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Evaluation of the JobsPlus Pilot

Technical Annex

Amy Fox, Kate Alexander, Jade Talbot, Harry Fox, Dom Hewitt, Dan Mason, Joe Cook, Nick Litsardopoulos, Rakhee Patel (IES), Mags Bexon, Jack Bradstreet Helen Gray (Learning & Work Institute) & Sravanthi Vempalli

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Institute for Employment Studies
City Gate
185 Dyke Road
Brighton BN3 1TL
UK

Telephone: +44 (0)1273 763400
Email: askIES@employment-studies.co.uk
Website: www.employment-studies.co.uk

IES project code: 6434

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1 Introduction

This chapter provides an overview of the JobsPlus pilot, setting out the policy context, the relationship between the UK and US models, and the scope of the pilot delivered across ten housing associations.

1.1 Differences between the JobsPlus programme in the UK and US

The key differences between the US and UK JobsPlus programmes are described in Table 1.1 below. In the US, the original JobsPlus demonstration was implemented across six public housing authorities: Baltimore (Maryland), Chattanooga (Tennessee), Dayton (Ohio), Los Angeles (California), St. Paul (Minnesota), and Seattle (Washington) between 1998 and 2003.

Table 1.1 Differences between the UK and US JobsPlus programmes

	JobsPlus US	JobsPlus UK
Social housing	The US approach to social housing is more centralised. Social housing is managed by local Public Housing Authorities (PHAs) under oversight from the US Department of Housing and Urban Development (HUD). In recent years there has been a shift to greater reliance on the private market through housing vouchers and Low-Income Housing Tax Credit (LIHTC).	In the UK social housing includes both council housing (run by local authorities) and housing from housing associations (non-profit organisations). The central government provides funding, but local councils and housing associations are the main providers. There has been significant privatisation of council housing under Right to Buy since the 1980s, resulting in more mixed types of tenure (Right to Buy, mixed ownership). Interaction with the benefit system is through Housing Benefit or Universal Credit. This requires greater coordination across landlords and benefit system.
	Rent-based financial incentives	**One-off financial incentive**
Financial incentives	In the US, the level of rent charged to low-income residents in public housing is subsidised, and this subsidy is gradually removed as incomes increase – so rent levels rise. To help "Make Work Pay" JobsPlus participants are offered a rent-based incentive, where tenants' rent is frozen as	The UK system for subsidising rents is substantively different to that in the US. In the UK, the incomes of low-income residents of social housing are subsidised through the benefits system, and this subsidy is generally removed as incomes increase – so benefit income reduces but rent levels stay the same.

	income increases to remove disincentives to work. The JobsPlus rent-based incentive is in the form of a JobsPlus Earned Income Disregard (JPEID), which offers a 100-percent disregard of incremental earned income for the entire period of the program and is available to all residents of the JobsPlus development.	The approach adopted in the UK pilot is a direct financial credit to residents after they have entered and sustained employment. The financial incentive is a one-off 'into to work bonus' of £400, once JobsPlus participants have sustained new employment or self-employment, earning at least £677 per month, for at least two months. This option was the preferred approach as the impact and benefit would be felt entirely by the individual. To enable this, DWP introduced an exemption for the JobsPlus Bonus so that the grant payments are ignored for benefit calculation.
Saturation	Saturation was not formalised as a key component of the US JobsPlus model but was identified as a distinctive facet that reinforced the main 3 elements of the model. The aim in the US was the same as adopted for the UK pilot, that the programme aims to reach saturation levels within the target public housing developments—that is, not just target a small share of residents but, rather, is available to everyone who lives in the development and is of working age and able to work.	The US version referred to saturation as a distinctive facet. In the UK version this has been embedded as a key element of the model. This distinguishes the programme and approach from traditional employment programmes that have strict criteria for eligibility. The programme is open to all residents in an estate or neighbourhood, ensuring there was no stigma attached to taking part or receiving support. All residents in a JobsPlus site are intended to benefit from the program, whether they are directly enrolled and receiving services or indirectly by building a culture of work.
Pilot phase	The original JobsPlus initiative operated for five years from 1998 to 2003 and was the subject of a rigorous evaluation, where six public housing developments in six cities were chosen randomly and then were compared with similar developments, in the same cities, that did not participate in the program.	The pilot is funded to test JobsPlus from June 2024 until March 2026 in ten housing associations. The length of the pilot has been determined by funding availability. The initial proposal and intention were to pilot the programme for 3-5 years.

Source: L&W and IES

1.2 US evidence: implementation of the JobsPlus model: early outcomes

Early Implementation challenges and delays

Jobs-Plus was not launched as a fully mature programme because sites faced prolonged challenges in building collaborative decision-making structures, designing the programme from scratch, balancing local and central guidance, and securing federal funding for key components. As discussed further below, the implementation of rent incentives was delayed by 2 years, and the community support for work component also took time to develop and to be fully implemented across sites.

1998–1999: Transitional / rollout period

Due to initial startup challenges, 1998 and 1999 were designated as a transitional or 'rollout' period for evaluating JobsPlus in the 2005 demonstration report. Consequently, Bloom et al. (2005) suggest that the program's impacts on employment and earnings from 2000-2003, after this transitional phase, provide a more accurate estimate of JobsPlus's potential than its early effects.

Resident turnover and early outcome limitations

Significant resident turnover in the housing developments also made it difficult to ascertain early outcomes, as many residents who left never experienced the full programme. Across all sites, roughly 21% of residents moved out within the first year, and attrition was higher in Baltimore, Chattanooga, and Dayton, reaching 26-35% (Bloom et al., 2005).

Building partnerships and infrastructure

The complex process of forming new collaborations and the naturally slow pace of collective decision-making also postponed the implementation of JobsPlus components. Furthermore, other essential elements of the programme required time to come together, such as securing funding, establishing and staffing the operational team, and arranging suitable space for delivering employment support (Riccio, 1999).

Early service delivery (1999)

From the beginning of the implementation period, all sites were able to provide employment-related services. As of 1999, employment support, including job preparation and job search support, varied across sites. For example, in St. Paul and Seattle these aspects of the programme focused on meeting the needs of a diverse group of residents and devising culturally appropriate ways of offering employment support to diverse immigrant groups, some of whom had limited English speaking skills. In contrast, residents in Chattanooga were predominantly African-American, and the programme emphasised the creation of a soft skills training course tailored to issues relevant to that

community. In Baltimore, employment support at this stage took the form of implementation of a strategy combining short-term training with meaningful work experience and intensive case management (Riccio, 1999).

Writing in 1999, Riccio (p.35) stated that “any description of JobsPlus at this point in time will necessarily say more about its potential than its actual accomplishments in helping residents succeed in the labour market”. Nonetheless, at this point, JobsPlus sites had made progress in laying the groundwork for the programme and had begun placing residents in jobs. Data from the start of the programme through to March 1999 (15 months on from when sites started serving a small number of residents) showed that almost 1,200 residents across all 8 (at the time) developments had undergone some kind of registration or intake process for JobsPlus, and that over 400 had been placed in a job by the programme.

Programme progress by 2000

By December 2000, over 2,300 residents were enrolled in Jobs-Plus programme, and over 1,100 residents had been placed into jobs. However, the intended saturation level had not yet been achieved, and levels of resident participation had not been as extensive as was hoped (Kato and Riccio, 2001).

The reports analysed as part of this evidence review did not provide clear outcomes regarding the impact of JobsPlus US on residents’ mental health, confidence, social inclusion, or job readiness.

2 Evaluation Methodology

This chapter sets out the methodology used to evaluate the JobsPlus pilot, including the Theory of Change, evaluation framework, data sources, and analytical approaches.

2.1 Theory of change

Using a theory of change (ToC) aligns with realist evaluation (Pawson & Tilley, 1997), which holds that programmes are effective when mechanisms operate appropriately within their contexts. By mapping pathways from activities to impacts, ToC enables the testing of these mechanisms and contextual dependencies, ensuring a nuanced understanding of how and why a programme works.

The ToC for JobsPlus was developed through a comprehensive review of key evaluation reports on the JobsPlus US model and its conceptual framework (Bloom et al., 2005), as well as an analysis of the JobsPlus UK model proposal (Wilson & McCallum, 2018). It was further refined and tested with Housing Association (HA) staff from pilot sites during an online workshop in July 2024. No further changes to the outcomes were identified after this workshop. All 10 sites were represented by at least one staff member, and specific feedback was collected on outputs, outcomes, and impacts. Based on this feedback, activities were revised, and the section on intensive, on-site employment services was updated to incorporate initial engagement and needs assessment as part of that service.

The ToC for JobsPlus is presented in the main report (see Figure 1.1). Below, we describe the key components of the ToC.

2.1.1 Context and rationale

As noted in the introduction of the main report, social housing residents face high levels of disadvantage and exclusion, such as higher proportions of economically inactive people, and those out of work, disabled and in low-skilled, low-pay jobs. Despite these disadvantages, many are ineligible for employment support due to strict participation criteria or have limited awareness of or negative perceptions of such support. Social landlords are well-placed to engage with and support their communities in participating in and progressing through the labour market. They can help overcome mistrust of statutory services.

2.1.2 Inputs

In April 2024, the Department for Work and Pensions (DWP), in conjunction with HM Treasury through the Labour Markets Evaluation and Pilots fund, provided grant funding for JobsPlus to be piloted by HAs and residents in ten pilot sites across England. Subsequently, in June 2025, additional funding was confirmed by DWP for delivery and

further evaluation from April 2025 to March 2026. The Youth Futures Foundation also provided funding from November 2024 to March 2026 to enable delivery and evaluation focused on young participants.

2.1.3 Activities

The JobsPlus model features the following key elements:

Outreach and communication

JobsPlus is available to all working-age residents at the pilot sites, with no eligibility criteria beyond postcode. HAs are expected to undertake extensive outreach and communication activities with participants to encourage participation.

Intensive, on-site employment services

Each site is expected to identify a building which could be used as a JobsPlus hub. The hubs should ideally be well-located in the local community and already used as centres for a range of local services and events so that residents are familiar with them. Residents are expected to be signposted to these centres for support to find work. Employment services comprising the following are intended to be delivered from the JobsPlus hubs:

- **Initial needs engagement:** Through initial engagement, caseworkers will build rapport and trust and understand the participants' needs and barriers to employment. This will result in an action plan that sets out short, medium, and long-term goals and takes into account participants' strengths, needs, and interests.
- **Employment support:** The one-to-one caseworker is intended to be the core of the support, and the frequency of sessions should be tailored to individuals' needs and circumstances. Support can occur at the hub, or at other locations preferred by the participant, or via telephone.
- **Wraparound support:** Hubs will provide access to wider support services (for example, budgeting, health, drug and alcohol support, and food banks) through referral or signposting. In some hubs, wider services will also be co-located with JobsPlus.

Community support

As described in the report's introduction, the JobsPlus vision anticipates that local services and community groups will promote JobsPlus and share information about its services, acting as trusted intermediaries. The concept of residents helping other residents is at the heart of JobsPlus, and the programme aims to build social ties between residents. Some residents will be recruited to serve as community champions to facilitate outreach and provide peer support, while receiving ongoing support for their roles. It is planned that others will feed into governance or participate in steering groups to co-design and oversee the programme. It is anticipated that this involvement will build credibility and trust, reduce stigma, and leverage existing social capital within the community.

Financial incentives

A unique feature of JobsPlus is its use of financial incentives. These are tied to job outcomes, offering a £400 Into Work Bonus for those who secure and maintain employment or self-employment for two consecutive months, earning at least £677 per-month gross. This bonus is excluded from benefit assessments, ensuring it is not affected by lower benefit payments.

Transition-to-work support is tailored to meet the financial needs of individual participants. This may include vouchers for rent, transportation costs, SIM cards, interview clothes, or assistance with courses, laptops, and self-employment equipment.

In-work support

Caseworkers plan to offer support to participants once they have moved into employment, if they wish to receive further support. This could be either in-person or over the phone, at unspecified intervals for as long as the person wishes to receive it.

Employer engagement

Identifying and connecting participants to relevant employment opportunities through matching or brokering, including facilitating work experience and work placements, through partnership working with education and training providers and employers.

Saturation

The JobsPlus model is designed to be implemented at saturation-levels so that all residents in a JobsPlus site benefit from the programme, whether they are directly registered and receiving services or indirectly by building a culture of work. In practice, this means that those who do not register on JobsPlus may still benefit from, for example, community events or conversations with friends or neighbours about work. This might increase their awareness of employment opportunities or positively affect their motivation to find work.

2.1.4 Mechanisms for change

A mechanism of change is the process or experience that helps people change, such as how they engage in activities, connect with others, or feel supported. It explains what needs to happen during a programme to achieve outcomes. In JobsPlus, a mechanism of change describes how individuals are expected to participate in activities and build relationships with programme staff, all of which are essential for turning planned activities into meaningful results.

At the beginning of the JobsPlus programme, the following mechanisms of change have been identified:

- People are motivated by financial incentives because the incentive shows work pays.

- The saturation approach normalises employment support and creates more positive perceptions.
- The use of community champions makes the programme feel relevant to residents and they believe it is 'for them'.
- Community hubs build trust because of their familiarity and ease of access.
- Community hubs offering both housing and employment support is more convenient for residents and so increase engagement.
- Wraparound (housing, debt, childcare, transport, health) support, removes practical and emotional burdens to help people regain the mental space needed for planning and job seeking

2.1.5 Outcomes

Intended short-term outcomes identified at the outset of programme implementation and perceived to be important stepping stones to intermediate outcomes are:

- **Personal development**: Includes increased confidence, ambition, motivation, aspirations, and improved communication skills and resilience.
- **Improved job-readiness**: Includes increased awareness of opportunities and pathways, improved attitudes towards employment and reduced wider challenges to employment, such as drug and alcohol dependency, housing and transport.
- **Increased skills, knowledge and experience**: Includes increased vocational and essential skills, improved CV, job search and interview techniques, access to work experience, increased knowledge about education, employment and training opportunities, and increased ability to plan and set work goals.

Intermediate outcomes people are expected to gain:

- **Improved physical and mental health, wellbeing and financial capability**: Includes improvements in physical and mental health and wellbeing, improved diet and food security, increased financial inclusion and increased individual and/or household incomes.
- **Employment outcomes**: Includes entry into new employment or self-employment, sustained employment, or in-work progression to new or higher-level jobs or increases in pay or hours worked.
- **Education and training outcomes:** Potentially includes progression to further education or training/courses or programmes; skills and qualifications gained from participation in education and training; progression to traineeships, internships, and other work-based learning opportunities and apprenticeships.

2.1.6 Long-term impact

The long-term impacts of taking part in JobsPlus are anticipated to be related to:

- **Communities:** Social housing communities experience improved life chances, with residents more able to pursue their goals and participate in community life. Communities become more empowered, connected, and resilient with stronger local networks that support employment and wellbeing. Poverty is reduced through household stability, higher incomes and improved access to opportunities.
- **Economy and labour market**: Demonstrated by a reduction in unemployment and benefit dependency, particularly among residents who have historically faced barriers to work. Participants benefit from increased productivity, and local economies gain from higher tax revenues and reduced demand for public services.
- **Workforce**: Employers have access to a broader pool of job-ready participants, supporting long-term workforce development.

2.2 Evaluation framework

The evaluation framework details the research themes, the questions considered, and the sources of evidence. Data has been triangulated against each theme. The evaluation framework below in Table 2.1 reflects the questions and themes covered in this report.

Table 2.1: Evaluation framework

Research theme	Detailed questions	Evidence sources
Ongoing delivery: governance	What governance structures are currently in place to support ongoing delivery?	Site document review Depth interviews HA staff and key stakeholders
Networks	How have these structures adapted since the initial implementation? What has been working well, less well?	Site document review Depth interviews with HA staff and key stakeholders
	How are residents involved in governance structures? What mechanisms ensure resident voices continue to influence JobsPlus delivery?	
	How (and why) are sites identifying new partnership opportunities? (E.g. - to broker access to services to meet evolving participant need).	
	Outside of the governance meeting, how else is information shared across the HA, partner and stakeholder network, and are there any gaps in communication?	
	What challenges have been experienced in relation to partnership working? Where are the gaps in network partners?	
	How have relationships within the network influenced employment outcomes?	
	What kinds of approaches or partnerships seem to work well?	

	How has the network changed since the pilot phase? What do you think has driven those changes? Who has driven those changes?	
Project management	How were the pilots staffed? What were the roles/backgrounds of the staff? How did this affect delivery?	Depth interviews HA staff and key stakeholders Site document review
	Was the level of staff resource appropriate for the amount of activity and the outcome targets? Why/why not? How has this changed?	
Outreach and engagement	How was the project communicated to residents?	Depth interviews HA staff and key stakeholders Depth interviews with community champions Depth interviews with participants and residents Observations of delivery Baseline survey
	How was the project communicated to employers?	
	What has worked well, and what has not, in encouraging residents to participate in JobsPlus? Why?	
	How effective were community champions in helping to recruit participants? Why/why not? What has been working well, not /so well?	
	How has the community champion role evolved since the start of JobsPlus	
	To what extent has awareness of JobsPlus grown in the community?	
	What are residents' perceptions of JobsPlus when they first hear about it? What are their views about work? What are their views on it being led/delivered by the HA?	
	What has prevented residents from enrolling in JobsPlus	
	To what extent is there evidence of community ownership or advocacy for JobsPlus?	
	What strategies have been most effective in community support for work?	
	Who are the key informal figures in the community who support people into work (local influencers, faith leaders, peer mentors)?	
	What kinds of support do these individuals provide (e.g. motivation, job leads, childcare support, emotional support)?	
	How do these informal networks interact with formal JobsPlus delivery services?	
	How were participants recruited? Where participants were referred from other organisations, what worked well/less well about the referral process?	
	What were participants' motivations for engagement? What were their expectations?	
The JobsPlus model	To what extent was there fidelity to the original JobsPlus model in pilot delivery?	Depth interviews HA staff and key stakeholders
	What factors affected HAs' ability to deliver with fidelity?	
	To what extent does the into-work financial incentive help to achieve outcomes?	

	How, if at all, does the saturation approach affect perceptions of employment support	Depth interviews with community champions Depth interviews with participants and residents Observations of delivery Baseline and endline survey
	What works well, and what are the challenges in relation to an initial needs assessment for participants	
	What types of one-to-one support are offered? What types of support have been provided to specific sub-groups of participants, such as those experiencing homelessness, alcohol and substance misuse, care-experience people, parents with childcare responsibilities and those with experience of the criminal justice system?	
	How do participants experience the community hubs? What are the benefits/disadvantages of the community hub approach? What are the benefits/disadvantages of JobsPlus being HA-led, i.e., based in their local community?	
	How have partnerships helped/hampered delivery?	
	Did the programme lead to new/different partnerships between services?	
	What types of in-work support were provided? What worked well/less well in relation to in-work support?	
	In what ways, if any does in-work support improve job retention?	
	What were the barriers to delivery? If these were overcome, how was this achieved?	
	What factors have enabled successful implementation? Why? Has this changed over time, and how?	
Employer engagement	How are employers engaged in the project? What are their motivations for being involved?	Depth interviews HA staff and key stakeholders Depth interviews with participants
	How have partnerships with employers been established? What has worked well, and what have been the challenges?	
	To what extent do JobsPlus participants have the skills that local employers identify as essential for roles in the area?	
	What are employers' views on the suitability of JobsPlus participants they have recruited, in terms of skills, work readiness, and fit for the role?	
	What works/works less well when brokering employment for particular groups of residents (e.g. those with health conditions, those with caring responsibilities, those with previous convictions, those who were homeless or accessing drug and alcohol services on registration, etc)	
Retention	What are the rates of programme attrition? (e.g. residents who start but do not complete) on the programme?	MI data Depth interviews with HA staff and key stakeholders Depth interviews with participants
	How do sites respond to participants withdrawing from JobsPlus?	
	What are the reasons for withdrawal?	
	What proportion of participants re-engage with JobsPlus? What triggers their return? (e.g. job loss, completion of training?) We	

	might come across participants who have dropped out and re-engaged.	
	How is support provided upon re-entry, and how is it tailored?	
Longer-term support	What types of support are sustained beyond six months for participants furthest from the labour market?	MI data Depth interviews with HA staff and key stakeholders Depth interviews with participants
	How do participants perceive the effectiveness and relevance of long-term support?	
Context	What contexts were the JobsPlus pilot sites operating in? (e.g. economic context, level of unemployment, housing, etc.) How were the 10 pilot sites similar and different?	Site document review Depth interviews with HA staff and key stakeholders
	How has JobsPlus delivery adapted to changes in local labour market conditions or community needs	
	How did the site context affect the implementation and outcomes of each pilot, site, if at all?	
	How do the enablers and barriers of implementing JobsPlus vary by site?	
Different groups	What was preventing participants from finding work/new work at the point of enrolment?	MI data Baseline and endline survey Depth interviews HA staff and key stakeholders Depth interviews with participants Observations of delivery
	What were the demographic characteristics of participants?	
	Before enrolling on JobsPlus, what were participants' circumstances? What were their views about work? We have an interest in disadvantaged groups' backgrounds: ex-offenders, substance misuse, homeless, care leavers, etc	
	What is a typical participant journey? What variations are there in participant journeys for different groups?	
	How do personal circumstances, support received, external factors shape these journeys? What lessons can be drawn about how to effectively personalise support?	
	What was the participants' experience of the JobsPlus programme? (inc. flexibility, personalisation, accessibility, level of support, developing skills, support to find work, duration of support).	
	Did JobsPlus reach residents who do not normally engage with employment programmes?	
	Are there gaps in access or engagement for certain subgroups?	
Employers	What was employers' experience of the JobsPlus programme?	Depth interviews HA staff and key stakeholders
	How, if at all, did JobsPlus meet employers' recruitment needs?	
	How, if at all, did JobsPlus affect employer attitudes towards recruiting from a more diverse pool of candidates?	
	How did employers consider JobsPlus was similar or different to other employment programmes?	
Outputs	No. residents registering	MI data
	No. residents who stay on the programme / no. that withdraw	

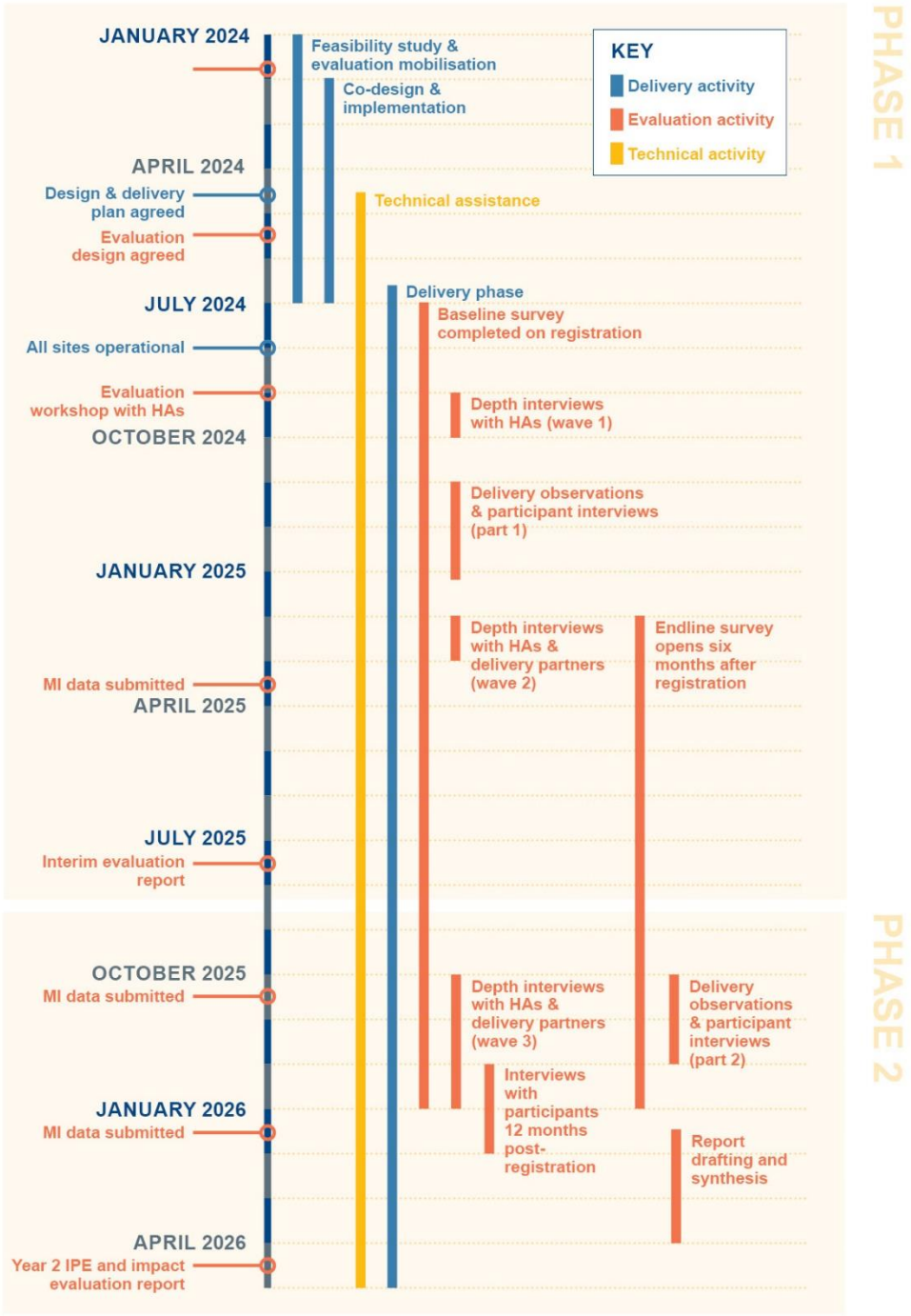
	No. engaging in tailored support	Depth interviews with HA staff and key stakeholders
	No. residents accessing accredited training/gaining qualifications	
	No. community champions recruited	
	No. residents accessing volunteering, work placements or internships	
	No. residents receiving in-work support	Depth interviews with HA staff and key stakeholders Depth interviews participants Observations of delivery MI data Endline survey data
Short-term outcomes	Personal development: increased confidence	
	Personal development: increased ambition, motivation and aspirations for the future	
	Personal development: improved resilience	
	Increased job readiness: improved attitude towards employment	
	Increased job readiness: reduction in wider challenges to employment (housing, transport, childcare, managing health)	
	Increased skills, knowledge and experience: Improved CV, job search and interview skills	
	Increased skills, knowledge and experience: Increased essential skills	
	Increased skills, knowledge and experience: Increased engagement with learning	
	Increased skills, knowledge and experience: Increased work experience	
	Increased skills, knowledge and experience: Increased vocational skills	
Intermediate outcomes	Health, wellbeing, financial capability: Improvements in physical and mental health	Depth interviews HA staff and key stakeholders Depth interviews participants MI data Survey data
	Health, wellbeing, financial capability: Improved wellbeing	
	Health, wellbeing, financial capability: Increased household incomes	
	Health, wellbeing, financial capability: Improved financial inclusion and capability	
	Employment outcomes: Progression into employment	
	Employment outcomes: Sustained employment	
	Employment outcomes: In-work progression (to new/higher level jobs or increased pay/hours/different contract type)	
	Education and training outcomes: Progression to further education or training / courses or programmes	
	Education and training outcomes: Progression to apprenticeships	
	To what extent do outcomes vary for participant sub-groups? (age, gender, ethnicity, disability, health, parental caring, those accessing drug and alcohol services, those experiencing homelessness)	

Lessons learned	What are the main lessons relating to effectively engaging social housing residents in employment support?	Depth interviews HA staff and key stakeholders Depth interviews: participants Observations of delivery
	What elements of JobsPlus are scalable to other regions or contexts?	
	What infrastructure, partnerships or resources are needed to support expansion?	
	What are the challenges or risks to scalability, and how can they be mitigated?	
	What learning is there for future delivery?	
Evidence of promise	Is there sufficient 'evidence of promise' to justify scale-up? (e.g. do stakeholders consider the programme addresses local needs; is there evidence to support the Theory of Change (ToC)?	MI data Depth interviews HA staff and key stakeholders Depth interviews participants Observations of delivery Survey data

Source: IES, 2025

2.3 Data collection

Figure 2.1: Evaluation timeline



2.3.1 Management Information

The Management Information (MI) data includes participants registered on the programme between July 2024 and January 2026. HAs submitted this information in January 2026. This data was cleaned to remove duplicate participant records and ensure that date and numeric variables were correctly formatted. Data from the 10 pilot sites were aggregated into a single dataset comprising all programme participants who had consented to share their information for evaluation.

MI data were analysed using Statistical Package for the Social Sciences (SPSS) to explore patterns across different demographic characteristics (e.g. age, gender, ethnicity, caring responsibilities, physical and mental health conditions, and household composition). This analysis included benefits received, education and work history, employment status at registration, programme engagement, wider support services, financial support, and employment outcomes achieved.

Data for some MI variables is limited, and the number of participants with data varies across fields. For this reason, tables are reported with the base size so that readers can take this into account when interpreting the results. If the base size is less than 100, numbers rather than percentages have been used. Values representing fewer than 5 individuals are suppressed to ensure data privacy.

2.3.2 Surveys

Participants who registered for JobsPlus between July 2024 and January 2026 completed an online baseline survey within the first month of registration. This was facilitated by HA staff and included in the programme registration process to maximise response rates. HA staff received reminders every two to three months to encourage participation in the survey, and respondents had the opportunity to win one of four sets of £40 Amazon vouchers. All participants were allowed to opt out of completing the survey if they wished.

Baseline survey

The baseline survey included questions on work history, current employment, barriers to employment, goals, financial inclusion, and demographics. It included two validated measures to monitor changes in wellbeing and job search self-efficacy: the 7-seven Short Warwick-Edinburgh Mental Wellbeing Scale (SWEMWBS) by (Tennant et al., 2007) and the modified nine-item Job Search Self-Efficacy Index (JSSE) by (Vinokur et al.,1995). Further information about the two measures can be found below:

- The JSSE Index (Modified) measures nine aspects of an individual's belief in their job search skills. Created by (Vinokur et al., 1995), it was modified by adding three items that focus on using IT for job searches and seeking assistance in getting used to a new job. The new items mirror the structure and wording of the original.
- The SWEMWBS is a brief version of the Warwick–Edinburgh Mental Wellbeing Scale (WEMWBS), designed to monitor mental wellbeing in the general population. SWEMWBS comprises seven out of WEMWBS's 14 statements about thoughts and

feelings about mental wellbeing. The statements are positively worded with five response options from ‘none of the time’ to ‘all of the time’, and respondents describe their experiences over the past two weeks.

The survey received 819 responses (as of January 20), achieving a response rate of 82%.

Endline survey

Participants who registered for the programme also completed a follow-up (endline) survey six months later, either online via email, text message reminders were sent to encourage completion or by telephone. A survey link was sent to those registered between July 2024 and July 2025. It included similar questions about work history, current employment, barriers to finding work, goals, financial inclusion, outcomes and demographics, as well as the same measures for assessing changes in wellbeing and jobs search confidence. The survey received 210 responses (as of January 20) and response rate of 29% was achieved. As before, participants were offered the opportunity to win vouchers, and they were allowed to opt out of completing the survey if they wished.

The survey data was cleaned to remove any duplicate participant records and was analysed to understand participants' perceived barriers to finding work, goals, financial inclusion, wellbeing and job search self-efficacy.

Table 2.2 compares the demographic survey responses for those registered on the programme overall with the MI data. This may mean the survey estimates are not generalisable to the population of all JobsPlus participants. Across the MI, baseline, and endline surveys, respondent demographics were broadly similar overall, although the endline sample included fewer males, younger adults, and Black participants, and a higher proportion of older adults, respondents reporting a disability, and those selecting ‘prefer not to say’.

Table 2.2 Comparison of characteristics of baseline and endline survey respondents with the MI data

	Management Information		Baseline Survey		Endline Survey	
Participant Characteristics	**N**	**%**	**N**	**%**	**N**	**%**
Sex						
Male	460	55	301	41	51	38
Female	554	45	380	52	66	49
Prefer not to say	-	-	56	8	19	14
Age						
16-24	323	31	227*	31	29*	21
25-34	192	19	123	17	22	16
35-44	226	22	140	19	18	13

45-54	143	14	96	13	24	18
55-64	121	12	73	10	20	15
65+	21	2	17	2	5	4
Prefer not to say	-	-	61	8	18	13
Ethnicity						
White	543	54	376	51	77	57
Black/African/Caribbean/Black British	243	24	185	25	19	14
Mixed/Multiple Ethnic groups	58	6	36	5	8	6
Asian/Asian British	68	7	44	6	8	6
Other ethnic group	93	9	59	8	18	13
Disability or long-term health condition						
No	664	56	419	57	57	42
Yes	332	33	257	35	56	41
Don't know/ Prefer not to say	12	1	61	8	23	17
Total	1038	100	737	100	136	100

**Youngest age group in baseline survey was 18-24.*
Source: JobsPlus, Management information and baseline survey information July 2024-January 2026.
Missing data <5% has been excluded, so MI totals do not add to 1038.

2.4 Qualitative data collection

Depth interviews: HA staff and key stakeholders

The qualitative research consisted of three waves of depth interviews with a range of stakeholders involved in JobsPlus. These stakeholders included HA staff (such as the JobsPlus Manager, employment advisors, community champions and project sponsors), delivery partners, employers, and strategic stakeholders including local authority representatives at each site. The interviews explored programme engagement, partnership working, programme delivery, the JobsPlus model, perceived benefits for participants, and lessons learned.

This report focuses on findings from Wave 3, which built on earlier waves of fieldwork conducted in 2024–25. Waves 1 and 2 explored early implementation, partnership development and initial participant engagement. A full summary of those findings is available in the previously published report.[1]

Wave 3 interviews were conducted online and were semi-structured. They focused on stakeholders' experiences of programme engagement, partnership working, and programme implementation. These interviews took place between October 2025 and January 2026. Although this period spanned approximately three months, it followed earlier waves of fieldwork and formed the final stage of qualitative data collection. In total, 64 interviews were completed across 10 sites; Table 2.3 provides a breakdown by respondent type.

The number and type of interviews with delivery partners, strategic stakeholders and employers varied across sites. This variation reflected differences in the information provided by HAs and the extent of partnership working in each area. In some sites, the absence of a community champion during fieldwork also resulted in fewer interviews than originally planned.

The interviews contributed to the development of case studies for each site. The findings were then thematically analysed and grouped into the following areas: partnership working; engagement and outreach; delivery (including enrolment, needs assessment, employment engagement and wider support); progress to date; and lessons learned.

[1] For findings from Waves 1 and 2, see the previously published JobsPlus implementation report. https://www.employment-studies.co.uk/wp-content/uploads/2025/10/JobsPlus-pilot-interim-evaluation-report-626.pdf

Table 2.3: Number of achieved interviews by respondent type: November 2025 – January 2026

	Wave 3
HA staff and employment advisors	25
Community champions	7
Delivery partners	21
Employers	3
Strategic stakeholders	8
Total	64

Source: IES

2.4.1 Depth interviews with participants and residents

To gain insights into programme participants' interests in finding work, motivations for joining the programme, and views on the support received, in-depth semi-structured interviews were conducted at each pilot site between October 2025 and January 2026. Interviews predominantly took place face-to-face, with some interviews conducted by telephone or online for participants who were unavailable during the in-person visits. Housing Association staff facilitated the recruitment for these interviews, and an additional subset of participants who had enrolled in the programme 12 months earlier were recruited using contact information from the MI data by a professional survey recruiting organisation. This included participants who had disengaged from the programme. All interviewees were compensated with a £40 shopping voucher.

A total of 86 interviews were completed across all 10 sites. For participants who had registered 12 months ago, 19 interviews were completed across 9 sites: 4 had achieved a job outcome through JobsPlus, and 6 were no longer actively engaged with the JobsPlus programme (see Table 2.11 for more information). Finding residents who did not take part in the programme was much more challenging because they were not linked to existing programme networks or communication channels. This limited the number of non-participants identified and resulted in a total of 12 interviews being completed.

The interview data were analysed using a framework approach. Data were organised against key themes from the topic guides, and a content-based analysis identified and interpreted key themes and meanings. It aimed to understand how the JobsPlus model operated, the support provided, and the outcomes. Observation data were reviewed alongside interviews to understand how support was received and to complement insights. Tables 2.4 – 2.10 present the characteristics of the participants and residents interviewed. Table 2.11 shows the number of participants taking part 12 months following registration for the programme.

Breakdown of participants and residents interviewed by demographic

characteristics

Table 2.4: Participants interviewed by sex

Sex	Interviewees: under 12 months registration	Interviewees 12 months post registration	Non-participant residents
Female	48	7	9
Male	38	12	1
Unknown	0	0	2
TOTAL	**86**	**19**	**12**

Table 2.5: Participants interviewed by age

Age banding	Interviewees	Interviewees 12 months post registration	Non participant residents
16-24	38	5	0
25-34	11	3	0
35-44	14	1	6
45-54	13	2	0
55-64	10	2	3
65+	0	0	1
Unknown	0	0	2
TOTAL	**86**	**19**	**12**

Table 2.6: Participants interviewed by ethnic background

Ethnic background	Interviewees: under 12 months registration	Interviewees 12 months post registration	Non participant residents
Asian/Asian British	8	2	0
Arab	5	1	0
Black/Black British	22	3	2
Mixed or multiple ethnic groups	3	6	0
White British or Irish	47	7	8
Prefer not to say or not recorded	1	0	2

TOTAL	**86**	**19**	**12**

Table 2.7: Participants interviewed by caring responsibilities

Caring responsibilities	Interviewees under 12 months registration	Interviewees 12 months post-registration	Non participant residents
Yes	66	5	6
No	20	14	2
Not recorded or prefer not to say	0	0	4
TOTAL	**86**	**19**	**12**

Table 2.8: Participants interviewed by disabilities or long-term health condition

Disability or long-term health condition	Interviewees under 12 months registration	Interviewees 12 months post-registration	Non participant residents
Yes	24	6	3
No	60	13	5
Prefer not to say	2	0	4
TOTAL	**86**	**19**	**12**

Table 2.9: Participants interviewed by employment status

Employment status	Interviewees under 12 months registration	Interviewees 12 months post-registration	Non participant residents
Employed	25	9	1
Unemployed	56	8	9
In education	5	2	0
Unknown	0	0	2
TOTAL	**86**	**19**	**12**

Table 2.10: Participants interviewed by time out of work

Time out of work	Participants	Non participant residents
Less than 3 months	7	0
3 to 6 months	11	0
6 months to a year	9	0
1-2 years	13	0
2-3 years	2	0
3-5 years	2	2
6-10 years	3	1
More than 10 years	7	0
Don’t know, prefer not to say or not recorded	11	8

In full-time study	3	0
In work at the time of registration	18	1
TOTAL	**86**	**12**

Table 2.11: Participants interviewed, 12 months post registration - status

	N[2]
Employment outcomes (JobsPlus)	4
Withdrawn / no longer actively in touch	6
Still engaged with the programme	13

2.5 Ethics and data protection

The research adhered to IES's internal ethical and professional standards, alongside guidance from the Social Research Association and the Government Social Research Unit. A data privacy information notice was created to inform potential participants about how their data would be utilised before collecting personal information. For online surveys, participants were informed about the survey and asked to consent to participate by selecting an option on the survey or by providing verbal consent if they were completing it over the telephone.

Participants' consent to share their MI data with the evaluation team (including both IES and L&W) was collected by caseworkers upon registration, including permission to share details of participants' backgrounds and the support received with the evaluation team. Names and contact details of programme participants and representatives from partner organisations were disclosed to the evaluation team only after consent was obtained. To facilitate this, an information sheet was provided to participants. Informed consent was treated as an ongoing process, requiring reconfirmation at various stages, such as the beginning of surveys, interviews, and observations, to ensure participants felt comfortable participating. MI data transfers between HAs and the evaluation team were securely managed via a SharePoint space.

[2] The total in this table is greater than the 19 interviews carried out because some individuals fell into more than one post-registration status e.g. they had achieved an employment outcome and were still engaged in the programme.

2.6 Analysis approach for the IPE

2.6.1 Analysis of MI and survey data

A descriptive analysis of the MI data was used to explore participants' characteristics, and subgroup analyses were undertaken on the number of people registering for JobsPlus, the types of support received, and the level of engagement with the programme. Multivariate analysis (logistic regression) was conducted to further understand the influence of personal characteristics (such as age, gender or whether they had a limiting health condition), areas of deprivation (based on the Index of Multiple Deprivation) and JobsPlus site on the likelihood of someone moving into and sustaining employment. A descriptive analysis of the baseline and endline surveys was used to examine participants' barriers to finding work, motivations for engaging with the programme, levels of wellbeing, and Job Search Self-Efficacy.

2.6.2 Analysis of participant and resident interviews

Participant and resident interview data were entered into an analysis framework developed from key themes in the topic guides. A thematic analysis was then used to identify and interpret key themes and meanings in the interview data. It was conducted to understand how the partnership worked, how the JobsPlus model operated in practice, the support provided, and the outcomes achieved. Observation data were analysed to understand how participants received the support provided, complementing the interview data.

2.6.3 Case study analysis

In-depth case studies were used to understand how JobsPlus was implemented across the 10 pilot sites. Case study data were analysed thematically and compared across sites to explore how contextual factors, partnership arrangements, governance, staffing, employment support, aspects of the JobsPlus model, outreach and engagement, and lessons learned in the implementation of the model across sites.

2.6.4 Qualitative Comparative Analysis

QCA is well-suited to complex, adaptive systems such as local employment support models, which may include many points of interaction. It can be a useful approach for understanding how the same outcome might be achieved from several starting points and via multiple mechanisms, since multiple pathways may lead to a specified outcome depending on context.

Using the detailed qualitative evidence gathered across the JobsPlus sites, QCA identifies “causal recipes”, configurations of factors (known as sets) included in the analysis that represent characteristics of the case study areas that (in theory) should affect work outcomes. These factors were developed following content analysis of qualitative data collected from JobsPlus staff, partners, employers, and participants.

The analysis yields necessary and sufficient conditions for achieving the specified outcome (the proportion of JobsPlus customers recorded as having a positive work or earnings outcome). Necessary conditions are those factors that are always present where a particular outcome is observed, while sufficient conditions are the same but are only observed across some cases. QCA is therefore well-suited to better understanding the complexity of the employment support system, which has enabling mechanisms operating within specific area-based contexts. The QCA analysis identifies factors that are important in specific contexts for outcomes to occur.

Together, the thematic analysis and QCA provide a robust and transparent basis for understanding the complexity of JobsPlus delivery and for identifying the conditions under which the programme is most likely to achieve positive outcomes. The findings from the QCA are presented in Chapter 8 in the main report.

2.6.5 Triangulation and synthesis

The quantitative and qualitative data were triangulated where possible to provide evidence on key questions, the support elements of the JobsPlus model, and the outcomes achieved by participants.

Finally, the findings and evidence were mapped to outcomes in the ToC and synthesised to provide emerging evidence on which components of the JobsPlus model appear to have led to the achievement of outcomes, and the extent to which the mechanisms of change in the ToC can be evidenced.

2.7 Impact evaluation

The delivery of JobsPlus started in July 2024, and there was a requirement to report impacts by March 2026. As the main data source used in the analysis (RAPID – see section 2.7.1 for details) only covered the period up to the end of the 2024/25 financial year at the time the analysis was conducted (Winter 2025) it was necessary to focus on outcomes for an early cohort of residents in the pilot sites. It was decided to estimate impacts for those observed to be in the post-intervention analysis sample in October 2024 to allow a few months for delivery to start to become established. As outcomes could only be observed up to the end of March 2025, the full post-intervention analysis sample could be observed for a maximum of five months within the available time for analysis and reporting.

For the earlier cohorts, it was decided to also focus on residents who met the selection criteria in October of 2020 and 2022 to avoid bias from seasonal differences in the likelihood of attaining the primary and secondary outcomes. To reduce the possibility that outcomes for earlier cohorts might be affected by the planned introduction of JobsPlus, it was decided to focus on comparing outcomes for cohorts two years apart, rather than only at annual intervals.

2.7.1 Data sources

The following sub-sections describe each of the three main datasets used to conduct the impact analysis and the information included in each extract. Individual-level data from each of these sources were linked together using a pseudo-anonymised unique identifier to build up a detailed picture of the circumstances facing each individual.

Registration And Population Interaction Database (RAPID)

RAPID is an administrative dataset compiled by DWP from a range of DWP, HMRC and local authority data sources. It includes anyone who has ever held a National Insurance Number who were alive at some point after 5 April 2008. Each individual has a record for each tax year that they are observed to be engaging in the activities recorded in RAPID.

The extract of RAPID data supplied for the JobsPlus impact evaluation included the following information:

- The Census output area where the individual lived at the start and end of each tax year.
- The individual's month and year of birth and sex.
- A variable indicating whether the individual was employed at some point during each successive month in the tax year.
- Variables recording whether the individual was in receipt of a range of out-of-work benefits at some point during each successive month. The out-of-work benefits included IB, SDA, ESA, UC, JSA. In addition, the UC variables recorded the conditionality regime(s) the individual was subject to during each month.
- A variable indicating whether housing benefit was in payment at any point during each successive month.
- The total amount of taxable pay from all employments during each tax year.
- Average weekly pay from all employments during each tax year.
- The total number of weeks employed during each tax year.

DWP Single Housing Benefit Extract (SHBE)

SHBE data is drawn from the system used to pay housing benefit (HB), which is maintained by local authorities. The main information supplied for the analysis was as follows:

- Age and sex.
- The age of the eldest HB recipient in the household.
- Family type - defined as single childless, lone parent, couple without children or couple with children.
- The number of dependent children.

- The number of non-dependants in the household.
- Details of the tenancy type, distinguishing between local authority tenants, housing association tenants and private tenants.
- The amount of housing benefit in payment, split into 11 bands.
- The data that the HB record was extracted from the local authority's computer system.

HMRC Real Time Information (RTI)

HMRC's RTI is compiled from monthly Pay As You Earn (PAYE) returns made by employers. It therefore only covers payments made to employees. Some of the variables included in RAPID are constructed from RTI data. However, as the RAPID data is constructed on a tax year basis, it is only possible to observe total taxable pay over an entire tax year. As the RTI data captures payments made to employees in each payment period, it can be used to explore how earnings change within tax years. The extract of RTI data used in the JobsPlus impact evaluation included the following information:

- Employment start and end dates.
- Payment date and frequency.
- Total taxable pay in the pay period (including benefits in kind taxed via the payroll).
- The amount of tax deducted or refunded in the pay period.
- Total tax to date in the current tax year.
- An irregular payment indicator to show that the employee is not paid on a regular basis, for example if they are on long-term sick leave or in casual employment.

2.7.2 Construction of the earnings outcome measures

The earnings outcome measures were winsorised[3] above 99.9% of the monthly total taxable pay distribution after excluding those with no earnings during the calendar month. As the pilots and comparators are from more deprived areas, taxable pay is skewed towards the lower end of the pay distribution. In this context, winsorising the top 1% of the observed distribution in the pilot and comparison sites would result in earnings being capped at a low level compared with the overall pay distribution. It was therefore decided to cap total taxable pay above 99.9%, rather than 99%. Earnings were winsorised separately for each monthly outcome measure and for the pre and post-intervention cohorts, to allow for earnings varying over time.

[3] This means that the earnings data were recoded so that earnings above 99.9% of the distribution were capped at the 99.9th percentile. This reduced the risk that the findings of the impact analysis were affected by a small number of individuals with very high levels of taxable pay in some areas.

2.7.3 The process of selecting the comparison areas

The proposed comparison areas for the JobsPlus pilot sites were selected in two stages:

- Stage 1 – Publicly available data was analysed to draw up an initial longlist of areas likely to be similar to individual JobsPlus pilot sites.
- Stage 2 – DWP supplied individual-level data on employment and benefit receipt which was used to conduct pre-programme tests to make the final selection of proposed comparison areas for each pilot site.

These two stages of selection are described in detail in the following two sections.

Stage 1

As each pilot site is located within a single local authority district, the ONS analysis of Global Statistical Nearest Neighbours was used to reduce the selection of potential comparators to the 20 nearest local authority districts for each pilot site. The ONS analysis identifies the 20 local authorities which appear most similar to each individual local authority based on a range of economic, demographic and other local area characteristics. These are as follows:

- Employment rate (percentage)
- Gross value added per hour worked (£)
- Workers employed in construction or manufacturing (percentage)
- Median house price (£)
- Business births (percentage)
- High-growth businesses (percentage)
- Children in relative poverty (percentage)
- Housing completions (per 10,000 population)
- Gross median weekly pay (£)
- Proportion of residents of white ethnicity (percentage)
- Population change from 2011 to 2021 (percentage)
- Residents who are not religious (percentage)
- Dependency ratio[4]

[4] The dependency ratio is calculated as the proportion of non-working-age population (under 16 years and over 64 years) to the working-age population (16 years to 64 years). It captures the distribution of the population within a local authority district between working and non-working age groups.

- Population density (residents per square km)
- Residents with level 3 or above qualifications (percentage)
- Residents with no qualifications (percentage)
- Population who smoke cigarettes (percentage)
- Healthy life expectancy (years)
- Households that are renting privately (percentage)
- Guest nights stayed (per 10,000 population)
- Personal well-being (0 to 10 scale)
- 4G or 5G coverage (percentage)
- Gigabit capable broadband availability (percentage)
- CO2 emissions (per capita)
- Mean domestic electricity consumption (KwH per meter)
- Museums (per 100,000 population)
- Supermarkets (per 10,000 population).

From the 20 statistical nearest neighbours for each pilot, those that were outside of England, included other pilot sites or bordered pilot sites, were excluded. Some local authority districts were also on the list of 20 statistical nearest neighbours for more than one pilot site, and so in total 65 local authority districts were selected as potential comparators (listed in 2.12).

Table 2.12 Local authority districts selected as potential comparators based on the ONS analysis of Global Statistical Nearest Neighbours

Amber Valley	Havering	South Tyneside
Birmingham	Hillingdon	Southampton
Blackpool	Hounslow	Southend-on-Sea
Bolton	Kingston upon Thames	Spelthorne
Bournemouth, Christchurch and Poole	Kirklees	St. Helens
Bradford	Lancaster	Stevenage
Braintree	Leeds	Stockport
Brentwood	Lichfield	Stoke-on-Trent
Broxbourne	Manchester	Sunderland
Bury	Merton	Sutton
Calderdale	Newark and Sherwood	Tameside
Chesterfield	Newcastle upon Tyne	Telford and Wrekin
Chorley	North Hertfordshire	Tonbridge and Malling
Colchester	North Somerset	Trafford
Coventry	North Tyneside	Wakefield
Crawley	Nottingham	Warrington
Dover	Portsmouth	West Lancashire
Dudley	Reigate and Banstead	West Northamptonshire
Epsom and Ewell	Rochdale	Wigan
Gateshead	Rochford	Windsor and Maidenhead
Guildford	Salford	Wolverhampton
Halton	Solihull	

Source: JobsPlus pilots data, 2021 Census lookup file and ONS Global Statistics Nearest Neighbour analysis

From these local authority districts, the MSOA geography was used to identify clusters of LSOAs similar to the pilot sites on the ONS measure of household deprivation. The ONS measure considers the following four measures of household deprivation, observed at the time of the 2021 Census:

- **Education:** A household is classified as deprived in the education dimension if no one has at least level 2 education and no one aged 16 to 18 years is a full-time student.
- **Employment:** A household is classified as deprived in the employment dimension if any member, not a full-time student, is either unemployed or economically inactive due to long-term sickness or disability.
- **Health:** A household is classified as deprived in the health dimension if any person in the household has general health that is bad or very bad or is identified as disabled. People who have assessed their day-to-day activities as limited by long-term physical or mental health conditions or illnesses are considered disabled. This definition of a disabled person meets the harmonised standard for measuring disability and is in line with the Equality Act (2010).
- **Housing:** A household is classified as deprived in the housing dimension if the household's accommodation is either overcrowded, in a shared dwelling, or has no central heating.

The proportion of households within each pilot and potential comparator MSOA which were classified as deprived on one or more of these dimensions was calculated. Following this, pairs of pilot and comparator MSOAs where the percentage of households defined as deprived were within five percentage points of each other were identified. This resulted in a list of 643 potential comparator MSOAs containing 3,164 LSOAs (from a total of 6,856 MSOAs and 33,755 LSOAs in England). DWP were asked to supply individual-level data for each of the analysis sample cohorts for all these potential comparison areas, as well as the pilot sites.

Stage 2

The second stage of the selection involved narrowing down the initial longlist to the final list of proposed comparators for each pilot site. This involved using DiD methods in a regression framework which controlled for the baseline characteristics of individuals on out-of-work benefits or in low-paid employment in pilot and potential comparison sites to identify areas which experienced a similar trend in outcomes in the period before JobsPlus was introduced. The regression controlled for the characteristics listed in Section 2.2.6.

Provided there were no factors likely to cause outcomes in the pilot and comparison areas to diverge after the introduction of JobsPlus, the assumption is that outcomes will

continue to follow a similar trajectory in these comparison areas. Any divergence in outcomes between the pilot sites and the selected comparators after the introduction of JobsPlus can therefore be attributed to the impact of JobsPlus.

From the longlist of potential comparators for each pilot site, those which offered different economic inactivity trailblazer and youth guarantee trailblazer provision were excluded. For example, if a pilot site was located in an area where a youth guarantee trailblazer was introduced, the proposed comparison area also had to participate in a youth guarantee trailblazer over the same period. This was necessary to reduce the likelihood that trailblazer activity might cause outcomes to diverge between pilot and potential comparators after the introduction of JobsPlus. Details of trailblazer activity in the pilot sites and the proposed comparators are shown in Table 2.13.

Table 2.13 Trailblazer activity in pilot sites and their proposed comparators

Pilot	Type	Economic Inactivity Trailblazer?	Youth Guarantee Trailblazer?
Barnet	Pilot	Yes As part of West London Alliance	Yes As part of pan-London Youth Trailblazer
	Comparator	Yes As part of South London Partnership	Yes As part of pan-London Youth Trailblazer
Leyton	Pilot	Yes As part of Local London	Yes As part of pan-London Youth Trailblazer
	Comparator	Yes As part of South London Partnership	Yes As part of pan-London Youth Trailblazer
Rotherham	Pilot	Yes As part of SYMCA	No
	Comparator	Yes As part of GMCA	No
Wirral	Pilot	No	Yes As part of LCRCA
	Comparator	No	Yes As part of WMCA (Dudley) or LCRCA (St Helen's)
Borehamwood	Pilot	No	No
	Comparator	No	No
Penge	Pilot	Yes As part of Local London	Yes As part of pan-London Trailblazer
	Comparator	Yes As part of South London Partnership	Yes As part of pan-London Youth Trailblazer
Stockton-on-Tees	Pilot	No	Yes As part of TVCA
	Comparator	No	Yes As part of EMCA
Sheffield	Pilot	Yes As part of SYMCA	No
	Comparator	Yes As part of NECA	No
Liverpool	Pilot	No	Yes As part of LCRCA
	Comparator	No	Yes As part of WMCA

Sittingbourne	Pilot	No		No
	Comparator	No		No

Source: JobsPlus pilots data and publicly available information on Economic inactivity and Youth Guarantee Trailblazers.

Having identified comparison areas with similar economic inactivity and youth guarantee trailblazer provision, pre-programme tests were used to identify comparators which experienced a similar trend in pre-programme outcomes to each pilot site. Potential comparison areas with the smallest **DiD estimator** in the pre-intervention period were selected as the best-matched comparators for each pilot site. Where the pilot site consisted of a single LSOA, the pre-programme tests sought to identify the best-matched comparator LSOA, while if the pilot consisted of multiple LSOAs, the pre-programme tests were used to select the best matched MSOA. Finally, where the pilot site covered multiple MSOAs, the pre-programme tests were used to identify the closest matched MSOAs.

The outcome measures captured the proportion of individuals in the pilot and comparison areas who were employed in each successive month for a period of 12 months following the baseline observation i.e. from Oct 2020 for the early cohort and Oct 2022 for the pre-intervention cohort. The best-matched comparison area was identified as that with the smallest maximum DiD estimator (based on the absolute value of the divergence in trends) across all of these 12 employment outcomes.

If the number of individuals in the analysis sample in the best-matched comparison area was substantially lower than the number of such individuals in the pilot site, additional comparison areas were selected from areas ranked in terms of the maximum size of the DiD estimator across all 12 employment outcomes. In cases where comparators were close matches for more than one pilot, it was necessary to exercise some discretion over the final choice of comparators for a particular pilot.

Table 2. shows the final selection of comparators alongside the number of individuals in the analysis sample in each pilot site and each proposed comparator for the pre-intervention cohort. The Comparator type column indicates whether the chosen comparators are LSOAs or MSOAs. In most cases the proposed comparison area was a similar size to the matched pilot site in terms of the number of individuals on out-of-work benefits or in low-paid employment at baseline. However, in the cases of Barnet and Sittingbourne, a lack of close matches meant that the comparison areas were slightly smaller than each pilot site.

Table 2.14 Number of individuals in each pilot and proposed comparison site

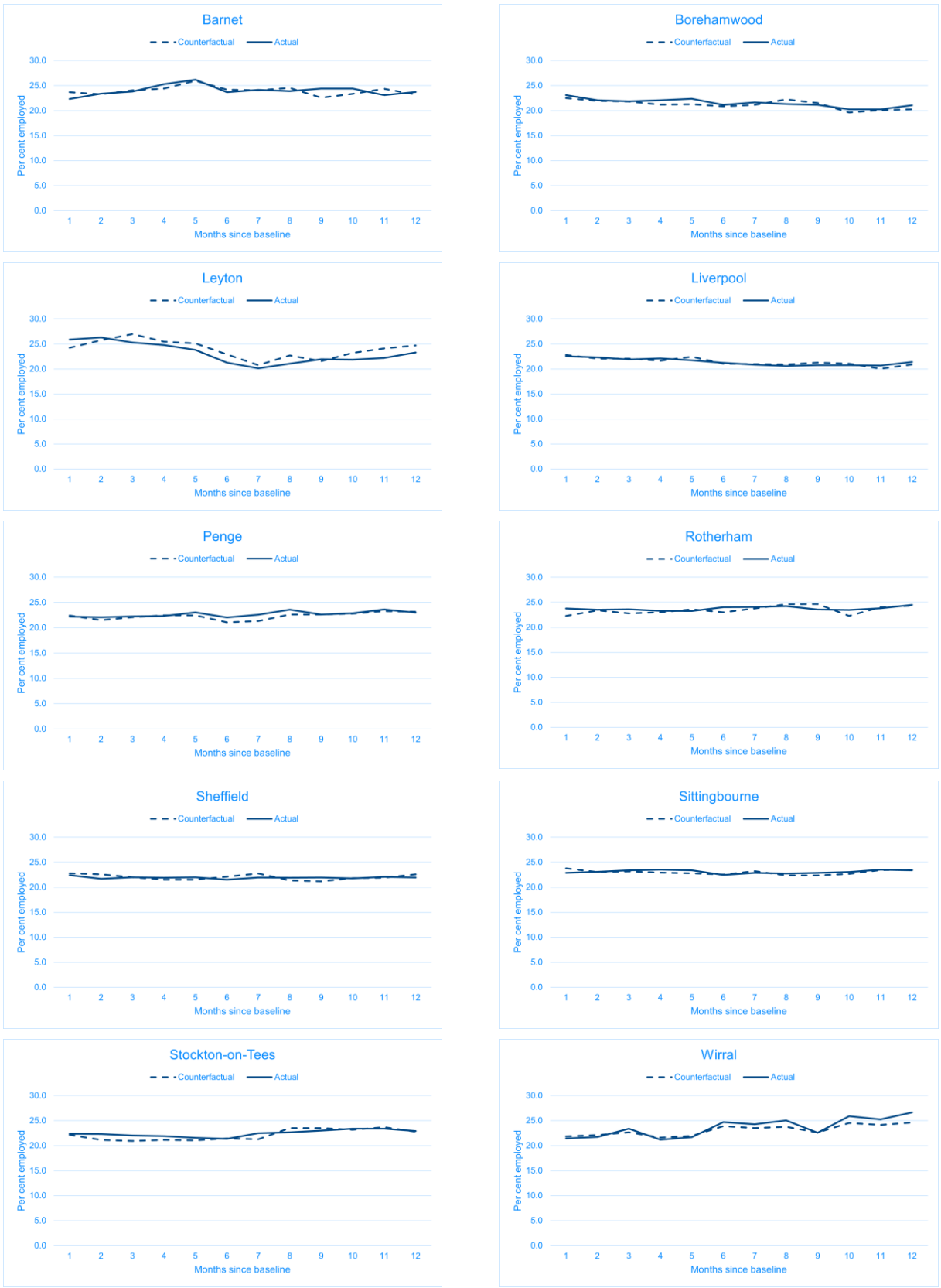
Pilot name	Comparators (LSOA/MSOA)	Comparator type	October 2022 (pre-intervention cohort)	October 2022 (pre-intervention cohort)
			Pilot	Comparator
Barnet	Sutton 020C	LSOA	225	184
Leyton	Sutton 005E	LSOA	165	184
Rotherham	Rochdale 022C	LSOA	368	420
Wirral	Dudley 010C	LSOA	444	631

	St. Helens 024D			
Borehamwood	Warrington 017	MSOA	499	1,599
Penge	Merton 023	MSOA	1,006	1,023
Stockton-on-Tees	Amber Valley 003	MSOA	1,169	1,322
Sheffield	Gateshead 003	MSOA		
	North Tyneside 026		1,718	2,145
Liverpool	Wolverhampton 003	MSOA		
	Wolverhampton 013		1,916	2,150
Sittingbourne	Colchester 015	MSOA		
	Colchester 016		1,876	1,864
Total			9,386	11,522

Source: DWP data, JobsPlus pilots data and 2021 Census lookup file

Pre-intervention actual and counterfactual employment outcomes for each of the pilots are shown in figure 2.15. This demonstrates that in the pre-intervention period counterfactual outcomes tended to follow a similar pattern to observed outcomes in the pilot areas over the full twelve-month period considered in the analysis, although the closeness of this correspondence varied between pilots. The most sizeable differences between actual and counterfactual outcomes were seen in the Wirral, where there was a 2.0 percentage point difference 12 months after baseline. However, none of the apparent differences in trends between pilot and comparison areas in individual months were statistically significant at the 5% level, or even at the 10% level and 79.2% of the 120 DiD estimates (across all 10 pilots) had an absolute value of less than 1.0 percentage point.

Figure 2.15 Actual and counterfactual outcomes prior to the introduction of JobsPlus for each pilot site



Source: DWP data

3 Engagement in JobsPlus

This chapter describes engagement in JobsPlus across the pilot sites, including contextual information and the demographic, economic and social characteristics of participants and residents.

3.1 Pilot sites: contextual overview

Summary of the site contextual data

Barnet (London) has a larger proportion of residents aged 16-34 than most pilots (32.4%) and the national average (24.2%). It also has a more ethnically diverse population and a higher proportion of economic inactivity (30.3%) compared to the national average (22.5%). This is primarily due to its larger student population. This area boasts the highest qualification levels and the highest percentage of employed individuals in higher-level jobs among the pilot areas, with a disability rate that is lower (16.6%) than the national average (17.3%).

Borehamwood (East of England) broadly reflects national averages. However, residents are less likely to be employed and more likely to be economically inactive (27.6%). They are also less likely to be highly qualified, and employed residents are less likely to hold graduate-level jobs, with a larger percentage than the national average in lower-skilled jobs (41.0% vs 34.1%).

Leyton (London) has a very ethnically diverse population with a high proportion of residents aged between 35 and 49 (26.2%). Despite a high unemployment rate (11.2% vs the national average, 2.9%), it has fewer workless households than most pilot areas (23.9% vs 28.9%), and its disability rate (13.8%) is the lowest of all the pilot areas.

Penge (London) has a diverse population, with over a quarter of residents identifying as Black. It has relatively few households with dependent children (33.1% vs the national average 36.3%). Residents are generally more qualified and likely to hold higher-level positions than those in most pilot areas.

Rotherham (Yorkshire and Humber) has a low proportion of non-white residents. A higher proportion of residents have unpaid caring responsibilities (12.1%) and higher rates of disability (23.2%) compared to other pilots. It has a high employment rate (60.5% vs national average 71.0%), but a higher percentage of residents have low or no qualifications (25.2%). Those in work are most likely to be in lower-level occupations (62.7%). It is the only area where most households are rented privately.

Sheffield (Yorkshire and Humber) has an ethnically diverse population, with the largest proportion of households having dependent children (45.3%). It also features high proportions of individuals with unpaid caring responsibilities (12.6%) and residents who are economically inactive (38.2%), often due to their caregiving roles within the home and family. Its residents

are the most likely to lack formal qualifications, and those in work are more likely to be in lower-skilled roles (55.6%).

Sittingbourne's (South East) data should be used cautiously, given the large number of LSOAs in the pilot area. The figures generally indicate that the area is less deprived than most, with the lowest unemployment rate (4.6% vs national average 2.9%). However, residents tend to be less qualified, and those in work are more likely to occupy lower-level positions (39.5%) compared to the national average (34.1%).

Stockton-on-Tees (North East) has the highest unemployment rate of any pilot area (13.1%). It also has a high proportion of economically inactive residents (38.0%) with high levels of disability (23.4%). Employed residents are more commonly found in lower-level occupations (57.9%), with their qualification levels generally being low.

Toxteth (North West) has a young, ethnically diverse population with the lowest proportion of households with dependent children (30.7%). It has the highest economic inactivity rate (41.2%) and similar graduate-level employment to the national average. However, the proportion of residents with no qualifications is higher (20.4%), and more workers are employed in lower-level occupations (43.4%), indicating a high level of inequality.

Wirral (North West) residents are predominantly white and are more likely to perform unpaid caring responsibilities (13.7%). Unemployment (12.5%) and economic inactivity rates are high (39.6%), with the highest percentage of workless households (48.9%) and with its disability rate being the highest of the pilot areas (28.0%). Employed residents are more likely to be in lower-level occupations (61%), and this area has the highest proportion of socially rented homes (60.9%).

Source 2001 census

3.2 Demographics

3.2.1 Gender

Table 3.1 shows that most of the pilot sites closely match national averages in terms of gender, with a slight majority of females. The exception is Toxteth, which has the lowest proportion of females at 49.6%. Leyton has the highest proportion of females, at 53.8%.

Table 3.1 Breakdown of gender by area

Pilot area	% female	% male
Barnet	50.9	49.1
Borehamwood	53.6	46.4
Leyton	53.8	46.1
Penge, Bromley	53.3	46.7
Rotherham	51.7	48.3
Sheffield	52.7	47.3

Sittingbourne	50.7	49.3
Stockton-on-Tees	51.7	48.3
Toxteth, Liverpool	49.6	50.4
Wirral	51.2	48.8
England average	**51**	**49**

Source: 2021 census

3.2.2 Age

Table 3.2 indicates that most pilot areas have a younger demographic than the national average, featuring more young adults aged 16-34 and fewer individuals aged 65 and above. Toxteth has more residents aged 20-24 (10.0%) than most areas, and above the national average (6.0%). Toxteth has a sizeable cohort in the 20-24 and 25-34 age brackets, accounting for almost a third of its population. Over a quarter of Leyton residents (26.2%) and almost a quarter of Penge residents (24.7%) are aged 35-49, considerably higher than the national average (19.4%).

Table 3.2 Breakdown of age by area

	Age banding (%)						
Pilot area	**16-19**	**20-24**	**25-34**	**35-49**	**50-64**	**65-74**	**75+**
Toxteth, Liverpool	3.9	10.0	21.0	21.3	14.1	5.1	3.3
Barnet	5.8	9.6	17.0	21.0	17.8	5.1	4.4
Leyton	6.1	7.2	17.7	26.2	14.1	3.4	2.7
Rotherham	5.0	6.9	17.2	17.4	18.5	6.6	5.0
Sheffield	5.3	6.5	16.0	19.4	15.8	6.1	4.6
Stockton-on-Tees	5.2	6.4	14.3	18.6	21.0	7.1	4.4
Wirral	4.7	6.0	13.0	20.0	20.7	7.5	4.4
Sittingbourne	4.9	5.9	15.1	20.7	18.7	7.9	5
Penge, Bromley	5.2	5.4	18.1	24.7	18.6	5.1	2.8
Borehamwood	5.3	5.3	13.9	21.0	19.0	6.7	6.1
England average	**4.6**	**6.0**	**13.6**	**19.4**	**19.4**	**9.8**	**8.5**

Source: 2021 census

3.2.3 Ethnicity

Table 3.3 shows that Rotherham and Wirral have predominantly white populations, while Sittingbourne and Stockton-on-Tees are also less diverse than England overall.

In Borehamwood, the white population is similar to England's (79.1% vs 81%), with Sheffield, Barnet, Leyton, Penge, and Toxteth having a higher proportion in more ethnically diverse groups than the national average. Leyton is a very ethnically diverse area, with similar proportions of white, black and Asian populations. Penge has a large black population (27.1% compared with 4.2% nationally) while also having a lower proportion of Asian residents than the national average; this pattern is true to a lesser extent in Borehamwood.

Table 3.3 Breakdown of ethnicity by area

	Ethnicity				
Area	% White	% Asian, British Asian	% Black, Black British, Caribbean or African	% Mixed or multiple	% Other
Rotherham	96.7	0.8	0.6	1.2	0.7
Wirral	96.6	2.2	0.1	0.7	0.5
Sittingbourne	89.2	2.1	6.0	2.1	0.6
Stockton-on-Tees	86.4	4.5	5.6	1.4	2.1
Borehamwood	79.1	6.0	8.8	3.4	2.8
Sheffield	59.2	16.6	10.9	6.4	6.9
Penge, Bromley	53.5	6.9	27.1	9.1	3.4
Barnet	49.5	17.9	14.6	6.9	11.1
Toxteth, Liverpool	48.4	13.1	14.2	8.9	15.4
Leyton	29.2	28.1	27.9	6.8	8.0
England average	**81.0**	**9.6**	**4.2**	**3.0**	**2.2**

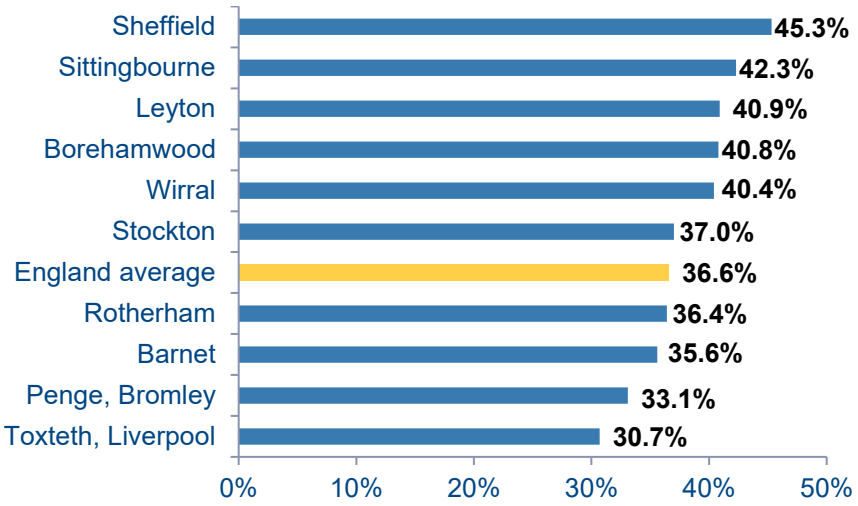
Source: 2021 census

3.3 Caring responsibilities

3.3.1 Households with dependent children

Figure 3.1 indicates that Sheffield has the largest proportion of households with dependent children (45.3%). In contrast, Sittingbourne, Leyton, Borehamwood, Wirral and Stockton-on-Tees also have a larger proportion of households with dependent children than the average (36.6%). Toxteth (30.7%) has the lowest proportion of households with dependent children, followed by Penge.

Figure 3.1 Proportion of households with dependent child(ren) (%)

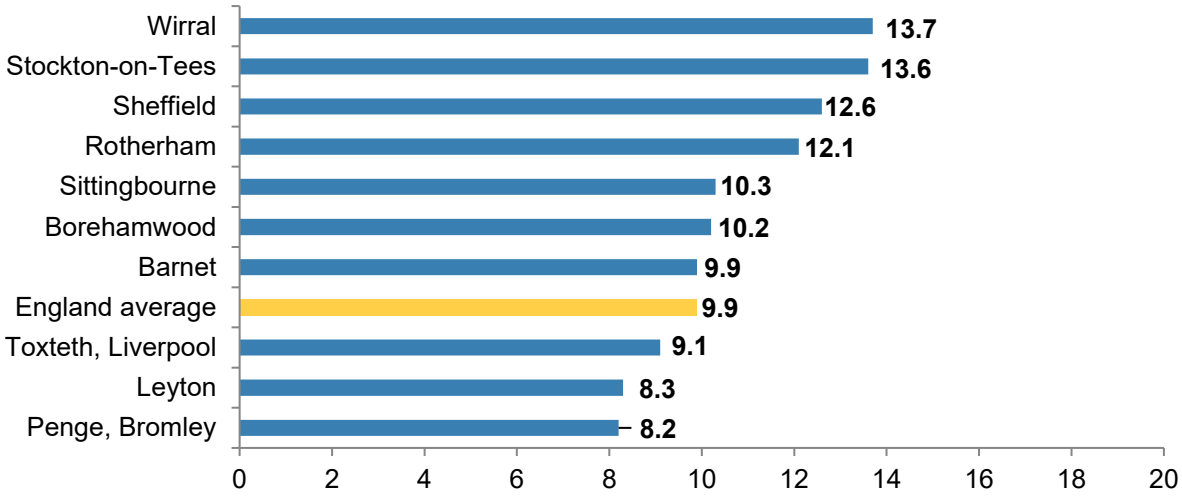


Source: 2021 census. This data excludes those households containing only people aged 65 and over.

3.3.2 Caring responsibilities

At many sites, the proportion of the population with unpaid caring responsibilities exceeds the national average, indicating that caring responsibilities may pose a barrier to employment for some individuals (see Figure 3.2 below). This proportion is greatest in Wirral and Stockton-on-Tees (13.7% and 13.6%). The proportion of people with unpaid caring responsibilities is also higher than the national average in Sheffield, Rotherham, Sittingbourne, and Borehamwood.

Figure 3.2 Proportion of residents aged 16-64 with unpaid caring responsibilities (%)



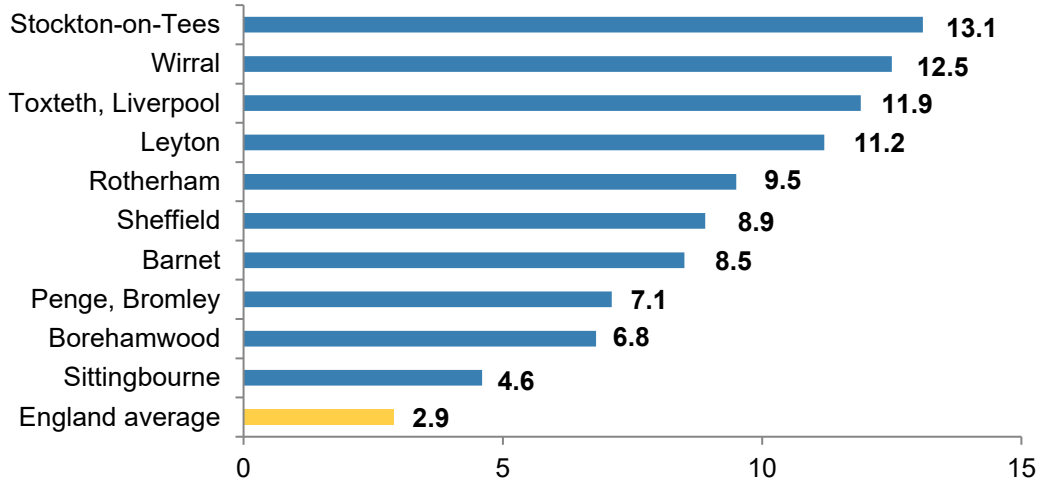
Source: 2021 census.

3.4 Employment and qualifications

3.4.1 Employment and unemployment rates

The pilot sites were selected for the programme because they have higher unemployment rates than the national average. They range from 13.1% in Stockton-on-Tees to 4.6% in Sittingbourne, compared to a national average of 2.9% (see Figure 3.3).

Figure 3.3 Unemployment rate (%)

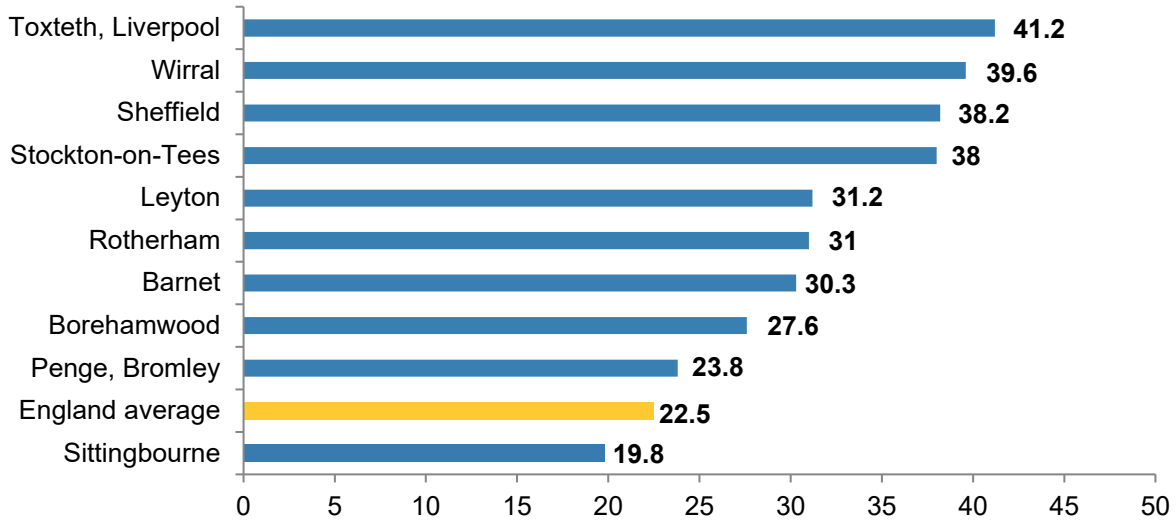


Source: 2021 census. This figure is the proportion of 'economically active' adults who are out of work, excluding the economically inactive (such as students and the retired) and under 16s

Figure 3.4 shows Toxteth, Wirral, Sheffield, and Stockton-on-Tees have very high proportions of the population who are economically inactive, with around two-fifths of non-retired adults falling into this category, compared to the national average of 22.5%.

Leyton, Rotherham, Barnet, and, to a lesser extent, Borehamwood all have higher proportions of economically inactive residents and lower employment rates than the national average. In contrast, the proportion of the population in Penge who are employed or economically inactive is fairly similar to England's overall.

Figure 3.4 Economic inactivity rate among the non-retired (%)



Source: 2021 census. This figure excludes individuals who have retired (regardless of age) and the under 16s

Table 3.4 shows most areas have lower employment rates than the average (71.0%). In Toxteth, less than half of individuals were employed, the lowest rate of any pilot (47.8%). However, Sittingbourne stands out as having higher employment rates (74.3%) and lower rates of economic inactivity than the national average (see Figure 3.4 above).

Table 3.4 Employment rate (%)

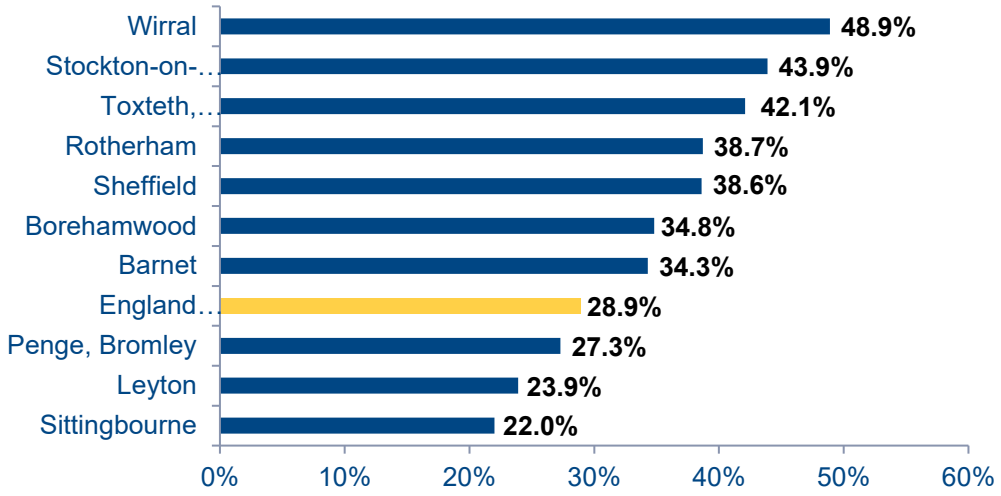
Area	% Employed (exc. full-time students)
Toxteth, Liverpool	47.8
Wirral	50.8
Stockton-on-Tees	52.1
Sheffield	53.8
Leyton	58.1
Barnet	59.2
Rotherham	60.5
Borehamwood	65.7
Penge, Bromley	68.5
Sittingbourne	74.3
England average	**71.0**

Source: 2021 census. Included those aged 16- 65 years. People indicating that they have retired and the under 16s are excluded from these proportions.

3.4.2 Households with no employed adults

Figure 3.5 shows that most pilot areas have a high proportion of households with no employed adults. Wirral has the highest (48.9%), with nearly half of households workless, followed by Stockton-on-Tees (43.9%) and Toxteth (42.1%). These areas also show the highest unemployment rates (see Figure 3.3 above). Sittingbourne shows a slightly higher unemployment rate alongside higher employment and lower inactivity; however, this reflects differences in how the indicators are defined. Employment and unemployment rates are calculated only for the economically active population, whereas inactivity includes students, carers, and others not seeking work. As a result, the three measures use different denominators and do not sum to 100%, so they may not appear to align at area level. Sittingbourne has the lowest proportion of workless households (22%), which is consistent with its low unemployment rate (see Figure 3.3 above). Leyton (23.9%) has fewer workless households than the national average, despite having a higher unemployment rate.

Figure 3.5 Percentage of households with no adults in employment



Source: 2021 census. Excluding households containing only people aged 65 and over.

3.4.3 Reasons for economic inactivity

Table 3.5 shows that Wirral, Stockton-on-Tees, Rotherham, and Toxteth have the highest long-term sickness or disability rates, exceeding the national average (14.7%, 12.1%, and 11.1%, compared to 5.2% nationally). These areas also have many adults caring for their families.

Rates in Barnet and Sittingbourne are slightly below the national average (5.2%). Barnet's larger student population (13.1%) explains its higher economic inactivity rate. Toxteth also has many students (12.1%), but its residents are more economically inactive compared to the national averages due to health, family care, or other reasons. Sittingbourne, Rotherham, Wirral, and Borehamwood have fewer students than average (4.6%, 4.7%, 5.8% compared to 7.2% nationally).

Sheffield has the highest proportion of individuals who are economically inactive due to caring for the home or family at 13.0%, more than double the national average of 6.1%. Penge is the only pilot area with a rate lower than the national average at 5.4%.

Table 3.5 Reasons for economic inactivity, excluding individuals who have retired[5]

Area	Long-term sick or disabled (%)	Looking after home or family (%)	Student (%)	Other (%)
Wirral	14.7	11.4	5.8	7.7
Stockton-on-Tees	12.1	10.4	7.7	7.8
Rotherham	11.1	10.0	4.7	5.2
Toxteth, Liverpool	11.1	9.8	12.1	8.3
Sheffield	9.9	13.0	8.5	6.9
Borehamwood	7.5	7.9	6.5	5.8
Leyton	6.4	9.6	9.4	5.8
Penge, Bromley	6.3	5.4	7.5	4.6
Barnet	5.1	7.1	13.1	4.8
Sittingbourne	4.8	6.8	4.6	3.5
England average	**5.2**	**6.1**	**7.2**	**4.0**

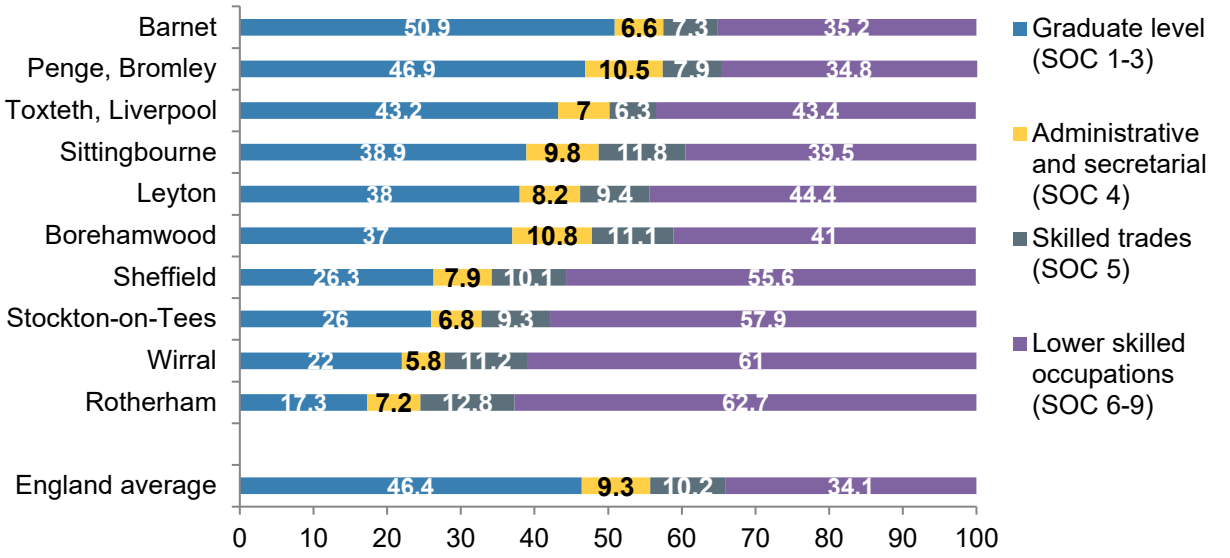
3.4.4 Employment profile

As Figure 3.6 shows, most areas have a higher percentage of residents in lower-level occupations (SOC codes six-nine) compared to the average (34.1%) and a lower percentage in graduate-level positions (SOC codes one-three) than the average (46.4%). Barnet has the highest skilled occupations, with over half (50.9%) at graduate level, exceeding the national average (46.4%). It also has a smaller percentage in administrative, secretarial, or skilled trades roles (6.6%) than the average (9.3%).

Similar trends are seen in Wirral (22.0%), Stockton-on-Tees (26.0%) and Sheffield (26.3%), where fewer workers hold graduate-level positions and more residents occupy lower-level jobs (61.0%, 57.9%, 55.6%) than the national average. This pattern also appears, albeit to a lesser extent, in Sittingbourne, Leyton, and Borehamwood. The occupation breakdown in Penge is similar to the national average.

[5] Proportions given are as a proportion of the total non-retired adult population, and not just the economically inactive. We have excluded individuals who have indicated that they are retired, regardless of age.

Figure 3.6 Occupation breakdown by pilot



Source: 2021 census

3.4.5 Qualifications

The percentage of residents with no qualifications exceeds the national average (12.4%) in all areas. Sheffield, Rotherham, Wirral, and Stockton-on-Tees have the least qualified residents, with over one-fifth lacking qualifications. Most areas are in line with the national average or above for level 1 qualifications, apart from Toxteth, who have qualifications below the national average (8.8%). Less than a quarter (under 25%) in each area have level 4 qualifications or above, compared to over a third nationally (37.1%). Similarly, Sittingbourne and Borehamwood report higher rates of no qualifications (13.9%, 18.0%) and lower level 4 qualifications (26.3%, 30%) than the national average. Barnet and Penge boast the highest qualification rates, with over two-fifths (over 40%) holding level 4 or above, surpassing the national average. Toxteth has a slightly higher proportion of level 4 qualifications (39.4%) and a larger group without qualifications (20.4%) compared to the national average. Leyton generally aligns with the national average in each category (see Table 3.6).

Table 3.6 Levels of qualification[6]

Area	% No qualifications	Level 1 and entry level (%)	Level 2 (%)	Level 3 (%)	Level 4 and above (%)
Barnet	13.6	9.6	10.9	15.2	45.2
Borehamwood	18.0	14.2	15.9	15.0	30.0
Leyton	16.4	10.0	12.6	17.7	37.4
Penge, Bromley	14.1	10.0	12.6	14.5	43.0
Rotherham	25.2	14.9	20.4	16.8	15.9
Sheffield	27.7	12.5	13.8	14.3	24.9
Sittingbourne	13.9	13.0	18.2	21.1	26.3
Stockton-on-Tees	22.6	12.8	19.5	19.0	19.5
Toxteth, Liverpool	20.4	8.8	9.9	15.9	39.4
Wirral	22.9	11.6	18.4	18.1	21.2
England	**12.4**	**9.9**	**14.8**	**19.5**	**37.1**

Source: Census 2021

3.5 Housing tenure

Sites were selected for the pilot because a high proportion of accommodation is owned by Housing Associations (HAs). Table 3.7 shows that these areas also have lower than average proportions of households that own their accommodation outright, with a mortgage or through shared ownership. Across all pilots except Sittingbourne, most households were in social housing, exceeding the national average of 17%. In Wirral, Sheffield, Toxteth, Leyton, and Borehamwood, the majority of households were in social housing. In Sittingbourne, only 13.6% of households were in social housing and the proportion of households that owned their own homes with a mortgage or were in shared ownership accommodation is above the national average (43.4% vs 29.8%). In Penge, Rotherham and Stockton-on-Tees, Toxteth, a higher-than-average number of households rent in the private sector or live rent-free, compared with the national average.

[6] Most commonly given category per area is in bold and underlined

Table 3.7 Housing tenure

Area	% Own outright	% Own with a mortgage/ shared ownership	% Socially rented	% Privately rented/live rent free
Barnet	11.8	20.6	48.2	19.4
Borehamwood	15.4	21.1	51.7	11.8
Leyton	3.7	23.0	54.8	18.4
Penge, Bromley	7.6	20.3	45.3	26.8
Rotherham	25.5	18.0	20.3	36.2
Sheffield	16.4	14.7	55.2	13.7
Sittingbourne	25.4	43.4	13.6	17.6
Stockton-on-Tees	17.4	18.2	35.1	29.2
Toxteth, Liverpool	7.6	7.7	52.1	32.6
Wirral	11.8	14.2	60.9	13.1
England average	**32.5**	**29.8**	**17.1**	**20.6**

Source: 2021 census

3.6 Disability and health

Table 3.8 shows that six out of 10 sites have a higher-than-average proportion of individuals defined as disabled under the Equality Act, with Wirral having the highest proportion (28.0% compared to 17.3%), followed by Stockton on Tees (23.4%) and Rotherham (23.2%). Residents in Leyton were the least likely among the pilot areas to report having a disability (13.8%), while Penge, Barnet, and Sittingbourne also have disability rates below the national average of 17.3%.

The proportion of the population who reported that a physical or mental health condition limits their day-to-day activities significantly is above the national average (7.3%) in seven out of the 10 pilot sites. Wirral has the highest proportion of the population in this group (14.9%), followed by Stockton-on-Tees (11.8%) and Toxteth (11.2%).

Table 3.8 Disability

Area	Day-to-day activities limited a lot (%)	Day-to-day activities limited a little (%)	Disabled under Equality Act[7] (%)	Long-term condition but not limiting (%)	No long-term conditions (%)
Barnet	6.9	9.7	16.6	5.0	78.4
Borehamwood	9.2	10.4	19.6	5.2	75.2
Leyton	6.4	7.4	13.8	4.0	82.2
Penge, Bromley	7.3	9.1	16.4	5.4	78.2
Rotherham	10.2	12.9	23.2	6.7	70.1
Sheffield	10.7	10.9	21.6	4.3	74.1
Sittingbourne	7.2	9.7	16.9	7.3	75.9
Stockton-on-Tees	11.8	11.5	23.4	5.9	70.9
Toxteth, Liverpool	11.2	11.4	22.6	5.1	72.3
Wirral	14.9	13.0	28.0	5.6	66.4
England average	**7.3**	**10.0**	**17.3**	**6.8**	**75.9**

Source: 2021 census

3.7 Deprivation

The Indices of Multiple Deprivation (IMD) ranks areas from 1 = most to 10 = least deprived.[8] As one might expect, most of the LSOAs covered (other than those in the Sittingbourne pilot site) are significantly deprived, with many falling within the 10% most deprived areas in England. While one of the areas covered by the Borehamwood pilot is less deprived than others (in the fifth decile nationally), the pilot site also covers another very deprived area (see Table 3.9 below).

[7] This column reports the proportion of people who selected either the 'day-to-day activities limited a lot' or the 'day-to-day activities limited a little'. Because these figures are rounded to 1 decimal place, this may not match the total of the numbers recorded in this table.

[8] IMD covers proportion of individuals experiencing deprivation in seven domains: Income, Employment, Education, Health, Crime, Barriers to Housing and Services, and Living Environment. The data is used to rank areas across England based on their levels of deprivation.

Table 3.9 LSOAs per pilot area and IMD decile

Pilot area	LSOA	IMD decile[9]
Barnet	Barnet 027C	3
Borehamwood	Hertsmere 006B	5
	Hertsmere 006C	1
Leyton	Waltham Forest 020H	2
Penge, Bromley	Bromley 009C	3
	Bromley 009D	2
	Bromley 009E	3
	Bromley 009F	4
Rotherham, Wybourn	Rotherham 020D	1
Sheffield, Maltby	Sheffield 027A	1
	Sheffield 075A	1
	Sheffield 075C	2
	Sheffield 075E	1
	Sheffield 075F	1
Sittingbourne	Swale 007B	7
	Swale 007C	4
	Swale 007D	5
	Swale 007F	3
	Swale 007I	4
	Swale 007J	4
	Swale 009B	5
	Swale 009E	4
	Swale 009F	4
	Swale 009G	4
	Swale 009H	4
	Swale 010B	1
Stockton-on-Tees	Stockton-on-Tees 012B	1
	Stockton-on-Tees 012C	1
	Stockton-on-Tees 012E	1
Toxteth, Liverpool	Liverpool 043C	1
	Liverpool 043D	1
	Liverpool 044D	1

[9] In some cases, the geographies used for the most recent IMD figures in 2019 have since been split up into two or more LSOAs. In these cases, the figure given refers to the overall area as defined in 2019.

	Liverpool 037D	1
Wirral	Wirral 011B	1

Source: Indices of Multiple Deprivation 2019 analysis

3.8 Participant demographics: US JobsPlus

Most housing developments involved were in areas with very high poverty, where few residents had stable, regular employment, with many households relying on welfare benefits, and stable work was not accessible or readily available.

A 1998 baseline survey showed that, although residents had stronger links to the labour market than expected, work was typically low-paid, poverty and reliance on welfare were high, and living conditions were challenging (Bloom et al., 2005).

Residents faced a range of personal and situational problems that made it difficult to secure or sustain steady work or progress in employment:

- 56% did not have a school diploma.
- 27% of parents with children under 18 reported that full-time work would pose a problem for them due to limited childcare or supervision available while at work.
- 30% had health conditions that limited the type or amount of work they could do.
- 48% were concerned that higher earnings would raise their rent, and 28% believed that they might lose their benefits if their income rose.

The seven cities involved in JobsPlus were also highly diverse geographically, demographically, and economically. Some developments were almost entirely African-American while others were predominantly Latino or Southeast Asian. At least 11 languages were spoken at the St Paul site and more than 22 languages at the Seattle site (Kato & Riccio, 2001). This level of diversity created challenges for building collaborative structures that represented the full resident community.

A 2002 report focusing on employment support in culturally diverse communities found that barriers to employment were higher for foreign-born residents, as cultural differences added another dimension to consider (Kato, 2002). This created a practical need for English language provision and translation support. The report found that JobsPlus programmes had to balance residents' needs and preferences for culturally specific services with the wider goal of preparing people for a diverse workplace and of building a cohesive multicultural community within housing developments. Decisions had to be made about which groups to prioritise for culturally tailored services, which led to dissatisfaction among those who were not targeted, including US born residents. To address this, sites partnered with local ethic organisations and hired staff from within the community, including trusted residents, to help deliver culturally appropriate support (Kato, 2002).

4 JobsPlus model US

This chapter provides detail on how the JobsPlus US model operated, including delivery of wider support, financial incentives, and implementation experience across sites.

4.1 Onsite employment: wider support

Table 7.1. Wider support JobsPlus staff offered to participants

Prime codes	Frequency	Overall %
Employability support	274	35%
Training, courses, and skills development	138	17%
Job search	114	14%
Health, wellbeing, and confidence	90	11%
Addressing basic and personal needs	86	11%
Work trials, experience, or volunteering	78	10%
Financial and debt support	74	9%
Signposting to further support	27	3%
Jobcentre Plus/benefits administration support	17	2%
In work support	16	2%
No/NA	289	37%
Not enough information	21	3%

Base: 789 participants who had open-text data on wider support recorded by JobsPlus staff on MI tool. Overall % are calculated using the overall response rate. Responses were coded to thematic categories, with some responses assigned to more than one code, and as a result overall count sums to more than 789, and the percentage sums to more than 100.
Source: JobsPlus MI analysis, IES, 2026

Employment advisers were given the option to record in open text any additional support they provided to participants. Responses were then coded into thematic categories. Employment advisers most often described employability support (35%); training, courses and skills development (17%); and job search support (14%).

Participants were also offered wider support to help address barriers that could affect their ability to find or sustain work. This included support:

- relating to health, wellbeing and confidence (n=90), most commonly wellbeing or mental health support; and
- relating to basic and personal needs (n=86) such as housing, food vouchers and, for a small number, substance misuse.

Other responses referred to work trials, work experience or volunteering (n=78), financial and debt support (n=74) e.g. guidance on budgeting, and to a more limited extent signposting, benefits administration support, and in-work support.

4.2 How the US financial incentive operated

4.2.1 Design of the Rent Incentive

In the US, financial incentives took the form of changes to rent rules to reduce the extent to which rents rise as residents' earnings grew. There were two main approaches to this, and different sites took one or other approach:

1. Flat rents which specify a fixed rental payment regardless of earnings but with staged increases in the flat rate over time.
2. Reductions in the percentage of income paid in rent to a rate that was lower than the traditional 30%.

Several sites also allowed residents to earn credits toward a free month's rent by remaining employed for a specific period, or to have some of their rent payments diverted into a special savings account that they could later redeem if they sustained employment (Bloom et al., 2005).

4.2.2 Impact on earnings

The 2005 demonstration report noted that, while the evaluation could not isolate the effects of individual Jobs-Plus components, the findings strongly suggest that rent incentives played a central role in driving earnings impacts. Sites with the lowest uptake of rent incentives, notably Baltimore and Chattanooga, showed no measurable increase in residents' earnings. By contrast, St Paul and Seattle, where the rent-incentive component was implemented more fully, recorded early and positive earnings impacts. In Seattle these gains were not sustained following HOPE VI redevelopment and the associated displacement of residents. Longer-term follow-up across the three fully implemented sites showed sustained average earnings gains of around 16% (approximately $1,300 per year).

4.2.3 Implementation challenges

The implementation of the rent incentives was delayed by almost two years due to federal funding constraints and administrative challenges. This delay contributed to ongoing scepticism among residents and raised concerns about the programme's credibility, as many had expected the rent incentives to be clear and immediate benefits of participating in the JobsPlus programme (Bloom et al., 2005). The fact that this delay generated such scepticism suggests that residents valued the financial incentive component. Early findings from Riccio (1999) indicated that local delivery teams viewed rent incentives as a

key mechanism for encouraging participation, as eligibility depended on residents taking part in JobsPlus activities.

4.3 Resident perceptions and early engagement issues: US JobsPlus

JobsPlus initially encountered scepticism from residents, many of whom had experienced similar programmes that had not been sustained. The challenges of implementing the financial incentive contributed to this early scepticism. At the St. Paul and Seattle sites, delivery staff went beyond typical employment support by providing broader support, including attending doctors' appointments, attending immigration hearings, purchasing furniture, and translating letters and bills. This reflected an approach that recognised that wider personal and practical issues could affect residents' ability to take up and maintain employment. This strategy aimed to build trust with residents, fostering better engagement with the programme.

At the St. Paul site, residents' concerns about the housing authority influenced implementation decisions. JobsPlus funds were allocated to a community organisation to hire the new Programme Director for this site, rather than employing them directly through the housing authority, in response to residents' preferences regarding programme governance.

Resident participation in JobsPlus was identified as an important factor in building confidence in the programme and supporting engagement. Resident representatives were an important source of information in planning discussions about community needs, local conditions, and residents' likely responses to programme activities, procedures, and staffing (Kato & Riccio, 2001).

4.4 Other components of the model e.g. community support for work: US JobsPlus

Community support for work was the component designed to directly achieve saturation by connecting residents to JobsPlus services through formal and informal channels and strengthening resident networks related to employment (Greenberg et al., 2015).

Approaches varied across sites, but most sites designed and implemented a network of 'building captains' or 'area captains'. These were residents from different sections of the housing development who were trained to communicate information about programme opportunities and job openings. 'Captains' were also involved in coordinating informal neighbour-to-neighbour assistance to help residents get and retain jobs, for example, childcare or transportation (Kato and Riccio, 2001).

Sites discovered that recruiting 'captains' required selectivity. The program aimed to enlist respected, well-connected, and enthusiastic residents who were employed, in training or studying, or retired. Consequently, the recruitment process was challenging. Sites needed

to give ‘captains’ a stipend to keep them motivated and focused on the programme’s employment objectives. They also assigned staff for supervision and provided task-specific training on JobsPlus services, outreach skills, and team building (Kato, 2004).

Evidence indicates that this component helped enhance the programme's credibility amongst residents, many of whom had previously been cautious about new initiatives. (Bloom et al., 2005).

In the early stage of the programme, progress in defining and implementing the community support for work component was limited. In some sites, however, peer support groups and some residents became involved in delivering services and outreach to other residents. This included encouraging residents to participate and promoting work messages aimed at raising expectations and increasing awareness of the opportunities available through JobsPlus (Riccio, 1999). In general, community support for work involved ‘captains’ going door-to-door to hand out materials about the programme and to talk to residents about job openings, the rent incentives, education and training opportunities, and any other services or activities provided by JobsPlus (Bloom et al, 2005).

Resident leaders played a central role in partnership working, supporting trust-building and encouraging participation. A number of factors influenced how effectively residents could be involved, including the professional culture of agency partners, established leadership dynamics, relationships with housing authorities, and the skills residents needed to meaningfully participate in programme decision-making and design (Kato and Riccio, 2001).

Engaging residents as partners was found to be feasible and important, but required the support of institutional partners, appropriate leadership skills within project teams, and opportunities for residents to develop the skills needed for the role (Kato and Riccio, 2001).

Programme credibility was further strengthened through the use of the resident population, which was improved by the use of ‘captains’ as part of this component. Having a familiar face associated with the programme made it more accessible to fellow residents and helped increase participation in services and activities. In diverse populations, ‘captains’ from different language groups played an important role in engaging immigrants (Kato, 2004).

4.5 Implementation fidelity and site variation: US JobsPlus

Implementation challenges varied across the sites; however, common challenges were:

- Creating a new culture of collaboration among housing authorities, social service agencies, and residents
- Sustaining active support from housing officials
- Overcoming the personnel and procurement policies of the housing agencies
- Addressing the need for the programme to accommodate a diverse range of residents
- Ongoing safety, substance abuse, and other family crises
- High resident turnover
- Widespread scepticism from residents about the programme

Source: Demonstration report (Bloom, Ricco and Verma 2005)

The 2005 demonstration report indicates that the implementation of the JobsPlus model varied across the six sites. Four of the six sites were able to implement the JobsPlus programme to a reasonable quality, although not all components of the model were fully integrated.

All sites were able to implement the employment-related services component from the beginning of the rollout period. Only St. Paul and Seattle were able to implement rent incentives during the rollout period (before 2000). Similarly, only Dayton and Seattle were able to fully implement the community support for work component before 2000.

Resident participation varied between sites. This was largely shaped by implementation factors such as the stability of programme leadership, staffing availability, and the continuous support of the local housing authority. For example, as of June 2001 (3 and a half years after the rollout of the programme, in Dayton and St. Paul, 69% and 78% of targeted residents, respectively, became attached to JobsPlus. By contrast, at the Chattanooga site and at one of the Los Angeles sites, only 48% and 33% of residents were attached to the programme (Kato, 2003).

At the early stages of the demonstration, all sites were successful in engaging key local organisations, such as local employment and training providers, educational institutions, community-based organisations, local foundations, and business or employer associations, who could contribute resources or expertise to help the programme achieve its objectives (Riccio, 1999).

Overall, the implementation of JobsPlus was closest to the intended model in Dayton, Los Angeles, and St. Paul sites, but faced more challenges in Baltimore and Chattanooga, which Bloom et al. (2005) mostly attribute to reduced engagement by the housing authority at these sites. Seattle represented a special case that is difficult to evaluate; it

delivered a strong programme in the first few years, but the site exited the demonstration early due to the redevelopment of the housing site making long-term assessment difficult.

5 Employment outcomes

This chapter presents analysis of employment outcomes achieved through JobsPlus, including factors associated with job entry, job sustainability, and progression towards employment.

5.1 Predictors of job outcomes

The regression analysis results show that several factors were significant predictors of job outcomes. Cohort was a particularly impactful factor in attaining a successful job outcome. Participants in later cohorts had a reduced likelihood of getting a job compared to earlier cohorts, with those in the first cohort having the highest likelihood. For example, participants of cohort Q1 (July to Sept 2024) had 7.15 times the odds (95% CI 3.75,13.64) of attaining a successful job outcome compared to participants in the most recent cohort Q6 (October to Dec 2025). From cohort Q1 onwards each subsequent cohort had a lower probability of attaining a successful job outcome compared to the most recent cohort Q6. Across the tested models diminishing effect from cohort Q1 to cohort Q6 remains irrespective of added controls, indicating the robustness of the detected effects (see Table 5.1 below).

People who had no health problems or health problems that only impacted them a little were more likely to move into employment compared with people who had a health problem that impacted their daily activities a lot. People with caring responsibilities, working when they registered for JobsPlus or aged 55 and over were less likely to move into employment compared with people with no caring responsibilities, not employed when they registered for JobsPlus or were aged 54 and younger (see Table 5.1 below).

Table 5.1 Predictors of Job Outcome: Sequential Models

	Model 1		Model 2		Model 3	
	OR	95% CI	OR	95% CI	OR	95% CI
JobsPlus Cohort						
Q1 July to Sept 2024	7.15***	[3.75,13.64]	7.51***	[4.04,13.98]	10.34***	[5.42,19.73]
Q2 Oct to Dec 2024	4.71***	[2.59,8.56]	5.22***	[2.81,9.67]	7.07***	[3.58,13.93]
Q3 Jan to March 2025	4.70***	[2.29,9.67]	5.20***	[2.57,10.52]	6.51***	[3.22,13.16]
Q4 Apr to June 2025	3.24***	[1.56,6.72]	3.50***	[1.72,7.10]	4.06***	[2.02,8.16]
Q5 July to Sept 2025	2.57***	[1.38,4.79]	2.64***	[1.40,5.01]	2.79***	[1.43,5.44]
Q6 October to Dec 2025	*Baseline*		*Baseline*		*Baseline*	
Missing	4.79*	[0.89,25.78]	4.99*	[0.94,26.39]	6.96	[0.30,159.65]
Employed at enrolment						
Not employed					*Baseline*	
Employed					0.65**	[0.45,0.92]
Missing					0.62	[0.25,1.57]

Age group				
16 to 24			*Baseline*	
25 to 34			1.01	[0.61,1.65]
35 to 44			0.98	[0.64,1.49]
45 to 54			1.49	[0.88,2.52]
55 to 64			0.47**	[0.26,0.84]
65+			0.32*	[0.09,1.15]
Missing			1.23	[0.09,16.31]
Parental/Caring responsibilities				
No responsibilities			*Baseline*	
Yes responsibilities			0.55***	[0.37,0.81]
Missing			1.00	[0.08,11.81]
Health problems impact daily activities				
No			10.72***	[4.42,26.00]
Yes, a little			6.35***	[2.32,17.38]
Yes, a lot			*Baseline*	
Missing			7.23***	[2.86,18.31]
Observations	988	987	987	
Chi-square	69.04	110.95	308.60	

Source: JobsPlus MI analysis, IES, 2026
*Bivariate and multivariate modelling with robust std. errors (clustered at LSOA); Impact reported as Odds Ratio. Stars * p<.05, ** for p<.01, and *** for p<.001.*

5.2 Sustained jobs key factors

Gender and education were two key factors in sustaining employment among JobsPlus participants that moved into employment or a new job after registering for JobsPlus. Table 5.2 below summarises the findings, followed by a more detailed discussion about gender in section 5.2.1 and about education in section 5.2.2.

Table 5.2 Factors influencing sustained employment

3 months sustained job				
Factor	**Impact**	**95% Conf. Interval**		**N (Base)**
Gender				
Male	0.51	0.25	1.00	178
Education				
Entry level	0.26	0.05	1.30	178
Level 2	1.15	0.46	2.90	178
Level 3	1.29	0.73	2.25	178
Level 4-6	3.05*	1.05	8.84	178
Level 7	1.78	0.52	6.05	178
Missing	3.86*	1.06	14.09	178

6 months sustained job				
Factor	**Impact**	**95% Conf. Interval**		**N (Base)**
Gender				
Male	0.31*	0.12	0.81	114

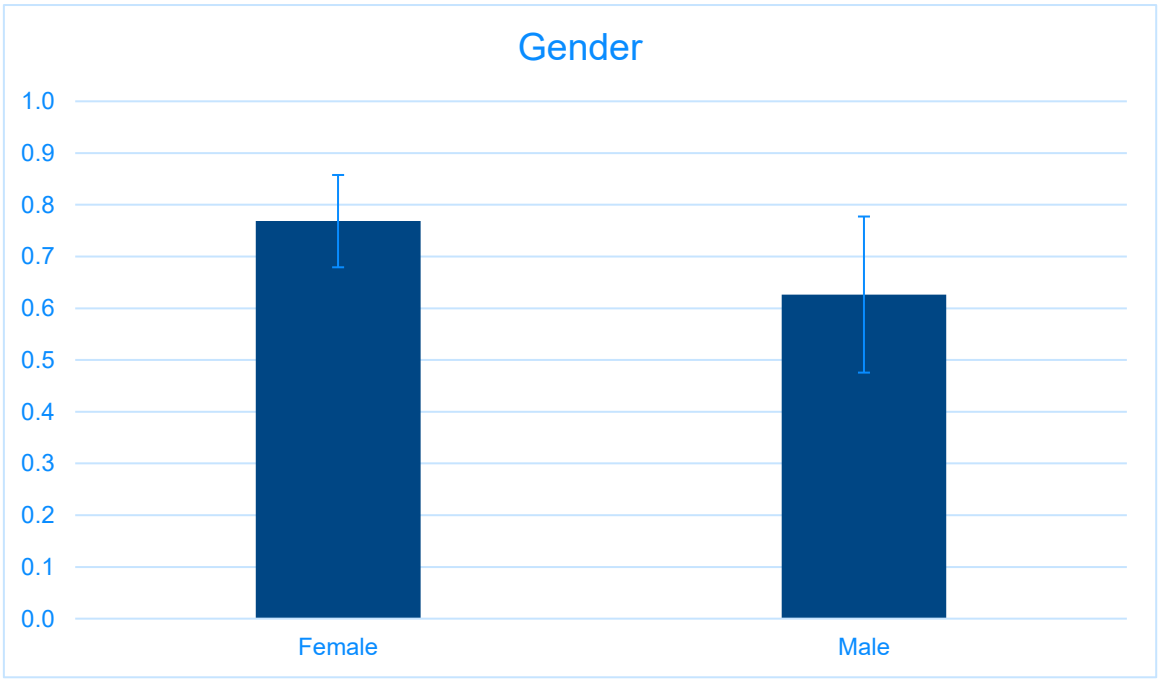
Education				
Entry level	(empty)			
Level 2	1.61	0.48	5.42	110
Level 3	1.06	0.25	4.53	110
Level 4-6	2.08	0.66	6.56	110
Level 7	4.38	0.32	60.69	110
Missing	2.38	0.62	9.03	110

Source: JobsPlus MI analysis, IES, 2026
Bivariate modelling with robust std. errors (clustered at LSOA); Impact reported as Odds Ratio.
*Stars * p<.05, ** for p<.01, and *** for p<.001; Gender baseline: Female; Education baseline: Level 1.*

5.2.1 Gender

Gender was a key factor in predicting how long participants could sustain their jobs. Males were less likely to keep their jobs at both the three-month (see Figure 5.1) and six-month (see Figure 5.2) marks. Interestingly, the variation in the likelihood of job retention was larger among male participants at both three months and six months of employment, indicating that gender had a lesser impact on their ability to sustain employment. That is, compared to females, the larger variation in the effect of gender for males suggests that being male did not affect job outcomes as much as being a female, and other factors played a bigger role for male participants than for female participants. However, because of limited data on job retention outcomes, these results are derived from bivariate regression analysis, so they should be interpreted cautiously.

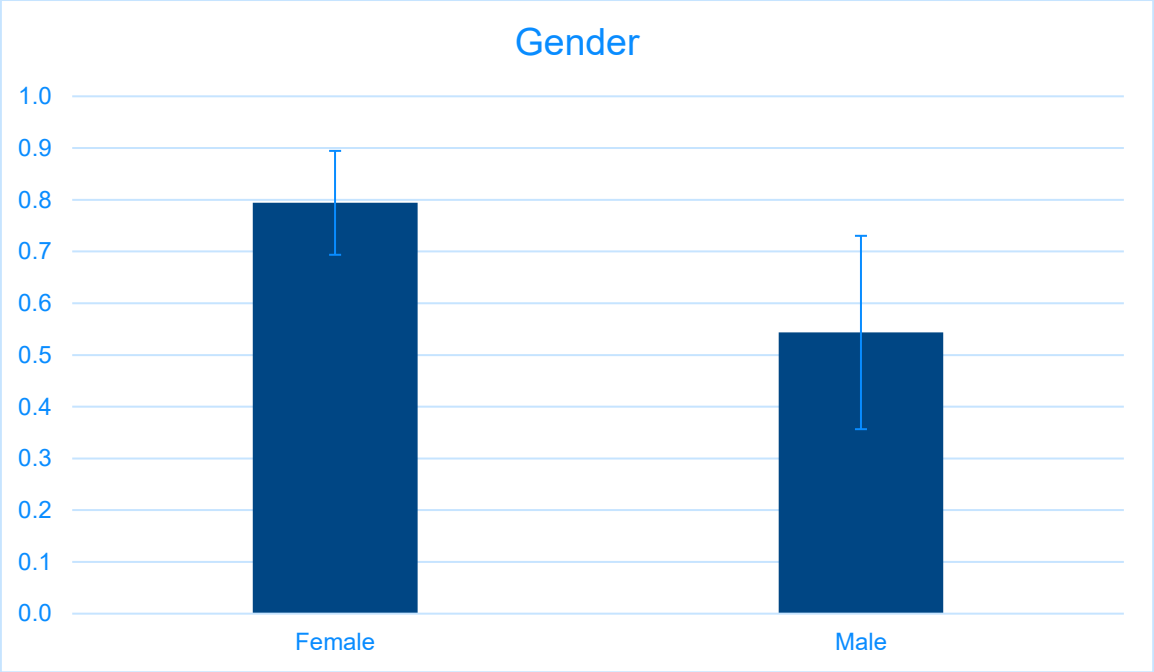
Figure 5.1 Probability of sustained job for 3 months: Gender effect



Base: 1014 people on JobsPlus.

Source: JobsPlus MI analysis, IES, 2026

Figure 5.2 Probability of sustained job for 6 months: Gender effect

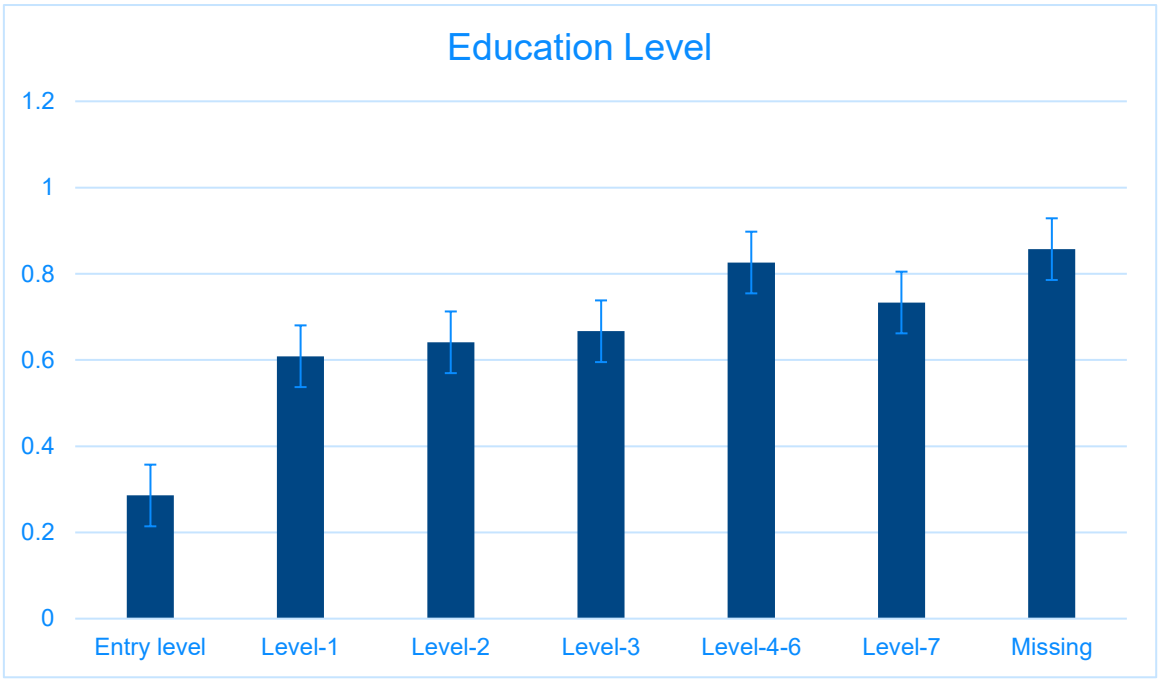


Base: 1014 people on JobsPlus.
Source: JobsPlus MI analysis, IES, 2026

5.2.2 Education

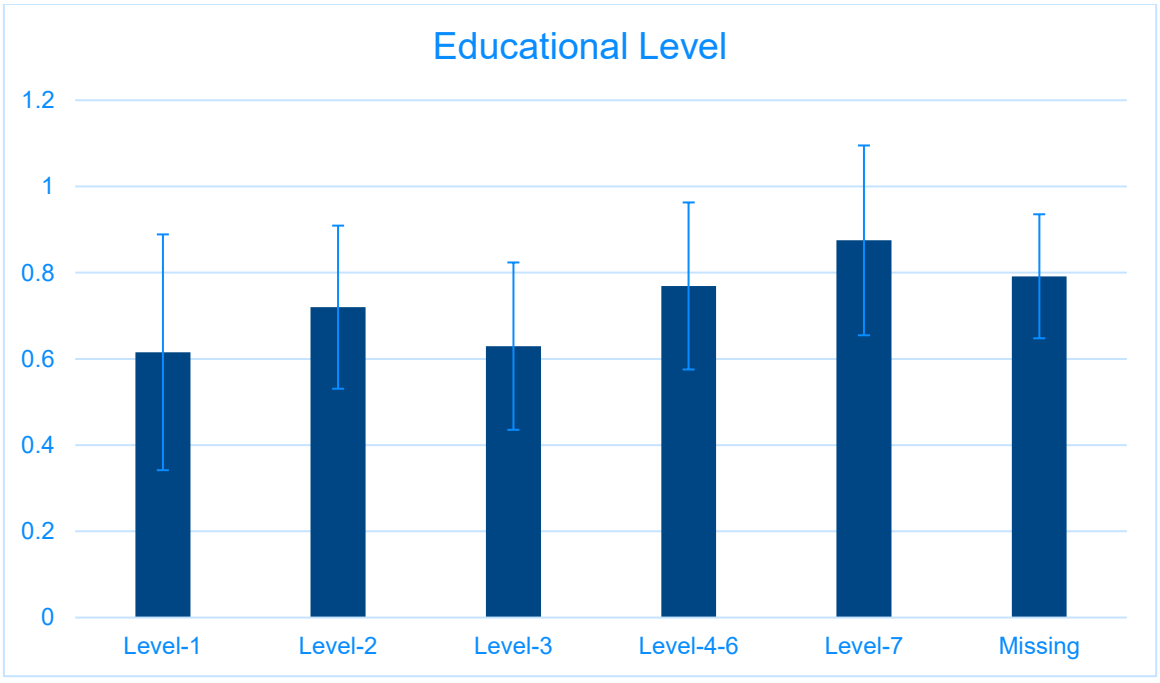
Education was found to influence the length of time participants were able to sustain their jobs (see Figures 5.3 and 5.4 below). Overall, those with higher levels of education were more likely to stay employed at the three-month and six-month points. The strongest impact of education appeared at the three-month point, where higher educational achievement produced the biggest increase in job retention rates. The six-month mark results show that there were no participants among those who managed to retain their jobs for six months with an entry Level of education. While the results indicate the existence of large variations within educational levels, it is evident that participants with low level education (i.e., Entry Level or Level 1) had the lowest likelihood of sustaining a job in both the three-months and the six-month points. Due to the limited data on sustained job outcomes, the results are based on bivariate regressions analysis and results should be interpreted with a measure of caution.

Figure 5.3 Probability of sustained job for 3 months: Education effect



Base: 1038 people on JobsPlus.
Source: JobsPlus MI analysis, IES, 2026

Figure 5.4 Probability of sustained job for 6 months: Education effect



Base: 1038 people on JobsPlus.
Source: JobsPlus MI analysis, IES, 2026

5.3 Job progress and other key impact factors

5.3.1 Time to successful job outcome

Regression analysis indicates that the time participants took to achieve a successful job outcome was significantly linked to certain demographic factors, including ethnic background, age and the timing of their entry into JobsPlus programme. The analysis looks at participants who found jobs within the first two months of JobsPlus enrolment and those who found jobs after the first two months. When examining the time it took JobsPlus participants to find work, it is important to recognise that we can only examine participants with **known** successful job outcomes. That is, if some participants found a job outside the period covered by the data, their outcomes are unknown and therefore not examined.

More specifically, the results show a statistically significant difference between participants in the White ethnic group and Asian ethic group participants or Mixed and Multiple ethnic groups. Participants in the Asian ethic group and participants in the Mixed and Multiple ethnic group needed, on average, 14 days longer to get a job compared to White ethic group participants (see Table 5.3).

Table 5.3 Time to job outcome: within 2 months – Ethnicity

	Time to job outcome Coef.	SE	p-value	95% CI
White (including English/Welsh/Scottish/ Northern Irish/British/ Irish/Gypsy or Irish	*Baseline*	.	.	
Black, African, Caribbean or Black British	1.10	3.88	0.778	[-6.77,8.97]
Asian and Asian British	13.82*	5.88	0.025	[1.87,25.76]
Mixed and Multiple ethnic groups	14.10**	4.46	0.003	[5.04,23.16]
Other ethnic groups	-3.30	5.84	0.576	[-15.15,8.55]
Constant	26.90***	1.86	0.000	[23.12,30.68]

Source: JobsPlus MI analysis, IES, 2026
*Bivariate modelling with robust std. errors (clustered at LSOA); Impact reported as regression coefficient. Stars * p<.05, ** for p<.01, and *** for p<.001.*

The regression analysis results also show that, compared with participants aged 16-24, older participants secured a job faster within the first two months of joining JobsPlus. While not all differences were large enough to be statistically significant, participants aged 35 to 44 took significantly fewer days to get a job within two months after enrollment (i.e. on average 12 days less) compared to those aged 16-24 (see Table 5.4).

Table 5.4 Time to job outcome: within 2 months – Age group

	Time to job outcome Coef.	SE	p-value	95% CI
16 to 24	*Baseline*			

25 to 34	-2.21	5.38	0.683	[-13.13,8.71]
35 to 44	-12.26**	4.23	0.006	[-20.85,-3.67]
45 to 54	-8.02	4.14	0.061	[-16.41,0.38]
55 to 64	-8.11	7.20	0.268	[-22.72,6.51]
65+	0.56	3.14	0.859	[-5.81,6.93]
Missing	-4.44	3.14	0.166	[-10.81,1.93]
Constant	33.44***	3.14	0.000	[27.07,39.81]

Source: JobsPlus MI analysis, IES, 2026
*Bivariate modelling with robust std. errors (clustered at LSOA); Impact reported as regression coefficient. N=118. Stars * p<.05, ** for p<.01, and *** for p<.001.*

The regression analysis results for those who secured a job after more than 2 months from enrolment show that compared to participants aged 16-24, older participants aged 65+ needed significantly more days to secure a job, averaging more than 52 days, compared with those aged 16-24 (see Table 5.5).

Table 5.5 Time to job outcome: over 2 months – Age group

	Time to job outcome Coef.	SE	p-value	95% CI
16 to 24	*Baseline*	.	.	
25 to 34	20.14	20.22	0.326	[-20.95,61.23]
35 to 44	-12.91	17.05	0.454	[-47.56,21.74]
45 to 54	10.64	17.02	0.536	[-23.94,45.22]
55 to 64	46.92	36.00	0.201	[-26.25,120.08]
65+	52.33***	10.86	0.000	[30.26,74.40]
Constant	150.67***	10.86	0.000	[128.60,172.74]

Source: JobsPlus MI analysis, IES, 2026
*Bivariate modelling with robust std. errors (clustered at LSOA); Impact reported as regression coefficient. Stars * p<.05, ** for p<.01, and *** for p<.001.*

Cohort was an important factor influencing job outcomes among those who secured employment more than two months after JobsPlus enrollment. Compared to participants in the first cohort, later cohorts secured a job more quickly, with those in the latest two cohorts taking significantly fewer days to secure a job (i.e. 79 and 75 fewer days, respectively) (see Table 5.6).

Table 5.6 Time to job outcome: over 2 months – Cohort

	Time to job outcome Coef.	SE	p-value	95% CI
Q1 July to Sept 2024	0.00	.	.	[0.00,0.00]
Q2 Oct to Dec 2024	-5.73	26.79	0.832	[-60.16,48.71]
Q3 Jan to March 2025	-40.97	23.41	0.089	[-88.54,6.60]
Q4 Apr to June 2025	-78.61**	26.44	0.005	[-132.33,-24.88]
Q5 July to Sept 2025	-75.19**	21.12	0.001	[-118.12,-32.27]
Constant	186.57***	21.21	0.000	[143.46,229.67]

Source: JobsPlus MI analysis, IES, 2026
*Bivariate modelling with robust std. errors (clustered at LSOA); Impact reported as regression coefficient. Stars * p<.05, ** for p<.01, and *** for p<.001.*

5.3.2 Unemployment spell impact on successful job outcome

Regression analysis results on the impact of periods of unemployment on successful job outcomes show that participants with unemployment periods of less than 6 months have a significantly higher likelihood of securing a job than those with longer unemployment periods. Specifically, we grouped participants according to the unemployment duration into three categories: those with unemployment period up to six months, those from six months to 12 months, and those over a year. We first tested each group individually against not-in-that-group (i.e. Models 1-3), then we included all three groups together with the longest unemployment duration as the baseline (i.e. Model 4) and then the shortest unemployment duration as the baseline (i.e. Model 5). The results show that participants unemployed for no more than six months had 3.35 times higher odds of securing a job compared to those unemployed for six months or longer (Model 1 Table 5.7 Logistic regression modelsTable 5.7 below).

When we compare separately those who had been unemployed for 6-12 months and those who had been unemployed for over a year against the baseline of those who had been unemployed for up to 6 months (Model 5), the results show that both comparison groups face a statistically significant penalty, which increases with the length of unemployment. Specifically, compared to participants unemployed for up to 6 months, those unemployed for 6-12 months had 0.42 times the odds of securing a job, whilst those unemployed for more than a year had 0.26 times the odds of doing so.

Table 5.7 Logistic regression models

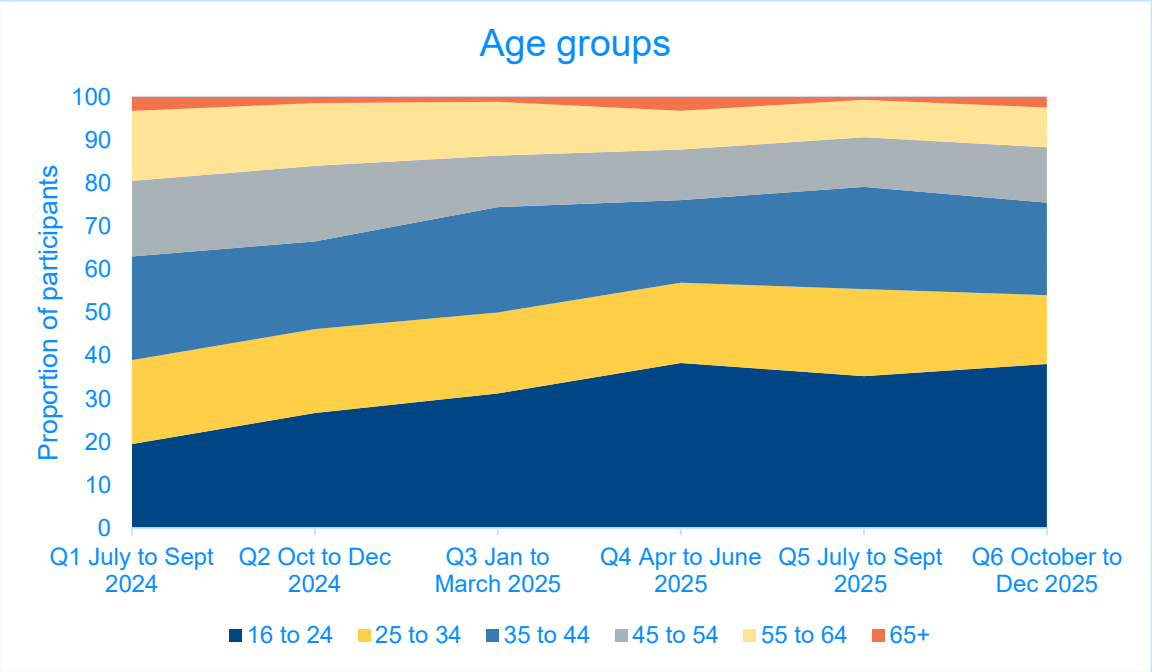
	Model 1		Model 2		Model 3		Model 4		Model 5	
	OR	95% CI	OR	95% CI	OR	95% CI	OR	95% CI	OR	95% CI
Unemployment spell duration										
Up to 6 months	3.35***	[2.16, 5.20]					3.78***	[2.29, 6.23]	*baseline*	
	1.29	[0.88, 1.90]								
6 -12 months			0.76	[0.45, 1.29]			1.59	[0.89, 2.85]	0.42**	[0.24, 0.74]
			0.70*	[0.52, 0.94]						
Over a year					0.32***	[0.20, 0.50]	*baseline*		0.26***	[0.16, 0.44]
					0.47***	[0.34, 0.64]				
Constant	0.26***	[0.20, 0.34]	0.48***	[0.38, 0.61]	0.72*	[0.54, 0.97]	0.23***	[0.17, 0.32]	0.88	[0.63, 1.23]
Observations	988		988		988		389		389	
Chi-square	41.23		5.74		36.44		28.14		28.14	

Source: JobsPlus MI analysis, IES, 2026
*Bivariate/multivariate modelling with robust std. errors (clustered at LSOA); Impact reported as Odds Ratio. Stars * p<.05, ** for p<.01, and *** for p<.001.*

5.3.3 Composition of JobsPlus cohorts

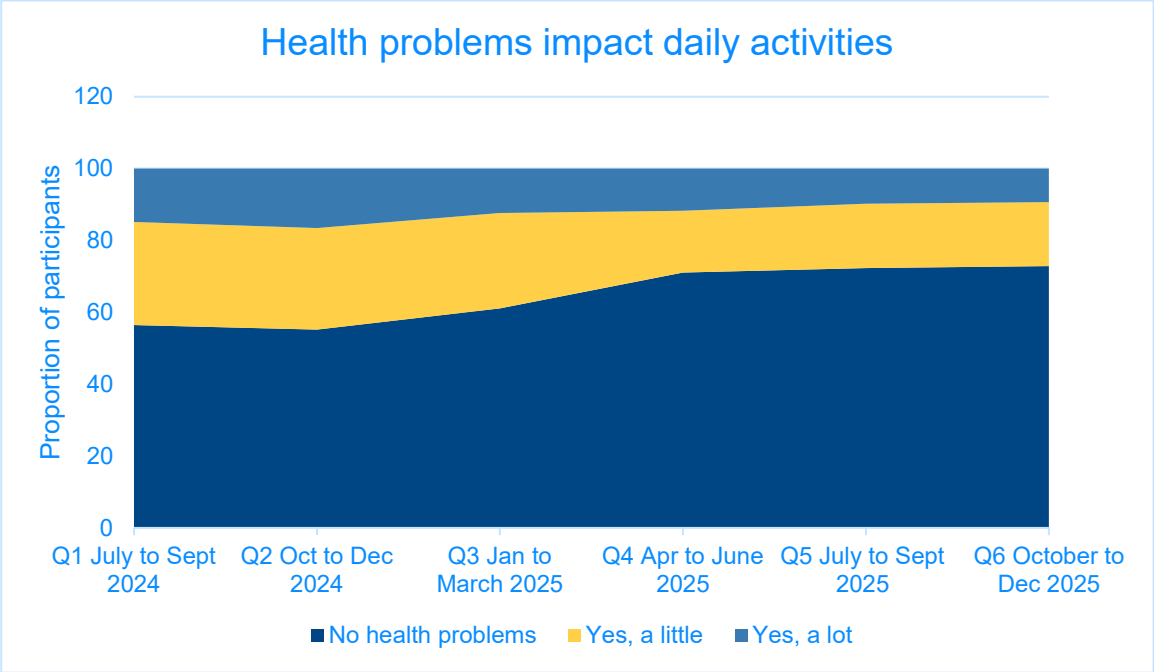
Exploratory analysis of the composition of JobsPlus cohorts shows a clear and consistent shift in age and health-related issues from one cohort to another. The proportion of participants aged 16-24 increases over time (see Figure 5.4) and the proportion of participants who reported health problems affecting their daily activities decreases over time (Figure 5.5). Age and health condition are correlated and therefore decreases in health-related issues in later cohorts reflect the younger demographic.

Figure 5.4 Composition of JobsPlus cohorts: Age groups



Base: 1026 people on JobsPlus with data available on age and date of registration.
Source: JobsPlus MI analysis, IES, 2026

Figure 5.5 Composition of JobsPlus cohorts: Health problems impact daily activities



Base: 741 people on JobsPlus with data available on health conditions and registration date.
Source: JobsPlus MI analysis, IES, 2026

8 Qualitative Comparative Analysis methodology

This chapter outlines the Qualitative Comparative Analysis undertaken to identify key mechanisms and conditions associated with stronger employment outcomes.

Glossary

Qualitative Comparative Analysis (QCA) has several technical terms. These are described below, footnoted when first used in the text, and highlighted in bold throughout the report.

Calibration	Calibration is a process used in QCA to transform ratio variables from the raw numerical data to set membership scores. There are two sources of data used in the calibration process: the raw numerical data for each case (e.g. number of job vacancies per working age population); and membership definition scores which detail the threshold for membership of the set, threshold for full non-membership, and the cross-over point where the case moves to being more out of than in the set. These three benchmarks are then used to transform the original ratio values into fuzzy membership scores using transformations based on the log odds of full membership.
Causal configuration	The arrangement of more than one factor in the causal path that can lead to a specific outcome.
Causal path	The processes or pathways through which an outcome is brought into being.
Consistency	A consistency score is calculated by the QCA software. It refers to the percentage of causal configurations, that is not just single causes, of similar composition, which result in the same outcome value. Therefore, high consistency scores are preferred.
Coverage	The coverage of a QCA solution is calculated by the QCA software. This indicates the number of cases for which a configuration is valid.

Crisp set	A crisp set has two values (0 and 1), and cases are either in or out of the set. There is no scope for partial set membership.
Fuzzy set	A set whose elements have degrees of membership ranging between zero and one. It specifies the degree to which something is true.
Intermediate solution	A QCA result that identifies causal configurations using only those logical assumptions that are theoretically plausible.
Membership scores	The degree to which a case is part of a set. A membership score of 1 indicates full membership in a set, and 0 indicates the case is not a member of the set. In fuzzy sets scores close to 1 (e.g. 0.8) indicate strong but not quite full membership in a set. Scores less than 0.5 but greater than 0 (e.g. 0.2) indicate cases are more "out" than "in" a set, but still weak members of the set.
Necessary condition	A necessary condition is a condition that must be present for an outcome to occur.
Prime implicants	A function that cannot be covered by a more general (more reduced) set or groups of sets and cannot be left out of any solution to the truth table.
Parsimonious solution	The parsimonious solution uses remainder cases, where the outcome is not observed, to generate a logically simpler solution.
Qualitative Comparative Analysis (QCA)	Research methodology based on mathematical set theory which takes a set of cases and systematically compares and through this comparison tries to identify the causal combination(s) of factors in each case that bring about a specified outcome.
Set	A factor that (in theory) affects the chosen outcome. This can be either based on qualitative or quantitative data.
Sufficient condition	A sufficient condition is a condition or set of conditions that will produce the outcome.

Truth table	A table showing how the presence or absence of each set, or factor that (in theory) affects the chosen outcome, varies by case.

8.1 Methodology

QCA systematically compares data collected for each case study to identify the causal combination(s) of factors that bring about a specified outcome in each case. QCA can be particularly useful when researching complex, dynamic systems with lots of points of interaction, and trying to understand how the same outcome may be achieved from several starting points, and via multiple mechanisms. The analysis results in the identification of **necessary** and **sufficient conditions** for an outcome to occur. Necessary conditions are those factors that are *always* present where a particular outcome is observed, while sufficient conditions are observed *across some* cases, not all. QCA analysis identifies factors that are important in specific contexts for outcomes to occur and is therefore well-suited for trying to better understand the complexity of employment support systems which take place within specific localised contexts.

QCA can be applied to various units of analysis, for example country level, or individuals. The evaluation of JobsPlus has gathered qualitative data from ten JobsPlus pilot sites or **cases** (c.15 interviews in each case and observations in each). The 'cases' referred to in this analysis are therefore Barnet, Borehamwood, Leyton, Liverpool, Penge, Maltby, Sheffield, Sittingbourne, Stockton-on-Tees and the Wirral. For the purposes of analysis, these sites have been anonymised.

8.1.1 Creating an outcome measure

Using the theory of change and available evidence from the management information, the outcome measure used in the QCA is the proportion of JobsPlus customers recorded as having a positive work outcome. While the theory of change suggests that positive outcomes for participants include job outcomes or progression into education or training, the management information (MI) did not provide a consistent quantitative measure of education and training as an outcome across sites. Therefore, only work outcomes were used for this QCA.

The MI data provided the proportion[10] of all JobsPlus participants achieving a work outcome per case, between 1st July 2024 and 31st December 2025.

To identify which sites achieved higher work-outcome rates, the proportion of participants with a job outcome was compared with the median rate across all ten cases. Five sites recorded outcomes at or above median (28%) and these were classified as above-median outcomes cases. See Table 8.1 below.

Table 8.1 Proportion of all JobsPlus participants achieving a work outcome by site (case)

	Work outcome achieved
Site A	**38.5%**
Site B	**34.0%**
Site C	**28.6%**
Site D	**28.4%**
Site E	**28.1%**
Site F	27.5%
Site G	26.0%
Site H	25.6%
Site I	13.3%
Site J	11.9%
Site median	**28.0%**

Source: IES analysis of MI data, 2026

8.2 Defining the sets

While QCA offers a systematic, structured, and transparent way of analysing data, it is not fully objective and requires the researcher to make a series of informed assumptions.

One key decision involves selecting the sets or factors that (in theory) influence the chosen outcome. These sets can be based on qualitative or quantitative evidence, but each must be clearly defined and expected to make a causal contribution, and each case is evaluated based on its membership of that set. To keep the analysis manageable, best practice recommends limiting the number of sets to around six and with an upper limit of ten.

[10] Due to the different sizes of cohort per case, the proportion of job outcomes in the case cohort was used rather than number of outcomes.

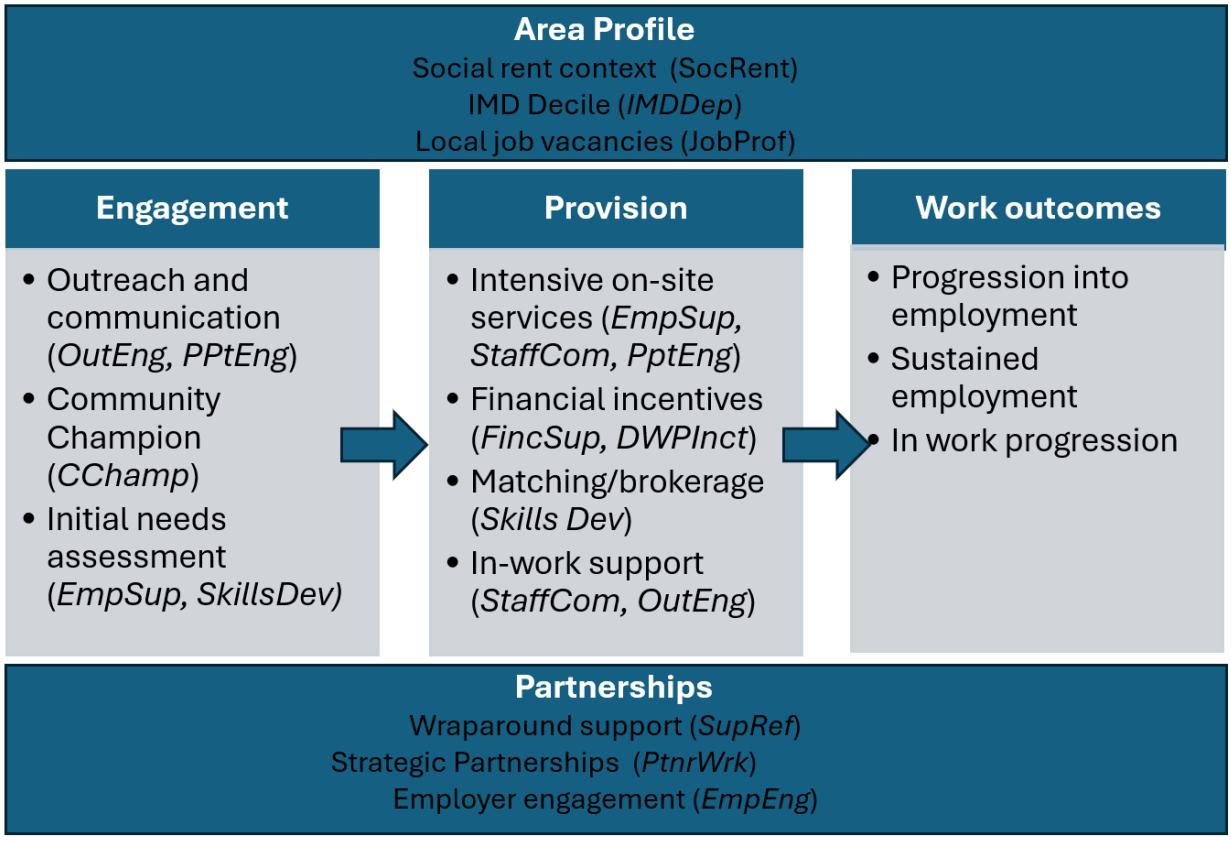
Sets can be either crisp, where membership of the set is binary, or fuzzy, where degrees of set membership are specified. This analysis uses fuzzy set, with the analysis undertaken using fsQCA software.

Theoretical causal chain

Initial evidence suggested that up to 14 potential sets could be included in any potential recipe and was likely to influence work-outcome rates for JobsPlus participants.

These sets are illustrated in Figure 1.1 below as the causal chain. The theoretical causal chain was structured around the activities in the theory of change and used researchers' knowledge of participant journeys through the JobsPlus programme towards the intermediate outcome of a work or earnings outcome.

Figure 1-1 Causal chain: factors affecting positive work and earnings outcomes from JobsPlus Theory of Change



Source: IES, 2026

The sets below describe the potential causal conditions in the QCA and the scope of each condition. In the calibration process, described in further detail below, the scoring rubric and rationale for each of these conditions is discussed further. Each set is defined **and grouped according to the theoretical causal chain**. The variable name used in the analysis is given alongside the condition description in brackets.

JobsPlus provision

- **Appropriateness of training and skills development offer (SkillsDev):** The training and skills development offered to participants is high quality, relevant to participant needs and motivation, as well as being aligned to the local labour market employment opportunities. The training and skills development offer is supported by deep caseworker knowledge of local opportunities and a proactive approach to connecting participants with appropriate training and skills opportunities. This set is based on a judgement derived from the qualitative evidence.
- **Wider financial support (flexible, immediate barrier-removal support) (FincSup):** Hubs provide flexible, discretionary, and immediate/short term financial support (e.g. vouchers for food, interview clothes, travel, phone credit, emergency funds) to help remove practical barriers and to enable participants to progress toward work. Financial support is targeted appropriately to the needs and goals of the participant, often because of effective and sustained engagement activities that build trust between staff and participant, and address barriers effectively. This set is based on a judgement derived from the qualitative evidence.
- **Active community outreach and resident engagement (OutEng):** Hub sites demonstrate intensive, multi-layered and embedded outreach activities in the local area/with the local population. Evidence of resident engagement with JobsPlus activities e.g. residents are aware, interacting with the programme, and participating in activities. Outreach activities use a variety of methods to engage people (both in-person and online) and use a range of outreach approaches, e.g. in person, social media, community events and activities, virtual events, newsletters. Outreach activities are ongoing, and increase engagement over time, especially with groups of interest, such as disadvantaged groups. This set is based on a judgement derived from the qualitative evidence.
- **Quality and appropriateness of employment support from JobsPlus (EmpSup):** Hub sites demonstrate tailored and personalised employment support based on interactive communication, that considers employment preferences, skills and motivations, as well as other participant support needs. Participants feel listened to and actively involved in decision making about their future employment plans. This set is based on a judgement derived from the qualitative evidence.
- **Quality and frequency of staff support and communication (StaffCom):** Hub sites demonstrate evidence of frequent and sustained staff contact with participants across a range of pathways. This includes evidence of differentiated approaches for groups of participants where appropriate e.g. young people. Hub staff tailor communications to individual preference along the duration of support/involvement of participant in the programme, helping to build participant trust. This set is based on a judgement derived from the qualitative evidence.
- **DWP financial incentive (DWPInct):** The degree to which the Into Work Bonus incentive is perceived by staff, participants and employers to influence participant

behaviour, programme participation and engagement, as well as progression into work, or retaining existing work. This condition captures the perceived behavioural effect of the £400 Into Work Bonus , rather than its participant awareness or understanding. Participants report that the into work incentive is a motivator to apply or stay in work, staff describing clear behavioural effects and employers noticing improved stability. This set is based on a judgement derived from the qualitative evidence.

Engagement conditions

These capture the degree to which stakeholders respond, engage or behave in ways the programme expects.

- **Community Champion role and approach (CChamp):** Hub sites demonstrate structured, embedded, visible and trusted the Community Champion role is. Effective role inclusion includes evidence of a clear role definition for Community Champions, as well as local trust and support for the role. It also covers delivery of quality engagement activities as well as participant awareness, and strong role coverage across the site area for engagement and outreach activities. This set is based on a judgement derived from the qualitative evidence.
- **Participant engagement (PptEng):** Evidence of participants demonstrating active, sustained and voluntary engagement with the JobsPlus activities following referral. Participants broadly demonstrate active and sustained participation, and involvement in the support activities offered to them. This set is based on a judgement derived from the qualitative evidence.

Partnership conditions

These conditions describe the partnership and support ecosystem surrounding the hub, especially inter-organisational coordination and support that remove barriers.

- **Range and appropriateness of referrals to and from support organisations (SupRef):** Evidence of participants being connected to relevant and varied external support services, based on participant need, circumstances or specific groups e.g. young people, those with health issues and parents. This condition includes both the range and quality of referrals to support services. This set is based on a judgement derived from the qualitative evidence.
- **Effectiveness of employer engagement (EmpEng):** Evidence of the extent and relevance of relationships between hub staff and employers, as well as the effectiveness of brokerage. Caseworkers understand and respond to local labour market conditions, as well as making appropriate employer links for participants and seeking out connections where there are gaps in their knowledge. This set is based on a judgement derived from the qualitative evidence.

- **Integrated partnership-working (PtnrWrk):** The extent to which the JobsPlus community hub works in an integrated, collaborative and mutually reinforcing way with external support services (employment, health, housing, financial and wellbeing support). There is evidence of consistent collaboration, co-ordinated support pathways and sustained partnerships, that lead to an integrated 'seamless' support experience for participants. Community hubs create a familiar, high quality and easy to access support location, which may include co-located services and/or strong and well-maintained relationships with support services that participants experience as joined up support. This set is based on a judgement derived from the qualitative evidence.

Area profile

- **Proportion of participants in social rented housing/accommodation above 50% (SocRent):** In all areas, the majority of households rent their property through social housing which is higher than the national average (with the exception of Sittingbourne), while others rent privately or live without paying rent, are owned outright or with a mortgage or shared ownership. For the social rent condition, areas where socially rented accommodation accounts for the majority of households (>50%) meet the condition to establish higher social rent areas relative to each other.[11]
- **IMD decile (IMDDep):** Using the 2019 census data, case study areas with LSOA IMD quintiles of 1 or 2 indicating that they are in the most deprived 20% of areas in England and therefore meet the condition. The Indices of Multiple Deprivation (IMD), aims to provide a measure of how deprived a particular localised area is, with the 10% most deprived neighbourhoods are said to be in the IMD decile 1. These areas are usually described as very deprived, because they are more deprived than 90% of neighbourhoods in England. An IMD of 2 means that an area is within the most deprived 20% of areas in England, while an IMD of 3 means the area is within the most deprived 30% of areas, and so on.[12]

  Job profile (JobProf): Where 50% or more of the available job vacancies in the area are lower skilled jobs (i.e. they are SOC codes 6-9), they meet the condition membership threshold. Most hub areas have a lower proportion of workers in graduate-level positions (which are SOC codes 1-3), which generally offer higher salaries. These areas tend to have a higher proportion of workers in other occupations, particularly those in lower-level occupations (SOC codes 6-9).

[11] https://www.nomisweb.co.uk/sources/census_2021

[12] Further information about the Indices of Multiple Deprivation measure can be accessed here: https://www.gov.uk/government/statistics/english-indices-of-deprivation-2019

Scoring Rubic for qualitative conditions (fuzzy sets)

Set name	Definition	Scoring rubric
Active community outreach and resident engagement	The extent to which hub sites demonstrate intensive, multi-layered and embedded outreach activities in the local area/with the local population. Evidence of resident engagement with JobsPlus activities (some residents are aware, interacting with the programme, and participating in activities). Outreach activities use a variety of **methods to engage people through both in person and online' and use a range of different forms of outreach, e.g. in person, social media, community events and activities, virtual events, newsletters. Outreach activities are ongoing, and increase engagement over time, especially with groups of interest (e.g. disadvantaged groups).**	**Excellent:** Outreach is intensive, multi layered, and well embedded; the hub uses multiple outreach channels to engage participant groups, staff are widely recognisable in the community, and visible in multiple community spaces. Strong community engagement, with residents regularly participating in engagement events or contacting the hub because of outreach. Strong inclusion of specific disadvantaged groups e.g. young people, parents, those with childcare responsibilities and long-term health conditions**. (1)** **Good:** Outreach is active and varied but not fully embedded in the local area or with residents. Some variety of outreach methods are used although this might be uneven; staff are visible in some community spaces, but this may not be routine or embedded. Outreach activities prompt moderate resident engagement and participation, although not widespread across the community; some targeting of priority resident groups. Evidence of some increase in reach over time. **(0.67)** **Limited:** Outreach is minimal, inconsistent, or very narrow in terms of participant groups. Outreach activities are prioritised to 1 or 2 methods only. Hub is known mainly to residents who already visit or use other co-located services (if applicable). Little presence of JobsPlus in other community spaces and there is low resident engagement in outreach activities; this is mainly limited to already motivated individuals. Targeted outreach of priority residents may be limited. **(0.33)** **Very limited:** Outreach is absent or the hub site does not conduct any meaningful outreach activities. Residents very unlikely to be aware of or engaged with JobsPlus. Very little presence in community spaces, and staff are not visible. No attempt to reach priority resident groups. **(0)**
Quality and appropriateness of employment support from JobsPlus	Evidence of deep and sustained caseworker-participant support. Tailored and personalised employment support based on interactive communication, considering employment preferences, skills and motivations, as well as other support needs. Participants feel listened to and actively involved in decision making about their future employment plans.	**Excellent:** Intensive, frequent, personalised employment support for most participants. Strong evidence that caseworker support is interactive, and tailored to best meet participant need and motivation, with participants heavily involved in the process. **(1)** **Good:** Staff demonstrated regular meaningful support for participants. Consistent evidence that caseworker support is tailored to participant preferences and needs, and is generally interactive, but on occasion there may be other factors other than participant need or motivation that are prioritised e.g. local employment priorities. **(0.67)** **Limited:** Light-touch or inconsistent employment support with most participants, although there may be occasional, less frequent instances of personalised caseworker support. Generally limited evidence that employment support is tailored to participant need or motivation. **(0.33)** **Very limited:** No consistent 1-1 caseworker support delivered to most participants. Evidence that most employment support is driven by factors other than participant need and motivation. **(0)**

Participant engagement	Evidence of participants demonstrating active, sustained and voluntary engagement with the JobsPlus activities following referral. Participants broadly demonstrating active and sustained participation, and involvement in the support activities offered.	**Excellent:** High engagement from most participants; active, voluntary participation is the norm. High attendance rates across support activities, and good responsiveness to staff contact. Engagement is voluntary and generally sustained over time not just at sign-up. **(1)** **Good:** Participant engagement is moderate to strong; engagement from many participants, but some may not fully engage, showing partial or inconsistent engagement. Mixed responsiveness to staff outreach; most attend key activities with drop off occurring for some. **(0.67)** **Limited:** Participant engagement is inconsistent; active participation is less common and is the exception rather than the norm. Attendance is sporadic and many may miss sessions, low responsiveness to contact. Limited evidence of sustained engagement without being heavily prompted by staff. **(0.33)** **Very limited:** Participants are largely disengaged; low attendance across activities and active participation is limited e.g. participants rarely attend follow ups, and many are unresponsive to contact. Very limited evidence of sustained participant involvement/engagement. **(0)**
Quality and frequency of staff support and communication	Evidence of frequent and sustained staff contact with participants across a range of pathways, including differentiated approaches for groups of participants where appropriate e.g. young people. Demonstration of communications being tailored to individual preference along the duration of support/involvement of participant, helping to build participant trust.	**Excellent:** Structured, proactive, long-term support at frequent intervals; highly tailored communication. Evidence of frequent and well-documented contact across participant pathways. Long term and proactive and adapted to participant needs. Strong evidence of tailoring to individual need and circumstances and differentiated approaches for different groups. **(1)** **Good:** Regular but inconsistent support, although good elements of tailoring. Staff mostly maintain participant contact at regular intervals but may not always be deeply sustained or long term. Evidence of tailoring and personalisation to different groups, but limited adaptation as circumstances changes for example, differentiation may be applied inconsistently. **(0.67)** **Limited:** Light touch or sporadic support with minimal tailoring. For example, evidence of occasional light-touch check-ins, but largely participant-led or reactive, with regular contact gaps. Limited tailoring of communications, often generic, with very limited examples of tailoring for specific groups. **(0.33)** **Very limited:** No or very limited evidence of staff support or communication. For example, contact is absent, or purely administrative, with no tailoring to participant need/preference. None of very limited evidence of sustained in-work or follow up support **(0)**
Appropriateness of training and skills development offer	The extent to which the training and skills development offered to participants is high quality, relevant to participant needs and motivation, as well as being aligned to the local labour market employment opportunities. The training and skills development offer is supported by deep caseworker knowledge of local opportunities and a proactive approach to connecting participants with appropriate training and skills opportunities.	**Excellent:** The training offer is consistently strong, relevant and aligned with participant needs and motivation, as well as local labour market needs. (1) **Good:** The training offer is mostly relevant and useful; but may occasionally be uneven. Some linkage to local labour market needs. **(0.67)** **Limited:** The training offer is generally relevant and useful but not consistent for? all participants or pathways. **(0.33)** **Very limited:** Very little or no evidence of meaningful training or skills development opportunities. **(0)**

Effectiveness of employer engagement	The extent and relevance of relationships between staff and employers, and the effectiveness of brokerage. The ability of caseworkers to understand and respond to local labour market conditions, as well as the appropriateness of employer links for participants and seeking out connections where there are gaps in their knowledge.	**Excellent:** Consistent, strategic and mutually beneficial employer engagement. Evidence of sustained partnerships and high-quality brokerage. Staff seek out employer connections where gaps exist. **(1)** **Good:** Employer engagement exists and often works well, but depth or consistency may be uneven. Brokerage quality is mixed; labour market knowledge is generally good but may not be comprehensive**. (0.67)** **Limited:** Employer engagement is limited, or shallow e.g. contact occurs but may be transactional or limited e.g. vacancy sharing. Little co-design or partnership working; brokerage is weak and tailoring to employer need is limited. Caseworkers have some, albeit limited labour market knowledge. **(0.33)** **Very limited:** No meaningful employer engagement or what exist may be ineffective, with very few examples of employer partnerships and no evidence of brokerage. Lack of caseworker local labour market knowledge. **(0)**
Wider financial support (flexible, immediate barrier-removal support)	The extent to which hubs provide flexible, discretionary, and immediate/short term financial support (e.g. vouchers for food, interview clothes, travel, phone credit, emergency funds) to help remove practical barriers and to enable participants to progress toward work through its provision. Financial support is targeted appropriately to the needs and goals of the participant, often because of effective and sustained engagement activities that build trust between staff and participant, and addresses barriers effectively.	**Excellent:** Comprehensive and person-centred support offer that consistently removes barriers and enables progression towards work; wide range of financial support available to draw from. Staff have high discretion to tailor support as appropriate, support is proactively offered during engagement, not only when requested. **(1)** **Good:** Meaningful and active financial support offer, but may be limited in flexibility, immediacy or tailoring. Several types of financial support offered, but not the full range. Staff can exercise discretion, but this may be limited by other factors e.g. budgets, process or eligibility. Support contributes to removing barriers to work, although it could be uneven in some areas, or not consistently embedded. **(0.67)** **Limited:** At this level, basic or intermittent financial support may be offered, but has a limited ability to remove barriers to work. This may look like only one or two options for support i.e. little tailoring to participant needs, or the process may be slow and rarely linked well to progression outcomes. **(0.33)** **Very limited:** No meaningful financial support offer in place; no discretionary financial support with barriers is evidenced at the hub, despite residents frequently citing financial or cost-related barriers to progressing into employment**. (0)**
Range and appropriateness of referrals to and from support organisations	The extent to which participants are connected to relevant and varied external support services, based on participant need, circumstances, or specific groups e.g. young people, those with health issues, parents. This includes both range and quality of referrals to support services.	**Excellent:** There is a consistent provision of appropriate, well-tailored and varied referrals to support services that match participant needs. Clear assessment of participant needs and a varied range of support services are utilised. **(1)** **Good:** Referrals to support services are generally relevant but some may not be tailored directly to participant needs. A moderate range of support services are used, but there may occasionally be gaps; referrals are generally tailored. **(0.67)** **Limited:** Generic referrals to support services with occasional or infrequent tailoring to participant need. Limited range of external organisations and/or caseworker knowledge of options are limited; referrals may be reactive rather than proactive. **(0.33)**

		Very limited: No evidence of support service referrals; staff focus on JobsPlus provision only, no or extremely limited awareness of local support available **(0)**
Community Champion role and approach	Assesses how structured, embedded, visible and trusted the community champion role is. Effective role inclusion includes evidence of a clear role definition for community champions, as well as local trust and support for the role. It also covers delivery of quality engagement activities as well as participant awareness, including strong role coverage across the site area for engagement and outreach activities.	**Excellent:** Strongly embedded community champion role; deep local trust, strong embeddedness e.g. community champion(s) are well known, visible, trusted and well respected by both staff and participants. There is evidence of a sustained referral flow and collaboration with staff. The role is clearly structured and supported/supervised by hub staff. **(1)** **Good:** Moderately embedded community champion role; some level of local trust and awareness, as well as respect for the resident community champion(s), although this may be harder to distinguish, e.g. positive relationships with some parts of the community, but less established in others. Evidence that participants are aware of champions, but awareness is not widespread. Role may have some elements of structure and support from hub staff, although these may not always be clearly defined. **(0.67)** **Limited:** Weak or uneven community links; limited trust, visibility, or referral activity many participants unaware of the role or expressing distrust. The community champion role may have some loose definition or structure but may be poorly integrated into the programme, with little supervision from the hub site/staff. **(0.33)** **Very limited:** No or little evidence of meaningful embedding of the community champion role at the site. No visible champion activity at the site or evidence of community engagement led by champions; staff are largely unaware of the role or may have actively chosen not to prioritise it in the programme. **(0)**
DWP financial incentive	Evidence of the degree to which the Into Work Bonus incentive is perceived by staff, participants and employers to influence participant behaviour, programme participation and engagement, and progression into work, or job retention. This condition captures the perceived behavioural effect of incentive of the £400 Into Work Bonus, rather than its awareness or understanding. Participants report that the into work incentive is a motivator to apply or stay in work, staff describing clear behavioural effects and employers noticing improved stability.	**Excellent:** Participants explicitly describe the Into Work Bonus as influencing their decisions to start work, stay in work or increase hours/progress in work. Often mentioned as a key motivator or influence. Staff and/or employers observe a difference, and this is perceived as a common motivator across the hub site. **(1)** **Good:** Some evidence of motivational influence of the Into Work Bonus although it may be supplementary, rather than the primary influence on participants job entry and retention. Staff may describe the bonus as a useful retention tool in some scenarios or for some groups e.g. stronger for parents of young children, or those experiencing financial difficulties, but accounts may be mixed. Employers may note occasional motivating effects. **(0.67)** **Limited:** Occasional or weak evidence of an effect. Participants broadly report a limited motivational effect of the Into Work Bonus; may be seen as a nice extra but not a strong influence on job entry or retention. Staff predominantly perceive the bonus effect as incidental to the main programme offer, although it may have an effect in a small number of cases. Employers generally do not report any perceived effects due to the bonus. **(0.33)** **Very limited:** Into Work Bonus is rarely or never cited as influence on job entry or retention by participants who report choices are made entirely by other factors e.g. personal circumstances, job quality, flexibility, sector). Staff and/or employers may describe the Into Work Bonus as irrelevant. **(0)**

Integrated partnership-working	Assessing the extent to which the JobsPlus community hub works in an integrated, collaborative and mutually reinforcing way with support services (employment, health, housing, financial and wellbeing support). How far there is evidence of consistent collaboration, co-ordinated support pathways, and sustained partnerships, that lead to an integrated 'seamless' support experience for participants. Community hubs create a familiar, quality and easy to access support location which may include co-located services and/or strong and well-maintained relationships with support services, building what participants experience as joined up support.	**Excellent:** Strong, evidence of embedded collaboration across services; integrated pathways where participants are moved between services smoothly. Regular joint working and familiarity between staff across services. If relevant, co-location is fully utilised, or if not present then non-co-located services work well due to strong relationships and clear communication. **(1)** **Good:** Moderate evidence of collaboration between hub staff and support services, although the depth of integration may vary across support services. Some evidence of joint working practices, and good familiarity of JobsPlus staff with services, although this may not be across all services/may not be consistent. **(0.67)** **Limited:** Weak or sporadic evidence of collaboration, partnerships or co-location across services. Referrals to support services are largely one-way rather than collaborative and may be ad-hoc rather than part of staff regular practice. Participants don't usually experience services as joined up. JobsPlus have a basic awareness of other services, with little communication. **(0.33)** **Very limited**: None or rare evidence of meaningful collaboration between hubs and support services; referrals rarely occur and participants may experience support as fragmented, with duplication or repetition. Staff have little knowledge of other services, or roles. If co-located, there is no collaboration or partnership between organisations. (0)

Analysis

The analysis used ‘fuzzy’ sets, where factors are marked on a scale, rather than solely using crisp sets (which denotes the presence/absence of factors). This approach addresses the complexity of data collected in the cases and reflects the degree to which sets affecting the outcome condition are present. Unlike a crisp set, these vary by degree (not just presence/absence) and are meaningfully assessed using qualitative evidence collected by the evaluation team; the scoring of these sets reflected the quality, intensity, or effectiveness of conditions rather than simple counts.

Evidencing fuzzy set conditions using qualitative data

Qualitative evidence from interviews and case lead discussions informed the assessment of how strongly each set was present at each site, allowing qualitative information to be expressed in a consistent and comparable way across all cases. Case leads were asked to score the fuzzy set conditions using a scoring rubric, which contains explanatory detail as part of the calibration process (see above).

Calibration process

Calibration is the process of converting qualitative information about each case into fuzzy set scores that express how strongly a case belongs to a condition. Each condition was scored using four anchor points: 0, 0.33, 0.67, and 1 by case leads. These values represent increasing degrees of membership:

- **1** = the condition is fully present
- **0.67** = the condition is present to a moderate or strong extent
- **0.33** = the condition is present only to a limited or weak extent
- **0** = the condition is clearly absent

Each site was compared against the same criteria and assigned the score that best reflected the evidence available. This ensured that differences across sites were expressed in a consistent and transparent way. These calibrated scores formed the basis for the truth table and the fsQCA analysis, allowing identification of patterns in how different combinations of conditions relate to **the above median % work outcome**.

Calibration/scoring moderation

A moderation process ensured that scoring remained fair and consistent across all sites. An initial team moderation meeting enabled case leads to discuss the scoring rubric and the rationale applied within their sites. This was followed by a review of assessments by the QCA leads and further discussion with case leads to clarify how activities operated in practice and to confirm that scores accurately reflected local delivery. These short validation meetings helped resolve any uncertainties and ensured that the final scores were robust, reliable and agreed by those closest to each site’s data.

Truth table minimisation process and fsQCA analysis

A truth table minimisation process identified the combinations of conditions linked to positive outcomes across the sites. After converting each site's scores into fuzzy-set values, the truth table grouped cases by shared configurations and assessed how consistently each configuration led to the outcome. Configurations that met the consistency threshold were then simplified using standard minimisation procedures which reduced complex combinations to the smallest set of conditions that still explain the pattern in the data. 14 sets were therefore reduced to 6 during this process, which allowed us to identify the most meaningful causal pathways, ensuring that the final solutions were both data driven and easy to interpret.

The scores allocated to each set, by case, are shown in Table 8.2 below. These judgements were formed following analysis of the evidence collected and the truth table minimisation process.

In minimising the truth tables, the established frequency cut off was set as 1, because of the relatively small number of cases in the analysis. This meant that at least one case had to be contained in each solution. Possible pathways that did not meet this threshold were removed. The consistency cut off used to determine how consistently a configuration is a subset of the outcome, was 0.8 (the default)[13].

At consistency level 0.8 there were **no prime implicants**. A prime implicant is a function that cannot be covered by a more general (more reduced) set or groups of sets and cannot be left out of any solution to the truth table. Therefore, in this output there were no functions to reduce.

Analysis of the minimised truth table was conducted using fsQCA software, automatically calculated how well each configuration matched the outcome. The software assessed consistency and coverage, and produced the parsimonious, intermediate, and complex solutions, allowing us to see which conditions formed the strongest and most reliable

[13] A consistency score is calculated by the QCA software. It refers to the percentage of causal configurations of similar composition which result in the same outcome value. Therefore, high consistency scores are preferred.

pathways. This provided a clear, systematic way to identify the configurations most closely linked to successful outcomes.

Table 8.2 Minimized Truth Table

Cases	Outcome	SocRent	SkillsDev	CChamp	EmpEng	SupReef	FincSup
Site D	1	0	0.33	0.67	0.33	0.67	0.67
Site C	1	1	0.33	0.67	0.33	1	0.33
Site B	1	1	0.33	0.67	0.67	0.67	0.67
Site E	1	1	1	1	0.67	0.67	1
Site J	0	1	0.33	0.33	0.67	0.33	0
Site H	0	1	0.67	0.33	0.67	0.67	0.67
Site G	0	0	0.33	0.33	0.33	0.33	0.33
Site I	0	0	0.67	0.33	0.33	0.67	0.67
Site F	0	0	0.67	0.33	0	0.33	1
Site A	1	0	0.67	0.67	0.67	0.67	1

Results

A fuzzy-set QCA was used to identify the **causal configurations** linked to the outcome, using six conditions that were retained after the minimisation process:

- SocRent: Proportion of participants in social rented housing/accommodation above 50%
- SkillsDev: Appropriateness of training and skills development offer
- CChamp: Community Champion role and approach
- EmpEng: Effectiveness of employer engagement
- SupRef: Range and appropriateness of referrals to and from support organisations
- FincSup: Wider financial support (flexible, immediate barrier-removal support)

The truth table construction applied a **frequency cutoff of 1 and a consistency threshold of 0.75188**. The analysis produced both a parsimonious and intermediate solution which together help distinguish the core causal configuration from more restrictive, theoretically informed combinations.

Causal configurations

Parsimonious solution

The parsimonious solution identifies a single causal configuration that **is sufficient for the outcome of above median job outcomes to occur:**

SocRent * CChamp * FincSup

This three condition causal pathway combines a strong social renting context (greater than 50% in the local area), a highly engaged and embedded Community Champion approach, and a high level of tailored discretionary financial support for programme participants.

This causal configuration shows high consistency (0.858), exceeding the sufficiency benchmark of 0.80. This indicates that cases exhibiting this causal configuration almost always display the outcome (e.g. above median % work outcomes). This causal configuration also demonstrates moderate explanatory power, with a raw coverage of 0.40, meaning that it accounts for 40% of the outcome membership across the case dataset. The coverage is unique (0.40), demonstrating that no other causal paths contribute additional explanatory value.

Two cases (Site E and Site B) exhibit membership above 0.5 for this causal configuration, which provides empirical support for this pathway. These two case study areas share a combination of strong community champion approach and discretionary financial support within a high social-rent area context, pointing to a coherent mechanism through which local capacity and embedded support structures may jointly contribute to achieving job outcomes above the median relative to all pilot sites.

Intermediate solution

The intermediate solution produced a more restrictive causal configuration:

SocRent * CChamp * EmpEng * SupRef * FincSup

This causal pathway retains the same core conditions as the parsimonious pathway, while adding two further conditions: EmpEng and SupRef. The inclusion of these additional elements reflects the use of directional assumptions or conservative minimisation criteria but does not alter the underlying empirical pattern: the same two cases (Site E and Site B) satisfy this configuration. This five condition causal pathway combines a strong social renting context (greater than 50% in the local area), a highly engaged and embedded Community Champion approach, and a high level of tailored discretionary financial support for programme participants, with a strong employer partnership and engagement approach, as well as highly relevant participant referrals to external support organisations, where appropriate. Consistency for this causal configuration remains high at 0.835, indicating that it also represents a reliable route to the outcome. However, raw coverage decreases to 0.334, showing that this five-condition causal pathway explains less of the outcome set. The narrowing of coverage suggests that EmpEng and SupRef are peripheral rather than core elements they co-occur with the core causal pathway in the successful cases but are not required to produce the outcome.

Limitations

This analysis is based on a small number of cases (10 in total), which limits the extent to which findings can be generalised across different settings. With relatively few cases and several conditions under consideration, the model has less variation to work with as the conditions had to be reduced, and the causal recipe was therefore shorter. This means that some pathways may appear stronger simply because of how the cases in the dataset are configured, rather than because they represent broader patterns. In addition, fsQCA is sensitive to calibration choices, so even small changes in scoring thresholds or inconsistencies in how conditions were assessed may affect which configurations emerge as sufficient. To mitigate this, the minimisation process excluded several provision conditions where there was little variation in scores to demonstrate clear differences in scoring around sets.

Additionally, some QCA conditions are inherently more difficult to measure consistently than structural features of the area profile or demographics like levels of social renting for example. This can be the case particularly for conditions requiring a qualitative judgement relating to engagement, championing, or wraparound support and referrals. It should be noted that many of these conditions were minimised in the truth table as they tended to cluster around the 0.67 and 1 anchor points, indicating that despite regional variations, the delivery of these components of the programme was valued as good or excellent by case leads based on the scoring rubric. These judgement-based scores may reflect differences in reporting or interpretation rather than true variation on the ground, introducing potential measurement bias. As a result, the findings should be viewed as indicative rather than definitive and interpreted alongside qualitative evidence and knowledge of local context to ensure an accurate understanding of what drives successful work outcomes.

9 Impact evaluation

This chapter presents a descriptive analysis of DWP and HMRC administrative data on observed employment and earnings outcomes in the JobsPlus pilot sites and the selected comparison areas to supplement the information reported in Chapter 9 in the main body of the report. It also provides details of the numbers underlying the impact estimates shown in chart form in Chapter 9, as well as including a series of charts showing the impact estimates and their 95% confidence intervals for the impacts on the likelihood of being on out-of-work benefits or in employment at monthly intervals.

Table 9.1 presents the underlying data showing the percentage of the post-intervention analysis sample in the JobsPlus pilot and comparison areas attaining each of the primary and secondary outcomes. Figures illustrating these outcomes are shown in section 9.2. in the report.

Table 9.1 Outcomes of individuals in the pilot sites and comparison areas

	Pilot sites		Comparison Areas		
Baseline characteristics	**Frequency**	**Percent**	**Frequency**	**Percent**	**P values**
Employed at some point during 3 months after baseline	2,706	23.7	3,508	25.3	0.003**
Employed at some point during 5 months after baseline	2,803	24.5	3,637	26.2	0.002**
Employed in the first month after baseline	2,562	22.4	3,334	24.0	0.002**
Employed in the second month after baseline	2,564	22.4	3,329	24.0	0.003**
Employed in the third month after baseline	2,554	22.3	3,314	23.9	0.003**
Employed in the fourth month after baseline	2,540	22.2	3,303	23.8	0.002**
Employed in the fifth month after baseline	2,519	22.0	3,297	23.8	0.001***
On out of work benefits in the first month after the baseline	9,987	87.3	11,958	86.2	0.012*
On out of work benefits in the second month after the baseline	9,830	85.9	11,733	84.6	0.003**
On out of work benefits in the third month after the baseline	9,796	85.6	11,706	84.4	0.007**
On out of work benefits in the fourth month after the baseline	9,724	85.0	11,596	83.6	0.003**
On out of work benefits in the fifth month after the baseline	9,612	84.0	11,460	82.6	0.003**
Earnings in the first month following the baseline		£244.98		£265.40	0.007**

Earnings in the second month following the baseline	£254.72	£276.16	0.006**
Earnings in the third month following the baseline	£257.78	£281.86	0.002**
Earnings in the fourth month following the baseline	£238.49	£266.00	0.000***
Earnings in the fifth month following the baseline	£265.72	£298.22	0.000***
Cumulative earnings over three months following the baseline	£760.45	£825.72	0.004**
Cumulative earnings over five months following the baseline	£1,265.77	£1,396.15	0.001***

*Source: DWP data. Based on analysis of data for 11,439 individuals from pilot sites and 13,867 individuals from the comparison areas. ***=statistically significant at the 1% level; **=statistically significant at the 5% level; *=statistically significant at the 10% level.*

Table 9.2 reports the impact of JobsPlus on the percentage of the analysis sample who were employed at any point in the first quarter following the baseline month (the primary outcome). This is also illustrated by Figure 9.8 in section 9.3 in the main body of the report. The intervention increased the likelihood of being employed at any point over this period by just 0.1 percentage points. As the lower and upper bounds of the 95% confidence intervals fell on either size of zero, JobsPlus did not have a clear impact on the likelihood of being employed in the November 2024 to January 2025 quarter.

Table 9.2 Impact estimate for primary outcome

	Impact	Standard error	Lower confidence interval	Upper confidence interval
Primary outcome: % Employed in the first 3 months following baseline	0.1	0.3	-0.5	0.7

*Source: DWP data. Based on analysis of data for 20,763 individuals in the pilot sites and 25,384 individuals in comparison areas. ***=statistically significant at the 1% level; **=statistically significant at the 5% level; *=statistically significant at the 10% level.*

As it was possible to observe outcomes for a period of up to five months (November 2024 to March 2025) after the baseline observation (October 2024), Table 9.3 reports the impact of JobsPlus on the percentage of the analysis sample who were employed at some point in the first five months following the baseline month. Again, the estimated impact of JobsPlus was only 0.1 percentage points and this finding was not statistically significant, as is evident from the lower and upper bounds of the 95% confidence intervals spanning zero. Section 9.3 of the main report presents the same findings in chart form (Figure 9.8 and Figure 9.9).

Table 9.3 Impact estimates for secondary outcomes

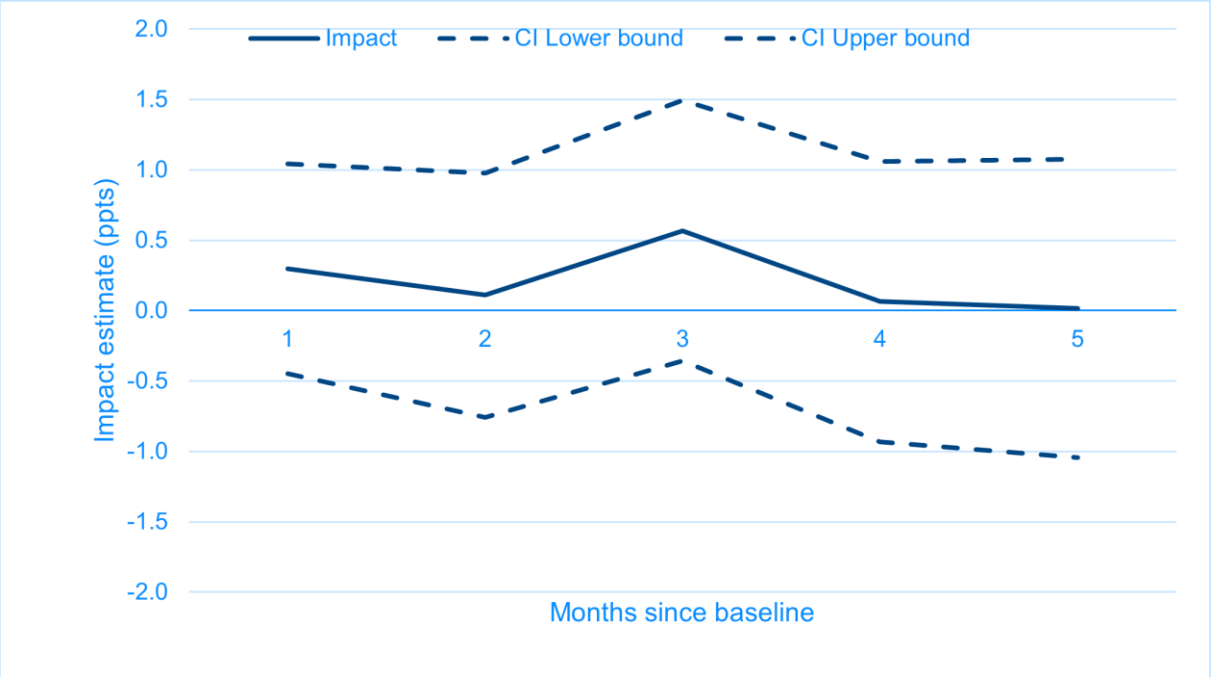
	Impact	Standard error	Lower confidence interval	Upper confidence interval
Secondary outcome: % Employed in the first 5 months following baseline	0.1	0.4	-0.6	0.8
Secondary outcome: Cumulative earnings (£) in the quarter following baseline	-£1.94	£20.06	-£41.26	£37.39
Secondary outcome: Cumulative earnings (£) over the five months following baseline	-£30.78	£33.34	-£96.13	£34.56

*Source: DWP data. Based on analysis of data for 20,763 individuals in the pilot sites and 25,384 individuals in comparison areas. ***=statistically significant at the 1% level; **=statistically significant at the 5% level; *=statistically significant at the 10% level.*

The impact of JobsPlus on cumulative earnings in the quarter following the baseline was also negligible (see Table 9.3), again as might be expected given the short-term tracking that has been possible in time for this report. Those in the pilot sites had earnings that were £1.94 lower over this three-month period than would have been expected without JobsPlus. Once again, this impact estimate was not statistically significant

There was a slightly bigger negative impact from JobsPlus on cumulative earnings over the five months following baseline. Over this period, earnings were £30.78 lower for the analysis sample in the pilot sites than would have been expected if JobsPlus had not been introduced. However, this finding was still not statistically significant at conventionally accepted levels. Figure 9.1 shows how the likelihood of being on out-of-work benefits was affected by JobsPlus over the five months following the baseline observation. The 95% confidence intervals fall on either side of the X-axis, indicating that the impact estimates were not statistically significant in any of the five months considered. These impact estimates ranged between zero and 0.6 percentage points in all months, suggesting that even if JobsPlus increased the likelihood of being on out-of-work benefits over this period, any negative effects were very slight.

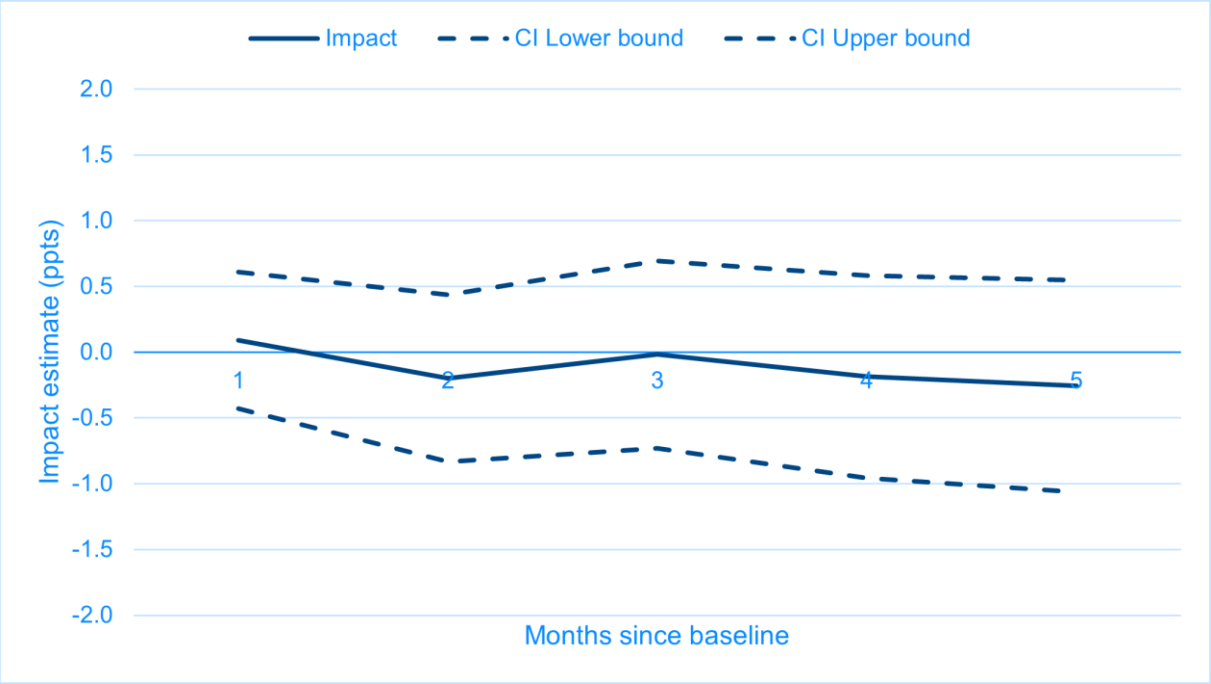
Figure 9.1 Impact estimates for monthly benefit outcomes



Source: DWP data. Based on analysis of data for 20,763 individuals in the pilot sites and 25,384 individuals in comparison areas.

JobsPlus did not have a clear impact on the likelihood of the analysis sample being employed in the five months following the baseline observation. This is apparent from the fact that the lower and upper bounds of the 95 per cent confidence intervals around the impact estimate in Figure 9.2 fall either side of zero on the y-axis, as well as the small size of the impact estimates in each month. These impact estimates ranged from -0.3 to 0.1 percentage points.

Figure 9.2 Impact estimates for monthly employment outcomes



Source: DWP data. Based on analysis of data for 20,763 individuals in the pilot sites and 25,384 individuals in comparison areas.