Want to Work



Base: All respondents accessing training through Want to Work (212)

Source: Ipsos-MORI and *Inclusion* survey of Want to Work customers 2009

Note: percentages do not sum to 100% as respondents could neither agree nor disagree or answer 'Don't know'

4.32 The evidence suggests that the training courses respondents took were very well suited to them. In total, 97% of those who started a training course agreed that it was in a subject they were interested in, 95% agreed that it took place at a convenient time, and 93% the subject was relevant to a job they were interested in and that the training was good quality. Again, it should be noted that very high proportions agreed strongly with these statements.

4.33 In one of the case study areas where Want to Work staff had arranged a training course, it was noted by one lone parent how convenient the course was, having been organised to fit around school hours:

"[It was] Monday to Friday but you weren't there all day. I mean literally everyone was home before the kids come out. You could leave after you dropped the kids off at school. It was perfect timing." (Want to Work Customer)

Customer opinions on work experience/volunteering

- 4.34** Of those who did work experience or volunteering,¹⁶ a high proportion (85%) thought that the work experience or volunteering was in a company within a sector that they were interested in working in. Moreover, 87% said that they agreed slightly or strongly that the volunteering or work experience provided useful experience, with 66% agreeing strongly.
- 4.35** A number of customers in the qualitative research noted the importance of work experience and volunteering. One customer, who had never worked before but wanted to work in retail, had extremely low confidence and noted that spending some time doing volunteering in a charity shop was invaluable, as it made them feel that they could cope in paid work and also gave them some relevant work experience to add to their CV. The customer considered this a crucial step in their search for work.
- 4.36** One customer became engaged with Want to Work through volunteering (for a different organisation) at the centre where the team was based. Another customer did voluntary work in her daughter's school as an interpreter and this led to a part-time job in another local school which needed interpreters. However, in Sandfields, one programme organising work experience was criticised by some customers because the opportunities it provided were not deemed to be relevant to them.

Chapter Summary

Want to Work provides support to customers directly, through Personal Advisers, and indirectly, through contracting services from other providers (such as training providers).

Customer opinions about personal advisers were extremely positive. Virtually all customers (97%) agreed that advisers were friendly and approachable, and most (86%) agreed that they had developed a good relationship with their PA. Similarly high proportions agreed that their PA was knowledgeable (89%), understood their needs as an individual (86%), and gave them the right support at the right time (85%).

The qualitative research strongly emphasized the high quality of services offered by Personal Advisers, with customers noting that the trusting relationship with their Personal Adviser helped them more openly discuss their barriers to work. Customers considered that PAs made them realise that they could look for work in professions that they had not previously considered, and helped them look for work in jobs that they wanted rather than looking for any type of work. They felt that PAs had found the right balance in pushing them to make progress in their search for work, whilst also not pushing them too fast.

¹⁶ This section is based on only 89 interviews, and therefore these findings should be treated as indicative.

Fewer than half of customers (45%) recalled having made a 'Back to Work' plan. However those who made them valued them, as they helped to set out their milestones and objectives and to make a clear pathway back into work. PAs reported completing more formal Back to Work Plans with those who were closer to the labour market, but were less likely to complete them for those who they considered may be intimidated by formal plans at an early stage in their search for work.

As well as support received directly from their Personal Adviser whilst looking for work, customers had received a range of other support. A third (34%) had started training. **Opinions on the training that customers had undertaken were extremely positive**, with high proportions agreeing that the training: was in a subject they were interested in (97%); took place at a convenient time (95%) and in a convenient location (88%); was relevant to employment they wanted (93%) and was good quality (93%).

In addition, 18% of customers had accessed other government services, such as Pathways to Work or Access to Work, through Want to Work, 15% had started volunteering or a work placement, and 14% had attended group sessions, for example, to boost confidence. In total, just over a third of customers (37%) only received support from their Personal Adviser.

5 Delivering Want to Work

Introduction

- 5.1** Whilst other chapters have focussed on the customer experience of Want to Work, this chapter focuses on how Want to Work has been delivered, drawing primarily on qualitative interviews with delivery staff and local stakeholders in the four case study areas.
- 5.2** This chapter will first examine how priorities for Want to Work have changed through the life of the programme. It then moves on to examine the approach to partnership making, the role of Personal Advisers, procurement practices, and how Want to Work relates to other ESF projects and the Work Programme. It concludes by examining how far Want to Work has contributed to the 'cross cutting themes' of equal opportunities and environmental sustainability.

Changes to Want to Work over time

- 5.3** Interviews suggested that priorities for Want to Work have developed over time. When Want to Work was first introduced there was a particular focus on IB claimants. To work with this customer group effectively the project was involved in trials of the Return to Work Credit, and used Health Advisers as well as Personal Advisers.
- 5.4** Want to Work staff noted that, in part as a result of the roll out of Pathways to Work, which mainstreamed employment support for people on IB, the focus began to shift away from IB customers and towards out of work claimants not claiming benefits (including the partners of working people). As a result of this shift, and the first evaluation of Want to Work, Health Advisers were dropped as part of the core Want to Work offer.
- 5.5** When fieldwork was conducted in late 2011 and mid 2012, it was noted that the emphasis had again shifted to those with health conditions. This was because customers who are eligible for the Work Programme are not eligible for Want to Work, given ESF eligibility rules, and that the current reassessment of all IB claims will mean that many customers will be referred to JSA or the Work Related Activity Group of ESA, meaning that they are likely to be mandated onto the Work Programme. As a result of this, there was a desire to help IB claimants whilst they were still eligible for Want to Work and before they were mandated onto the Work Programme.
- 5.6** Moreover, it was anticipated by different members of staff that young people not in employment, education or training (NEETs) would become increasingly important to Want to Work over time, given the large and growing proportion of young people out of work.

- 5.7** In addition, whereas Want to Work was originally targeted at inactive people living in specified wards in Wales, the programme is now able to engage some customers from outside of those wards. It was suggested that the ward-based approach was effective whilst the programme was first starting up, because it allowed Want to Work to work intensively within a specific locality and community. By being geographically focussed, Want to Work did not spread its resources too thinly.
- 5.8** On the other hand, it was noted that occasionally this approach could lead to artificial divisions, such that people living on one side of a street were eligible for support, whilst those living on the other side, in a different ward, were not. As a result of this, and the fact that there was a limited time in which Want to Work would have access to customers claiming IB (until they became eligible for the Work Programme), when the case study visits were held the previously strict ward criteria had been slightly relaxed. Want to Work staff welcomed this, reporting that the increased flexibility was beneficial, and that it made the programme easier to promote to partners. However, in some areas it was also noted that the number of Want to Work staff had not increased, despite the wider area they had to cover, and this meant in one area that Personal Advisers had had to move out of some of the outreach bases they had previously used, leading some customers to note that Want to Work was “less accessible now” (see Chapter 3).

Partnership building

- 5.9** Want to Work staff stressed the importance of building partnerships within the communities in which they were working. These partnerships were built with a wide range of organisations and stakeholders, including Careers Wales, the probation service, local training providers (including FE Colleges and smaller private providers), local community groups, Jobcentre Plus, healthcare providers (particularly mental health professionals and health visitors), Sure Start, other ESF projects, Citizens’ Advice Bureau¹⁷ and, in the past, Pathways to Work providers. The range of different types of organisations Want to Work developed partnerships with demonstrates that Want to Work was active in engaging organisations from sectors that traditionally have less strong links to employment services, particularly health services and Sure Start.
- 5.10** There were a number of ways in which partnerships were built. A number of stakeholders from various partner organisations noted that Want to Work staff had made initial contact with them. Moreover, Want to Work staff were based within buildings shared with a range of other local services, which facilitated strong partnership building. In addition, the practice of seconding Personal Advisers from other organisations meant that Want to Work could build on the relationships they already had. One Delivery Manager noted that organising

¹⁷ This was not possible in Cardiff, where the local Citizens’ Advice Bureau was forced to close after it became insolvent.

events for customers with a range of other potential partner organisations was a good way of developing relationships:

“It’s also about selling it to partner organisations, because the actual number of customers that we engage directly through that is not huge. So it is more selling the brand that is really important.” (Want to Work Delivery Manager)

- 5.11** These partnerships played a number of different roles. First, promoting Want to Work to other organisations helped develop referral pathways so that other organisations could advise their customers to engage with Want to Work. One stakeholder working in a NHS mental health team noted that receiving support from Want to Work was beneficial for their customers because there was less stigma from receiving support from Want to Work, which supports all types of inactive people, than from a mental health team.
- 5.12** As well as being important in bringing referrals into Want to Work, these partnerships helped develop closer links to services that Want to Work would refer its customers to – in particular health services and training providers. The case study below provides a detailed exploration of one of these partnerships.

Case Study – National Exercise Referral Scheme, Health for Life

The partnership working between Want to Work and the National Exercise Referral Scheme in Cardiff shows how cross-sectoral partnership working, between health and employment services, has worked effectively.

The National Exercise Referral Scheme (NERS) is a programme funded through the Welsh Government (WG) which aims to standardise access to exercise opportunities across Wales. In Cardiff, NERS is active across 10 different leisure facilities, including leisure centres, and offers 60 different classes. Customers are referred to the programme through healthcare professionals such as GPs, and then embark on a 16-week programme of classes. The different classes are aimed to support different health problems faced by customers, and include cardiovascular rehabilitation, stroke rehabilitation, chronic obstructive pulmonary disease (COPD) recovery, as well as more generalised exercise programmes. Some one-to-one support is available for those customers most in need, although current budgetary pressures limit this.

It was reported that customers who come to NERS from Want to Work often live quite unstructured lives, sometimes in isolation, and can have very low confidence. Whilst they benefit physically from the exercise classes they attend, it is often the social side which is of particular use to them. In particular, if customers suffer from anxiety or depression, becoming involved in classes can boost their confidence, begin to reintegrate them into wider society, and make them feel that if they can go to classes they could also go to work. For some customers, for whom starting immediately in classes would be too daunting or

stressful, support begins on a one-to-one basis before transferring into group settings. The classes are run “like a club” and aim to have a warm and inclusive atmosphere to make customers more confident about being around groups of people. Whilst Want to Work customers sometimes had to be eased into the exercise programme, they did not appear to be any more likely to drop out compared to other customers.

It was reported that referrals from Want to Work to NERS were smooth. Because customers must be referred to NERS from a healthcare professional, Want to Work Personal Advisers cannot directly refer customers. Instead, if they deem a customer would benefit from exercise classes Personal Advisers give customers a sheet of paper to take to their GP explaining why a referral would be beneficial, and the GP makes the referral. NERS can then directly bill Want to Work for the services they provide. Whilst the requirement for a GP to make the referral did make the process slightly more complicated, it was felt that it was working well in practice. Referrals were also made from NERS to Want to Work; NERS staff noted that when they received an economically inactive customer they would help facilitate referral to Want to Work.

It was reported that partnership working between NERS and Want to Work has been very efficient and productive. A member of staff working for NERS said that the Want to Work team had approached them and suggested partnership working, and since then Want to Work staff have visited leisure facilities to promote Want to Work, whilst NERS staff have also attended Want to Work events. It was reported that contact was regular, and that Want to Work staff were highly professional and helpful and that it was a “really constructive partnership.” That this was the case was particularly positive because the partnership was “unique” for NERS; given that NERS health services are not specifically aimed to help people enter employment, this partnership required NERS to take “the blinkers off” and engage with a programme that they would not normally work with.

Opinions by NERS staff about the role of Want to Work were very positive. Particular strengths identified included the proactive way they had embedded in the local community and engaged other community organisations, and that they would always “go the extra mile” for their customers. As a member of staff working for NERs pointed out, “when we refer someone to Want to Work we know they’re in safe hands.”

- 5.13** Some of the partnerships built by Want to Work were particularly strong. In one case, a customer gained employment from a training provider which had particularly good relations with Want to Work Personal Advisers. Furthermore, knowing that Want to Work did not have access to funds to buy advertising materials, one partner organisation paid for a Want to Work banner that could be used at events. The partner organisations interviewed as part of this research emphasised the close working relationships they had with Want to Work, and they all spoke highly of the role of Want to Work within the community. These organisations often had particular Personal Advisers they had a personal relationship with, so could pick up the phone should any issues arise or to ask any questions.

Engaging health services and GPs

- 5.14** It has already been noted that Want to Work staff had built close relationships with health services. In Cardiff there were particularly close relationships with the National Exercise Referral Scheme and a local community mental health team, and Want to Work staff noted the importance of providing health support as a way of preparing people for work.
- 5.15** In all case study areas, there had been significant efforts to engage GPs, but not always with success. One member of staff noted that the relationship should be “win-win.” Want to Work would benefit from referrals from GPs of those who were economically inactive as a result of health conditions (particularly important given that those with health conditions were identified as the most difficult customers to engage – see Chapter 3). And GPs would benefit as helping customers to engage with Want to Work might help them manage their health conditions; for example, finding employment could help improve the mental health of some customers. Moreover, if customers claiming IB approach GPs to ask about the reassessment process, Want to Work would be able to provide information about this.
- 5.16** There was some success in working with GPs in most case study areas. In Cardiff and Rhondda, one Personal Adviser spent part of their week based in a GP surgery. However, it was noted by Want to Work staff that it had been very difficult to engage GPs. Practice managers had been very reluctant to work in partnership with Want to Work, although they had been happy to display Want to Work posters. One stakeholder noted that GPs did not feel it was their job to support government programmes not directly related to their specific therapeutic function, and therefore were very resistant to building closer links with Want to Work. Want to Work staff noted that engaging GPs had been difficult for JCP staff for many years, and not just in the context of Want to Work. In Rhondda it was noted that there was a difference in the receptiveness of different GPs; in particular, it was noted that younger GPs were often more receptive than older GPs, and that this presented more opportunities:

“I think [a Personal Adviser] had a meeting the other day with new GPs in the hospitals who are going out now to the wards in Rhondda and it is very, very interesting. They want them to go into their surgeries to give talks to the GPs, so that is kicking off.” (Want to Work staff)

- 5.17** However, in Neath Port Talbot there had been more success at building relationships with GPs, as the following case study demonstrates.

Case Study – Engaging GPs in Neath Port Talbot

In Sandfields, a “GP service” was in operation, in which a single dedicated Personal Adviser took the lead in liaising with GPs and other health practitioners. There were 22 GP surgeries within the wards covered by Want to Work in Neath Port Talbot. The Personal Adviser contacted the Practice Managers of the 22

surgeries by telephone and explained the help that Want to Work could offer patients, such as help with debt counselling, unemployment, and benefit changes. The importance of Want to Work was emphasised, by detailing the involvement of the combination of Jobcentre Plus, the Welsh Government and the European Social Fund. Having persuaded the practice managers of the potential benefits of being involved in Want to Work, they agreed to talk to their GPs. All but one of the surgeries subsequently agreed to become involved.

The Personal Adviser made presentations to GPs and other health practitioners at their "Protected Time for Learning" events and observed an element of competition developing between practices in terms of referrals. She had also produced two newsletters for GPs, health practitioners and other partner organisations charting progress of the service. At the time of interview, 621 referrals had been made.

The Personal Adviser produced leaflets which were made available in waiting rooms for patients to access, and laminated information sheets for GPs. The GPs would mention the service to patients when it seemed appropriate. Patients could also self-refer after reading the leaflets. Referrals from GPs were made to the Personal Adviser on a simple form, containing patient contact details, GP surgery and patient consent. The Personal Adviser then contacted the patients quickly, within 24-48 hours, so as not to miss a 'window of opportunity' after the customer had shown interest. The Personal Adviser invited the customer for an informal chat, either at the surgery concerned or at a Want to Work outreach location. There were fewer "no shows" at the surgery than at the outreach locations. "No shows" would be followed up by phone then by mail. If the patient agreed to engage with Want to Work, they would be referred to a different Want to Work Personal Adviser. The "GP service" Personal Adviser had no caseload of her own, but only acted in a liaison and referral role.

The surgeries provided a room for the Personal Adviser to work in, usually an empty consulting or treatment room, where she would be in attendance for between an hour to a half a day, depending on the surgery in question. There was also a purpose built medical resource centre in Baglan, which included four GP surgeries plus community health clinics, serving Sandfields and the wider Port Talbot area. The "GP service" Personal Adviser had space for a jobs board and desk within the main foyer for half a day a week and was able to access a room for private conversations with customers.

The successful engagement with the GPs seemed to be due to the consistent approach of the dedicated Personal Adviser, who did not get in the way in surgeries, was friendly but professional, dressed informally, delivered on her promises, and was passionate about what she was doing. Her role within Want to Work was as an intermediary, selling the service first to the health professionals, then to the patients whom she would then refer onto the caseloads of her colleagues.

- 5.18** Staff in Pembroke / Pembroke Dock were planning to draw on the good practice achieved in Neath Port Talbot to develop a model to improve the links with GPs in their wards.

Services offered by Personal Advisers

- 5.19** Want to Work Personal Advisers were asked about how they perceived their role. Whilst Personal Advisers did see their role as helping people enter work, a number noted that their job was more than that. One Personal Adviser emphasized the importance of providing *holistic* support, that is, not just helping their customers find work, but also to help them with other problems in their life. A number of Personal Advisers noted that, in contrast with previous roles at JCP, not having performance targets, being able to see customers for as long as they needed support, and being able to spend longer sessions with customers meant that they were able to build strong relationships that allowed them to provide support more effectively. It was noted that a key part of the role was listening to peoples' problems, and therefore that "being human and having empathy" was of fundamental importance for Personal Advisers.
- 5.20** Personal Advisers were asked whether they could describe a 'typical engagement' with a customer, but most said that there was no such thing, as each customer had unique issues to deal with. For example, one Personal Adviser noted that some customers were so far away from the labour market that work seemed a very distant prospect, and therefore the support offered would be primarily about building their confidence and helping them become more engaged in the local community by using local services more. Others who were closer to the labour market would go on training courses if they had low skills, or volunteering if they had not recent work experience. Those who were closest to the labour market and had clear ideas of the work they wanted to do might just need help writing their CV and applying for jobs.

"No it [a typical engagement] doesn't exist for me. Obviously, the only common thing with them is they get engaged on the enrolment form and after it can all depend on the customer. I could involve somebody and maybe not see them for two or three months. They may be distracted with something, a relative is ill, they get ill. I may not see them for a while and it's a voluntary project so I can't insist on anything and I wouldn't dream of it. I keep regular contact up. If I get an email address I'll email, text or ring them. Others you work with you hit the ground running, you could be having three engagements, three meaningful interviews where you're doing some job search together. The customer wants to be a security guard so we do a bit of job search together. I send them home to do research. I say bring back print outs of sites you've looked at. Third or fourth interview we'll do a training form and, bang, the customer is into training, into work. Others you might have them on your books for a long time where you're just doing softly softly approach. You're seeing them regularly, they're very nervous or they've got some mental health issues and you just keep the contact. I may have somebody on my books for 2 years purely because there's no way they're job ready. They take small steps. I let them know if there's things in the community that will help them. For example, if somebody is very overweight they've got free weigh in clinics now with Communities First." (Want to Work staff)

Discretionary Funding

5.21 Want to Work staff were adamant that discretionary funding was of crucial importance to the work they do; as one Personal Adviser noted, “we’d be stuffed without it.” Want to Work staff said that discretionary funding was most often used to overcome final barriers to employment faced by customers. This included buying smart clothes for interviews or for when first starting employment, or paying for bus passes to get customers to work before their first payday. One customer from the focus groups, who had entered work with the help of Want to Work, attributed his job entry to being better dressed at interview than his competitors. Another noted that having a little bit of financial help was good because “it encourages you to push yourself that little bit further.”

5.22 It was noted that advisers had more freedom to use discretionary funding than other Jobcentre Plus advisers (although they had less freedom than they had earlier in the project). Whilst JCP staff could only use funding to remove a barrier to a definite job entry, Want to Work advisers were able to use funding to address other barriers and were able to look for reasons to say ‘yes’ rather than feeling limited in how they could spend discretionary funds. This had led to discretionary funding being used in more innovative ways. For example, a number of customers had been given driving lessons because public transport was less good in their locality. This appeared to be particularly important in Rhondda and Pembrokeshire, which were more rural areas.

“I’ve used driving [lessons]... It would have to be somebody whose job necessitated the use of a car... and that there was a car within the family that they could use if they did pass their test. I did it for one of the ladies who went to work in care – shift work, four different hospitals – [it] would really enhance her chances... We invested in 15 lessons, two tests. She failed the first one, and [passed] the second, and she got a job in a nurse bank.” (Want to Work staff)

5.23 In another case, discretionary funding had been used to pay for a hotel room for a customer whose training was not in their local area. For other customers, discretionary funding was used to pay for CRB checks. Others had received financial support to become self-employed, for example buying tools, or, in one case, fitting out a van to allow a customer to start a mobile dog grooming service, and in another, fitting of tow bar and purchasing a trailer to help a customer set up as a self-employed plumber.

5.24 Nevertheless, it was emphasized that Personal Advisers were careful not to publicise too much the discretionary funds they could use so as not to encourage people to engage with Want to Work solely to access these funds. Moreover, even with customers who had engaged with Want to Work they were careful to use funds in a modest way because “we’ve been burnt in the past.” Nevertheless, in the discussion groups in one area it was evident that customers were aware of the funds available, and some were able to quote upper limits.

Organising training, group sessions and other external services

5.25 A key role of Personal Advisers was to organise external training and refer customers to other specialist services. In order to do this effectively, Personal Advisers needed a good knowledge of the different services available in their local area, and the fact that they were embedded in the communities in which they worked appears to have ensured that this was possible. Personal Advisers were able to refer customers to health services, “gym and swim” passes for the local authority leisure centres, and free training courses available in the community (such as IT update courses, food safety and manual handling). In addition, they were able to pay for customers to undertake training to gain qualifications they needed for work, including SIA licenses (to work in the security industry), CSCS cards (health and safety accreditation required to work in the construction sector), and other qualifications.

5.26 The use of short, free courses were particularly important in some areas. It was noted that with customers who were not ready for work, who lacked confidence or had been out of work for longer periods of time, short courses were an excellent way of taking a first step and building confidence. As one Personal Adviser noted, some customers who were hesitant to go to a short course were often keen to do more to get work after completing a first short course: “What it did was take them out of that little bubble that they were in at home on their own.” To get them to take this first step often involved a lot of encouragement:

“Even the morning of the course we would be frantically on the phone trying to make sure that they would turn up, because they would all commit to it and then the morning comes and they’re dragging their heels or don’t think they fancy going. But the extra support we were giving was calling around, bringing them in maybe, meeting them at the door... I give up my time every morning to meet and greet everybody there before the tutors came in and if hadn’t done that, I’m convinced the people would have dropped off.” (Want to Work staff)

5.27 As with discretionary funding used to overcome barriers to employment, Personal Advisers were keen to emphasise that funding to pay for training was only accessed once a customer had demonstrated their dedication to finding work, by having a minimum number of meaningful meetings with their adviser. As discussed below, there was some frustration surrounding the procurement process on some occasions. During the qualitative research, customers noted that referrals to services provided by other organisations were smooth.

Working with employers

5.28 Personal Advisers worked with employers in different ways. Some would actively call specific employers to try to organise work placements or interviews, whilst others would arrange Work Trials through more formal Jobcentre Plus routes.

“It’s very hard to get those Work Trials. The few times I’ve done it for customers I’ve organised it myself. I’ve rung an employer, this is more for youngsters than older, more mature customers. Ringing somebody and saying ‘Can my customer work for you for two weeks. You haven’t got to pay them. We’ll cover their travel.’” (Want to Work staff)

5.29 It was noted that one Personal Adviser who developed relationships with employers would occasionally get phone calls from an employer informing them that they had vacancies, and asking whether there were any suitable customers who would want to apply. In these circumstances, it was important to only put forward customers who Personal Advisers were confident would be able to do the job well, as if a customer who could not do the job was recommended to an employer, the relationship with the employer could be damaged. This had happened in the past; on one occasion a customer had entered employment through a Personal Adviser’s links to an employer, but had then told their employer that they would not do certain tasks that the job involved.

5.30 It was also noted in some case study areas that there had been no systematic engagement with employers, and rather it had been left to particular Personal Advisers to develop links. Moreover, it was noted that the employers that there were links with tended to be smaller employers. In the other area, it was noted that there was engagement with the employment agencies who were recruiting for large employers in the area, and that Want to Work hosted presentations by the agencies to customers. These presentations discussed the tasks involved with certain types of jobs and helped ensure that customers were better prepared for the interview stage. In Sandfields and Pembrokeshire the active engagement with employers was carried out by another ESF project, South West Workways, which offered six months’ work experience.

5.31 In one area, a Personal Adviser had been able to work particularly well with an employer and another partner to develop a training offer to fill particular vacancies for an employer:

Case Study – Working with employers and pooling resources

A particularly innovative example of partnership working was reported in Rhondda. This involved Want to Work pooling resources with Rhondda Housing, a local housing association, to deliver training to allow residents and Want to Work customers to get jobs in the nurse bank of the local NHS trust.

One outreach location used by Personal Advisers in the Rhondda Valley was Rhondda Housing. As a member of staff at Rhondda Housing noted:

“[A Personal Adviser], from Want to Work, has got a base in this office, which was an absolute Godsend really because she was literally around the corner from [my colleague] and me and it meant that more often than not, we’d just share referrals. So if she had someone come into her Want to Work Programme that

she felt actually either wasn't suitable for the stuff that she had on at the time or that she knew that we were doing, she would refer across and likewise, we would do the same."

Rhondda Housing had received funding from the Big Lottery for a programme called Action for Change, which aimed to get tenants and other community members into jobs, voluntary work, and training. When Rhondda Housing were setting up the training courses as part of Action for Change they were not always able to fill the number of places required to hire the tutor. However, because they had a mandate to work with members of the community they could offer some places on the courses to Want to Work customers:

"We would have to pay the trainer, so the trainer wouldn't offer the course often if there wasn't about eight people on the course, so you'd have to have your numbers. So let's say we had five and we really wanted to put this course on, we would then... I think it almost perhaps even started by accident, I can't remember the exact origins of it but... so [the Want to Work Personal Adviser] was, 'Well, can three of my people go on there?...' Because we were both trying to achieve getting people into work and the spaces were available, we talked to the directors here and they felt it was fine. So each course we did from then on was paid for by us or by the grant money that came in through the lottery, but attended by a mixture."

To improve the likelihood of the training getting customers into work, Want to Work was able to link up with the local NHS Trust, as the Personal Adviser worked closely with the Nurse Bank Manager who needed to recruit to the nurse bank. The Personal Adviser noted that: "They were wasting a lot of money on recruitment... There were people who weren't prepared, they didn't have the certificates" to work in the nurse bank.

Because Want to Work and Rhondda Housing were able to provide appropriate training, the NHS agreed to guarantee giving interviews to those who completed the course. This led to over 15 people, more than half the course, moving into work.

In work support

5.32 Want to Work staff noted that in-work support could be particularly important for some customers, as the transition into work could be stressful and marked a large change in lifestyle if the customer had been out of work for a long time. As such, in-work support was offered to help customers sustain employment. Different types of in-work support included: mediating with employers if a dispute arose, and discussing with customers how they could manage their health condition at work. In one area, it was noted that some employers paid staff less than the minimum wage, and Want to Work staff were able to represent customers to these employers and demand their legal rights.

5.33 One type of in-work support mentioned a number of times by customers as having been important was support with paperwork associated with moving into work, such as claiming tax credits. As one customer said: "There was so many

forms and paperwork it's a nightmare... I think I was baffled with the paperwork. I'm not used to it. I would come to [my Personal Adviser] and she'd tell me then what it was about because I wouldn't have a clue."

- 5.34** In addition, in-work support could be provided to help customers progress in work, rather than simply sustaining employment. As such, it was noted that Want to Work advisers could help customers undertake additional training which would put them in a better position to get promoted or receive more pay.
- 5.35** Nevertheless, it was noted that there was not the demand for in-work support that had been expected. In one case study area, it was expected that one Personal Adviser would focus on providing in-work support, but this had not been necessary. Personal Advisers noted that all customers were called three months after job entry, as well as being told after they entered work that they could receive more support if they needed it, but that take up was low.

Procuring services

- 5.36** Whilst Want to Work staff would often organise training for customers that they did not need to purchase (such as free courses run by other ESF projects and local authorities), at other times they had to procure training through the Low Value Procurement process.
- 5.37** There was frustration amongst Want to Work staff about their ability to procure the services they needed. It was noted that this had not been the case when Want to Work was first rolled out. The Low Value Procurement process sometimes took too long to approve funds, and often would not approve appropriate local training. For example, staff in Cardiff wanted to commission a training course for people wanting to work in retail. Staff had a good relationship with a local training provider who worked in the community, but this provider was more expensive than other providers offering to teach the same course. Therefore, the procurement team approved a different training provider, but they were based in the valleys. As a member of staff put it:

"Because our procurement team is in the north of England they don't know Wales. I worked out the busses. It would take over an hour to get there. [These customers] lack confidence as it is." (Want to Work staff)

- 5.38** Similarly, staff in Rhondda were concerned that training was being offered to customers out of the valley, which could be a disincentive to take part for more vulnerable customers. It was also noted that small savings in the cost of training could be swallowed up by paying travel expenses:

"We might be paying travel expenses down to Cardiff or Newport or North Wales sometimes... even to England, which is a foreign country." (Want to Work staff)

- 5.39** Similar examples were given in Pembroke / Pembroke Dock of training offered in Swansea and Port Talbot when there was no public transport available to meet the requirements of the courses offered.

“Very often it’s not suitable at all to what you’ve actually requested, it’s nowhere near....Swansea over 5 days and 5 evenings, no transport, it is a really big difficulty at the moment” (Want to Work staff).

- 5.40** On another occasion, Want to Work staff wanted to procure a course for young NEET customers that was run by a trainer who was formerly in the military, as it was felt this provider would best engage these young customers. At the time of the fieldwork, Want to Work staff were concerned this would not be approved, and therefore that the links they had built with this specialist training provider would not be used.

- 5.41** As well as providing training that was not always perceived to be the most relevant, delays in providing training were noted as harming the chances of some customers entering work, particularly if a customer had a job offer conditional on gaining a qualification or certification, or if the customer lost confidence during the delay.

“They are really up [after an offer of work], then, boom, dead down [because of the delay in getting training]. And then, of course, advisers have to keep them motivated... And they say ‘Oh, it’s all talk with you, you’re not doing it’. So there is that element of losing people.” (Want to Work Staff)

- 5.42** In particular, it was noted that Want to Work were not able to procure personal development courses, such as confidence building. It was noted that a course that included both personal development and a vocational qualification (such as a manual handling or food hygiene certificate) would be effective for many customers, but they could not commission them. In one case study area Want to Work had managed to work with mainstream JCP staff to gain access to such courses through Flexible Support Funds, but this was not seen as an ideal arrangement.

- 5.43** One Delivery Manager, however, did note that the LVP process was good because it “took that element of risk and pressure off project managers... because they can’t be seen as favouring on organisation.” Two Delivery Managers did, however, suggest that a framework of approved providers within the District would be beneficial:

“One of the things we are looking at is if we could have a list of approved providers who have gone through the tendering process, who have a gold star sort of recommendation. Then why can’t we go directly to them? They would mean that we could cut out part of the bureaucracy and the procurement process and go straight to the training. Now also that could be more cost effective for us as well.” (Want to Work staff)

What makes Want to Work work? The opinions of Want to Work staff

- 5.44** When asked what they considered the best thing about Want to Work, it was most common for Want to work staff to say that it was the fact that the programme was based within the communities they were serving. As discussed in Chapter 3, Personal Advisers were based in community locations, such as LA owed Enterprise Centres or 'one stop shops', other local organisations, libraries, community centres, as well as in some cases religious centres such as a mosque and Salvation Army centre, and GP surgeries. Moreover, they had actively built links with other services on offer in their locality, including health services, training providers, community organisations and Youth Offending Services. This meant that Want to Work was well integrated with local services, and was in amongst the communities it served.

"[A key strength of Want to Work is] To be within the community and stay within the community. Learn about the community you work in and care about the community you work in" (Want to Work staff)

- 5.45** Linked to this was the fact that Want to Work was informal and accessible. As demonstrated in Chapter 3, Want to Work had taken a number of steps to make engaging with the programme as easy as possible.

- 5.46** Moreover, the flexibility of the service was considered a key strength. There was no standard 'customer journey,' and Personal Advisers were able to provide the support that customers needed at their own pace. The support was holistic, and aimed to overcome any personal and health problems that limited customers' ability to work, as well as helping them gain qualifications, work experience and apply for jobs. Personal Advisers noted that the freedom to see customers when they wanted support was crucial, as was the fact that Personal Advisers were not limited in the amount of time they could spend with customers.

"It's being able to see customers when they need to see us. Rather than in the Jobcentre where it's once a fortnight or once every three months." (Want to Work staff)

- 5.47** Others noted that close team working was important. Moreover, the team of Personal Advisers in one of the case study areas was considered particularly strong because advisers were often secondees from other organisations, for example, from local mental health services. This meant that advisers were able to draw on the wider expertise of team members, and also strengthened links with the other organisations the secondees were originally from.

"We've got secondees... everyone has these different skills and strengths and we work together as a team. We share everything. Always share your information with other advisers. I don't keep information about jobs to myself. We always email each other, all the advisers, about a job going here or there." (Want to Work staff)

5.48 It was also noted that the programme was successful because of the continuity of provision. Want to Work had been active in some areas since 2004, and as a result had had time to build close relationships with other organisations and become very well integrated within the community.

5.49 Finally, it was noted that a key strength of the programme was the Personal Advisers cared about the job and were committed to it:

"It's caring about the people you deal with and wanting to help them... Put yourself in their [the customers'] position. Take a mile in someone else's shoes. Understand what it's like to be on the other side of the desk. Be passionate about what you do. That's the key to success because everybody cares about what they do." (Want to Work staff)

Interactions with other programmes

5.50 Want to Work interacts with a number of other programmes and initiatives. We examine, in particular, how Want to Work interacts with other ESF funded programmes and the Work Programme.

Other ESF programmes

5.51 Want to Work staff noted that there were a number of other ESF programmes, in addition to Want to Work, that operated in their local area. Given that many of these ESF programmes were funded through ESF Priority 2, which aims to help economically inactive people gain employment,¹⁸ it was acknowledged that there was necessarily some duplication of work and aims.

5.52 There was an issue around the fact that only one project could claim an employment outcome which was limiting the cross referral between projects. As a result, it was noted that some ESF projects could become "tribal" and not want to work in partnership with Want to Work. One member of staff noted that reduced levels of cooperation as a result of the difficulties in working together could actually increase duplication of services as a result of a lack of coordination.

"We've had some excellent partnerships that have worked very well that have literally come to a halt because of the managing of the outcomes and who actually gets the job outcomes... Actual joint working is incredibly difficult now." (Want to Work staff)

5.53 In all case study areas progress was being made to manage this potential problem. In Cardiff, Want to Work staff had organised a group in which all the different ESF projects shared information about their activities, and worked out

¹⁸ WEFO (2009), ESF Convergence Operational Programme, <http://wales.gov.uk/docs/wefo/publications/convergence/esfoperational/090911esfconvergenceen.pdf>, p.127.

how to coordinate their work. In Neath Port Talbot, Rhondda and Pembrokeshire similar groups were running. Given data protection rules it was not possible to pass customer details between different projects, but the increased cooperation fostered by these regular meetings encouraged members of different programmes to suggest to their customers the best programmes for them to use.

- 5.54** It was noted that Want to Work advisers who were giving employment support to a range of customers with a range of needs, often suggested to their customers that they should go and receive specialist support from other ESF programmes. The specialist provider may be able to claim an outcome from delivering their particular service, and it would be agreed that Want to Work would not claim this as well. So for example, if a customer had problems with drug or alcohol dependence, their Want to Work adviser would suggest they receive support from a specialist ESF funded drug and alcohol programme. Similarly, they might refer customers to an ESF supported training provider running first aid courses.
- 5.55** Nevertheless, there were some Personal Advisers who thought that they were unable to refer customers to other ESF programmes. They noted that they thought this was a shame, as some of the other ESF programmes would be useful for their customers. Ensuring that Personal Advisers know how they can and cannot work with other ESF programmes will be important in the future.
- 5.56** During the second phase of research in late summer 2012, some of the other ESF programmes that Want to Work had good relationships with were closing down, as their contracts were coming to an end, for example funding for part of the provision for a project working with the Gypsy community in Pembroke. Personal Advisers thought that this could lead to some gaps in local provision.

The Work Programme

- 5.57** The Work Programme became active in the summer of 2011. When the case study visits were conducted (in December 2011 and September 2012) the implications of the Work Programme were being felt. As a result of ESF funding rules, once respondents become eligible for the Work Programme they are ineligible for Want to Work. It was reported that this had meant that some customers, who had been receiving support from Want to Work for a number of months, suddenly became ineligible to receive further support except through the Work Programme. This meant that the rapport and understanding developed between customers and Personal Advisers was lost. Moreover, some advisers feared that the Work Programme may offer a less informal service and therefore be challenging for some customers.
- 5.58** An example was given of a customer who was doing her NVQ Level 3 for Learning Support Assistant work, but he was mandated to the Work Programme where he could not finish his training. The provider offered him shelf filling in Asda, but soon he started claiming ESA.

“He went back on the sick because he was so stressed because he’d have to give up what was his dream, basically, and they were talking about putting him in Asda, weren’t they?” (Want to Work staff)

- 5.59** Personal Advisers noted that they would have to work differently with customers who were soon going to be referred to the Work Programme. In particular, it would mean that they were less likely to draw on funding for training, or embark on support that would require longer amounts of time.

“It’s affecting the decisions you’re making with that person as they’re approaching that line [i.e., being mandated onto the Work Programme]. It affects what you spend, the types of plan you make... It’s constraints that are put on there as they’re approaching it.” (Want to Work staff)

- 5.60** Given this, it was important for Personal Advisers to know when customers were eligible for the Work Programme. In Neath Port Talbot Want to Work staff were working with Jobcentre Plus to initiate a manual flag system on LMS which would identify if a customer was approaching their Work Programme engagement date. In Rhondda, Want to Work Personal Advisers were having to spend considerable amounts of time checking customers’ eligibility to ensure the support they delivered was appropriate.

“A colleague and I, two heads, we had to do it together because we’re afraid that one of us is going to miss out on something. And every time we want to do a spend on something, if the person is health related we’ve got to be looking to see how far away before we commit to that spend... So we don’t find it easy, no.” (Want to Work staff)

- 5.61** It was noted that a more automated flag advising when a customers’ expected referral to the Work Programme was expected would be very useful to Personal Advisers.

The ‘Cross Cutting themes’

- 5.62** A condition of receiving ESF funding is that projects contribute to two ‘cross cutting themes,’ which are deemed “essential for the achievement of a well balanced, sustainable and innovative economy”¹⁹ These cross cutting themes are environmental sustainability and equal opportunities.

- 5.63** This evaluation has found that Want to Work has made proactive efforts to contribute to both of these themes, as laid out in the rest of this section.

¹⁹ WEFO Website, <http://wefo.wales.gov.uk/developing/crosscutting/;jsessionid=PRJQT0QJJdp9Q5zS6mJzc86rRn9Y7MvP3qnhGKsL5p8MYLFJ0Qr8!-678804860?lang=en> [23 Dec 2011].

Environmental Sustainability

- 5.64** Want to Work aims to meet environmental sustainability objectives in three ways:
- Reducing greenhouse gasses;
 - Promoting sustainable transport; and
 - Promoting the efficient use of resources.²⁰
- 5.65** Want to Work staff noted a number of ways in which they had contributed towards these environmental sustainability goals. First, it was noted that shared transport (including Jobcentre Plus official vehicles where these were held locally) and public transport were used as often as possible. For example, one Delivery Manager recounted driving three staff members to a training event they were attending, rather than each member of staff driving their own car. Similarly, some Want to Work advisers had purchased bicycles, rather than using motorbikes, which they used during their outreach work. Since the initiation of the programme up until August 2011, the Want to Work team calculates that they have saved 2,839 kg of CO² emissions.²¹
- 5.66** Want to Work staff noted that they tried wherever possible to hold events jointly with other organisations, rather than two separate events being run. This reduced the amount of advertising materials that had to be printed. It was noted that they had produced joint leaflets with Communities First, rather than both organisations printing separate leaflets.
- 5.67** Want to Work staff also noted that they use recycled paper, reuse items (for example, plastic pockets and folders) whenever possible, and recycle wherever possible. Moreover, when they needed new office equipment they first checked whether any other Jobcentre Plus offices had surplus (through the use of 'Swap Shop'), rather than buying new products as a default.
- 5.68** All Want to Work staff had taken part in environmental sustainability awareness sessions, which encouraged them to look out for ways to minimise the environmental impact of Want to Work. They all worked within DWP policy and procedures as well as the policy and procedures of the non-DWP premises in which they worked

Equal Opportunities

- 5.69** Want to Work staff also noted their commitment to ensuring equal opportunities to customers. This included ensuring equal opportunities for people based on a range of different characteristics, such as ethnicity, gender and disability. The programme aimed to promote equal opportunities in three main ways:

²⁰ Want to Work Business Plan

²¹ Want to Work Sustainability Report – September 2011.

- Increasing the number of individuals who have multiple disadvantage accessing employment and self employment;
- Increasing the number of women, BME people and disabled people securing training and employment in higher paid and higher skills sectors and self employment; and
- Challenging occupational segregation by increasing the number of women and men training or re-training in non-traditional areas, focussing on those areas where there are skills shortages.²²

5.70 First, it should be noted that, as Chapters 2 and 3 demonstrate, Want to Work has made sustained efforts to engage people with multiple disadvantage, including people from BME communities and people with disabilities. Want to Work has a higher proportion of customers from BME communities than the proportion of working age people who are economically inactive who are from BME communities.

5.71 In Grangetown, it was noted that given the population was so diverse it was extremely important reach out to communities and be sensitive to the different cultural expectations in the ward. As noted elsewhere in this report, the Want to Work service offer in Grangetown was highly tailored to meet the needs of customers from different ethnic backgrounds. This was achieved in part because Want to Work employed Personal Advisers from Grangetown who knew and understood the needs of the local community. Similarly, in Pembroke, Want to Work had made significant efforts to engage with the Traveller community in the local area.

5.72 The very nature of Want to Work, by aiming to support inactive people into work, means that it contributes towards the aim of increasing the number of individuals who have multiple disadvantages accessing employment and self-employment. As shown in Chapter 7, engagement with Want to Work significantly increases the likelihood of entering work that economically inactive people have.

5.73 Moreover, Want to Work has not adopted a 'work first' approach to job searching. The research found that customers were encouraged to think about what types of work they wanted to do, and whether their hobbies could lead to self-employment. In addition, customers who entered work were called three months later to determine whether they wanted any additional support, which could include additional training to help them progress in work. As shown in Chapter 7, 41% of those who entered work could be said to have progressed in work.

5.74 Want to Work staff noted that they had challenged occupational segregation by supporting customers into non-traditional sectors, where appropriate. For example, men had found employment as masseurs, and a woman had been supported into employment doing maintenance work for a housing association, neither of which were 'traditional' types of employment in their community.

²² Want to Work Business Plan

- 5.75** In Pembroke / Pembroke Dock, members of the gypsy community were entering employment in sectors where it was considered less traditional, including retail.

“What tends to happen is if you have got a large employer, for example MacDonald’s, once they started employing one gypsy traveller and realised that they are grafters, of course that really adds to integration because people work with gypsy travellers and realise that they are no different to everybody else and it is breaking down those barriers so that social inclusion is happening” (Stakeholder)

- 5.76** Nevertheless, data in Chapter 7 seems to suggest that men were more likely to move into traditionally male sectors than women (manufacturing, construction, and transport and storage) and that women were more likely than men to enter traditionally female sectors (health and social work, education and wholesale and retail). It should be noted that customers valued not being forced into applying for work they did not want to do, and this pattern is likely to be the result of customers’ preferences.

Chapter Summary

Building partnerships with local organisations was of fundamental importance for Want to Work, as it both created referral pathways into the programme and developed links with services that Want to Work Personal Advisers could refer customers onto. Partnerships had successfully been developed with a large range of different types of organisation, including with organisations not traditionally involved with employment services, such as Sure Start and the National Exercise Referral Scheme. Staff working at partner organisations were very complementary when discussing their experiences of working with Want to Work staff.

Building partnerships with health services was seen as very important, given that so many Want to Work customers had health conditions. In Sandfields excellent links had been built with local GP surgeries (resulting in 621 referrals), but this had not been possible to the same degree in other areas. In Sandfields, a dedicated Personal Adviser acted as a liaison with health services, and this had been key in engaging GPs. Links with other ESF funded programmes were generally smooth, and there was some coordination between them in all case study areas. However, some Personal Advisers thought that they could not refer customers to ESF projects, and relationships were less close than they had been in the past.

The effects of the Work Programme were being felt when fieldwork was carried out. When customers became eligible for the Work Programme they had to stop receiving Want to Work support. This meant that the rapport and understanding developed between a PA and a customer would be lost. It took considerable effort in some areas to accurately ascertain when customers would be mandated to the Work Programme, and this limited the amount of support that these customers could be given. In Sandfields, staff were working

with JCP to initiate a manual flag system to identify which customers would soon cease to be eligible for support.

Personal Advisers often saw their role as more than just providing employment support, but providing holistic support that aimed to tackle all the problems that might affect customers' ability to enter work. They tended to say there was no such thing as a typical customer journey, but that support would be entirely tailored to the needs of customers, something which customers also noted. There was relatively little demand for in-work support, although it was offered to customers.

Discretionary funding was seen as an important tool for PAs, particularly because they had greater flexibility to use funds than other JCP advisers. Nevertheless, they noted that they were careful in how they used discretionary funding, so that customers did not take advantage. One frustration that Want to Work staff noted was that they **sometimes struggled to procure services through the Low Value Procurement process**. There had been cases when a particular supplier was requested, but a different supplier was selected which cost less, but was less appropriate. It was suggested that a framework of approved training providers would be a way of ensuring that appropriate training was available and reducing the administrative burden on the programme.

Engagement with employers was often left to individual Personal Advisers, and as a result different approaches were evident. Some PAs relied on more official channels to engage employers, such as Work Trials, whilst others more proactively developed their own relationships with local employers. In Rhondda, a close relationship with the local NHS had been effective in supporting a number of customers into work.

Want to Work was originally only able to support people living in certain wards, but now can support certain customers outside of these target wards. This has meant that the same number of PAs had to cover a wider area. **Some customers considered that Want to Work had become less accessible than it had been previously.**

Staff suggested a number of aspects of Want to Work that they considered successful:

- Being based within the communities they served;
- The service they offered was holistic, informal and flexible;
- The team of Personal Advisers were from a variety of different backgrounds (some seconded to Want to Work), and worked very well together;
- The close partnerships with local organisations they had been able to build over up to seven years; and
- The commitment of personal advisers to their job.

Want to Work staff had made proactive efforts to contribute to the cross cutting themes of environmental sustainability and equal opportunities, and had been successful in both of these areas.

6 Soft Outcomes

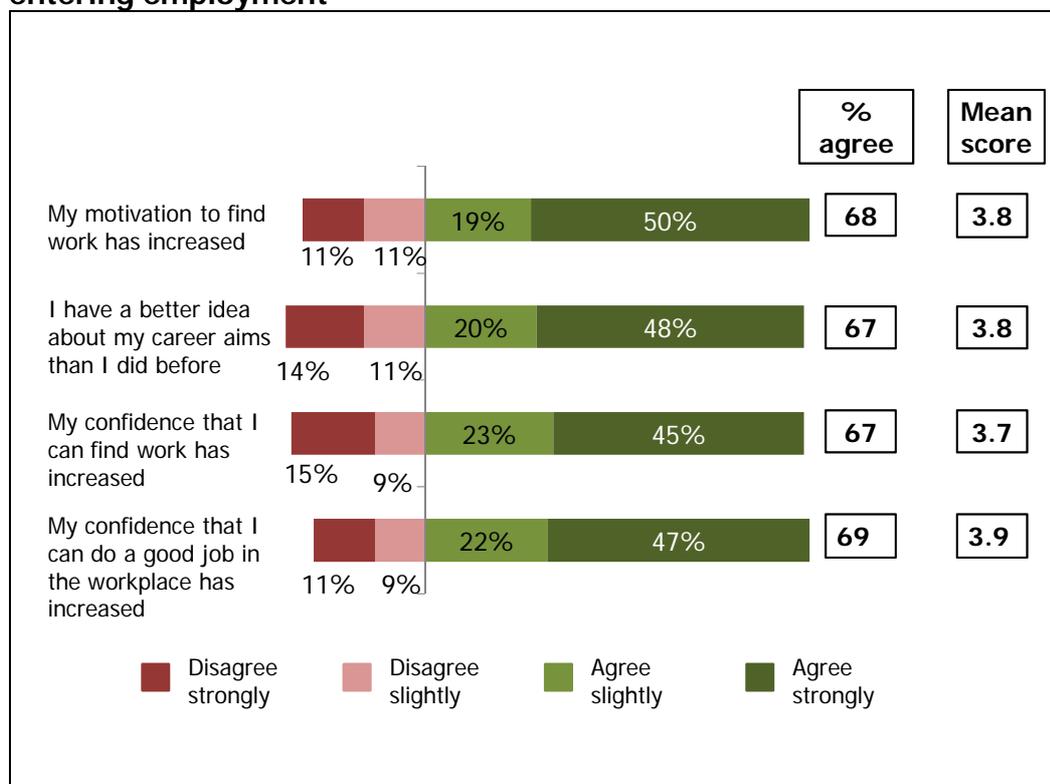
Introduction

- 6.1** This chapter looks at the soft outcomes that customers gained as a result of engaging with Want to Work. We first examine the proportions of customers achieving a variety of different soft outcomes, before examining variation in soft outcome achievement in different groups of customers. We finish by looking at the effect of Want to Work on the health of customers. The chapter draws on data from the survey and findings from qualitative research.

Overall findings

- 6.2** The soft outcomes we examine fall into four categories: first confidence and motivation about employment; second skills acquired; third self-esteem and social inclusion; and finally health. Results suggest that soft outcomes are a key benefit of Want to Work for customers.
- 6.3** Survey respondents were asked how far they agreed or disagreed with a number of statements about their motivation and confidence about entering employment, with 1 being 'disagree strongly', 3 being 'neither agree nor disagree' and 5 being 'agree strongly'. Results are presented in Figure 6.1.

Figure 6.1. Effect of Want to Work on confidence and motivation about entering employment



Base: All respondents (651)

Source: Ipsos-MORI and Inclusion survey of Want to Work customers 2009

Note: percentages do not sum to 100% as respondents could neither agree nor disagree or answer 'Don't know'

6.4 Nearly seven in ten respondents agreed with all of these statements, with between 45% and 50% strongly agreeing, indicating the positive effect that Want to Work had in this respect. Nevertheless, between 20% and 25% of respondents disagreed slightly or strongly with these statements.

6.5 The primary soft outcomes outlined by customers in the qualitative research were increases in confidence. This applied both to those who had and had not entered employment. One customer noted how being employed meant that people treated her “as a professional person” She noted that people talked to her “like a human being,” which had not always been the case before entering work.

I hadn't ever been out of work in my life and I think when that happens to you and it's taken away you lose all your self-respect. I've always supported myself. Your confidence goes and when you're getting older... you hear of people saying after a certain age you'll be lucky to get a job and I think the Want to Work scheme is giving me the confidence to move forward (Want to Work customer)

- 6.6** There were a number of ways that confidence was instilled by Personal Advisers. Support building CVs was noted a number of times, as this made customers realise that they had skills that employers valued.

"I think everybody round this table whose had a CV done by these people have walked out of here thinking 'Bloody hell I'm going to be a pilot! I'm good!'" (Want to Work customer)

"When I came to sort my CV out I said to [my Personal Adviser] "I've got nothing to write about me. I've been out of work for 10 years"... By the time I've come out of there I've felt like a queen. I didn't realise I could go to college." (Want to Work customer)

- 6.7** Other customers noted that interview preparation was important in building their confidence, and others simply noted that their trust in their Personal Adviser gave them confidence, as they knew their Adviser would give them good advice.

"When I first came here I thought I couldn't do nothing. I was riddled with arthritis, nobody's going to employ me, my age is against me. I had a bollocking for thinking that off [my Personal Adviser] and the rest of them [the Want to Work team]. When I left here I thought I can do anything. The confidence they give you is tremendous." (Want to Work customer)

- 6.8** Going to training courses was also noted as being important for boosting confidence. Short courses were used to ease some customers into group situations and make them feel they could work.

"Because I'd been out of work for so long, being with a group of people, role-play builds your confidence up. Just to go to Want to Work once a week and doing something positive, you walk out with your head held up." (Want to Work customer)

- 6.9** Some customers also noted that the increased confidence they felt helped them stay motivated whilst looking for work. For example, one customer reported that the support from Want to Work when they received a knock-back, such as failing to get a job they applied for, was important in maintaining motivation.

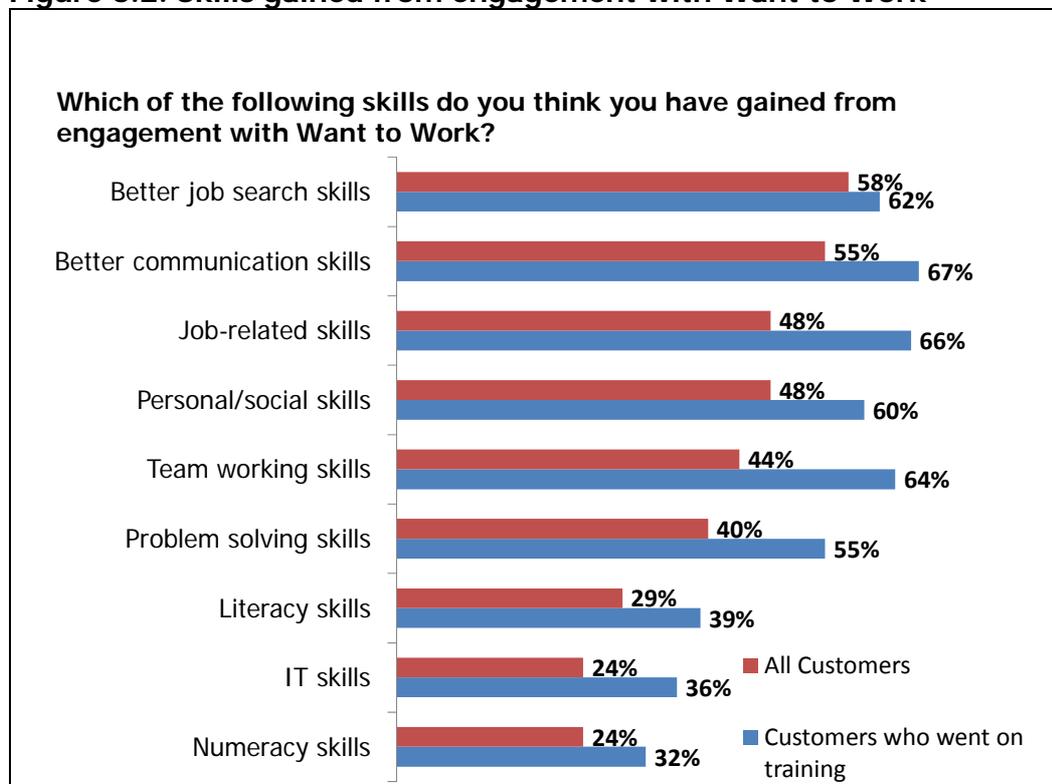
"Not only do they help you with a job, they help if you don't get the job, they let you know it's not the end of the world. They can keep your confidence going [so you can] keep driving on." (Want to Work customer)

"They make you feel confident. That's why you do all the training and meetings, all the computer service as well. They make you confident. (Want to Work customer)

- 6.10** In addition, as discussed in Chapter 4, customers noted that the advice received from their Personal Adviser made them feel that they had more opportunities than they had realised, and that they could work in occupations they had not previously considered.

6.11 Survey respondents were asked whether they had acquired skills through their engagement with Want to Work, including through training or work experience.

Figure 6.2. Skills gained from engagement with Want to Work



Base: All respondents (651)

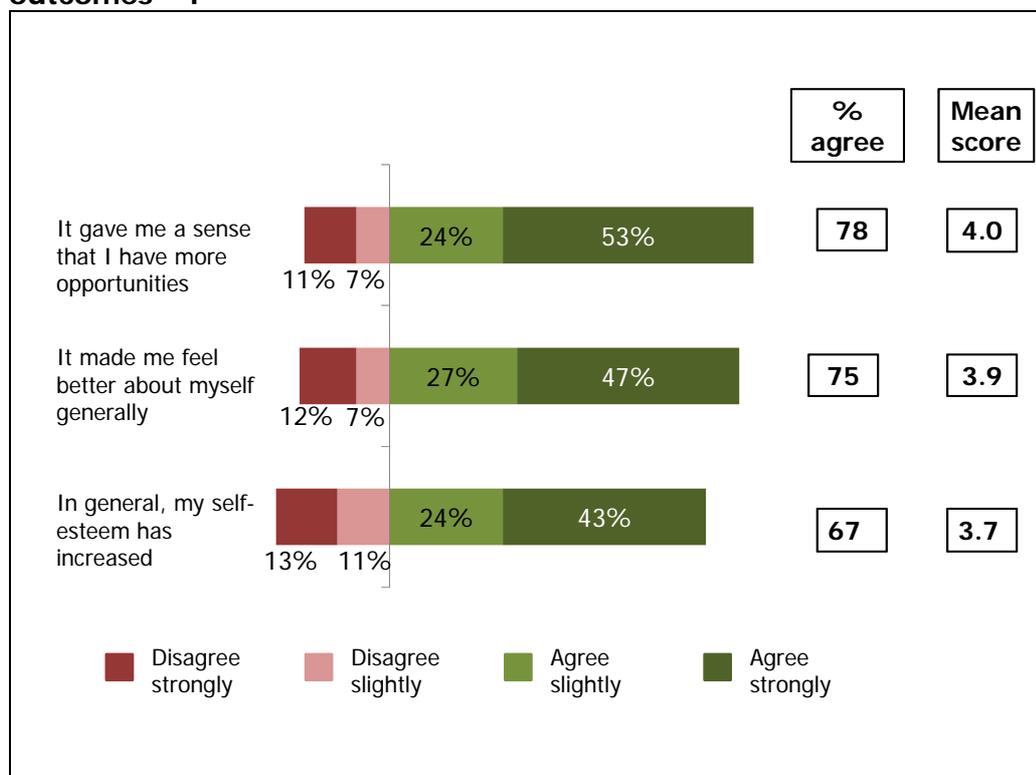
Source: Ipsos-MORI and Inclusion survey of Want to Work customers 2009

6.12 More than half of the respondents reported gaining better job search skills (58%) and better communication skills (55%). Job-related (48%), personal/social (48%), team working (44%) and problem solving (40%) were the next most commonly reported skills gained. Literacy (29%), IT (24%) and numeracy (24%) skills were the least commonly gained skills.

6.13 Those customers who had been on training were significantly more likely to report gaining skills. For example, two-thirds of customers who had been on training reported improved communication skills and job related skills (compared to 55% and 48% of all customers respectively).

6.14 Survey respondents were also asked how far they agreed or disagreed whether they had achieved soft outcomes related to self-esteem and social inclusion (see Figure 6.3, below).

Figure 6.3. Agreement with statements relating to social inclusion soft outcomes - 1



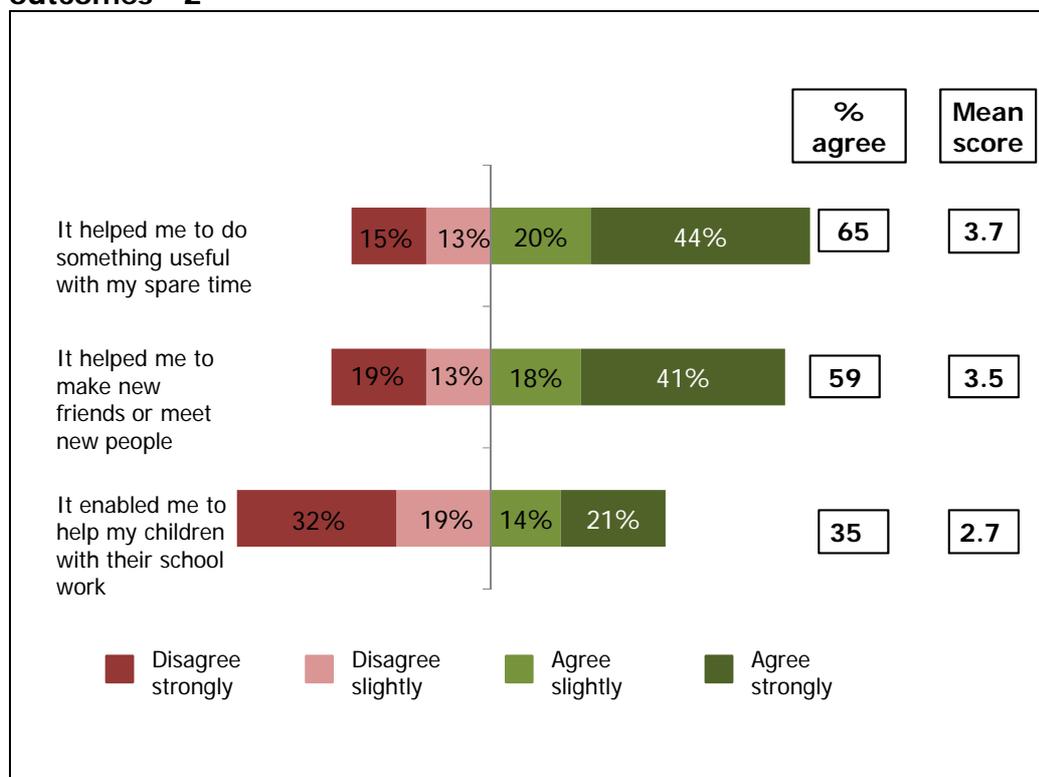
Base: All respondents (651)

Source: Ipsos-MORI and Inclusion survey of Want to Work customers 2009

Note: percentages do not sum to 100% as respondents could neither agree nor disagree or answer 'Don't know'

- 6.15** High proportions of respondents had achieved these soft outcomes. Three quarters (75%) of respondents agreed with the statement that Want to Work made them feel better about themselves generally, with nearly half (47%) agreeing strongly. A slightly higher proportion agreed with that Want to Work gave them a sense that they have more opportunities (78%) with just over half (53%) strongly agreeing. Around two-thirds of respondents (67%) agreed that their self-esteem had increased with nearly half (43%) strongly agreeing.
- 6.16** Six in ten respondents (59%) agreed that Want to Work had helped them to make new friends or meet new people and nearly two thirds (65%) agreed that it helped them do something useful with their spare time (see Figure 6.4., below). Those who had children were asked whether Want to Work enabled them to help their children with their schoolwork. Just over a third of those with children (35%) agreed with this statement.

Figure 6.4. Agreement with statements relating to social inclusion soft outcomes - 2



Base: All respondents (651), question on helping children with schoolwork only those with children (316).

Source: Ipsos-MORI and Inclusion survey of Want to Work customers 2009

Note: percentages do not sum to 100% as respondents could neither agree nor disagree or answer 'Don't know'

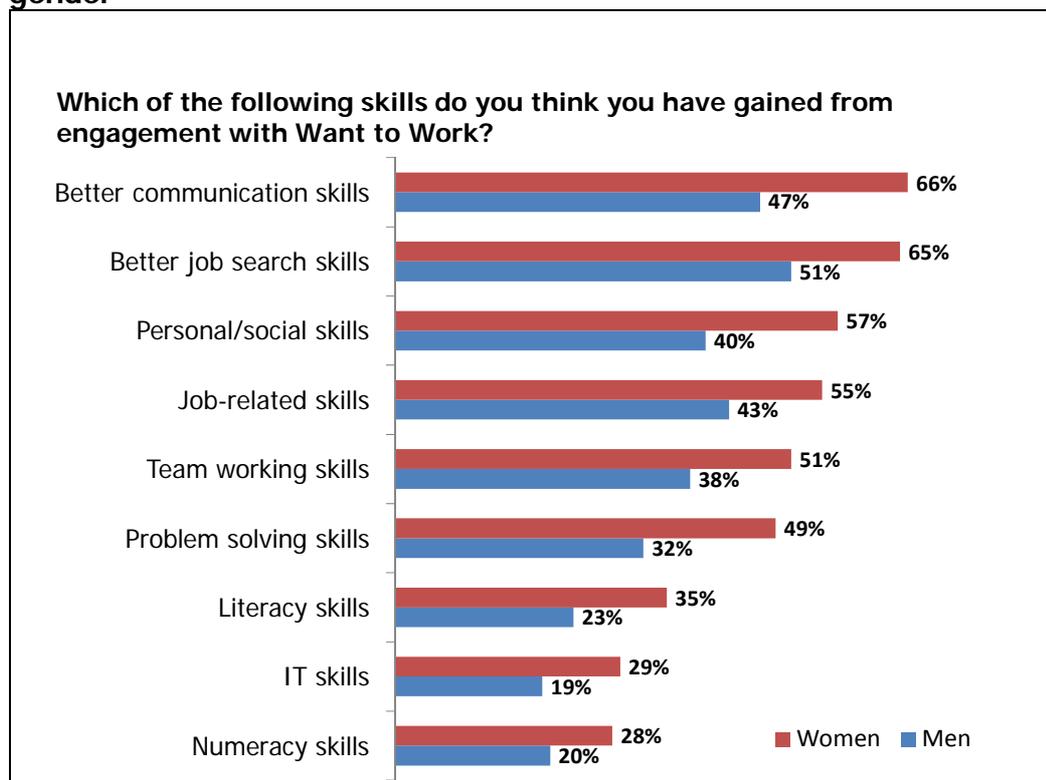
6.17 Finally, survey respondents were also asked whether Want to Work affected their knowledge of other government services on offer and how to gain access to these. Nearly two thirds of respondents (64%) agreed or strongly agreed that Want to Work had given them a better idea of other government services and how to access them, with 41% agreeing strongly.

Variation in soft outcomes achievement

6.18 This section looks briefly at the types of customer that were more and less likely to achieve the soft outcomes outlined above.

6.19 A key area of variation was by gender; in particular, women were more likely to report soft outcomes than men. This was true of both skills-based soft outcomes and other soft outcomes such as confidence and self-esteem. With regard to achievement of skills-based soft outcomes, the largest difference between men and women related to improved communication skills, with two-thirds (66%) of women saying they had improved compared with less than half of men (47%). Results of skills-based soft outcomes by gender are shown in Figure 6.5.

Figure 6.5. Skills gained through engaging with Want to Work by gender



Base: All respondents (651)

Source: Ipsos-MORI and Inclusion survey of Want to Work customers 2009

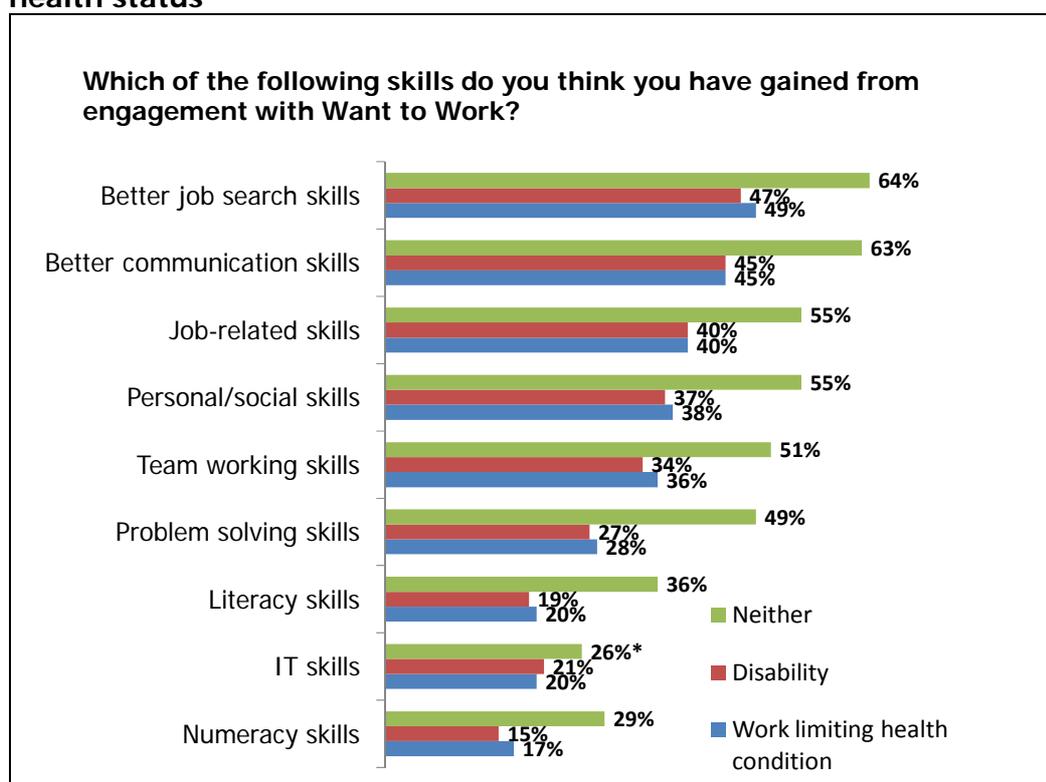
- 6.20 Similarly, gains in confidence and other soft outcomes were more often experienced by women than men. For example, 74% of women agreed that their confidence that they can find work has increased and that their self-esteem had increased, compared to 62% of men. Similarly, 62% of women agreed strongly that Want to Work had given them the sense that they had more opportunities, compared to 46% of men.

- 6.21 Lone parents and those whose main reason for economic inactivity was caring for someone were also more likely to report soft outcomes than non-lone parents and those who were not carers. For example, 65% of lone parents reported better communication skills compared to 53% of non-lone parents, 59% of lone parents reported improved personal/social skills compared to 44% of non-lone parents. Similarly, a higher proportion of lone parents agreed that that they felt better about themselves generally compared to non-lone parents (82% compared to 72%).

- 6.22 The fact that lone parents achieved more soft outcomes than non-lone parents is likely to be related to the fact that most carers and lone parents were women (see Chapter 2). Moreover, it is likely that these findings are related to the presence or absence of a health condition; as discussed below, those with health conditions, who were more likely to be male than female, were less likely to have achieved soft outcomes.

6.23 Those without a work limiting health condition (WLHC) or disability reported more soft outcomes than those with a WLHC or disability. These included both skills-based soft outcomes, such as job search skills, as well as other soft outcomes such as confidence and motivation. As shown in Figure 6.6, those with neither a disability nor a WLHC were significantly more likely to report all skills-based soft outcomes (other than IT skills) compared to those with them. Whilst more than half of those with neither a disability nor a WLHC reported improvements in job search skills, communication skills, job-related skills, personal/social skills and team working skills, fewer than half of all respondents with WLHCs or disabilities achieved each of the different skills asked about.

Figure 6.6. Skills gained through engaging with Want to Work by health status



Base: All respondents (651)

Source: Ipsos-MORI and Inclusion survey of Want to Work customers 2009

6.24 Significant differences between those with and without health conditions were also found among all other soft outcomes apart from enabling individuals to help their children with their schoolwork. Respondents were particularly likely to report that Want to Work support had given them a sense that they had more opportunities; 83% of those with no WLHC or disability reported this compared to 70% of those with WLHCs or disabilities. Tables 6.1 and 6.2 show respondents' agreement with a number of statements relating to soft outcomes by health status.

Table 6.1. Agreement with statements relating to soft outcomes from engaging with Want to Work by health status

	% agreeing - WLHC	% agreeing - Disability	% agreeing – Neither WLHC or Disability
My motivation to find work has increased	59	57	76
My confidence that I can find work has increased	57	54	76
My confidence that I can do a good job in the workplace has increased	60	58	76
I have a better idea about my career aims than I did before	59	58	74
In general, my self-esteem has increased	60	55	75
<i>Unweighted base</i>	<i>287</i>	<i>289</i>	<i>327</i>

Table 6.2. Agreement with soft outcome statements by health status

	% agreeing - WLHC	% agreeing - Disability	% agreeing – Neither WLHC or Disability
It helped me to make new friends or meet new people	53	51	65
It enabled me to help my children with their school work*	27	21	42
It helped me do something useful with my spare time	56	56	71
It made me feel better about myself generally	67	65	81
It gave me a sense that I have more opportunities	70	70	83
I have a better idea of other government services on offer, and how I can gain access to them	58	57	68
<i>Unweighted base</i>	<i>287</i>	<i>289</i>	<i>327</i>
*Unweighted base (those with dependent children)	119	119	183

6.25 As discussed above, women tended to report more soft outcomes than men. In addition, lone parents and carers (who were more likely to be women²³) were more likely to achieve soft outcomes, whilst those with a WLHC or disability (who were more likely to be men²⁴) were less likely to have achieved soft outcomes. It is unclear, however, whether it is gender or the presence or absence of a health condition or caring responsibilities which causes these differences in soft outcomes achieved.

6.26 Those who got a job were more likely to report some soft outcomes than those who did not get a job (see Table 6.3, below). Most of these were the soft outcomes other than skills, such as improved confidence and motivation. Less common were differences in skills increases, with a significant difference only in improved communication skills, which was reported by 61% of those who got a job and 50% of those who did not.

Table 6.3. Views on the affect of Want to Work by whether entered work

	% agreeing – got a job	% agreeing – did not get a job
My motivation to find work has increased	74	63
My confidence that I can find work has increased	75	60
My confidence that I can do a good job in the workplace has increased	77	61
In general, my self-esteem has increased	77	58
<i>Unweighted base</i>	<i>317</i>	<i>334</i>

6.27 It is not clear whether the achievement of soft outcomes meant that Want to Work customers were more likely to move into employment or whether those who did enter work looked back on what they achieved through Want to Work more positively than those who did not. Other studies have found that work has positive impacts on health and well-being.²⁵

6.28 Respondents with lower level qualifications were more likely to report ‘soft outcomes’ than those with higher level qualifications. This included both skills-based and other soft outcomes. For example, 61% of those with no qualifications said that they had gained better communication skills compared with 43% of those with NQF Level 3-8 qualifications. Similarly, 29% of those with NQF Level 3-8 qualifications agreed that they had gained team-working skills compared with 44% of all Want to Work customers. Moreover, whilst 44%

²³ Eighty-five percent of lone parents were women.

²⁴ Nearly half of the male respondents reported a work limiting health condition (44%) or disability (46%) compared to less than three in ten women (29% reported a WLHC and 28% reported a disability).

²⁵ For a discussion of these, see G. Waddell and A Burton (2006) *Is work good for your health and well-being?*, Department for Work and Pensions.

of those with level 3-8 qualifications disagreed that Want to Work had helped them to make new friends or meet new people, nearly a third (32%) of all Want to Work customers reported this. This is in line with other studies, such as Impact of Learning on Employability²⁶ that found those studying for Basic Skills classes were more likely than those studying for vocational or other qualifications to benefit from the softer outcomes of learning.

The effect of Want to Work on health

- 6.29** Respondents who had a long-term health condition when they started Want to Work in 2009 were asked whether the support they received had led to any change in their health. In most cases (77%) respondents said that Want to Work support had not led to a change in their health. In line with other findings²⁷, however, those with depression or other mental illness were more likely than those with other health conditions or disabilities to report that the support they received had led to a change in their health. Around one-third of respondents (31%) with depression or other mental illness reported a change in their health compared with 16% of those with other health conditions or disabilities. Of all of those who reported a change in their health, most (82%) reported that this change had been an improvement.
- 6.30** Respondents with a long-term health condition were also asked whether the support they received from Want to Work enabled them to better manage their condition. Nearly a quarter (22%) reported that it did. Again, those with depression or other mental illness were more likely than those with other health conditions or disabilities to report that Want to Work support helped them to manage their condition. Twenty-eight per cent of those with depression or other mental illness reported that they could now manage their condition better compared to 18% of those with other health conditions or disabilities.
- 6.31** Some customers during the qualitative fieldwork noted that Want to Work had helped them manage their health condition better than had been possible in the past:

"In my case it's trying to get me aware of my illness problems and try to get me fit by offering me exercise courses and a chronic disease course and trying to get me into some voluntary work. It's getting something that's suitable at the moment." (Want to Work customer)

"In work I'm not too bad; rest and tables. If you sit too long it hurts but you just have to get on with it" (Want to Work customer)

²⁶ *Impact of Learning on Employability* (2008), Learning and Skills Council.

²⁷ M. Davies, M. Franceschelli and T. Riley, *Evaluation of Single Homeless Enterprise Project (SHEP)* (2011), St. Mungo's.

Chapter Summary

Want to Work customers had achieved a variety of soft outcomes as a result of engaging with the programme.

Between 65% and 70% of customers agreed that:

- Their motivation to find work increased;
 - They had a better idea of their career aims;
 - Their confidence they can find work had increased;
 - Their confidence they can do a good job in the workplace had increased; and
- Their self-esteem had increased.

The most common soft outcomes customers reported were that the support had made them feel better about themselves generally (75%) and feeling that they had more opportunities (78%). In addition, customers reported developing a range of skills, with nearly six in ten (58%) reporting better job search skills and 55% reporting better communication skills. The skills that had improved the least were literacy, IT and numeracy skills (with between 24% and 29% of customers reporting skills increases in these areas).

Certain groups were more likely than others to have achieved soft outcomes:

- Women were more likely than men to have achieved soft outcomes;
- Carers and lone parents were more likely than non-carers and non-lone parents;
- Those without a work limiting health condition (WLHC) or disability were more likely than those with one;
- Those with lower level qualifications were more likely than those with higher level qualifications; and
- Those who had entered work were more likely than those who had not.

Most customers with health conditions (77%) reported that the support they received through Want to Work had not affected their health condition. Those with mental health problems, however, were more likely than other customers to report improvements in their health as a result of Want to Work. Similarly, those with mental health problems (28%) were more likely than those with other health conditions (18%) to report that they were better able to manage their health as a result of Want to Work.

7 Employment outcomes

Introduction

- 7.1** This chapter examines the employment outcomes of Want to Work customers. It first reports the proportion of customers entering employment and self-employment (and measures the impact of Want to Work on the likelihood of entering employment). It then reports other characteristics of the jobs Want to Work customers entered, progression in work, as well as examining the role of self-employment. Given the importance of supporting customers into *sustainable* work, rather than just any work, this chapter also measures the sustainability of work and whether Want to Work customers entering work are more or less likely to sustain it compared to other similar people.
- 7.2** Please note that different sections of this chapter are based on findings from different cohorts of customers. Findings relating to the proportion of employees entering employment are based on the cohort of all customers initially engaging with Want to Work in 2009. Findings about work characteristics, sustainment, and progression are based on customers entering work who initially engaged with Want to Work between July 2008 and June 2011.

Proportion entering work

- 7.3** In total, 49% of customers engaging in Want to Work in 2009 reported that they had started working for at least one hour a week whilst receiving support from Want to Work, or within six months of stopping receiving support.²⁸ This included 41% who entered employment, and 7% who had become self employed.
- 7.4** There was variation in the proportion of customers entering work by subgroup. First, those with a work limiting health condition (43%) or a disability (43%) were less likely to enter work than those with neither (52%). Moreover, those with higher-level qualifications were more likely to enter work; whilst 42% of those with no qualifications entered work, 54% of those with Level 2 qualifications and 60% of those with Level 3 or higher qualifications entered work.
- 7.5** Moreover, those who had been out of work for shorter periods were more likely to enter work. In total, 59% of those who had been out of work for up to six months entered work, compared to only 34% of those who had been out of work for over five years. Moreover, those who were not claiming any benefits

²⁸ The absolute numbers of 2009 Want to Work customers entering work, given the confidence intervals at 95% certainty based on the effective sample size for the survey, is therefore 1,430 people \pm c.150.

were more likely to enter work than Want to Work customers as a whole (61% compared to 49%).²⁹

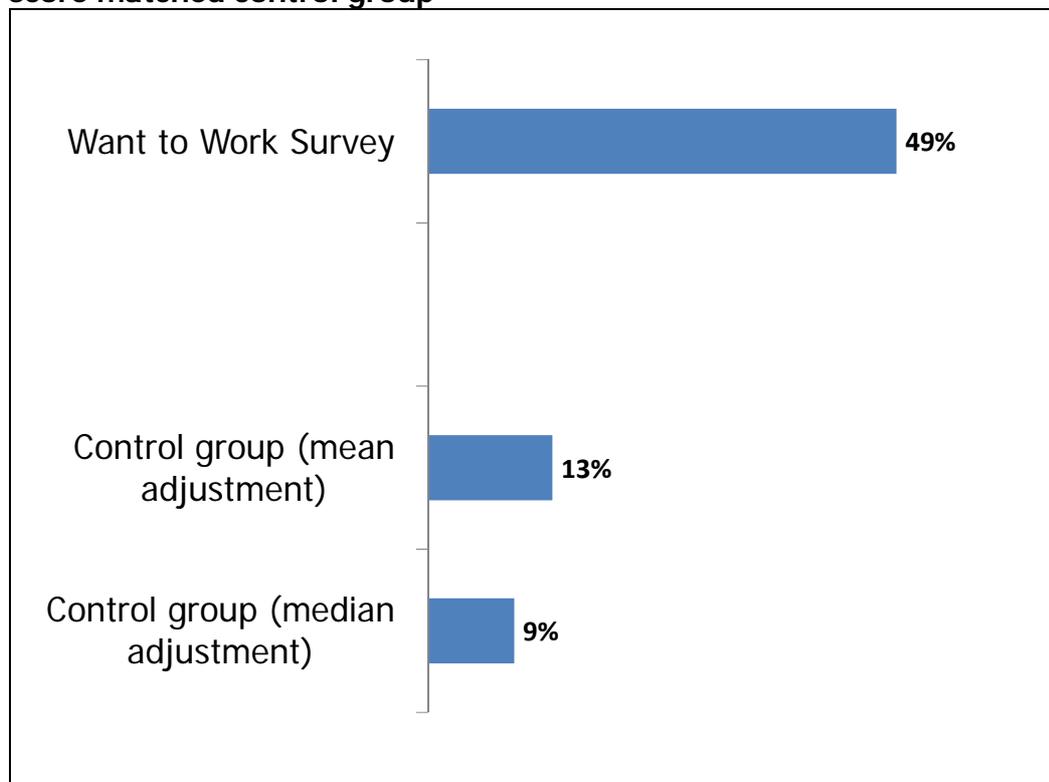
- 7.6** At the time of the interview (Summer 2011), a similar proportion of Want to Work customers who started receiving support in 2009, reported that they were currently in work. In total, 50% said they were in work, including 8% who said they were in self-employment.

The impact of Want to Work on job entry rates

- 7.7** This evaluation has examined whether Want to Work has an impact on the likelihood of economically inactive people entering employment. To do this we have constructed a control group of similar economically inactive people from the quarterly Labour Force Survey (LFS). We used propensity score matching to weight the control group so that it matched the characteristics of Want to Work customers, based on a number of characteristics including age, duration of unemployment, ethnicity, gender, health status, whether a lone parent and level of highest qualification. Given we were comparing job entry rates against those who received support from Want to Work in 2009, when the economy was in recession, the control group was made up of economically inactive people who were seeking work in the 2009 datasets. For more details of the propensity score matching process see Annex 2.
- 7.8** Before propensity score matching, 18% of the LFS group had entered work within a three-month period. However, after propensity score matching, only 7% of the control group had entered work. This demonstrates that Want to Work customers were more disadvantaged (for example, more likely to have a disability) than economically inactive people seeking work in the LFS as a whole.
- 7.9** The measure of whether a Want to Work customer entered work specified a time period of “whilst receiving support from Want to Work, or within 6 months of finishing receiving support”. As a result, we have needed to adjust the proportion of customers entering work in the control group, for whom our raw measure is entering work within a three-month period. To do this, we have adjusted based on the mean (5.4 months) *and* median (3.7 months) lengths of time Want to Work customers took to enter work (based on programme Management Information). The figure below shows the proportions entering work.

²⁹ There were not statistically significant differences in the proportion of men (52%) and women (45%) entering work, or between those in different age groups (up to 30 = 49%, 31-40 = 52%, 41-50 = 44%, 51+ = 51%).

Figure 7.1. Likelihood of entering work – Want to Work and propensity score matched control group



Note: confidence intervals (at 95% level): Want to Work – 44% to 54%; Control group (mean adjustment) – 7% to 23%; Control group (median adjustment) – 5% to 17%
 Base: All respondents (651)

Source: Ipsos-MORI and *Inclusion* survey of Want to Work customers 2009 and *Inclusion* analysis

7.10 The results show a **very strong impact of Want to Work on whether customers entered employment**; whilst 49% of Want to Work customers entered work, between 9% and 13% of the control group did so (depending on which adjustment is used). However, we should note some caveats. First, the control group selected was economically inactive and seeking work. Similarly, Want to Work customers were inactive (and hence eligible for Want to Work) and seeking work (as a result of engaging with Want to Work). Whilst the available data does not allow us to be more precise when constructing our control group, it is possible that the definition of seeking work used in the Labour Force Survey is 'looser' than the equivalent for Want to Work, particularly in the motivation to look for work. That is, whilst seeking work in the Labour Force Survey could simply mean looking at job adverts in a local paper, those seeking work through Want to Work have demonstrated high levels of commitment to seeking work by the very act of engaging in the programme.³⁰

³⁰ See for example, Heckman et. al., *The Economics and Econometrics of Active Labor Market Programs*, <http://athena.sas.upenn.edu/~petra/class721/hls.pdf> [last accessed 20 Jan 2011].

- 7.11** Moreover, the first two quarters of 2009 saw negative growth in the economy. In these circumstances it is possible that economically inactive people, particularly the most disadvantaged inactive people, would find entering work particularly difficult given the increased competition for jobs. In these circumstances it is possible that the intensive support provided through Want to Work could have an increased effect.

The role of self-employment

- 7.12** In total, seven percent of customers who initially engaged with Want to Work in 2009 reported that they had entered self-employment. This section examines how Want to Work staff use self-employment to help their customers.
- 7.13** Before Personal Advisers would support someone's ambition to become self-employed they sent them to get specialist support to help them understand what starting a business involves and to create a business plan. If a customer showed commitment by doing this and a developing a suitable business plan, more support would be offered. For example, in Sandfields all potential self-employment was pursued through the local Business Connect who had to sign off the business plan before any additional Want to Work assistance was given. In Rhondda, Business in Focus fulfilled this function.
- 7.14** Want to Work staff noted that they often had to dissuade customers who wanted to become self-employed. Sometimes this was because they did not build a good enough business plan, but also in some cases because they considered self-employment inappropriate for the customer. For example, it was noted that sometimes people with criminal records wanted to become self-employed because their criminal record would often count against them when applying for employment. This was often felt not to be safe, for example, for customers with convictions for violent offences who wished to start businesses that involved going into people's homes. Moreover, in Grangetown many recent migrants wanted self-employment, as this was particularly common in their country of birth. Therefore, Personal Advisers would suggest that for certain types of work gaining employment would be more effective than starting their own business.

"[Self employment] is a good opportunity, but there really needs to be a touch of realism in it. Yes it sounds fantastic. You have got your own time to work in, you have got your own premises to work in, you are not working for somebody. It sounds great, but there is an incredible amount of competition out there in everything." (Want to Work staff)

- 7.15** There were a number of examples where self-employment had been particularly successful. Want to Work staff noted a case where a customer with mobility problems had set up business as a mobile dog groomer. He had received support to help develop his business plan, and also to kit out a van so that he could visit houses to groom dogs. Other examples were for carpenters, plumbers, taxi drivers and painter/decorators.

- 7.16** Want to Work staff were asked what types of customers might benefit most from self-employment. It was suggested that self-employment was often particularly beneficial for those with health conditions, because self-employment gave them the flexibility to work when their condition was better but not when it was worse. This flexibility was often not available when a customer became an employee, as they might be expected to work specified hours, and conduct tasks at particular times. The value of self-employment for those with health conditions was born out in the survey of customers who had entered work; a higher proportion of those getting a job with a work limiting health condition or a disability had entered self-employment rather than employment (27%), compared to those without a health condition (16%).³¹
- 7.17** In addition, it was noted that self-employment was particularly important in areas of Wales which had weaker labour markets; for example, self-employment was seen particularly important in west Wales, Pembrokeshire, (where it was reported by a stakeholder that one in five of the employed population is self employed) and the Valleys, where the labour market was particularly weak.

Case Study – Self-employment in Pembrokeshire

In a rural economy with a lack of flexible jobs, self employment was seen as a realistic proposition for many customers. Local companies in a range of sectors were also increasingly looking to subcontract to self-employed people rather than employ them directly, and self-employment worked well with permitted hours (allowing customers to start with a small number of hours to test the job without initially moving off benefit) and with child care responsibilities. As such, supporting people into self-employment seemed to be more important in Pembroke / Pembroke Dock than in some other areas involved in this evaluation, and the Want to Work team had developed good partnerships to facilitate this.

Some of the businesses supported by Want to Work were “lifestyle” businesses which can often prove to be feasible but not viable,³² providing a second income and often taken up by non-claimants. Want to Work worked with Pembrokeshire Business Initiative (PBI), which provides training and business plan development for Want to Work customers who wanted to become self-employed. PBI ran a creative industry shop in Haverfordwest where people going into self-employment could work for three months as part of team running the shop, paying a commission for any of their work which was sold.

Examples supported by Want to Work included a mobile phone shop; nail technician; beautician; dog grooming and craft shop. Before customers had access to any funds through Want to Work to set up their business they had to demonstrate, through PBI, that their business had a workable business plan.

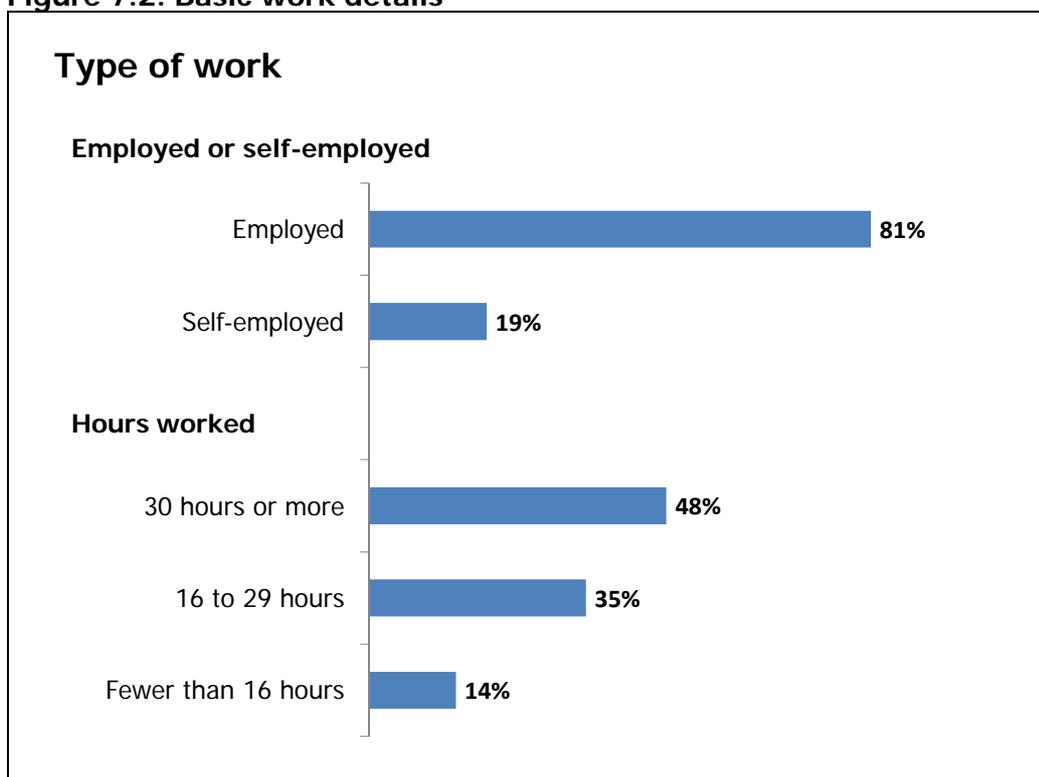
³¹ Additional information about types of customers more likely to be in self-employment can be found in the next section of this chapter.

³² I.e., not sufficient to make a living wage but worthwhile as a second income.

Work characteristics

7.18 Customers who had started receiving support from Want to Work between July 2008 and June 2011 were asked a series of questions about the work they had entered.

Figure 7.2. Basic work details



Base: All respondents (803)

Source: Ipsos-MORI and Inclusion survey of Want to Work customers who entered work and who started receiving support between July 2008 to June 2011

7.19 As shown in Figure 7.2, above, four in five had entered employment, whilst one in five were in self-employment. Men were more likely to have entered self-employment than women (26% compared to 13%). Moreover, younger people, aged below 35, were more likely to have entered employment, rather than self-employment, compared to older people (86% compared 76%).

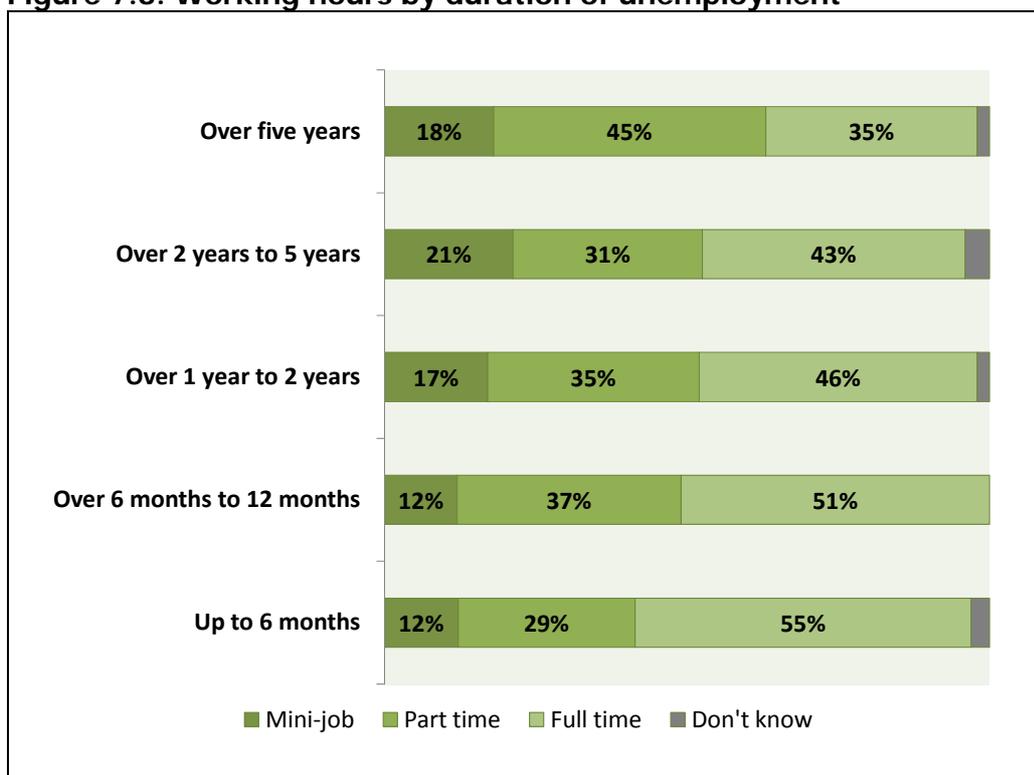
7.20 Of those who started work, 14% were in mini-jobs of fewer than 16 hours per week, 35% were working part time (between 16 and 29 hours per week) and 48% were working full time (30 hours or more). Considerably fewer Want to Work customers were working full time than in the workforce in Wales as a whole. In 2010, 72% of people working in Wales were working full-time, whilst 28% were working part-time.³³ The considerably lower proportion of Want to

³³ Annual Survey of Hours and Earnings (ASHE), downloaded from NOMIS.

Work customers in full-time work reflects the customers groups, for whom part-time work may be preferable and more manageable.

7.21 Women (48%) were significantly more likely to be working part-time than men (21%). In total, 63% of men were working full time, compared to only 33% of women. Moreover, those who had been out of work for longer were less likely to enter full time employment than those in who had experienced shorter periods out of work, as show in Figure 7.3, below. Whilst 55% of those who had been out of work for up to six months entered full time work, only 35% of those who had been out of work for over five years did.

Figure 7.3. Working hours by duration of unemployment



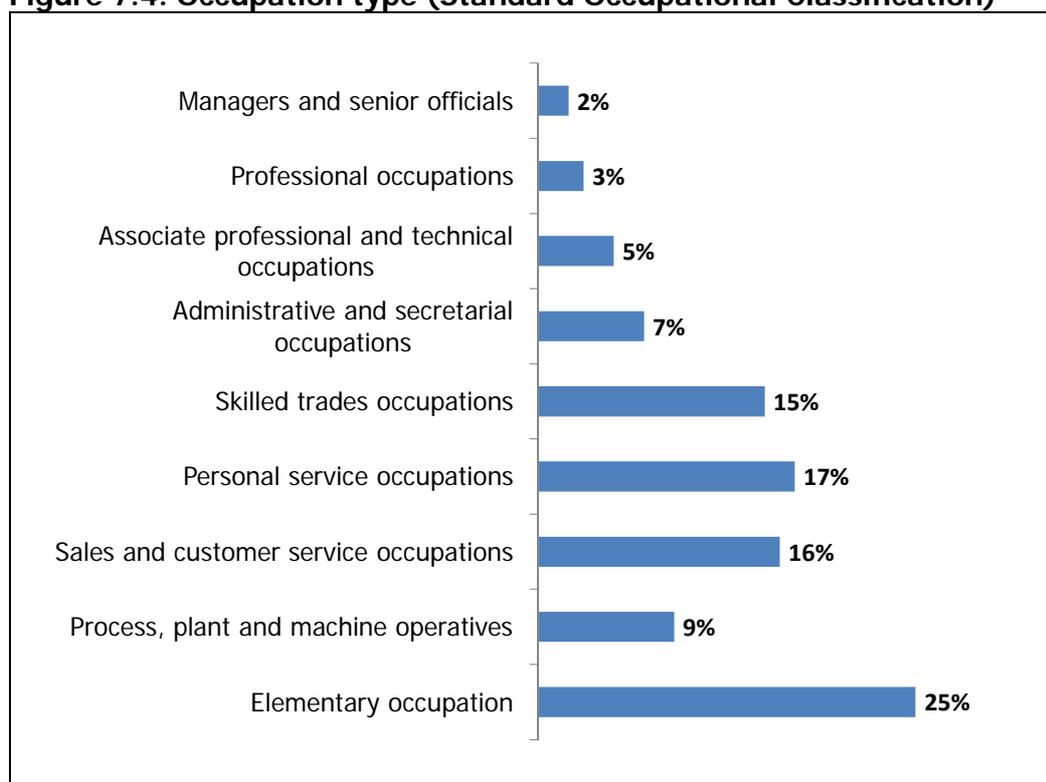
Base: All respondents (803)

Source: Ipsos-MORI and Inclusion survey of Want to Work customers who entered work July 2008 to June 2011

7.22 Respondents were also asked which type of occupation they were working in.³⁴ Results are presented in Figure 7.4, below.

³⁴ Based on 2000 Standard Occupational Codes (SOC)

Figure 7.4. Occupation type (Standard Occupational Classification)



Base: All respondents (803)

Source: Ipsos-MORI and Inclusion survey of Want to Work customers who entered work and who started receiving support between July 2008 to June 2011

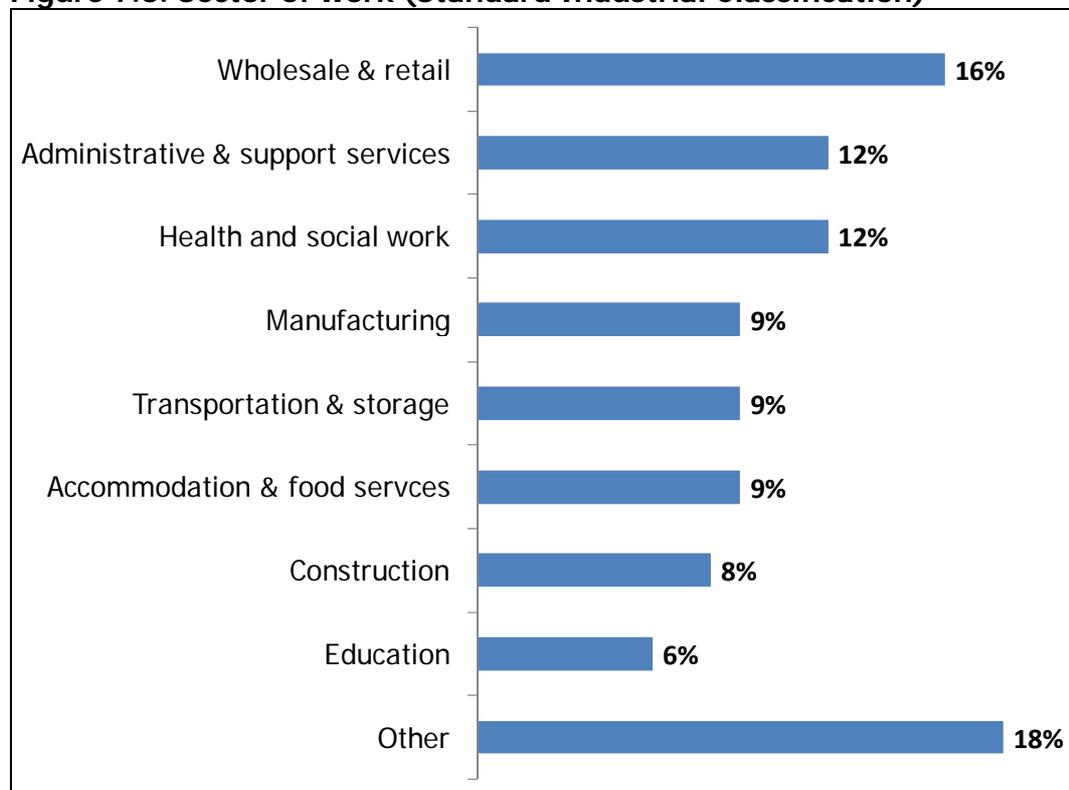
- 7.23** It was most common for respondents to be working in elementary occupations³⁵ (25%), caring, leisure and other personal service occupations (17%), and sales and customer service positions (16%). In addition, 15% were in skilled trades occupations, and nine percent were process, plant or machine operatives. Very few had entered managerial or professional occupations.
- 7.24** As one would expect, those with higher qualification levels were more likely to enter higher skilled work. In total, 29% of those with qualifications at Level 4 or higher³⁶ entered associate professional, professional, or managerial jobs, compared to 7% of those with no qualifications. Conversely those with no qualifications or qualifications below Level 2 were more likely to be in elementary occupations than those with qualifications at Level 3 or above.
- 7.25** In terms of the sectors customers were working in, it was most common for customers to be employed in wholesale or retail trade (16%), administrative and support services (12%) or health and social work (12%). Nearly one in ten had

³⁵ This group covers occupations which require the knowledge and experience necessary to perform mostly routine tasks, often involving the use of simple hand-held tools and, in some cases, requiring a degree of physical effort.

³⁶ Note, the unweighted base for this group is 84, and as such, caution should be taken when interpreting these figures.

also entered work in manufacturing, transportation and storage, and accommodation and food services (see Figure 7.5, below).

Figure 7.5. Sector of work (Standard Industrial Classification)



Base: All respondents (376)

Source: Ipsos-MORI and Inclusion survey of Want to Work customers who entered work and who started receiving support between July 2008 to December 2009

7.26 Men and women were likely to have entered different types of work. As shown in Table 7.1, below, men were more likely to enter work in manufacturing, construction, and transport and storage, whilst women were more likely to enter work in wholesale and retail, health and social work, and education.

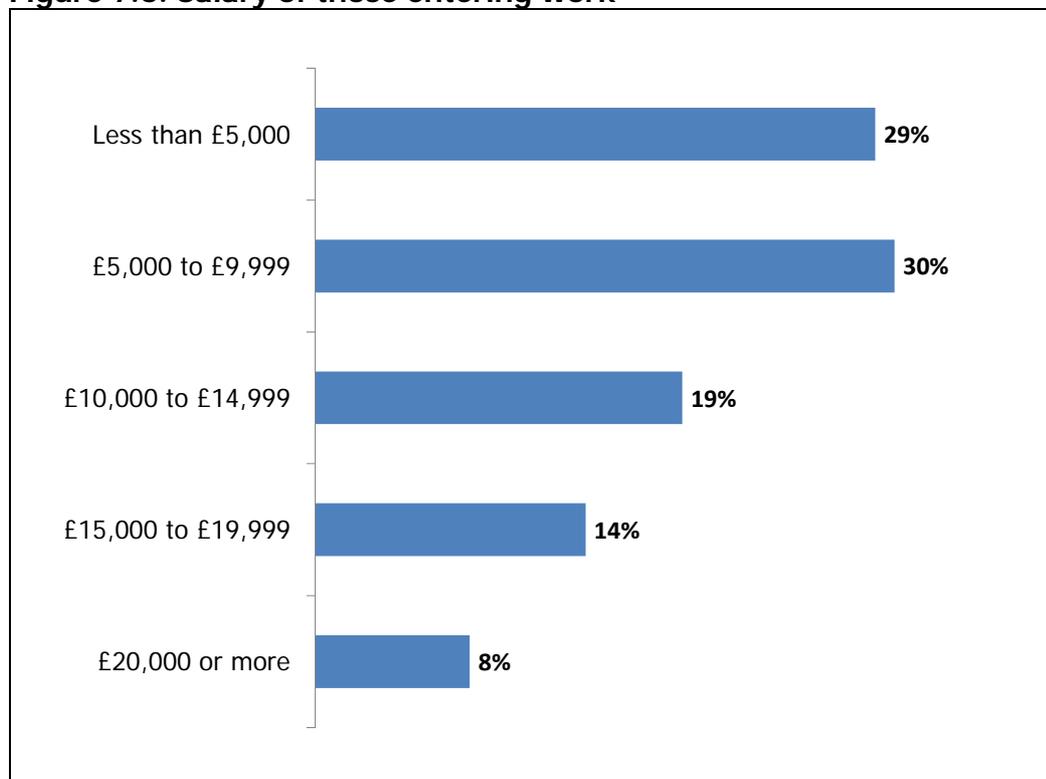
Table 7.1. Different sectors of work by gender

	% Male	% Female
Wholesale and retail	11	23
Administrative and support services	14	9
Health and social work	4	21
Manufacturing	13	7
Transportation and storage	12	2
Accommodation and food services	7	12
Construction	16	0
Education	2	10
<i>Unweighted base</i>	<i>191</i>	<i>143</i>

Source: Ipsos-MORI and Inclusion survey of Want to Work customers who entered work and who started receiving support between July 2008 to December 2009

7.27 Typically, respondents moved into low paid work, as demonstrated in Figure 7.6, below.³⁷

Figure 7.6. Salary of those entering work



Base: All respondents entering work who started Want to Work in the 18 months after July 2008 (306)

Source: Ipsos-MORI and Inclusion survey of Want to Work customers who entered work and who started receiving support between July 2008 to June 2011

7.28 These salaries are low in part because customers were often entering low skilled work, but also because they were often entering part time work or mini jobs or part time work. Over three quarters of those in full time work (77%) were earning over £10,000 a year, whilst a similar proportion of those in part time work (79%) were earning less than £7,500 a year.

Lone parents in work

7.29 Lone parents were quite distinct in the types of work they entered compared to other groups. Much research has shown lone parents preference for part time work, compared to full time work,³⁸ and this held true in this study as well. Lone parents were significantly more likely to be working part time (59%) compared to those who were not lone parents (27%). This preference for part time,

³⁷ Unlike the majority of this section, this question was asked only to those who entered work who had started Want to Work between July 2008 and December 2009.

³⁸ See for example, Riley, T. & Coleman, N (2012), *Lone Parent Obligations: following lone parents' journeys from benefits to work*, DWP Research Report No 818.

compared to full time work, effected levels of pay, with 72% of lone parents earning below £10,000 a year, compared to 42% of those who were not lone parents³⁹.

- 7.30** Moreover, lone parents were less likely to enter self-employment than non-lone parents (12% compared to 22%), and were more likely to be working in the education sector (17%⁴⁰ compared to 2% of non-lone parents). This may be because lone parents struggle to find the time to manage a business, and prefer to find part time work.

Other employment and progression⁴¹

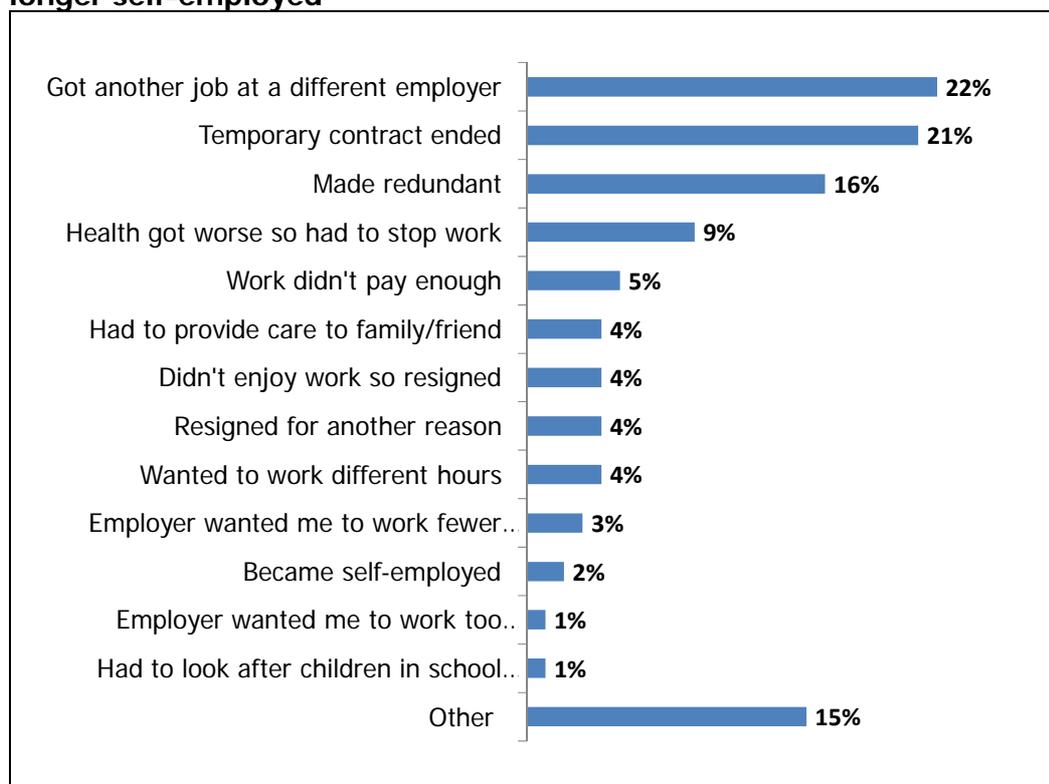
- 7.31** When they were interviewed, respondents who had entered work were asked whether they were still employed by the same employer that they first gained work with, or were still self-employed. In total, 55% said they were still in the same (self-)employment. Those that were not were asked why they had stopped working for their first employer/ stopped being self-employed.

³⁹ Please note, that the base size for lone parents for this question is very low - only 46 cases - and results should therefore be treated with caution.

⁴⁰ This figure is based on 56 interviews, and so should be treated with caution.

⁴¹ This section will be re-written in more detail in the final evaluation report, after additional responses from the phase 2 survey have been combined with the phase 1 survey data reported here.

Figure 7.7. Reason for not being employed at first employer / no longer self-employed



Base: All respondents no longer employed with same employer, or no longer self-employed (357)

Source: Ipsos-MORI and Inclusion survey of Want to Work customers who entered work and who started receiving support between July 2008 to June 2011

7.32 In total, 22% said this was because they had moved to a new job at a different employer, 21% reported that their temporary contract had ended, and 16% were made redundant. In addition, nine percent said that their health deteriorated, forcing them to stop working. Small numbers said they had stopped their initial work out of choice, for a number of reasons. For example, five percent said they'd stopped working because it did not pay enough, and four percent wanted to work different hours.

7.33 There were some differences between subgroups. Younger people aged less than 35 were more likely to have got another job at a different employer (28%), women were more likely to have had to stop working because of caring responsibilities (10%), and those with a disability were more likely to have had to stop because of their health (24%). Interestingly, those in full time work were more likely to have been made redundant than others (22% compared to nine percent of those in part time work or mini-jobs), perhaps suggesting they found it hard to cope with full time work.

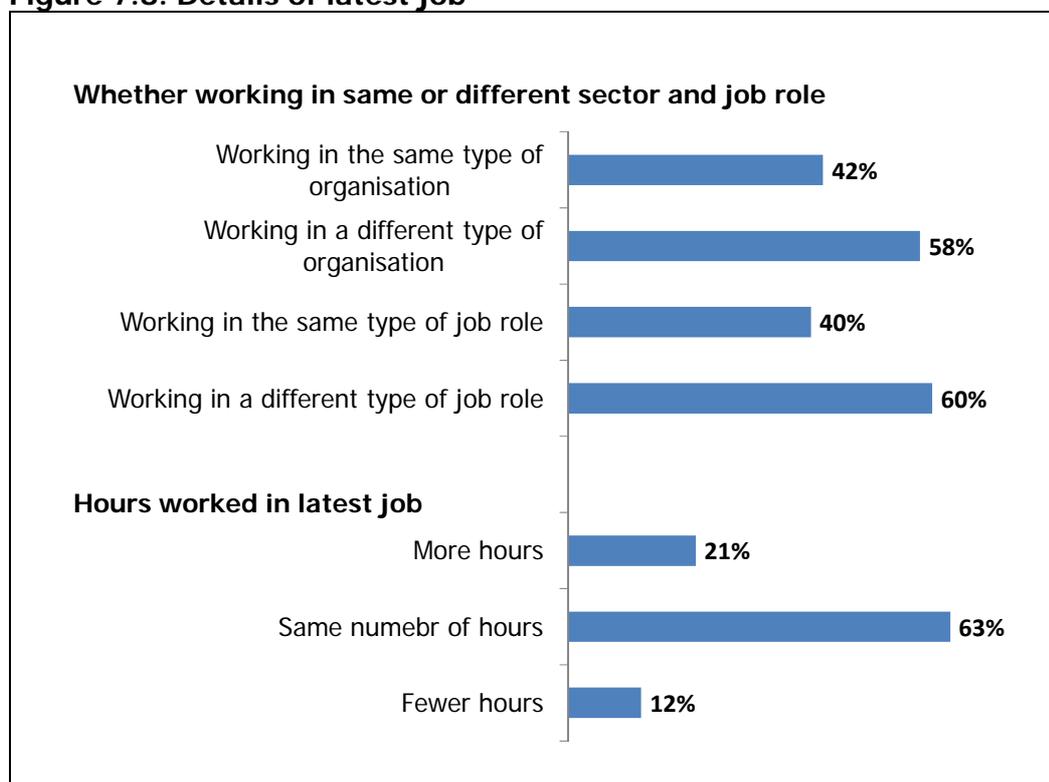
7.34 Some of those who had originally moved on for reasons other than getting a new job did subsequently find a new job. In total, at the time of interview 55% were still in their original job, 32% had left their original job but subsequently got a new one at some point, and 13% had left their original job and not got another job since then.

7.35 There was an interesting pattern by age.

- Younger people aged less than 35 were more likely than others to have moved employer (37% compared to 27% of older people);
- Those aged 35-54 were more likely to still be at their original employer (60% compared to those younger (50%) or older (54%);
- Those aged 55 or more were more likely to no longer be in employment (27%) compared to those younger (12%).

7.36 Those respondents who had got a second job were asked about their most recent job, or if their current job if they were in work. First, they were asked whether they were working at an organisation that did the same type of work as their first job, and also whether they were in the same type of job role. In both cases, respondents were more likely to have changed sector/occupation than to have stayed the same. Overall, 58% said they were working in a different type of organisation and 60% said they were doing a different type of work.

Figure 7.8. Details of latest job



Base: All respondents who have moved job (242)

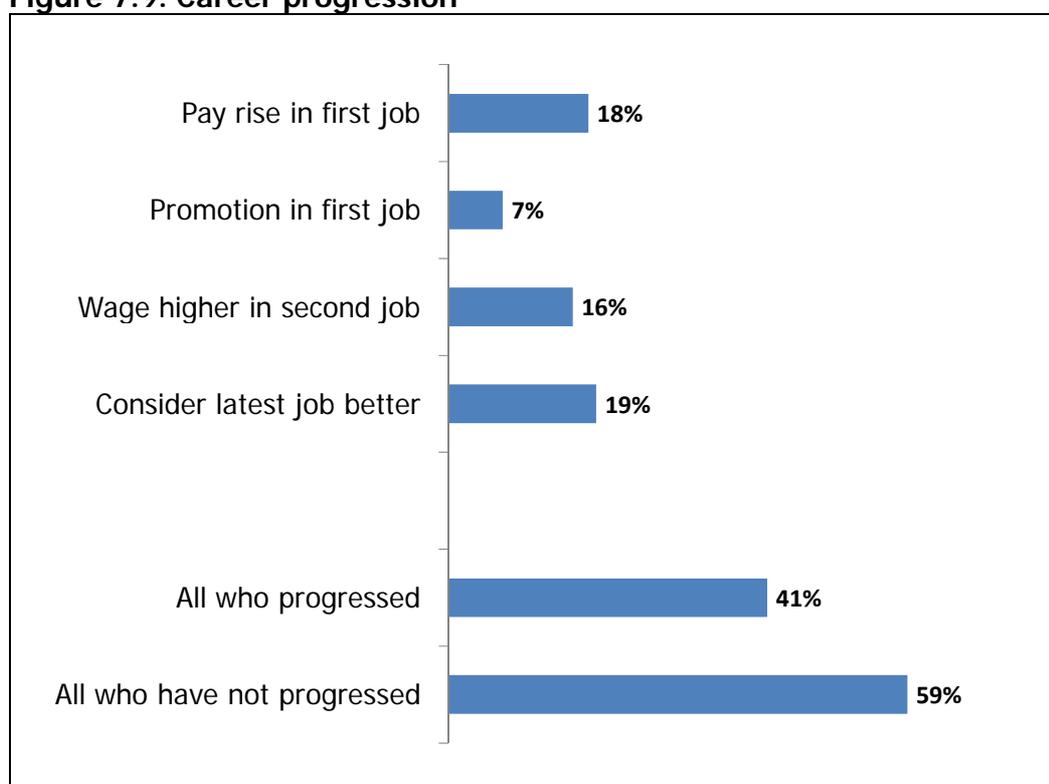
Source: Ipsos-MORI and Inclusion survey of Want to Work customers who entered work and who started receiving support between July 2008 to June 2011

7.37 Younger people, aged less than 35, were more likely to have changed sector or job type than older people; 66% said they were working at a different type of organisation, and 66% said they were doing a different type of work (compared to around 50% of older people in each case). This may suggest that younger people were more willing to experiment with different types of work, whilst older people were more keen to build a career in a particular sector/job.

7.38 Respondents were also asked about the hours they were working in their latest job. Around two-thirds of respondents (63%) were working roughly the same number of hours as in their first job (i.e., working full time, part time or a mini job in both their first job and their latest one), whilst 33% were not (for example, working part time in their first job, but either a mini job or full time in their latest job). Respondents were more likely to have increased their hours than decreased them; 21% of respondents had increased their hours, whilst only 12% had decreased them.

7.39 Respondents were asked a series of questions about career progression. A number of elements were examined, including increases in pay, promotions, and subjectively considering their latest job was better than their first.

Figure 7.9. Career progression



Base: All respondents (803)

Source: Ipsos-MORI and Inclusion survey of Want to Work customers who entered work and who started receiving support between July 2008 to June 2011

7.40 In total, 41% of those who started work can be said to have progressed in their careers when the survey was undertaken.⁴² Eighteen percent of respondents who started work reported getting a pay rise at their original employer, and 16% said that they had got a new job with higher pay. In addition, 7% of respondents said that they had got a promotion at their original work, and 19% said that they have moved to new work with they considered 'better.'

⁴² Defined as having got a pay rise, a promotion, or considering their latest job better than their first.

7.41 Customers in certain types of job were more likely to have progressed than others. In particular, those in self-employment were less likely to have progressed; only 13% of those in self-employment reported progressing since their first job, compared to 47% of those who were working for an employer. Moreover, those working in lower skilled jobs were more likely to have progressed; 47% of those whose first job was in an elementary occupation had progressed, and as 52% of those in sales/customer services occupations, compared to 30% of those in skilled trades and 32% of those in caring roles.

7.42 Other types of customers were more likely to have progressed their careers:

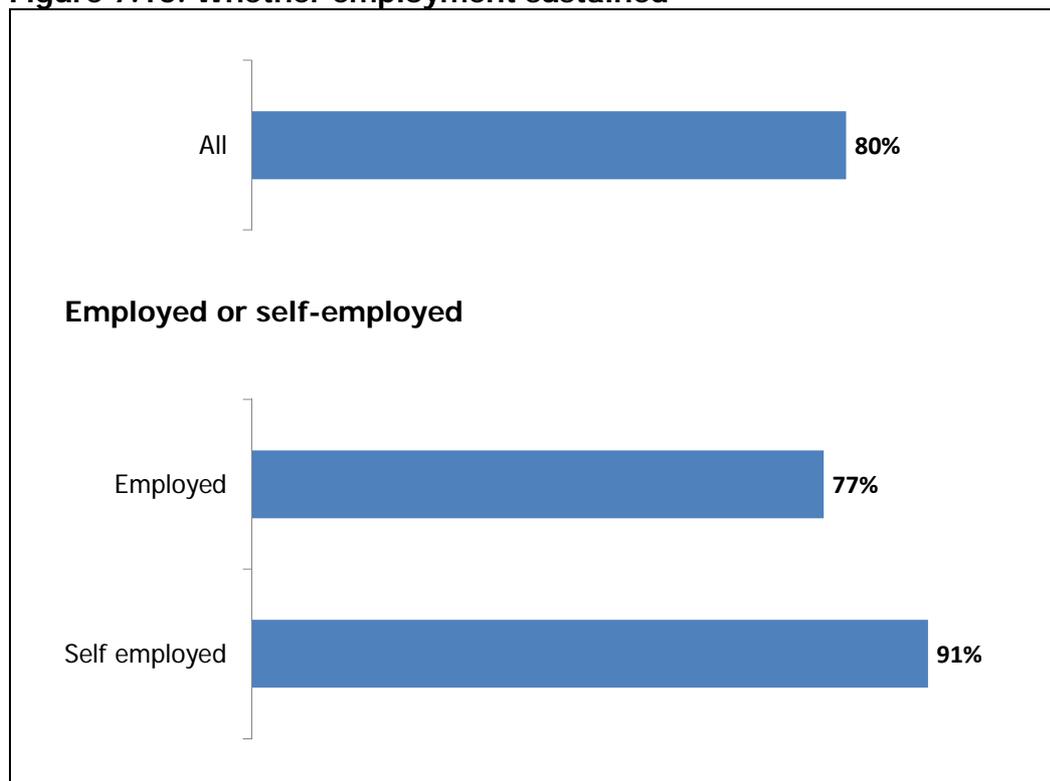
- Younger people aged less than 35 were more likely to have progressed than those aged 35 or more (51% compared to 33%);
- Those without a health condition or disability were more likely to have progressed than those with one (43% compared to 35%); and
- Those not claiming benefits when they started receiving support from Want to Work were more likely than customers as a whole (47% compared to 41%).

Sustained employment

7.43 A suite of questions were asked to gauge whether those entering employment were able to sustain it over a year.⁴³ Results are presented in Figure 7.10, below.

⁴³ Sustained employment was defined as working in a job of 16 hours or more a week for 10 or more months out of 12 after entering employment and not being out of work for more than 7 weeks that year. This is based on the criteria of the Flexible New Deal (FND), the major DWP employment programme at the time this evaluation was being planned. FND looked to measure 6 month sustained job outcomes, and Want to Work looks to measure one year sustained job outcomes, so we have up-rated the FND time criteria to take this into account.

Figure 7.10. Whether employment sustained



Base: All respondents who started job at least a year ago and could answer questions (574)

Source: Ipsos-MORI and Inclusion survey of Want to Work customers who entered work and who started receiving support between July 2008 to June 2011

- 7.44** In total, 80% of those who had started a job at least a year before they were interviewed had sustained their employment. This was considerably higher for those who were self-employed (91%), compared to those who were working for an employer.
- 7.45** These results look at least as good as job sustainment reported in other welfare to work programmes. An evaluation of JCP Pathways to Work found that 80% of customers who got a job were in employment for at least 10 months continuously.⁴⁴ For FND, of those who got a job and had sustained it for 3 months, 66% sustained it for a further three.⁴⁵
- 7.46** As well as comparisons to other programmes, we have conducted impact analysis to measure whether Want to Work customers who entered work were

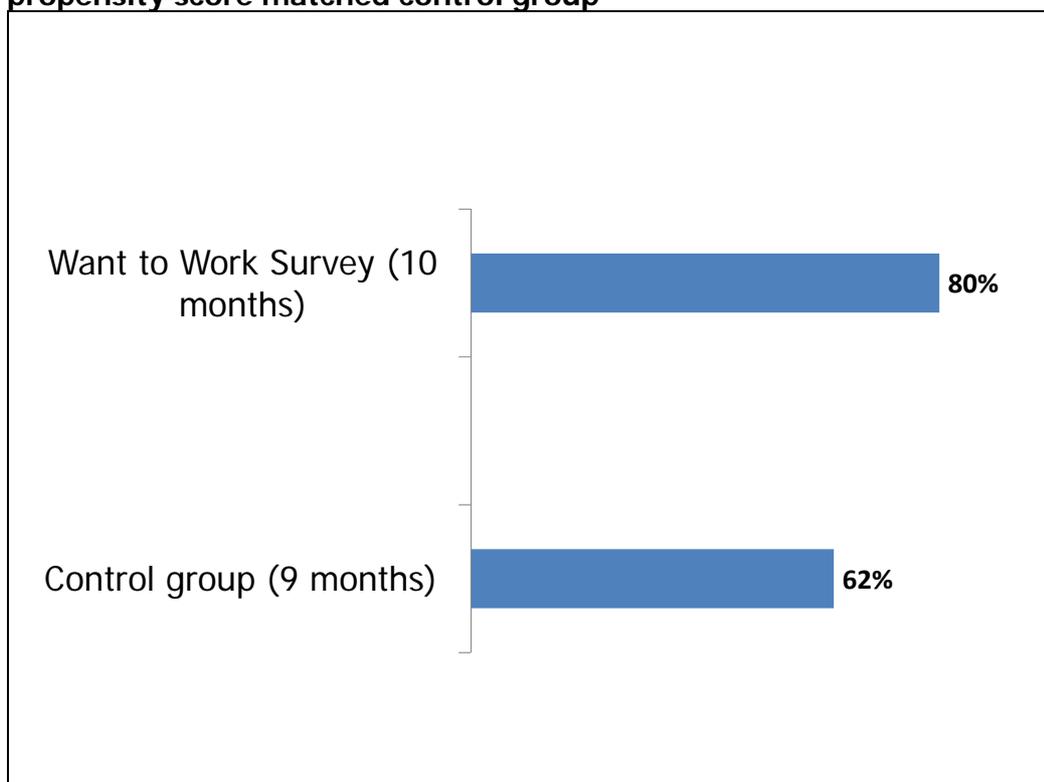
⁴⁴ Elizabeth Becker, Oliver Hayllar and Martin Wood (2010), *Pathways to Work: programme engagement and work patterns. Findings from follow-up surveys of new and repeat and existing incapacity benefits customers in the Jobcentre Plus pilot and expansion areas*, DWP Research Report No. 653, p.79.

⁴⁵ DWP statistics (2011), http://statistics.dwp.gov.uk/asd/asd1/ddfnd/fnd_monthly_tables_nov11.xls. Note, though, that this is likely to be an underestimation, as providers will not have been able to prove sustained outcomes in all cases when it happened.

more or less likely to sustain work when compared to similar people in a control group. The control group was constructed from similar people in the Labour Force Survey. We used propensity score matching to weight the control group so that it matched the characteristics of Want to Work customers who entered work, based on a number of characteristics, including age, durations of unemployment, ethnicity, gender, health status, whether or not a lone parent, level of highest qualification, and whether entered employment or self-employment. Given we were comparing sustainment for those who received support from Want to Work between July 2008 and June 2011, a time in which the economy was stagnant, we used five-quarter longitudinal LFS datasets from the same period.

- 7.47** The measure of sustained employment used in the survey of Want to Work customers was slightly different to that used in the Labour Force Survey data. Whilst sustainment of a job for want to Work customers is defined as being in employment for 10 out of 12 months after entering work, the definition for the LFS control group is being in work for four consecutive interviews, i.e., 9 months. For more details of the propensity score matching process see Annex 2.
- 7.48** Before propensity score matching, 69% of LFS control group had sustained work. However, after propensity score matching, only 62% had done so, showing that Want to Work customers were more disadvantaged than the control group as a whole.
- 7.49** The results show that **Want to Work customers were significantly more likely to sustain work than the control group**; whilst 80% of Want to Work customers sustained work, 62% of the control group did. Results are presented in the figure below.

Figure 7.11. Likelihood of sustaining work – Want to Work and propensity score matched control group



Note: confidence intervals (at 95% level): Want to Work – 76% to 83%; Control group – 52% to 70%

Base: All respondents (574)

Source: Ipsos-MORI and Inclusion survey of Want to Work customers who entered work and who started receiving support between July 2008 to June 2011 and *Inclusion* analysis

Chapter Summary

In total, **49% of Want to Work customers who received support in 2009 entered work** of at least one hour either whilst receiving support, or within six months of finishing receiving support (including seven percent who entered self-employment). Examination of a control group of Labour Force Survey respondents who were economically inactive but seeking work (selected using 'propensity score matching') found that **Want to Work had a very strong impact of Want to Work on whether customers entered work**. Analysis suggested that between 9% and 13% of similar people in the control group will have found work within a similar period. However, it should be noted that unobserved differences between Want to Work customers and the control group that this methodology is unable to account for, such as differing levels of

motivation and effort to find work, may widen the gap in likelihoods of entering work for the control group and Want to Work customers.⁴⁶

Certain types of customers were more likely to enter work than others:

- Those without health conditions;
- Those with higher level qualifications;
- Those not claiming any benefits; and
- Those who had been out of work for shorter periods of time.

Seven percent of all customers entered self-employment. Personal Advisers made sure that customers were serious about entering self-employment, by ensuring they were able to produce a workable business plan before offering the financial assistance often required to enter self-employment. Moreover, Personal Advisers would discourage those for whom self-employment was not appropriate. On the other hand, self-employment was seen as particularly appropriate for some customers, such as those with health conditions and lone parents, as it allowed them to fit work around their other responsibilities/their health condition.

The work that Want to Work customers found tended to be low skilled and low paid. In total, 25% were working in elementary occupations, with 17% in personal service occupations and 16% in sales and customer service roles. Fifty-nine percent of customers were earning less than £10,000 a year. As well as being related to the low-skilled work being undertaken, this is linked to the fact that nearly half (49%) were working in mini-jobs or part time. A smaller proportion of Want to Work customers were working full time than in the labour force in Wales as a whole.

In total, **41% of customers who had entered work could be said to have progressed in work.** This includes 18% who got a pay rise at their first employer, 16% who entered new work with higher pay, seven percent who reported receiving a promotion and 19% who considered their latest job better than the first they got after starting with Want to Work.

Four in five Want to Work customers who entered work sustained it for ten months out of the next year. Those who were self-employed were more likely to sustain work than those who entered employment. Impact analysis suggested that Want to Work customers were more likely to sustain work than a control group of similar people from the Labour Force Survey (80% of Want to Work customers, compared to 62% of the control group). A similar proportion of JCP Pathways to Work customers who entered work sustained it for a ten months.

⁴⁶ For example, the control group were economically inactive and said they were seeking work, but the intensity of their job search was unknown – see chapter 7 for more discussion on this point.

8 Measuring local area effects of Want to Work

Introduction

- 8.1** This chapter discusses analysis aimed to measure the effect of Want to Work on the wards in which it is active over the lifetime of the programme. It does this by examining how levels of inactive benefit claims and measures of child poverty have changed in the wards where Want to Work operates and makes comparisons to these Wales, Great Britain and a comparator group of wards with similar characteristics in England.⁴⁷ Within the Want to Work wards, it is difficult to attribute changes specifically to Want to Work, as other ESF projects are also working in these areas.

Methodology

Sources of data

- 8.2** Data on total economic inactivity are not available at ward level, but data on the numbers of people claiming inactive benefits are available. Therefore, the following measures of inactive benefit claims were analysed:
- Overall level of inactive benefit claims;
 - Level of Employment and Support Allowance / Incapacity benefit claims;
 - Level of Income Support (claimed by lone parents) claims; and
 - Level of Carer's Allowance claims.
- 8.3** These were drawn from the Work and Pensions Longitudinal Study (WPLS), which provides data at a ward and lower super output area level quarterly. The ward level data were used for this study. It should be noted that 30% of Want to Work customers in 2009 were not claiming any benefits, and so this analysis does not take into account any changes experienced by this group.
- 8.4** We also sought to understand changes in child poverty during the period of Want to Work provision. The standard measure of child poverty is the proportion of children living in households with an income of less than 60% of the median

⁴⁷ English wards were chosen as not enough wards with similar characteristics were available in Wales.

national income. Unfortunately data of this sort are not produced at ward level regularly enough to measure changes in child poverty during the lifetime of Want to Work. However, information relating to the children of Tax Credit claimants gives a good indication of changes in levels of child poverty in the Want to Work wards. The two measures analysed were:

- The number of workless households claiming Child Tax Credit; and
- The number of low income working households, claiming Working Tax Credit and Child Tax Credit

8.5 These data were drawn from HMRC's publication of finalised tax credits awards, which provides data at a lower super output area level annually. The lower super output level data were aggregated up to ward level for this study.

Selection of comparison group

8.6 Want to Work operates in 193 wards. These wards have different characteristics and levels of deprivation compared with Wales and Great Britain as a whole. Therefore, a group of 193 wards in England, as similar as possible to the Want to Work wards, was selected. The comparison group was selected to have similar proportions of inactive benefit claimants and a similar mix of types of ward.⁴⁸ These are shown in Table 8.1 below.

8.7 Wards in England tend to have a greater number of residents than those in Wales. This means that the comparison group has a greater number of residents than in the Want to Work wards. In February 2008, there were 489,636 people living in the Want to Work wards compared with 813,863 in the comparator wards.

⁴⁸ To select type of ward, we have used the ONS ward area classification. This groups wards into nine supergroups split into 17 groups and 52 subgroups. Most of the selected comparator wards are in the North East and North West of England.

Table 8.1 Working age population receiving inactive benefits – February 2008

	Want to Work wards – number	Want to Work wards – percentage	Comparator wards - number	Comparator wards - percentage
ESA and IB	67,595	14%	105,795	13%
Lone parents (IS)	15,490	3%	27,430	3%
Carers Allowance	8,505	2%	14,055	2%
Others	2,960	1%	5,740	1%
Total	94,550	19%	153,020	19%

Source: Work and Pensions Longitudinal Survey, DWP

Table 8.2 Composition of wards

	Want to Work wards - number	Comparator wards - number
1.1 - Industrial areas	81	76
1.2 - Out of town housing	18	23
2.3 - Built up manufacturing	13	13
2.4 - Transitional economies	23	23
3.5 - Built up areas	6	6
5.7 - Student communities	13	13
6.8 - Multicultural areas	0	1
7.1 - Suburbs	2	2
8.13 - Countryside	25	24
8.14 - Senior communities	5	6
8.15 - Out of town manufacturing	6	6
Unclassified	1	0

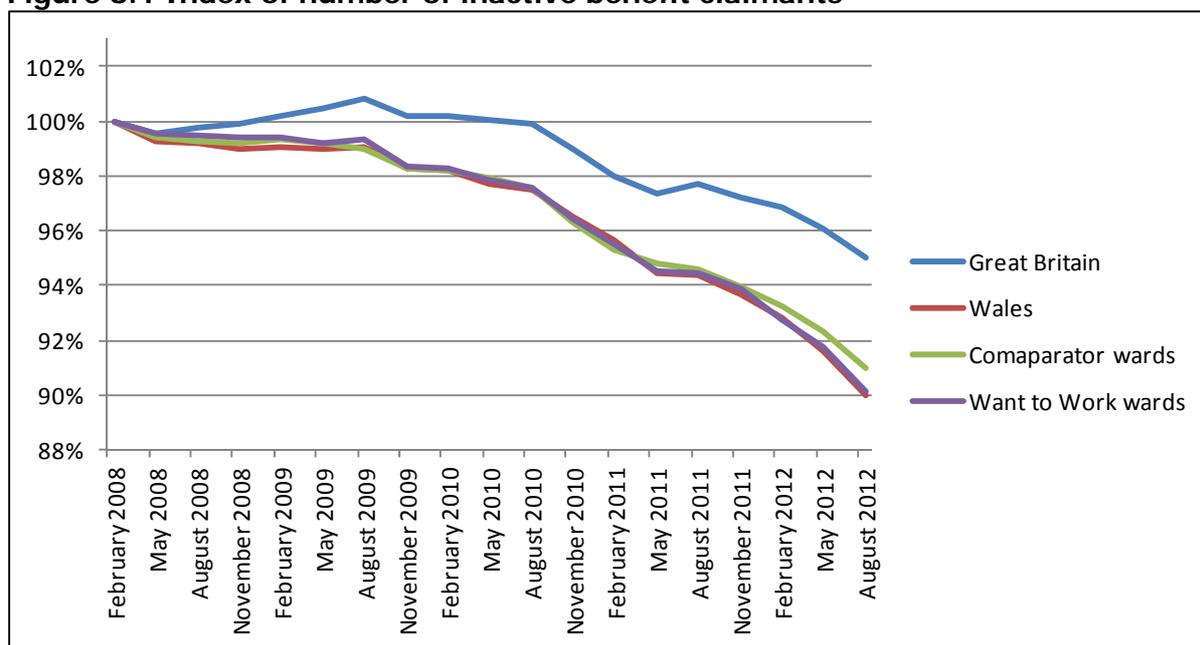
Source: Statistical Ward Area Classification, ONS.

Findings

Inactive benefit claims

8.8 In February 2008, the proportion of the population in the Want to Work wards claiming inactive benefits was 19.3%. The most recent figures available, in August 2012, showed a two percentage point decrease, with the proportion claiming inactive benefits at 17.3%. The number of inactive benefit claims in the Want to Work wards, the comparison group of wards, Wales and Great Britain over the same period were indexed to allow comparison.

Figure 8.1 Index of number of inactive benefit claimants



Source: Work and Pensions Longitudinal Survey, DWP

8.9 In all areas, the number of inactive benefit claimants fell between February 2008 and August 2012. This is likely to be because of reduced entitlement to Income Support for lone parents over this period, as well as the introduction of ESA and the reassessment of IB claimants (in which IB claimants are migrated either to ESA or JSA). On this measure, the Want to Work wards and Wales performed very similarly, slightly better than the comparison wards, and considerably better than Great Britain as a whole. It is possible that in areas with more inactive benefit claimants have more local employment support available, explaining the larger falls in inactive benefits claimants in Want to Work and comparison wards and Wales.

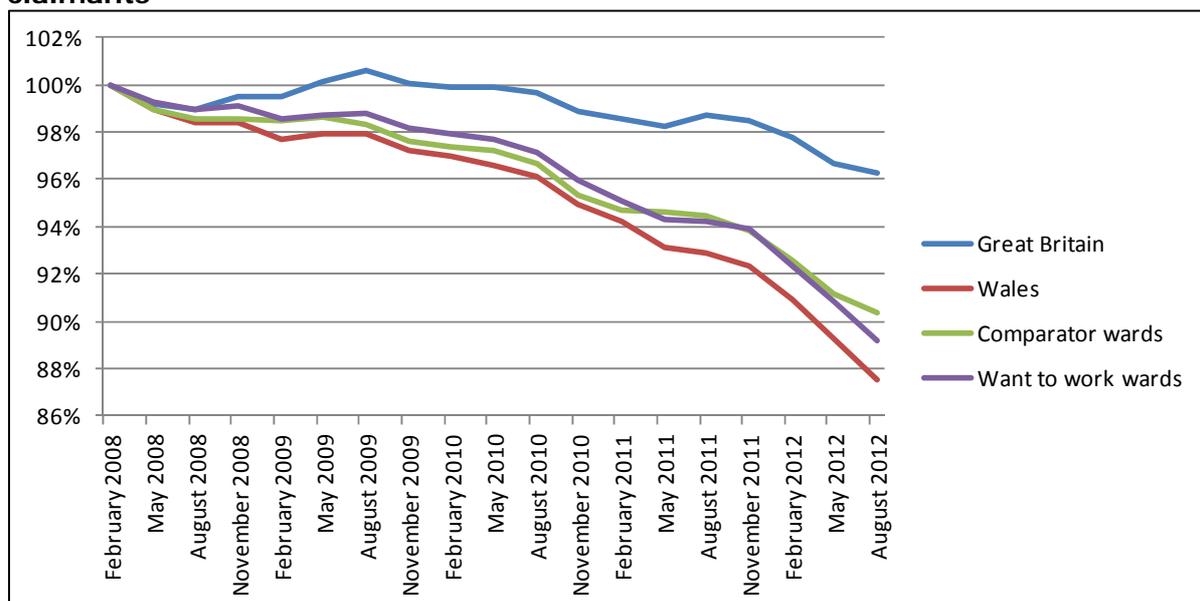
8.10 A number of factors may account for the relatively small difference in performance between the Want to Work and comparison wards. Firstly, this analysis does not take into account those who are not claiming benefits. Approximately one third of Want to Work customers did not claim benefits, and this group was more likely than Want to Work customers as a whole to move

into work.⁴⁹ Secondly, 14% of Want to Work employment outcomes were for jobs of fewer than 16 hours per week. Customers moving into these jobs would still be eligible to claim inactive benefits. Thirdly, some Want to Work customers were claimants coming towards benefit reassessment or the ending of their eligibility for inactive benefits (for example, through the IB reassessment process, or Lone Parent Obligations). In cases where these customers moved into employment, Want to Work support may have sped up the process of moving off benefits that would have happened anyway. Finally, there may be differences between Want to Work wards and the comparison group of wards, that our process of matching has not been able to take into account.

8.11 In the Want to Work wards, the proportion of the population claiming Employment and Support Allowance (ESA) and Incapacity Benefit (IB) fell from 13.8% to 12.2% between February 2008 and August 2012. Figure 8.2, below, compares the decline in incapacity benefits in Want to Work and comparison wards, Wales and Great Britain.

⁴⁹ 61% of Want to Work customers not claiming benefits moved into work compared to 49% of Want to Work customers as a whole.

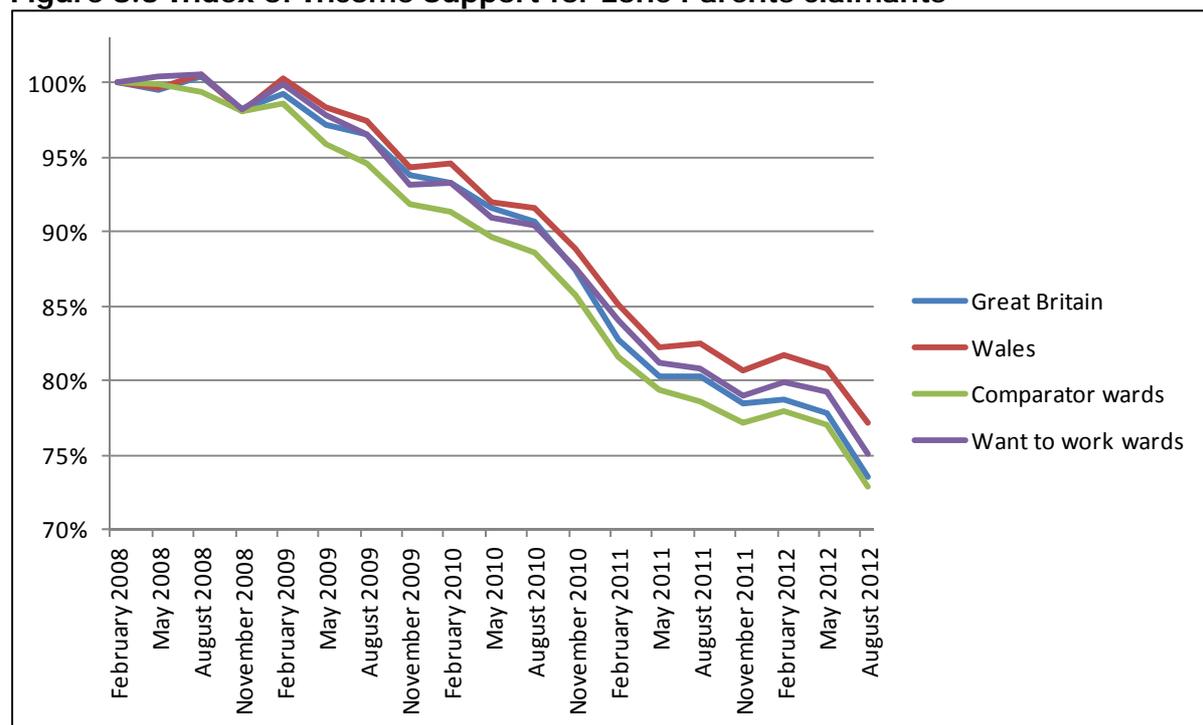
Figure 8.2 Index of Employment and Support Allowance and Incapacity Benefit claimants



Source: Work and Pensions Longitudinal Survey, DWP

- 8.12** As with inactive benefit claims as a whole, the Want to Work wards, comparison group and Wales show a steeper fall in numbers of ESA and IB claimants than Great Britain as a whole. In Great Britain, the number of ESA and IB claimants decreased by four percent. In comparison, the number fell by 12% in Wales, 11 per cent in the Want to Work wards and 10 per cent in the comparison group.
- 8.13** The proportion of the population in the Want to Work wards who were lone parents claiming Income Support fell from 3.2% in February 2008 to 2.4% in August 2012.

Figure 8.3 Index of Income Support for Lone Parents claimants



Source: Work and Pensions Longitudinal Survey, DWP

8.14 In all four areas compared for this study, the number of lone parents claiming Income Support fell between February 2008 and August 2012. This is likely to be driven by the changing entitlement to Income Support for Lone Parents. In February 2008 lone parents with a youngest child of 16 or under were eligible to claim Income Support, but by August 2012 only those with a youngest child of five or under were eligible. Wales had the smallest decrease in numbers of lone parents claiming Income Support at 23% and the comparison group the greatest fall at 27%. In Great Britain as a whole, numbers claiming fell 26% and in the Want to Work wards, 25%.

8.15 In February 2008 there were 8,505 claimants of Carer’s Allowance in the Want to Work wards, by August 2012 this had risen to 10,365. In all areas studied, the numbers claiming Carer’s Allowance increased. This is not surprising, given that eligibility for claiming Carer’s Allowance is linked to caring for someone claiming Disability Living Allowance (DLA) and DLA shows a long-term increasing trend. The Want to Work wards had the smallest increase in Carer’s Allowance claims over the period studied at 24%. This was very close to the increase in Wales of 23%. The increases were greater in the comparison group and Great Britain as a whole, at 28% and 29% respectively.

Child poverty

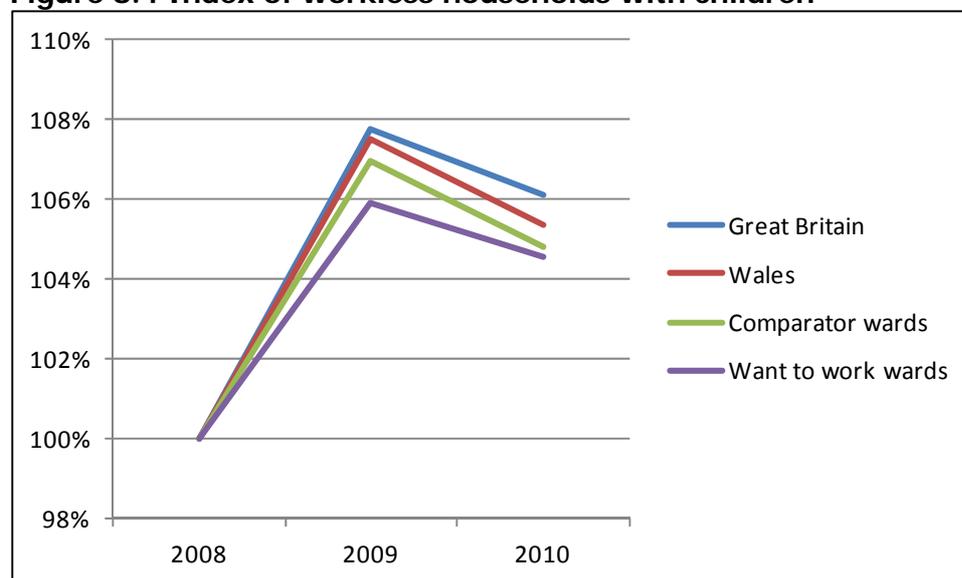
8.16 For families with children that are in work, there are three levels at which a tax credit claim can be made: the highest amount is a claim of both Working Tax

Credit and Child Tax Credit, followed by a claim of Child Tax Credit only above the 'family element',⁵⁰ followed by a claim of Child Tax Credit only at or below the 'family element'. The value of a family's claim depends on their income in the tax year: as a family's income increases the level at which they can claim is reduced, and once a family's income reaches a certain threshold they become ineligible for any form of tax credit.

8.17 The number of workless households with children and the number of households claiming both Working Tax Credit and Child Tax Credit in the Want to Work wards, comparison group, Wales and Great Britain in 2008, 2009 and 2010 were indexed to allow comparison.

8.18 In 2008 there were 29,020 workless families with children in the Want to Work wards. This rose to 30,735 in 2009 and fell slightly to 30,340 in 2010.

Figure 8.4 Index of workless households with children



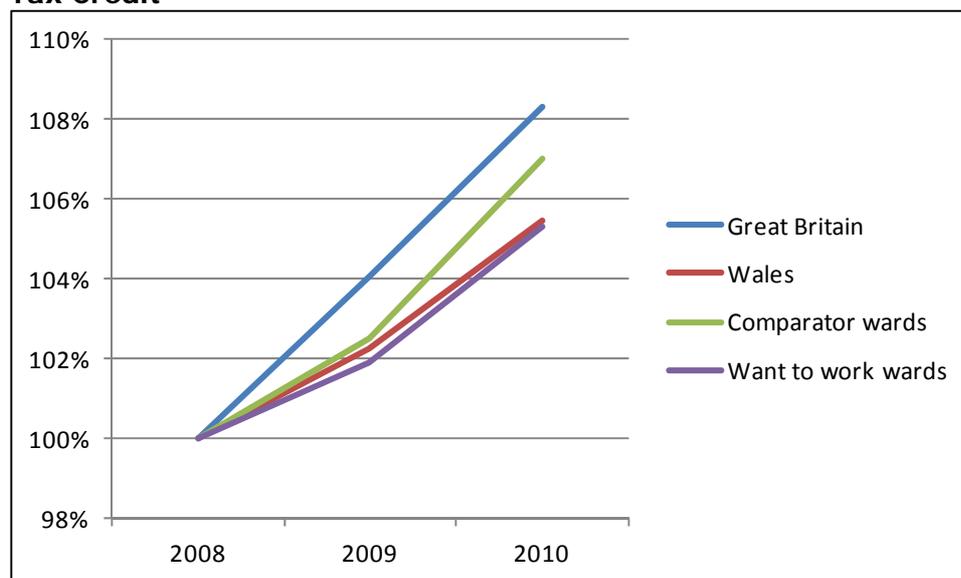
Source: Personal tax credits: finalised award statistics - small area data, HMRC.

8.19 In all areas, the number of workless families with children rose in 2009 and fell in 2010. The 2009 rise was smallest in the Want to Work wards, at six percent, with Wales and the comparison group rising seven percent and Great Britain eight percent. By 2010 the gap between the areas had narrowed, with the Want to Work wards, comparison group and Wales having levels of workless families with children five percent greater than in 2008 and Great Britain six percent greater than 2008 levels. Given the relative disadvantage of the Want to Work wards, this performance, particularly the smallest relative rise in 2009 is positive.

8.20 In 2008 there were 29,410 households claiming Working Tax Credit and Child Tax Credit, this rose to 29,965 in 2009 and to 30,970 in 2010.

⁵⁰ The family element is the basic entitlement component of the Child Tax Credit

Figure 8.5 Index of households claiming Working Tax Credit and Child Tax Credit



Source: Personal tax credits: finalised award statistics - small area data, HMRC.

8.21 In all four areas the number of households claiming both Working Tax Credit and Child Tax Credit increased in both 2009 and 2010. The increase was most steep in Great Britain where the 2010 number was eight percent higher than in 2008 and the comparison group, where the number was seven percent higher than 2008. The number of households claiming Working Tax Credit and Child Tax Credit in the Want to Work wards mirrored the increase in Wales as a whole, with 2010 levels five percent higher than those in 2008. In part, these increases may be positive, if they are driven by workless families moving into work from worklessness. Families that enter low-income employment from worklessness are likely to claim both Working and Child Tax Credits, at least during the first year of employment. Nonetheless, it is positive that dependence on these high levels of tax credits has increased at a lower rate for children in the Want to Work wards than elsewhere.

Chapter Summary

Overall, the local area analysis has shown only small differences in performance in the Want to Work wards compared to a comparison group of similar wards in England, and Wales and Great Britain as a whole. This may be because our analysis, by looking at changes in inactive benefit claims, cannot take into account Want to Work customers who were not claiming benefits (about a third) or those who moved into mini-jobs (14% of job outcomes).

Although differences were small, Want to Work wards performed a little better compared to the comparison wards. The Want to Work wards performed a little better than comparison group in terms of:

- The total number of inactive benefit claims; and

■ The number of ESA/IB claims and Carer's Allowance claims.

Compared to the comparison group, Want to Work wards performed the same in terms of the number of workless households with children, whilst the comparison group performed better than the Want to Work wards in terms of the number of Income Support claims from lone parents.

The Want to Work wards performed better than Wales as a whole in terms of the number of Income Support claims from lone parents and Carer's Allowance claims; the same as Wales in terms of the total number of inactive benefit claims, and workless households with children. Wales as a whole performed better than the Want to Work wards in terms of the number of ESA/IB claimants.

9 Satisfaction with Want to Work

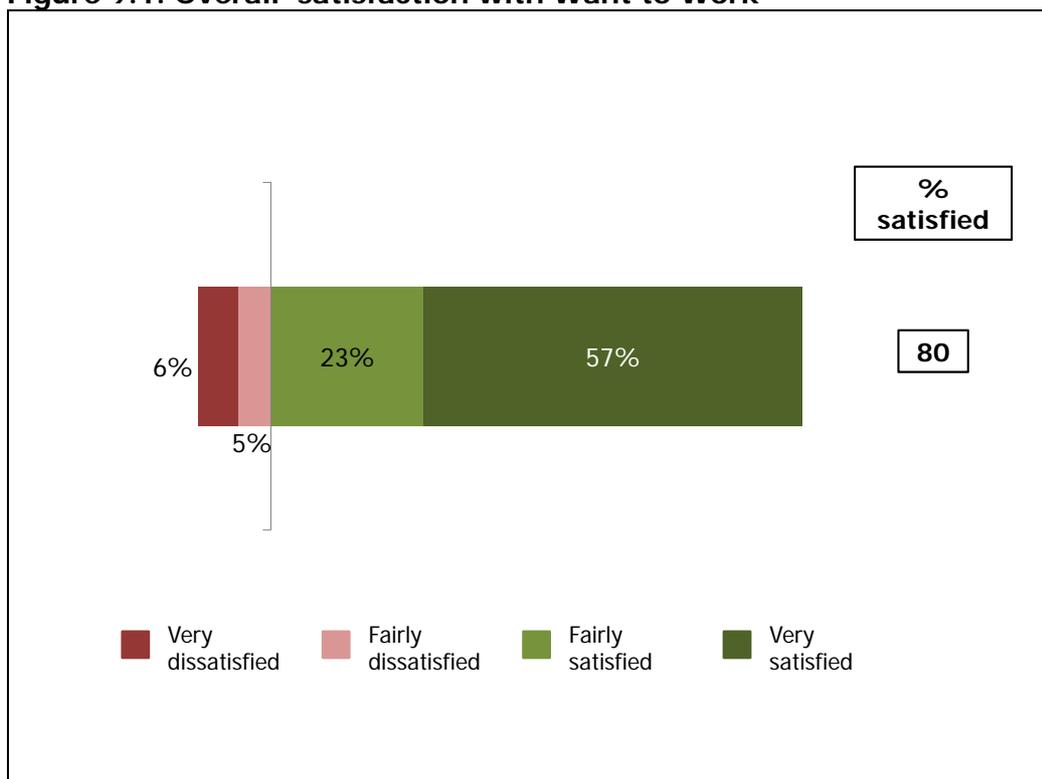
Introduction

- 9.1 This chapter examines how satisfied Want to Work customers have been with the service they received, looking at satisfaction with Want to Work overall, and also with individual elements such as training and Personal Advisers. It draws on data from the survey and findings from qualitative research.

Overall satisfaction with Want to Work

- 9.2 Survey respondents were asked how satisfied or dissatisfied they were with their experience of Want to Work overall. Levels of overall satisfaction were high with 80% of respondents reporting that they were satisfied⁵¹ including nearly six in ten (57%) who reported that they were very satisfied.

Figure 9.1. Overall satisfaction with Want to Work



Base: All respondents (651)

Source: Ipsos-MORI and Inclusion survey of Want to Work customers 2009

⁵¹ The absolute numbers of 2009 Want to Work customers who were satisfied with the service, given the confidence intervals at 95% certainty based on the effective sample size for the survey, is therefore 2,351 people \pm c.120.

- 9.3** Respondents who were not satisfied with their overall experience of Want to Work were asked why they were dissatisfied.⁵² The most commonly reported reason was that it did not help them to find work (42%) which was mentioned twice as frequently as the next most common answer. Frustrations about funding were also mentioned.

“I didn’t get any financial support to get to the training or get materials for the course. I got no funding for anything.”

“I was told that I would be able to attend a course and then funding was withdrawn.”

“The adviser wasn’t able to provide the help I wanted regarding questions about finances. They had to pass me onto to someone else. I asked for help in building my confidence but the adviser suggested that I do volunteer work which I didn’t feel ready for. They also weren’t able to provide financial help for transport costs.”

“They weren’t knowledgeable enough about my health condition.”

- 9.4** Younger respondents were more likely than older respondents to be satisfied with Want to Work: 62% of those aged less than 30 were very satisfied with Want to Work compared with 54% of those aged 30 and over. Customers with higher-level qualifications were slightly more likely to be satisfied than those with lower level qualifications. More than eight in ten (82%) of those with NOF Level 2 qualifications and above were satisfied compared with 78% of those with lower qualifications.

- 9.5** Women were slightly more likely than men to be satisfied with Want to Work. Eighty-five per cent of women were satisfied, compared with 76% of men. Those with neither a disability nor a work limiting health condition (WLHC) were more likely to be satisfied than those with a WLHC or disability. Eighty-four percent of those without a WLHC or disability reported that they were satisfied compared to three quarters (75%) of those with a WLHC and 73% of those who were disabled. Those who got a job were more likely to be satisfied than those who did not. Eighty-seven per cent of those who moved into employment were satisfied compared to 74% of those who did not. Within these figures, 70% of those who got a job were very satisfied while less than half of those who did not get a job (46%) were very satisfied.

- 9.6** As discussed in Chapter 7, there is a link between the presence of disabilities or a WLHC and employment outcomes. Causation is difficult to establish, though it is likely that either gender or the absence of disability or a WLHC contribute to customers being more likely to enter employment and go on to be satisfied with their experience of Want to Work.

⁵² This question was only asked to 77 respondents, and therefore these findings should be treated as indicative.

- 9.7** The high level of satisfaction found in the survey was mirrored in the qualitative research. Those who had entered work credited the support they had received with Want to Work as being the reason they had been able to do so. Moreover, in some cases, customers credited Want to Work with dramatically improving the quality of their life. Very often, high satisfaction came from the fact that Personal Advisers had taken them seriously, treated them as individuals, and gone out of their way to provide support.

"[Getting a job was] the biggest achievement of my life. It was the happiest day of my life. But I give all the credit to [my Personal Adviser]" (Want to Work customer)

"They changed my life. What else can I say? From nothing to an independent woman." (Want to Work customer)

"They took a person like me seriously... [The support from my personal adviser, it was] more than her job, she did it for me..." (Want to Work customer)

- 9.8** Survey results show that overall levels of satisfaction with Want to Work (80%) were higher than overall satisfaction with Jobcentre Plus services in Wales (76%)⁵³, although the difference is not significant at the 95% level. However, the proportion of those who were very satisfied with Want to Work (57%) was nearly double the proportion who were very satisfied with their experience of Jobcentre Plus in Wales (32%). In addition, the qualitative research suggested that customers had higher expectations of what they hoped to get out of Want to Work compared to their dealings with JCP, and findings should be read in this context.⁵⁴

Comparisons with other employment support

- 9.9** Want to Work customers in the qualitative research were asked to compare the support they received through Want to Work with any other employment support they had received. The comparison that was most common was with Jobcentre Plus.
- 9.10** On the whole, there was a general perception that Jobcentre Plus was too rigid, although most accepted that the staff were "just doing their job" and that the Jobcentre had improved in recent years. Nevertheless, there was the perception that, in contrast to Want to Work, Jobcentre Plus Advisers did not have time to spend with customers and, therefore, that customers were "treated as a number." One customer noted that when she had wanted to start working she

⁵³ DWP Research Report 480, *Jobcentre Plus Customer Satisfaction Survey 2007*, p.22.

⁵⁴ That is, it is possible that if one has low expectations from one service and high expectations from another, it would take more to be satisfied with the service you expect more from. Given that the most common reason respondents gave for being dissatisfied with Want to Work was that they had not got a job it seems that high expectations for Want to Work may be a factor.

had initially gone to JCP, but been told to come back in six months time. In contrast, when she found Want to Work they were responsive and encouraging.

“When you’re going to the Jobcentre they didn’t have a clue. All you are to them is a number. You walk in the door, right let’s get you out of the door. The difference here is you’ve got people who have time to help you and they listen.” (Want to Work customer)

“I will say Want to Work may be a section of the Jobcentre, but it’s nothing like the Jobcentre. Completely different.” (Want to Work customer)

- 9.11** In addition, customers sometimes felt judged by Jobcentre Plus advisers, whilst in contrast they trusted and felt comfortable talking about their problems with Want to Work advisers.

[Jobcentre Plus advisers] treat you as if it’s your fault you’re in the situation you’re in... They treated me as if I was scamming off the system. They didn’t know I’d worked since I was 13 years of age, all my life. So don’t judge me because I’m on benefits at this time...” “[With Want to Work] they gain your trust and that’s it. You have nothing to hide.” (Two Want to Work customers)

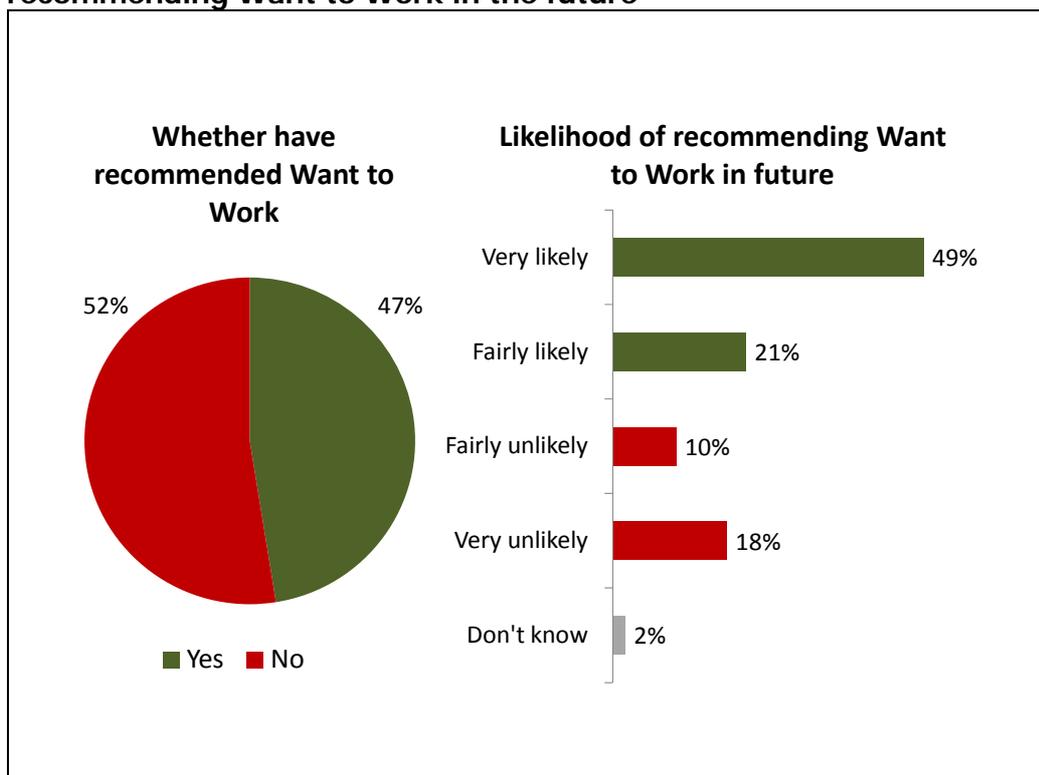
- 9.12** Comparisons with Pathways to Work were more mixed. Some customers thought their Pathways advisers were as helpful as their Want to Work advisers, but noted that Want to Work had more flexibility in the way it could use funds. They valued the fact that, as with Want to Work, they saw the same adviser at each meeting, rather than seeing different people each time. Others, however, thought Pathways advisers were not as good as Want to Work advisers. One customer noted that her Pathways adviser did not understand her particular circumstances and reasons for wanting a particular job, which was in contrast to the more personalised support she had received through Want to Work.

Likelihood to recommend Want to Work

- 9.13** Survey respondents were asked whether they had recommended Want to Work to someone in a similar situation to themselves. Results on this question were nearly evenly split, with 47% of respondents having recommended Want to Work and 52% reporting that they had not done so. Those who had not recommended Want to Work were asked how likely or unlikely it was that they would refer someone else in a similar situation. Seventy percent reported that they were fairly or very likely to do so and 28% reported that they were very or fairly unlikely to. In total, therefore, 84% of Want to Work customers either have recommended Want to Work or are likely to do so in the future if they met someone in a similar situation.
- 9.14** Those with neither a WLHC nor disability were more likely to have recommended Want to Work than those with a WLHC or disability. More than half (52%) of these respondents had already recommended Want to Work compared with 42% who had a WLHC and 39% who were disabled. Whether a customer got a job or not was also significant in how likely they were to recommend Want to Work.

More than half (51%) of those who got a job had already recommended Want to Work compared with less than half (43%) of those who had not got a job. This was also true for those who had not yet recommended Want to Work but said they were likely to do so in the future: 79% of those who had a job said they were likely to do so compared with 63% of those who had not got a job. Women who had not already recommended Want to Work were more likely than men to say that they were very or fairly likely to do so in the future. Three quarters (76%) of women said they were likely to do so compared with 65% of men.

Figure 9.2. Whether recommended Want to Work and Likelihood of recommending Want to Work in the future



Base: All respondents (651); all who answered have not recommended WtW (353)
 Source: Ipsos-MORI and Inclusion survey of Want to Work customers 2009

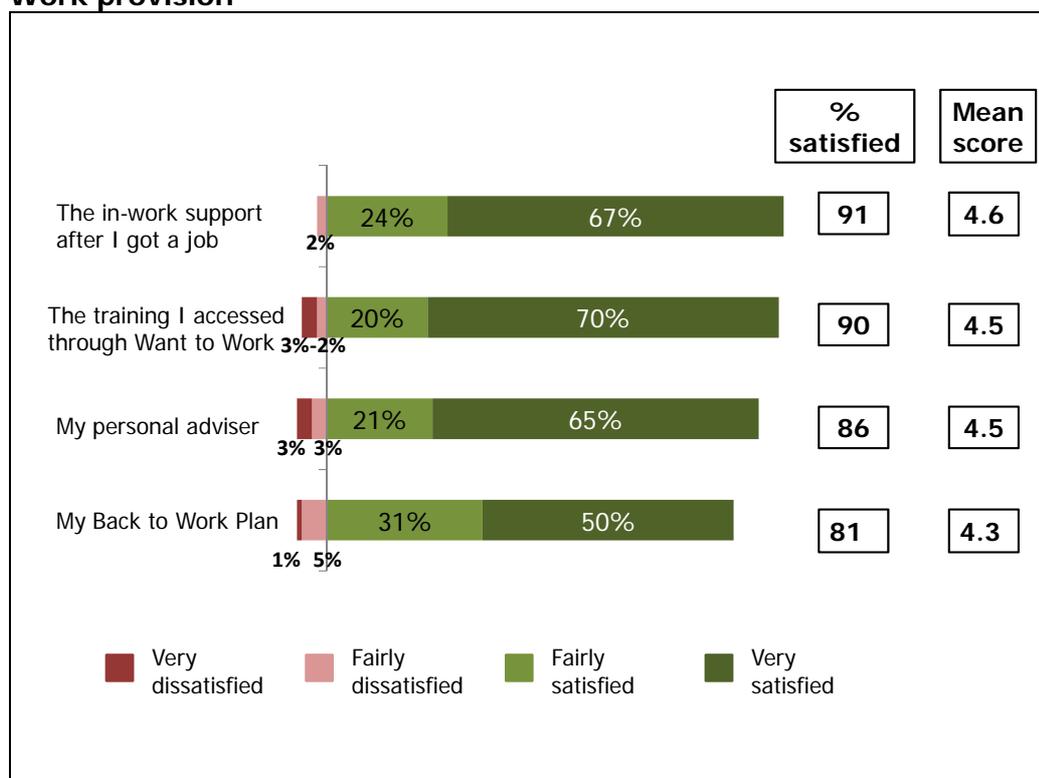
Satisfaction with different elements of Want to Work

9.15

Survey respondents were asked about their satisfaction with individual elements of Want to Work support. Each of these was higher than levels of satisfaction with Want to Work as a whole. Each element of support was found to be satisfactory by at least 80% of respondents. In-work support and training had the highest satisfaction (91% and 90% respectively). Satisfaction was 86% for respondents' personal adviser, while the Back to Work Plan (81%) had the lowest levels of satisfaction.⁵⁵

⁵⁵ In addition, customers' satisfaction with the volunteering/work experience, group sessions and additional health support was measured, but fewer than 100 respondents

Figure 9.3. Satisfaction and dissatisfaction with aspects of Want to Work provision



Base: personal adviser (651), in-work support (130), Back to Work plan (291), training (212)

Source: Ipsos-MORI and Inclusion survey of Want to Work customers 2009

Note: percentages do not sum to 100% as respondents could be neither satisfied nor dissatisfied or answer 'Don't know'

9.16 It is interesting that the proportion of customer satisfied with each of individual elements of Want to Work was higher than overall satisfaction with the programme. It is possible that this is again related to expectations held by customers; satisfaction scores for individual elements of the service were high as the elements were delivered to a high quality, but overall satisfaction was slightly lower for customers who did not achieve their goal of finding a job.

The best thing about Want to Work – customer views

9.17 Survey respondents were also asked what, if anything, was the one best thing about Want to Work. Responses to this question varied widely, though the most commonly reported element was the respondents' personal adviser, with around a quarter of responses (26%). Next most common were that Want to Work boosted confidence / broadened horizons (11%) and that Want to Work was

answered these questions. Nevertheless, 91% were satisfied with the group sessions they attended (base=92), 90% were satisfied with the volunteering/work experience they undertook (base=89), and 86% were satisfied with the additional health services the accessed (base=55). These findings should be treated as indicative.

approachable and not threatening (9%). These findings were broadly in line with those from the qualitative research with Want to Work customers.

9.18 Those who had been out of work for a year or longer were more likely to say that boosted confidence/broadened horizons was the best thing about Want to Work. More than twice as many people out of work for a year or more (16%) gave this as the best thing than those out of work for less than a year (7%). Lone parents were more likely than non-lone parents to cite convenience as the best thing (8% compared with 3%).

9.19 When asked what the best thing about Want to Work was customers in qualitative research gave a range of different answers. Many customers said that the personal advisers were the best thing. For example, one customer said “when you come in the door, a smiling face. Somebody you trust. You know they’re going to help you in a way you want to be helped. It’s brilliant. Can’t say enough about them.”

*“They encourage you to keep going. That’s what it is more than anything.”
(Want to Work customer)*

“They put you at your ease. Their strength is feeling comfortable talking about things that are very dear to you. You’ve lost your job. You despair. They help you through it.” (Want to Work customer)

“You don’t mind telling them a lot. You can tell them anything.” (Want to Work customer)

9.20 Others specified that the thing they valued most was the boost to their confidence:

“I got my confidence back. Most importantly, my life back.” (Want to Work customer)

“It’s the confidence you feel when you come in here that you get from them.” (Want to Work customer)

9.21 Others put more of an emphasis on the training that they had received through Want to Work.

“Definitely the training [was the most useful thing]. You don’t get anywhere these days without qualifications, so the training is definitely at the forefront. The rest is just the icing on the cake.” (Want to Work customer)

“I enjoyed doing the courses... You can do your qualifications in the course and you eventually will get a job so I’m looking forward to that.” (Want to Work customer)

9.22 Others did not feel they could pin down one aspect of the programme that was best, saying that it was “the package”:

“You get everything, jobs, application forms. When you can come, what can they do for you.” (Want to Work customer)

Areas for improvement – customer views

- 9.23** In the qualitative research, customers were asked what Want to Work could do better. It was interesting that the areas for improvement identified were primarily related to restrictions on the support Want to Work was able to offer, rather than the quality of the support that was provided. For example, customers suggested that Want to Work should be made available to people on JSA, rather than just to economically inactive people. One customer even went so far as to suggest that Want to Work could replace the Jobcentre in providing employment support for all people. Whilst this is clearly not a realistic option, widening the eligibility criteria of the programme was mentioned regularly.
- 9.24** Other areas where customers suggested changes in the future included gaining access to funds more quickly. First, it was noted that a good training course for a customer was identified at their first meeting with their personal adviser, but that funds could only be accessed after three sessions.⁵⁶ Similarly, once an application for funding was made, it could take a long time for the application to be approved.⁵⁷
- 9.25** It was also noted that having to claim back some discretionary funding after having spent the money could cause financial hardship. One customer noted that having to claim for travel expenses was difficult and led to a lot of paperwork. He considered would have been better had a bus pass been issued for the duration of the course, rather than having to claim back at a later date. A particular difficulty was the upfront funding needed for SIA security licenses in Pembroke, which cost £250.

“They have to trust these people [Personal Advisers]. They have employed them. They know they are not going to just hand them out willy nilly, so it just makes sense.” (Want to Work customer)

“I had to pay for it and give them the receipt and get the money back. When you're in a position of no money to start with, I had to pay it all up front, so I borrowed of anyone I could.” (Want to Work customer)

- 9.26** Similarly, it was occasionally noted that certain services, such as training courses, had been delayed, which had been frustrating (see 'Procuring services' in Chapter 5). However, customers did note that “I don't think it's them. I think it's the system.”

⁵⁶ Want to Work staff noted that the reason for this was that customers should demonstrate their commitment to finding work before access to funding was permitted.

⁵⁷ See also Chapter 5 for similar frustrations as noted by Want to Work staff.

- 9.27** Moreover, some customers suggested that Want to Work should advertise more widely, as people who would benefit from the service might not know that the programme existed:

“They should have posters in the Jobcentre permanently for people to read. Maybe even post-boxes..” (Want to Work customer)

“They could advertise a bit more. If I wasn’t in this community group I wouldn’t... know who Want to Work were... There’s a lot of things out there a lot of people don’t realise” (Want to Work customer)

- 9.28** One customer suggested that petrol vouchers could be provided to help customers pay for fuel needed to attend interviews.

- 9.29** Finally, in one focus group, customers raised concerns about the future of Want to Work in the light of public sector spending cuts:

“We had a similar place 10 years ago when I came out of work through ill health for panic attacks and depression. It was very similar to this... I went there, there was a lovely guy and he really looked after me. Got my confidence up and then he went [when the programme lost funding]. I went down ill I wouldn’t come outside the door. I felt as if I’d been abandoned.” (Want to Work customer)

Chapter Summary

Customer satisfaction with Want to Work was high. In total, 80% of customers were satisfied with Want to Work as a whole, and 57% were very satisfied. The high proportion of customers being very satisfied with Want to Work was particularly notable. In addition 84% of customers either already had or were likely to recommend Want to Work to people in a similar situation as them.

Satisfaction with the individual elements of the Want to Work service were all higher than satisfaction with the programme as a whole. For example, 90% of customers were satisfied with training undertaken through Want to Work, and 86% were satisfied with their Personal Adviser. It is possible that this reflects the high expectations that many had of the programme; if a customer failed to get a job they were less likely to be satisfied with the programme as a whole, but they were nevertheless satisfied with the individual elements of support they received.

Customers suggested a variety of different things that they considered the best part of Want to Work, but Personal Advisers were mentioned most often (by 26% of respondents). Others said it was the fact that the programme boosted their horizons and/or boosted their confidence (11%) or that it was approachable and non-threatening.

When asked what Want to Work could do better in the future, customers did not identify areas where services were not being offered effectively, but suggested that the eligibility of the programme should be widened, that more advertising should be undertaken, or that customers should be able to start training before their third meeting.

10 Conclusions

- 10.1** This evaluation of Want to Work has found that the programme has been successful in meeting its aims. In total, **49% of Want to Work customers entered work** of at least one hour whilst receiving support or within six months after finishing. We found **a very strong impact of Want to Work on whether customers entered work**. Analysis suggested that between 9% and 13% of similar people in the control group will have found work within a similar period. However, it should be noted that unobserved differences between Want to Work customers and the control group that this methodology is unable to account for (such as differing levels of motivation and effort to find work) may explain part of this gap in likelihoods of entering work between the control group and Want to Work customers.⁵⁸
- 10.2** Moreover, **Want to Work customers who had entered work were more likely to sustain it for a year compared to similar people in a control group**; whilst 80% of Want to Work customers sustained work, 62% of the control group did. However, Want to Work customers were no more or less likely to sustain work when compared to customers of JCP Pathways to Work.
- 10.3** The evaluation looked to judge whether Want to Work has had an impact on the wards in which it is active. To do this we examined how far the number of people claiming inactive benefits in Want to Work wards had changed compared to a bundle of similar wards in England, and to Wales and Great Britain as a whole. Whilst only small differences in performance were found, Want to Work wards performed a little better compared to the comparison wards in terms of the number of people claiming inactive benefits.
- 10.4** There were high levels of satisfaction from customers, and other partners also spoke highly of the programme. As well as employment outcomes, customers reported a range of other 'soft outcomes', such as higher self esteem and boosted confidence.
- 10.5** It should be noted that the survey found that men and those with disabilities and / or work limiting health conditions were less likely to achieve positive outcomes, including employment and 'soft' outcomes, and were less likely to be satisfied with the programme.
- 10.6** A number of aspects of the programme have contributed to the success of Want to Work:
- The fact that Want to Work is **embedded within the communities** it serves is a major strength of the programme. Being based within the wards

⁵⁸ For example, the control group were economically inactive and said they were seeking work, but the intensity of their job search was unknown – see chapter 7 for more discussion on this point.

they provide support in and operating out of a range of different locations ensured that access was easy and convenient for customers. However, community outreach was less developed in some areas than others – for example, In Pembroke, Want to Work was based within a Jobcentre Plus Office, whilst in the Valleys it operated from a wider array of community venues;

- A variety of **different approaches to outreach** for different groups were identified as part of the evaluation. Customers claiming IB were seen as the most difficult group to engage, and therefore dedicated events were run for these customers in one area, and the Want to Work team were able to use Midas Scans to target IB claimants. Similarly, different approaches were used to engage people from ethnic minority communities and young people;
- Attempts to make Want to Work **non-threatening and accessible** have been successful. Whilst many customers had reservations about joining a government programme, Want to Work had taken effective steps to engage customers. These steps ranged from those as simple as dressing down, to providing support as and when customers needed support, and being based in non-threatening community venues.
- **Partnership working** between Want to Work and other local organisations has worked well. Stakeholders working with other organisations were complimentary about working with Want to Work, and this had facilitated referrals both to and from Want to Work. That Want to Work has engaged organisations not traditionally involved with employment support, including Sure Start, certain types of health services, and in some areas, GPs demonstrates the holistic approach to employment support.
- The level of **personalisation of support**, and the fact that **support is holistic** (i.e., it aims to remove all barriers to employment faced by customers), was highly valued by customers. Customers felt that the support provided by Personal Advisers was tailored to their particular needs and was provided at the appropriate time;
- Linked to this, the **qualities of personal advisers** were highly praised by customers. They were seen as friendly and approachable, knowledgeable and effective, and their levels of commitment to helping their customers were praised. Personal Advisers noted the fact that their teams are made up of **seconded PAs** from a range of organisations, which brought a wider range of perspectives and strengthened the team;
- Want to Work advisers have more flexibility to use **discretionary funding** than other JCP advisers, and this has proven extremely important in overcoming barriers to work and helping customers enter self-employment. Nevertheless, it appears that discretionary funding has been used responsibly, with Personal Advisers keen to ensure that customers demonstrate their commitment to finding work before requesting funds.

10.7 The following areas seemed to provide hurdles which hampered the effectiveness of Want to Work delivery:

- **Procuring training** was proving problematic, both in terms of the time taken for funds to be approved, and in terms of the ‘right’ training providers being approved. In Cardiff Personal Advisers noted that it could take up to eight weeks for training to be approved, and that sometimes the training that was approved was based in the valleys, rather than in Cardiff. Whilst the Low Value Procurement process was seen as imperfect, it was noted that it removed some pressure from Delivery Managers.
 - **Working with other ESF projects** was sometimes difficult. Whilst in all case study areas Want to Work was involved in local groups trying to ensure that ESF projects work together, some Personal Advisers noted that customers “can only engage on one ESF project.” Staff noted that partnership working had become worse compared to when Want to Work started as a result of WEFO rules about claiming outcomes. However, attempts were made to find ways of ‘sharing’ outcomes, such that one ESF project would claim, for example, a training outcome, and Want to Work would claim an employment outcome.
 - Moreover, in the second phase of fieldwork, staff noted that **some ESF projects were coming to a close**, which would leave gaps in local provision.
 - In the first phase of research (2011) **not having a budget for advertising** was seen as problematic, particularly for a project like Want to Work which relied on community outreach. The advertising budget had been reinstated in the second phase of research (2012).
 - **Engaging with GPs** had proven extremely difficult in some case study areas, despite the best efforts of Want to Work staff to engage them. Given the current focus of supporting customers on IB, integrated working with GPs would be very valuable.
 - **‘Losing customers’ to the Work Programme** was seen as problematic, as when customers were moved onto the Work Programme the progress and rapport developed between a customer and their Personal Adviser was lost. In at least one area, it took considerable adviser resource to accurately tell when each customer was due to be mandated to the Work Programme.
- 10.8** In addition, given Want to Work can now support some customers outside of the original target wards but does not have additional resource to do this, coverage within the original wards is slightly reduced, which was noted by some customers.
- 10.9** It should be noted that those who took part in this evaluation considered that Want to Work was working well, and customers, Want to Work staff, and stakeholders struggled to identify areas for improvement. Nevertheless, we make the following recommendations for Want to Work:
- **Continued efforts should be made to engage GPs.** This should draw on the experience in Sandfields, where a dedicated Personal Adviser took the lead in contacting practices, making presentations to GPs/ health professionals, and ensuring regular contact.

- Want to Work should continue to work with DWP to speed up the approval of **low value procurement** requests, and ensuring that the most appropriate training is procured. One option could be to tender for a framework of local providers to deliver training services to Want to Work.
- Want to Work should review whether there are any further ways to **improve the process for identifying when a customer is approaching Work Programme referral**. Alongside this, Want to Work may want to develop guidance on support for customers approaching Work Programme referral, to ensure that their time on Want to Work adds value.
- Continued efforts should be made to **harmonise cooperative working with other ESF programmes**.
- **Closer links are developed with key employers** in local areas. The example of the close relationship between Want to Work advisers and local NHS staff in the Valleys may serve as an example to follow.
- **Ways to embed and improve action planning/ back to work planning for those further from work are explored** – recognising that formal, detailed plans may be inappropriate for some customers.
- Want to Work **'Best Practice guidance'** should reflect the strengths of the programme as found in this evaluation.

10.10 In addition, this evaluation should be of use to Work Programme providers, as it may be possible to incorporate some aspects of the Want to Work service into 'black box' approaches to Welfare to Work provision.

Annex 1 – Note on survey methodology

This section provides details of the survey methodology used in this evaluation. The survey element of the evaluation had two main aims:

- A **detailed evaluation of a cohort of customers** who started Want to Work in 2009 (as provided in this report).
- An evaluation of **how sustainable employment was** for those who got a job (which will be reported in the final evaluation report in 2013). To do this we will explore the nature and sustainability of employment for as many customers who entered work as possible. This will involve a census of all those who first engaged with Want to Work in the first three years of the scheme (July 2008 to June 2011) and who management information indicates entered employment.

In order to collect this information two phases of fieldwork will be conducted.

- Phase 1. This comprised a survey of customers starting Want to Work between July 2008 and the end of 2009, conducted in summer 2011. These interviews were a census of all those who started the scheme in its first 18 months (July 2008 to December 2009) and achieved a job outcome, and a census of all those who started the scheme in 2009.
- Phase 2. This comprised a census of all those who started with Want to Work in 2010 and the first six months of 2011, and who achieved a job outcome according to management information. The survey was undertaken in January 2013, and only included questions about job outcomes and the sustainability of employment, and not the other elements covered in the phase 1 survey.

Surveys were conducted by Ipsos MORI using Computer Aided Telephone Interviewing (CATI) technology.

The rest of this section provides methodological details about these surveys.

Design – Phase 1

The survey asked a 'long' questionnaire to individuals who started on Want to Work in 2009 (asking about their experiences of engaging Want to Work), and a 'short' questionnaire (primarily about job outcomes) to those who programme Management Information said entered work, and who started receiving support through Want to Work in the second half of 2008 (from July).

Jobcentre Plus in Wales provided Ipsos MORI with a full list of all individuals who had started the programme within this timeframe.

The total sample provided amounted to 3,255 leads: 318 for the 2008 cohort and 2,937 for the 2009 cohort. A small number of sample leads without phone number details were removed from the sample before starting fieldwork, meaning 3,194 sample leads with phone numbers were used in total: 315 from the 2008 cohort and 2,879 from the 2009 cohort.

The questionnaire was designed by *Inclusion* in consultation with Ipsos MORI and the Want to Work team.

Fieldwork – Phase 1

Ipsos MORI sent out an advance letter on behalf of Want to Work to all recipients who were included in the sample. This letter introduced the survey and informed individuals that an interviewer would be in touch shortly to conduct an interview.

The letters were sent out two weeks prior to fieldwork commencing, to give respondents the opportunity to opt out of the survey. Respondents could email or telephone Ipsos MORI to indicate that they wished to opt out. A total of two Want to Work users opted out at this stage, but more contacted Ipsos MORI to pass on their updated telephone number so they can take part.

Ipsos MORI interviewed 716 participants in the Want to Work service between 22 July and 16 August 2011 by telephone, using Ipsos MORI's in-house specialist telephone interviewing team. No quotas were set on the interviews, though various breakdowns were monitored.

The number of completed interviews was less than our target at the outset of 900 interviews. We were not able to complete this number of interviews primarily because of lower sample eligibility than anticipated. A relatively large proportion of the sample was not eligible (i.e. screened out, for example, due to the beneficiary not recalling taking part in Want to Work) or not contactable (due, for example, to the beneficiary having moved).

Ipsos MORI achieved interviews with 716 beneficiaries from a total sample of 3,194 individuals. The unadjusted response rate is therefore 22 per cent, while the adjusted response rate, based on valid sample, is 69 per cent. Valid sample refers to sample that was eligible (i.e. not screened out) and contactable.

The sample contained contact data such as telephone numbers which were taken in 2008 and 2009, many of these details appeared to be out of date. Furthermore, some respondents declined to take part in the survey as a similar survey using the same sample was being conducted elsewhere during the same period. Some respondents were ineligible due to not recalling using Want to Work.

Final sample status	Total sample used (N)	Total sample used (%)	Valid sample (%)
Valid sample			
Achieved interviews	716	22	69
Sample still live	23	1	2
Refusal	99	3	10
No answer*	195	6	19
Total valid sample	1,033	32	100
Invalid sample			
Bad number/respondent moved	1027	32	
No answer*	693	22	
Ineligible	295	9	
Other dead leads	146	5	
Total invalid sample	2,161	68	
Total sample used	3,194	100	

Source: Ipsos MORI

*This has been pro-rated based on the proportion likely to be valid based on the response rate

The majority of participants had no difficulty with the questions. There was a small issue with the A4 question, which asked 'When you first engaged with Want to Work, what health conditions were you suffering from?', as there was no 'other' option, this meant those who did not fall into the given categories were placed in 'Prefer not to say', a total of seven respondents were placed in this category.

Data preparation – Phase 1

With this research it was necessary to compare the profile of those who took part in an interview against the profile of the population that was being reported on at the first phase, which was the 2009 cohort only of Want to Work beneficiaries that formed our sample. This is to check whether weighting is necessary to correct for the unweighted sample being unrepresentative of the population being measured due to differential levels of non-response.

Based on this comparison we weighted the data by age when started training, gender, whether they are a lone parent, highest level of qualification, benefit and whether they entered paid employment, based on the 2009 beneficiary sample profile (including those without telephone numbers). The weighted figures were also 'grossed up' to the total number of 2009 beneficiaries in the sample: 2,937. The weights applied have reduced the overall effective sample size for the 2009 cohort sample from 651 to 549. This has had a small impact on statistical reliability - the margin of error has increased from +/- 2.0-3.4 percentage points to +/- 3.0-5.1 percentage points for the 2009 cohort sample (at the 95% confidence interval).

Design – Phase 2

For Phase 2 Jobcentre Plus in Wales provided Ipsos MORI with a full list of individuals who had started the programme between January 2010 and June 2011 and had a job outcome either during or within six months after participating in Want to Work.

The total sample provided details for 1,819 beneficiaries. A small number without phone number details and duplicate leads were removed from the sample before starting fieldwork, leaving 1,792 customers were eligible.

The questionnaire was designed by CESI in consultation with Ipsos MORI and DWP. For Phase 2 the questionnaire was broadly based on the Employment Outcomes section from Phase 1 (Section C of the questionnaire), with much of the introduction and demographics sections also retained.

Fieldwork – Phase 2

The 1,792 eligible beneficiaries were sent advance letters Ipsos MORI sent an advance letter on behalf of DWP to 1,792 beneficiaries. This letter introduced the survey, explained that an interviewer would be in touch shortly to conduct an interview, as well as containing assurances about confidentiality and checked whether we had the correct phone number to contact them on (as well as contained details to contact Ipsos MORI to update their phone number if necessary).

The letters were sent out just over a week prior to fieldwork commencing, to give respondents the opportunity to opt out of the survey. Respondents could email or telephone Ipsos MORI to indicate that they wished to opt out. Three Want to Work users opted out at this stage prior to fieldwork starting, and a further eight contacted Ipsos MORI to pass on their updated telephone number in order to take part.

Ipsos MORI interviewed 427 participants in the Want to Work programme by Computer Assisted Telephone Interviewing (CATI) between 12 January and 10 February 2013 for Phase 2, using Ipsos MORI's in-house specialist telephone interviewing team. No quotas were set on the interviews, though several variables were monitored during fieldwork:

- Gender;
- Age when started training;
- ESF Competiveness/ESF Convergence funding;
- Highest level of qualification;
- Duration of unemployment;
- Being a lone parent;
- Whether they have a work limited health condition; and
- Employment status.

The average interview length was anticipated to be 5 minutes, however, the actual interview length was 7.43 minutes on average.

Ipsos MORI achieved interviews with 427 beneficiaries from a total sample of 1,789 individuals in Phase 2. A small number of leads, 134, were unused. This is because we batched the release of sample leads in order to maximise the response rate and therefore the quality of the data. The sample used therefore was 1,654, achieving an unadjusted response rate of 26 per cent, while the adjusted response rate, based on valid sample, is 64 per cent.

Valid sample refers to sample that was eligible (i.e. not screened out) and contactable. Some respondents were ineligible due to not recalling participating in the Want to Work programme. The main issue was telephone numbers being out of date as the details were taken in 2010 and 2011 when participants started on the programme. A full breakdown of the Phase 2 sample is presented below.

Final sample status	Total sample used (N)	Total sample used (%)	Valid sample (%)
Valid sample			
Achieved interviews	427	26	64
Refusal	126	8	19
No answer*	79	5	12
Sample still live	34	2	5
Total valid sample	666	40	100
Invalid sample			
Bad number/respondent moved	703	42	
No answer*	226	14	
Ineligible	58	4	
Other dead leads	2	*	
Total invalid sample	989	60	
Total sample used	1,655	100	
Not used	134		

Source: Ipsos MORI

*This has been pro-rated based on the proportion likely to be valid based on the response rate

Data preparation – Phase 2

Following Phase 2 computer tabulations were provided to CESI of data from Phase 2 as well as of Phase 1 data of those who had a job outcome (including self-employment) while receiving support from Want to Work or subsequently, as recorded at questions A1 and A2. 376 interviews from Phase 1 were included, bring the total number of interviews for analysis to 803; the methodology in Phase 1 and Phase 2 were the same. With this it was necessary to compare the profile of those who took part in an interview against the

profile of the population that was being reported on (i.e. the Want to Work beneficiaries who got a job outcome from across the two research phases). This was to check whether weighting was necessary to correct for the unweighted sample being unrepresentative of the population being measured due to differential levels of non response.

Based on this comparison we weighted the data by: age when started on Want to Work; gender; ESF Competiveness/ESF Convergence funding; whether they are a lone parent; highest level of qualification; benefit; and whether they have a work limiting health condition.

These were based on the total sample profile of those with a job outcome across the two phases (including those without telephone numbers), i.e. the two phases' samples were added together and the profile then analysed. A weight was also added for whether they were interviewed in Phase 1 of the research (i.e. started on Want to Work between July 2008 and December 2009) or in Phase 2 (i.e. started on Want to Work between January 2010 and June 2011), to reflect the population totals of each (i.e. the numbers who started on the programme in each time period and got a job outcome).

The weighted figures were also 'grossed up' to the total number of beneficiaries with a job outcome across the two sample universes: 3,240.

The weights applied have reduced the overall effective sample size for the sample of those with job outcomes in Phases 1 and 2 from 803 to 702. This has had a small impact on statistical reliability - the margin of error has increased from +/-1.8-3.0 percentage points to +/-2.0-3.3 percentage points for the sample (at the 95% confidence interval).

Annex 2 – Note on propensity score matching methodology

This annex provides technical details about the propensity score matching conducted as part of this evaluation. The results of the propensity score matching, which examined whether Want to Work customers are more or less likely than other economically inactive people with similar characteristics to move into work, are found in Chapter 7. Additional propensity score matching, comparing the likelihood of Want to Work customers and other similar economically inactive people sustaining employment for a year will be presented in the final evaluation report.

Entering work

Propensity score matching was used to identify a control group of economically inactive people with similar characteristics as Want to Work customers from 2009. Having established this control group, we were able to determine whether Want to Work customers are more or less likely enter employment than the control group.

The control group was made up of respondents of the Labour Force Survey in 2009. We used two-quarter longitudinal datasets, selecting respondents who were economically inactive but seeking work (excluding students) in the first quarter, and measuring job outcomes in the second quarter. In order to maximise base sizes we pooled four adjacent LFS datasets.⁵⁹ We limited our control group to respondents of the LFS in 2009 in order to minimise the effect of the changes to labour market conditions in the years surrounding 2009; the first two quarters of 2009 saw negative economic growth, with recovery beginning in the third and fourth quarters.

Having selected a pool of people who were inactive but seeking work in 2009, we created a single database which included these respondents and the 2,937 customers who started receiving support in 2009. We build variables drawing on Want to Work management information and LFS data, for ethnicity, whether the person had a WLHC or disability, whether the person was a lone parent, the length of time the person had been out of work, their age and gender and their qualification level.

We then loaded the database into R, a statistics package.⁶⁰ Using two add-on software packages for R, Matchit⁶¹ and Optmatch⁶², and conducted propensity score matching,

⁵⁹ 2009 Q1-Q2, 2009 Q2-Q3, 2009 Q3-Q4, and 2009 Q4 to 2010 Q1.

⁶⁰ R Development Core Team (2010). R: A language and environment for statistical computing. R Foundation for Statistical Computing, Vienna, Austria. ISBN 3-900051-07-0, URL <http://www.R-project.org>.

⁶¹ Daniel E. Ho, Kosuke Imai, Gary King, Elizabeth A. Stuart (2011). MatchIt: Nonparametric Preprocessing for Parametric Causal Inference. Journal of Statistical Software, Vol. 42, No. 8, pp. 1-28. URL <http://www.jstatsoft.org/v42/i08/>

using the characteristics noted in the paragraph above, to weight our control group to match the characteristics of Want to Work customers in 2009. In this case, we used ‘full matching’.

The use of this method assumes that the major factors other than Want to Work affecting outcomes will be the state of the economy (covered by using a similar time frame) and the personal, educational and work history characteristics of participants, with neighbourhood effects having a lesser effect. There is research support for this assumption, but DWP has previously piloted work in the Working Neighbourhoods Pilot in the belief that neighbourhood effects were significant. A rough synthesis of current views is that independent neighbourhood effects on outcomes may be small, but delivering services to concentrations of people in deprived areas may be cost-effective. The Want to Work initiative is just such a concentrated service provision initiative. We therefore believe that the use of a counterfactual that is not limited by geography, but is limited by time, is in accordance with current evidence.

The results of the propensity score matching are presented in the table below.

	Means score - Want to work	Mean score - Control (before matching)	Difference in means of WtW and control (before matching)	Mean score - Control (after matching)	Difference in means of WtW and control (after matching)
Propensity score (likelihood of being a Want to Work customer)	0.90	0.68	0.22	0.90	0.00
Male	0.55	0.41	0.14	0.56	-0.01
Female	0.45	0.59	-0.14	0.44	0.01
Age	35.36	36.42	-1.06	43.71	-8.35
Highest qualification - NVQ Level 3	0.08	0.15	-0.07	0.10	-0.02
Highest qualification - NVQ Level 2	0.29	0.18	0.10	0.26	0.03
Highest qualification - Below NVQ Level 2	0.34	0.16	0.18	0.32	0.02
Highest qualification -No qualifications	0.22	0.13	0.09	0.27	-0.06
Ethnicity - Mixed	0.04	0.01	0.03	0.00	0.04
Ethnicity - Asian or Asian British	0.02	0.04	-0.02	0.02	0.00
Ethnicity - Other ethnic group	0.03	0.10	-0.07	0.03	0.00
LoneParent	0.22	0.21	0.01	0.22	0.00
Disabled	0.32	0.22	0.10	0.44	-0.11
WLHC	0.38	0.23	0.15	0.48	-0.10
Duration of unemployment	36.57	53.98	-17.41	48.12	-11.55

These results show improvements in the differences of means of control and Want to Work records after matching, except in the case of mixed ethnicity, disability, and age. Overall, the profile of the matched control group has greatly improved, as shown by the equal mean propensity scores.

Having conducted the propensity score matching we calculated the proportion of the matched (weighted) control group that entered employment, and the confidence interval (at 95% level). The matched LFS control group were a great deal less likely to enter work (7%) compared to unmatched LFS records who economically inactive people seeking

⁶² Hansen, B.B. and Klopfer, S.O. (2006) Optimal full matching and related designs via network flows, JCGS 15 609-627.

work (18%), showing that Want to Work customers were more disadvantaged than economically inactive people seeking work as a whole.

The measure of whether a Want to Work customer entered work specified a time period of “whilst receiving support from Want to Work, or within 6 months of finishing receiving support”. As a result, we have needed to adjust the proportion of customers entering work in the control group, for whom our raw measure is entering work within a three-month period. To do this, we have adjusted based on the mean (5.4 months) *and* median (3.7 months) lengths of time Want to Work customers took to enter work (based on programme Management Information).

Sustaining work

We adopted a similar methodology to measure the likelihood of Want to Work Customers to sustain work compared to similar people in the LFS. The control group was made up of respondents of the Labour Force Survey in the second half of 2008, 2009, 2010, and the first half of 2011, i.e. the same period in which survey respondents who entered work were sampled. We used five-quarter longitudinal datasets, selecting respondents who were out of work (excluding students/retired) in the first quarter, but then work (employed or self-employed) in the second quarter. Sustaining employment was defined as being in work at the time of the interviews in the next three quarters (approximately nine months). This is slightly different to the definition of sustainment in the Want to Work survey (being employed for 10 months out of 12). In order to maximise base sizes we pooled twelve adjacent LFS datasets.⁶³

The results of the propensity score matching are presented in the table below.

	Means Score - Want to Work	Means score - control (before matching)	Difference in mean of WtW and control (before matching)	Means score - control (after matching)	Difference in mean of WtW and control (after matching)
Propensity score (likelihood of being a WtW customer)	0.58	0.35	0.23	0.58	0.00
Age	39.41	37.98	1.43	39.98	-0.57
Male	0.57	0.52	0.05	0.48	0.08
Female	0.43	0.48	-0.05	0.52	-0.08
Disabled	0.33	0.10	0.24	0.30	0.04
WLHC	0.33	0.10	0.23	0.31	0.02
Self-employed	0.21	0.15	0.06	0.18	0.02
Lone Parent	0.18	0.05	0.12	0.23	-0.05
Not white ethnicity	0.06	0.09	-0.03	0.08	-0.02
Highest qualificaion - below NQF Level 2	0.25	0.10	0.15	0.23	0.03
Highest qualificaion - NQF level 2	0.33	0.25	0.08	0.34	-0.01
Highest qualificaion - NQF level 3	0.15	0.21	-0.07	0.17	-0.03
Highest qualificaion - NQF level 4 +	0.12	0.34	-0.22	0.10	0.02
Duration of unemployment	30.89	27.37	3.53	27.55	3.35

⁶³ First interviews conducted between 2008 Q3 and 2011 Q2.

These results show improvements in the differences of means of control and Want to Work records after matching, except in the case of gender. Overall, the profile of the matched control group has greatly improved, as shown by the equal mean propensity scores.