



**MINISTRY OF SOCIAL
DEVELOPMENT**
TE MANATŪ WHAKAHIATO ORA

30 May 2024

Tēnā koe

Official Information Act Request

Thank you for your email of 28 May 2024, requesting a copy of the July 1999 report evaluating the last work-for-the-dole scheme in the 1990's. I have considered your request under the Official Information Act 1982 (the Act). Please find my decision on your request set out below.

Please find attached the requested report, titled *An Evaluation of the Expanded Community Taskforce Programme*, dated July 1999.

I will be publishing this decision letter, with your personal details removed, on the Ministry's website in due course.

If you wish to discuss this response with us, please feel free to contact OIA_Requests@msd.govt.nz.

If you are not satisfied with my decision on your request, you have the right to seek an investigation and review by the Ombudsman. Information about how to make a complaint is available at www.ombudsman.parliament.nz or 0800 802 602.

Ngā mihi nui

pp.

Magnus O'Neill

**General Manager
Ministerial and Executive Services**



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An Evaluation of the Expanded Community Taskforce Programme

Centre for Operational Research and Evaluation
Department of Work and Income

July 1999

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Executive summary

The Community Taskforce (CTF) programme was in existence from 1991 to 1998. The objectives of the CTF programme were to:

1. provide eligible job seekers registered for 13 weeks or longer with the opportunity to gain part-time work experience in a supportive environment, in order to move them closer to employment;
2. enable sponsors to complete projects of benefit to the community or environment that could not otherwise be done; and
3. provide an opportunity to assess a job seeker's commitment to job search.

In mid-1997, the programme was modified and expanded as part of the Government's employment strategy to advance the concept of community work and training. Until mid-1997 the national targets for job seeker participation in CTF were 2,500 job seekers at any one time. The expansion saw the targets increase to between 7,000 and 10,000 job seekers participating at any one time. It was expected that this target would be reached by 30 June 1998.

Until the 30th of September 1998 the New Zealand Employment Service (NZES) administered the CTF programme. From 1 October 1998, NZES was integrated into a new government department, Work and Income New Zealand (WINZ), and CTF was replaced with the Community Work programme. Although there were modifications to the programme parameters and changes to the method of delivery, the objectives of the Community Work programme have remained largely the same as CTF.

This report is the final of a three-part evaluation of the Community Taskforce programme¹. It provides information on five aspects of the CTF programme:

1. CTF programme characteristics;
2. impact of CTF on employment and other outcomes;
3. costs of the CTF programme;
4. community and/or environmental benefits; and
5. displacement.

The evaluation itself covers the period of CTF's expansion, which is from 1 July 1997 to 30 September 1998. The expansion of CTF is compared to the 12 months leading up to the expansion of CTF (1 July 96 to 30 June 1997) to provide a contrast to the expansion phase.

Programme characteristics

The evaluation examined the number and characteristics of job seekers who were placed into CTF as well as the types of organisations who used the programme to complete community and environmental projects.

CTF met its target of between 51 and 73 per 1,000 eligible job seekers² participating in the programme by the end of June 1998. From June 1998 until the end of the programme (September 1998) the participation rate levelled off at around 60 per 1,000 eligible job seekers.

¹ The first report, in December 1997, was an interim evaluation paper to Cabinet. The second was a process evaluation (NZES, 1998) to the Minister of Employment.

² This is calculated on the basis of between 7,000 and 10,000 job seekers participating on CTF at any one time.

Effects of the CTF expansion

The expansion of CTF was successful in increasing participation among the long-term unemployed, with the probability of participating in CTF increasing with duration on the register.

Demographically, participation was highest amongst Maori, older job seekers and women, whilst geographically, those in rural areas were more likely to participate in CTF compared to job seekers in metropolitan centres.

The majority of CTF projects were undertaken by voluntary and government organisations (primarily state schools). A small percentage (4%) was from the private commercial sector. The expansion of CTF did not greatly alter the types of organisations that participated in CTF. However, schools have become less dominant amongst sponsor types since the expansion of the programme.

Although small in terms of total sponsors, private commercial organisations recorded a large increase in the use of CTF following the expansion of the programme.

Just over half of the CTF project sponsors between July 1997 and September 1998 were new organisations who had become involved in CTF since its expansion, with the remainder of CTF work provided by existing sponsors taking on more CTF participants for longer periods of time.

Employment and other outcomes

A key question guiding this aspect of the evaluation was whether the use of the CTF programme affects training and employment (subsidised and unsubsidised) outcomes for participants. The evaluation utilised two methods of analysis, the first a Control/Exposure group design and the second a quasi-experimental design that compared outcomes between CTF participants and non-participants. Participation in CTF did produce positive employment *outcomes*, from a sample of 2,000 participants 25.0% were in unsubsidised employment on 1 November 1998, and a further 7.1% were in training or subsidised employment. However, neither set of results showed that participation in CTF increased the probability of moving into unsubsidised employment or training compared to non-participants. However, both methods of analysis contained limitations that diminish their ability to determine the effectiveness of CTF. With the Control/Exposure approach, only a small proportion of the exposure group actually went onto CTF, while a small proportion of the control group, who were to be denied access, actually participated in CTF. With the quasi-experimental approach, it is not possible to control for *all* characteristics that might affect results. As a consequence of these limitations it is not possible to draw any firm conclusions.

Costs of the CTF programme

The cost of CTF was analysed by comparing the cost to NZES and Income Support (combined to form WINZ) of job seekers who participated in the programme and those who did not. The findings showed the average weekly income support and administrative and subsidy work programme costs of job seekers on CTF were lower than Job Plus, Job Connection or Taskforce Green, although the difference was only significant for the latter two. Over the 12 months between November 1997 and October 1998 there was no significant difference in the average income support and administrative and subsidy work programme costs associated with job seekers who had participated in CTF and those who had not.

Benefits for community and CTF participants

This part of the evaluation describes the range of benefits (community and environmental) gained from CTF projects. Information for this section was derived from an analysis of project types and interviews with CTF sponsors.

Education organisations³ made up 43.4% of all sponsor organisations. A large number of organisations were from the recreation, amusement and cultural services sector and the welfare sector – 20.4% and 13.3% respectively.

An analysis of projects showed that most either focused on education (33.5%) or the natural environment (24.2%). A further 27.6% of projects focused on recreation, amusement and culture, the built environment or the welfare of individuals or communities. The majority of job seekers were involved in physical outdoor work or administrative/clerical duties.

More than half of the projects were aimed at children and youth and most of these were undertaken by educational organisations. Most projects did not target any specific ethnic group. However, 15.5% of projects were aimed at Maori, most of which focused on education or the natural environment. Few projects were gender specific or aimed at the sick or people with disabilities.

Sponsors were asked to identify what they saw as benefits for CTF participants. They stated that job seekers benefited from participating in CTF projects by gaining increased confidence and developing job seeking skills along with appropriate workplace behaviours and disciplines. It is important to keep in mind that these findings are based on the perceptions of sponsors only. The benefits to sponsor organisations included achieving results more quickly, enabling better and more services. In addition, almost half of sponsors reported a reduced dependence on volunteers.

Sponsors suggested that their clients received improved service delivery (e.g. organisations were able to provide more personal services). Sponsors indicated that the wider community benefited in the following ways: unemployed people were helped and education services and cultural facilities were provided. CTF projects also benefited the natural and built environment, particularly through neighbourhood beautification, weed and scrub control, the upgrading and restoration of buildings and tree planting.

Displacement

A concern about work experience programmes such as CTF is that they may displace paid workers in the labour market. This aspect of the evaluation examined some risk indicators associated with displacement. None of the indicators, on their own, provide evidence that organisations have displaced paid workers for CTF participants. However, they provide a framework from which it is possible to examine the way in which sponsors are using CTF.

It is clear that many CTF projects involved on-going maintenance work that was part of the normal work of organisations. It would appear that the distinction between a discrete project and on-going work was not clear. Many projects included specific tasks that may be seen as project based. However, in the context of other indicators, there was evidence that organisations may have become dependent on CTF

³ Note: this was not based on the Australian and New Zealand Standard Industrial Classification (ANZSIC). For a breakdown of education organisations, see Table 3.8.

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participation to get work done. This was a particular issue in voluntary organisations and in schools as they were the dominant users of CTF.

A third of projects involved CTF participants and paid workers doing similar work.

Although a low proportion of total CTF sponsors, the use of CTF labour within private commercial organisations was a concern as this sector recorded a large (161%) increase in involvement since the expansion of CTF. Most of this growth had been in the farming sector.

Some participants showed a reluctance to move on from their CTF placement. Of the 39% of participants who said they stayed with sponsors for more than 26 weeks, the three main reasons given were that they were either enjoying the placement, were still learning new things, or were asked to continue. These responses indicate that a level of job seeker dependency occurs, as well as sponsor dependency on CTF.

Table One below summarises the dependency indicators, the associated risk of displacement and the evidence found in the evaluation.

Table One: Evidence of displacement found in the evaluation

Dependency indicator	Potential risk of displacement	Evidence in CTF evaluation
Sponsors employ people for longer than six months in the same organisation doing the same kind of work.	This indicates that a rollover of projects is occurring, beyond the specified maximum duration of 26 weeks. The longer a project continues, the greater the risk that the sponsor is becoming dependent on CTF to conduct normal day-to-day functions of the organisation.	Rollover appeared to be less common after CTF was expanded. Average project length fell from 17.8 weeks to 16.4 weeks. The proportion of projects exceeding 26 weeks fell from 15.8% to 6.4%.
Sponsors are reliant on CTF participants to get work done.	Without CTF participants, the organisation may not be able to carry out the normal day-to-day functions of its business.	Project descriptions in SOLO indicated that a number of projects appeared to be in the nature of "maintenance" work, rather than one-off projects.
Sponsors use CTF because they cannot afford to pay workers.	If the organisation had sufficient resources, they may have used paid workers to do the work that is done by CTF participants. The provision of CTF participants may discourage the organisation from attempting to find the resources to take on more paid workers.	Nearly three quarters of sponsors were involved because they could not afford to pay workers. This could be a problem where the work is part of the day-to-day work of the organisation. The report singles out the education sector in this regard – some 37% of projects were in this sector, and many of them involve "maintenance" work.
Sponsors employ people who are doing the same work as CTF participants.	If the organisation had sufficient resources, they may have used additional paid workers to do the work that is done by CTF participants. The organisation might also gradually reduce the number of paid workers, while increasing the number of CTF participants doing the same	One third of projects surveyed involved CTF participants doing similar work as paid workers, and 40% of surveyed projects involved CTF participants doing similar work as voluntary workers.

	work.	
Sponsors use CTF as a way of expanding their role.	Employers might be using CTF to expand their business, and gain a competitive advantage over businesses employing all their staff (in the case of the private sector). The provision of CTF participants allows organisations to expand services, but discourages them from doing so by expanding their paid workforce.	34% of surveyed sponsors became involved in CTF to expand the role of their organisation and a further 30% reported growth in their organisation.

Conclusion

The CTF programme was able to target long-term unemployed. In addition, participation rates were highest for those demographic groups that have the greatest difficulties securing paid work - Maori, women and those living in rural areas. However, there is no evidence that CTF had a positive impact on job seeker training and employment outcomes.

There is a need to look at the type of work experience being gained in the projects and how that contributes to future employment outcomes. It may be that CTF is more successful for certain groups of job seekers, or in relation to certain types of projects. The relationship of CTF to other employment programmes could also be explored further.

The achievement of more effective outcomes may require greater investment in developing placement opportunities, providing support whilst on CTF, and ensuring participants are actively looking for work.

While employment and training outcomes were poor, an examination of types of sponsors and their perceptions of their own and participants' benefits, suggest there are direct and indirect benefits from CTF projects. The primary beneficiaries from CTF projects are sponsor organisations, the majority of which are from the voluntary or government sectors. Schools in particular play a large role in providing opportunities to CTF participants. Sponsor organisations report benefits such as being able to get work done more quickly, providing better services and providing more services. In many cases, these benefits are passed on to the wider community. In a small number of projects e.g. tree planting, CTF directly benefits the community and environment. Sponsors also identified a number of benefits for job seekers, including increased confidence, appropriate workplace behaviours and disciplines, and job seeking skills.

The evaluation raised a number of issues relating to how sponsors are using CTF. There are concerns about the level of reliance on CTF by sponsor organisations for their day-to-day work. In addition, a third of projects involve CTF participants and paid workers doing similar work.

The findings also suggest that some job seekers were dependent on CTF. More than half of the job seekers surveyed said they would have liked to stay on CTF for longer. The main reason they wanted to stay was because they were enjoying the placement. This finding suggests a degree of reluctance on behalf of job seekers to move on from a CTF placement if their future options are less desirable or enjoyable than their current situation. They may also not be focusing on finding other work whilst on CTF. These factors may have contributed to the relatively low employment and training outcomes observed.

The CTF programme included a criterion stating that projects not exceed 26 weeks. The evaluation found that few projects exceeded this length, suggesting that this criterion was working well. Consideration should be given to reinstating this this criterion

The potential pool of sponsors in the non-profit sectors may be limited with the number of new CTF/Community Wage sponsors falling steadily throughout the latter part of 1998 and early 1999. While not a significant source of CTF work, the large increase in private commercial organisations that have taken on CTF participants is an issue that needs to be monitored.

The evaluation findings suggest that to the intent of the programme should be carefully considered. It is likely that a programme that focuses on projects that benefit the community and environment may result in some displacement and sponsor and job seeker dependency. Managing and defining the project criteria and tasks to be undertaken by job seekers and consideration of the size of the programme may help limit the extent of displacement and dependency.

Recommendation

The evaluation has raised a number of policy and implementation issues that should be addressed within the Community Work programme. It is recommended that the following issues are addressed:

- clarification of the intended outcomes of the Community Work programme.
- review the administration and monitoring guidelines of the Community Work programme including the criteria for:
 - establishing what kind of Community Work projects can be undertaken, to minimise projects supporting ongoing maintenance work in a sponsor organisation; and
 - ensuring the sponsor organisations do not use Community Work to undertake projects that are primarily for private benefit; and
 - limiting the duration of projects to reduce the likelihood of sponsor or job seeker dependency on Community Work, given that project duration is not limited in Community Work, given that project duration is not limited in Community Work as it was in CTF.
- improvement of the monitoring and follow-up of Community Work participants to ensure they continue to look or work whilst on a placement.
- consideration given to targeting the programme to those job seekers most likely to attain expected outcomes of movement into work, training or other organised activities within a short period of time of completing work experience.
- consideration of the relationship between the types of work undertaken by job seekers on Community Work and their employment and training outcomes and also the length of time required to achieve these outcomes.
- consideration of the optimal size of the programme in order to target the programme to those job seekers most likely to gain benefits.

1 Introduction

This report marks the final stage in a three-part evaluation of the Community Taskforce (CTF) programme. In December 1997, the New Zealand Employment Service completed an interim evaluation of the expanded CTF programme. A subsequent process evaluation was completed in July 1998. This evaluation focuses on outcomes of the CTF programme.

1.1 Background

The CTF programme was in existence from 1991 to 1998. In mid-1997, the programme was modified and expanded as part of the Government's employment strategy to advance the concept of community work and training. CTF aimed to provide job seekers, particularly those registered 52 weeks or more, with the opportunity to gain work experience, motivation and self-esteem through participation in part-time community work projects. The programme had three objectives:

1. to provide eligible job seekers registered for 13 weeks or longer with the opportunity to gain part-time work experience in a supportive environment, in order to move them closer to employment;
2. to enable sponsors to complete projects of benefit to the community or environment that could not otherwise be done; and
3. to provide an opportunity to assess a job seeker's commitment to job search, that is:
 - if a job seeker was referred to CTF and they did not participate, they might be in danger of failing the work test; or
 - if a job seeker failed the work test CTF could be used as a recompliance or a clean slate activity, or for benefit applicants who are voluntarily unemployed.

Until mid-1997, the national targets for the CTF programme were 2,500 job seekers to be participating at any one time. The expansion sought to increase the numbers participating to between 7,000 and 10,000 job seekers at any one time. This target was to have been reached by 30 June 1998. One of the purposes of the expansion was to advance the concept of community work.

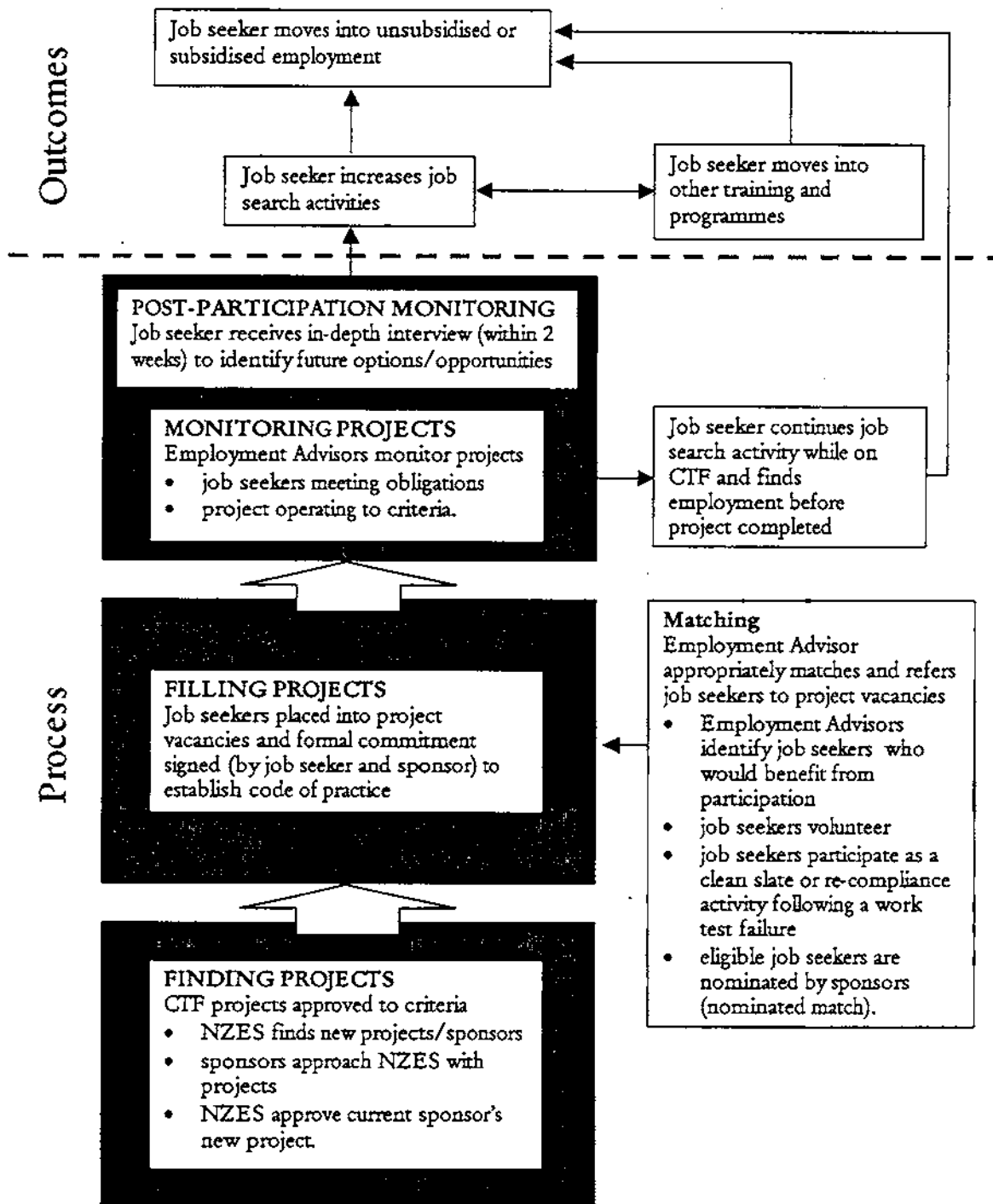
The New Zealand Employment Service (NZES) administered the CTF programme until 30 September 1998. From 1 October 1998, NZES and Income Support were integrated into a new government department, Work and Income New Zealand, and CTF was replaced with the Community Work programme. Although there were modifications to the programme parameters and changes to the method of delivery, the objectives of Community Work have remained the same as CTF.

Figure 1.1 is a flow chart of the key stages in the CTF programme. The process evaluation examined the first three stages (finding, filling and monitoring⁴). It also evaluated whether the CTF programme was providing the opportunity to assess job seekers' commitment to job search (New Zealand Employment Service, 1998). The outcomes evaluation has focused on training and employment outcomes. The outcomes box relating to the job seeker becoming more 'job ready' was not studied, partly because it was considered too difficult to reliably measure job seekers' job

⁴ The evaluation also investigates constraints on the achievement of the expanded target and the affect of the expansion on participation in other NZES programmes (these issues arose from the *Interim Community Work: Expanded Community Taskforce Evaluation Report*, Market Research and Evaluation, NZES, December 1997).

search activities and partly because the aim was to focus on employment and training outcomes. Comment on job seekers' job search activities is included in the Discussion section of this report.

Figure 1.1: Key stages in the CTF process



1.2 Evaluation objectives

This evaluation provides information on the outcomes of the CTF programme. Specifically, the evaluation objectives were:

1. **Programme characteristics:** what are the characteristics of CTF participants and sponsors involved in CTF projects in the periods preceding and following the expansion of CTF?
2. **Employment and other outcomes:** does the use of the CTF programme affect employment outcomes for participants?
3. **Cost-effectiveness:** what is the cost of the CTF programme per participant and per unsubsidised employment outcome?
4. **Community and/or environmental benefit:** what are the range of benefits (community and environmental⁵) gained from CTF projects?
5. **Displacement:** to what extent has the CTF programme resulted in displacement⁶ of unsubsidised work?

This evaluation is intended principally to provide information on the CTF programme to the Minister and Associate Minister of Social Services, Work and Income. The evaluation will also provide useful information to those now responsible for the Community Work programme, as all five of the evaluation objectives relate to the following Community Work principles, i.e. that:

- Community Work must be of benefit to the community and/or the environment;
- Community Work should only be used where it is the most appropriate and cost-effective means of moving a customer toward work;
- Community Work should not result in private benefit to sponsor organisations, in terms of profit or competitive advantage;
- Community Work should not result in the substitution and/or displacement of current or future paid workers; and
- Community Work should not result in sponsor dependency on Community Work or job seeker dependency on Community Work.

⁵ The term 'community' was defined broadly as encompassing all those likely to have been affected by a CTF project. This included job seekers, sponsors, their clients and the wider community. The 'environment' was defined as the physical aspects of the natural and built environment.

⁶ It should be noted that there are difficulties in defining exactly what displacement means (Chapple, 1997). In addition, displacement is, to a large extent, something that arises in a macroeconomic context. It was therefore not possible to measure the level of displacement caused by CTF. This evaluation focused on five indicators that CTF workers were displacing paid employees in the labour market.

2 Methodology

Table 2.1 includes a matrix of the outcomes evaluation methodology by objectives. A more detailed methodology, including limitations of the research, is included in Appendix A.

Table 2.1: Matrix of outcome evaluation methodology

Objective	Data Focus	Population of Study	Research Method
1. Programme characteristics	<ul style="list-style-type: none"> Profile of job seekers, sponsors and CTF projects pre and post expansion 	<ul style="list-style-type: none"> All Job seekers eligible for CTF, participants and sponsors between 1 July 1996 – 31 September 1998 	<ul style="list-style-type: none"> Register data (SOLO and SWIFTT databases)
2. Employment and other outcomes	<ul style="list-style-type: none"> Impact of CTF on job seekers' ability to move into training, subsidised or unsubsidised employment (part-time or full-time) 	<ul style="list-style-type: none"> Control and Exposure Group: randomly selected and proportionately stratified sample of job seekers eligible for CTF (1,393 in each group) Randomly selected: additional sample of 400 CTF participants 	<ul style="list-style-type: none"> Register data (SOLO and SWIFTT data bases) Telephone survey of job seekers
3. Cost effectiveness	<ul style="list-style-type: none"> Whether participation in CTF is more or less cost effective than non-participation 	<ul style="list-style-type: none"> Randomly selected and proportionately stratified sample of registered job seekers eligible for CTF as at November 1997 Randomly selected additional sample of 1,228 CTF participants 	<ul style="list-style-type: none"> Register data (SOLO and SWIFTT databases)
4. Community and/or environmental benefits	<ul style="list-style-type: none"> Obtain information on community/environmental benefits derived from CTF projects 	<ul style="list-style-type: none"> Randomly selected, stratified sample of 400 CTF projects All CTF projects 31 June 1996 – 31 September 1998 	<ul style="list-style-type: none"> Telephone survey of project sponsors Analysis of Register data (SOLO and SWIFTT databases)
5. Displacement	<ul style="list-style-type: none"> Examine indicators of displacement 	<ul style="list-style-type: none"> Randomly selected, stratified sample of 400 projects Randomly selected and proportionately stratified: Exposure group participants who went on a CTF project (n=71) Randomly selected: additional sample of 400 job seekers eligible for CTF All CTF projects completed between 1 December 1997 and 31 August 1998 	<ul style="list-style-type: none"> Telephone survey of project sponsors and CTF participants Analysis of Register data (SOLO and SWIFTT databases)

3 Findings of the evaluation

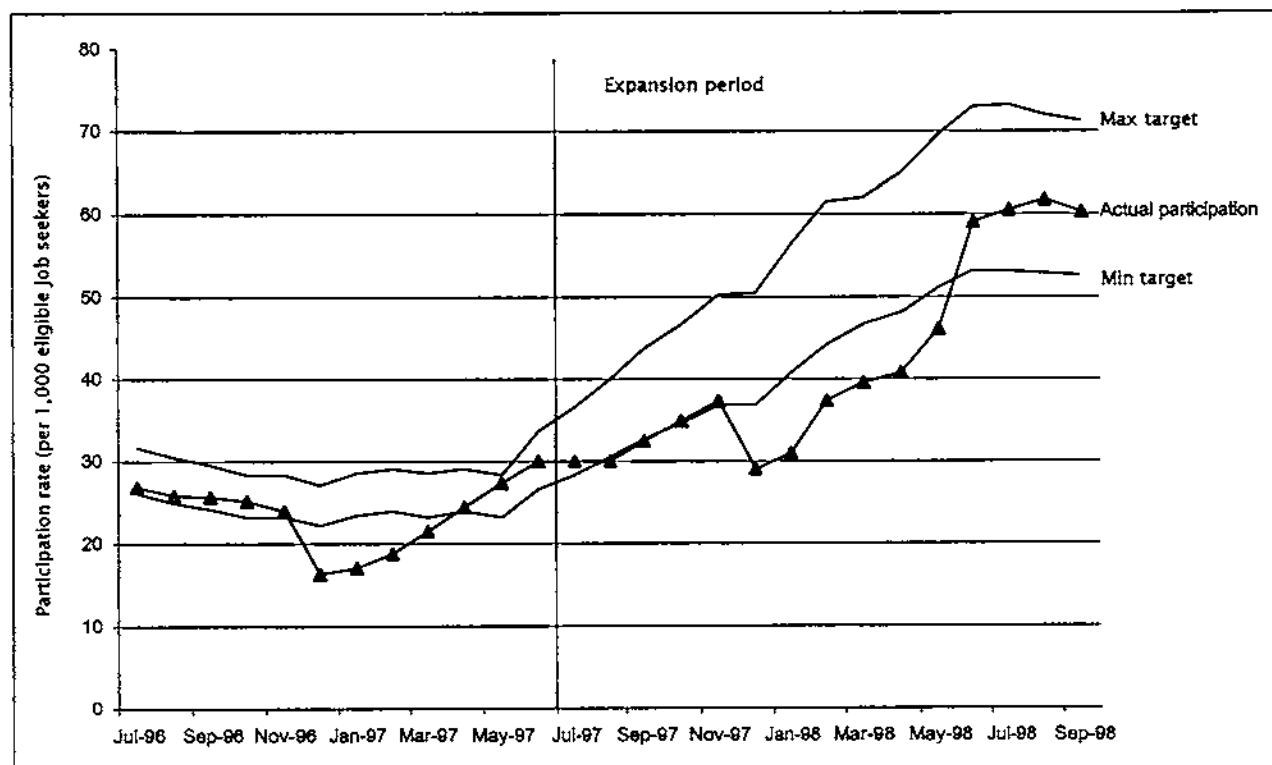
3.1 Characteristics of CTF participants, projects and sponsors

This section provides information on the participation targets set for the Community Taskforce (CTF) programme and compares this to the actual numbers of people who participated. It includes a breakdown of job seekers that participated in the CTF programme by demographic characteristics and register duration. The characteristics of sponsors and projects are also examined.

3.1.1 Actual and targeted participation in Expanded CTF

In July 1997 the Community Taskforce (CTF) programme was expanded as part of the Government's employment strategy to advance the concept of community work and training. The expansion involved increasing the target number of job seekers participating in the programme from 30 per 1,000 eligible job seekers⁷ at any one time to between 51 and 73 per 1,000 by July 1998⁸ (see Figure 3.1).

Figure 3.1: Target and actual CTF participation rate by month from July 1996 to September 1998



Source: WINZ (SOLO) database, 1998

⁷ Participation rate is calculated by dividing the number of CTF participants by the total number of job seekers eligible for the programme and multiplying this by 1,000.

⁸ This is calculated on the basis of between 7,000 and 10,000 job seekers participating in CTF at any one time.

The expansion of CTF successfully reached the minimum participation target by June 1998 and stayed above this level until the programme ended on 30 September 1998. The seasonal variation in CTF participation is primarily attributed to the fall in demand for CTF participants amongst sponsors in the education sector between November and January.⁹ An analysis of projects for the period of 1 July 1996 to 30 September 1998 showed that the education sector (at 43.3%) was the single largest sponsor type (see section 3.4: Benefits for community and CTF participants).

3.1.2 Participation in CTF by job seeker characteristics and location

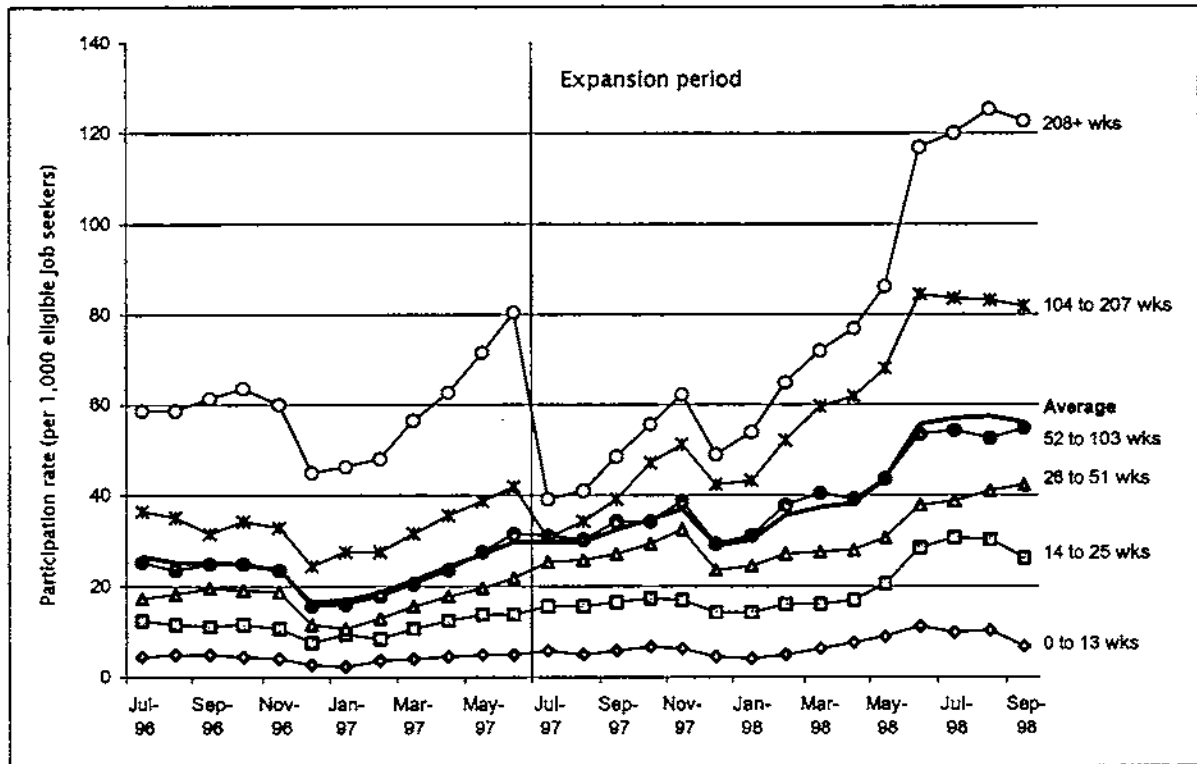
The expansion of CTF also required that the programme target long-term unemployed, in particular those who have been on the register for more than 51 weeks.¹⁰ In this respect the expansion was successful, with the participation rate increasing with participants' register duration (Figure 3.2). Job seekers unemployed for less than 13 weeks continued to participate in CTF¹¹, although the proportion has fallen from 11% to 8% since the expansion of CTF.

⁹ See Appendix D for a breakdown of monthly CTF placements by the industrial classification of sponsors.

¹⁰ The following analysis is based on participation rates, however, the proportions of eligible job seekers and CTF participants for each of the following demographic and register variables is provided in Appendix D.

¹¹ Although CTF is targeted at those unemployed for 13 weeks or longer, in certain circumstances job seekers unemployed for a short duration could participate, for example people just released from prison.

Figure 3.2: Participation rate of job seekers eligible for CTF by register duration¹²

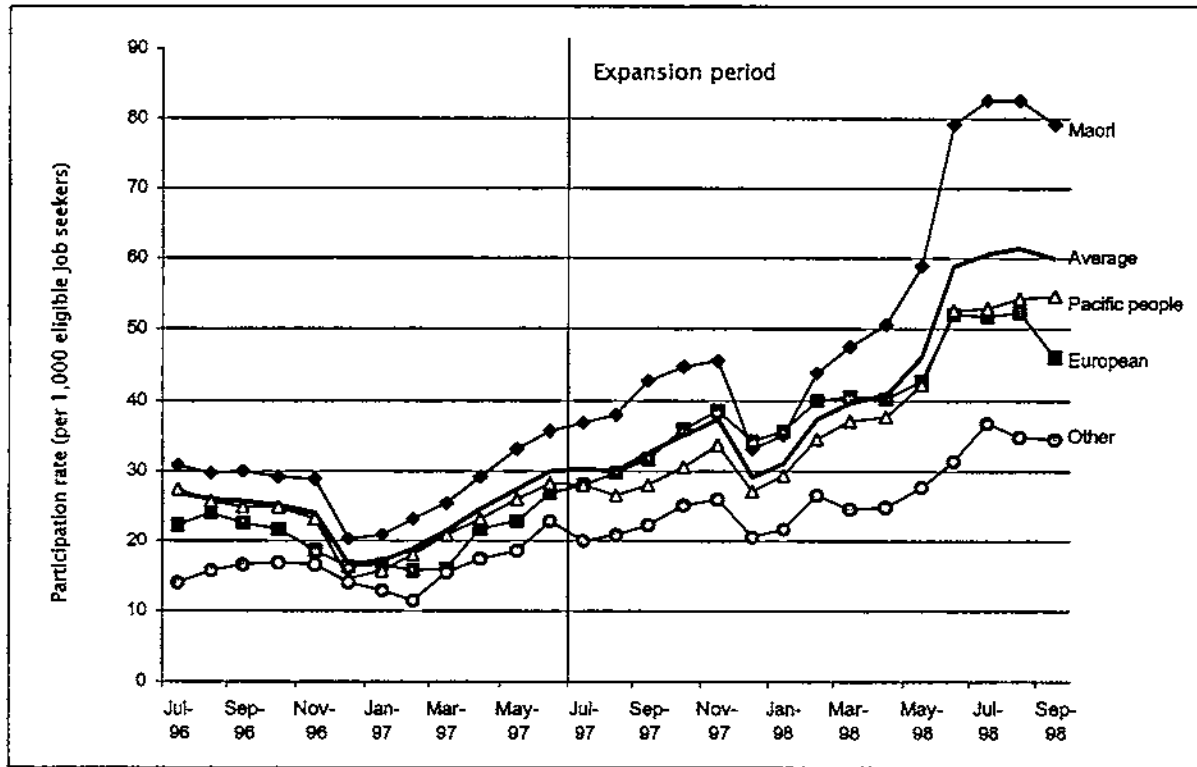


Source: WINZ (SOLO) database, 1998

¹² The sharp fall in the participation rate amongst those job seekers with over 208 weeks duration between June and August 1997 is due to a change in the definition of register duration. This served to increase the number of people registered for longer than 208 weeks from 5,379 to 12,236 in this period.

The participation rate for each duration band is based on the number of eligible job seekers within each duration band. For example, the participation rate for 208 weeks plus is based on the number of CTF participant who were registered for more than 208 weeks divided by the total number of eligible job seekers who were registered for more than 208 weeks.

Figure 3.3: Participation rate¹³ of job seekers eligible for CTF by ethnicity



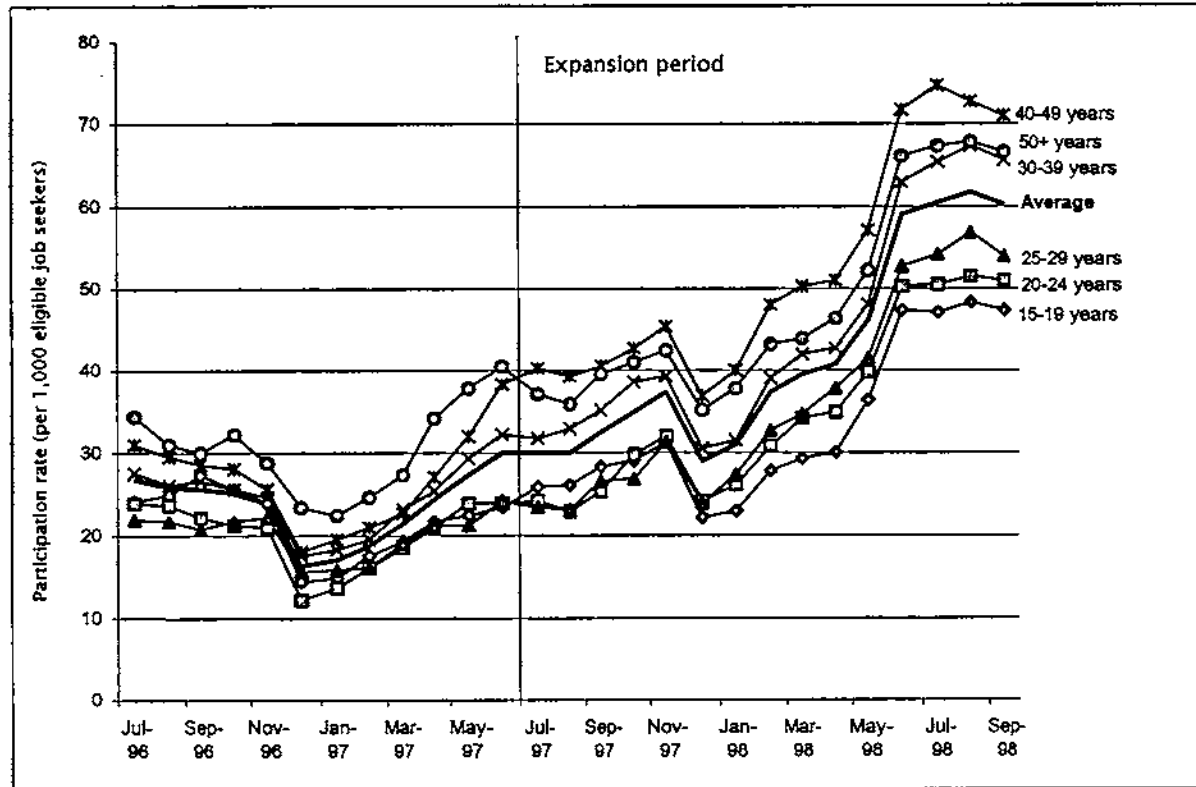
Source: WINZ (SOLO) database, 1998

Participation in CTF was highest amongst Maori (Figure 3.3), older job seekers (Figure 3.4, below), and women (Table 3.1 below), whilst little variation existed by educational qualifications (Table 3.1, below and also Appendix D). The high participation rates among Maori and older job seekers may in part be linked to the higher proportion of these two groups amongst long-term unemployed.¹⁴

¹³ The participation rate for each ethnic group is based on the number of eligible job seekers of that ethnicity. For example, the participation rate for Maori is based on the number of Maori CTF participants divided by the total number of eligible Maori job seekers. Refer to Appendix D for the distribution of job seekers by ethnicity for those eligible for CTF and those who participated.

¹⁴By age, 16% of job seekers under 30 years had been unemployed for more than two years (104 weeks), while 24% of those over 30 years had. By ethnicity, 24% of Maori had been unemployed for more than two years compared to 18% of European and Pacific job seekers. Conversely, only 14% of eligible job seekers in the Other ethnic group had been unemployed for more than two years, which would explain the very low CTF participation rate for this group.

Figure 3.4: Participation rate of job seekers eligible for CTF by age group



Source: WINZ (SOLO) database, 1998

Note: the participation rate for each age group is based on the number of eligible job seekers within each age group. Refer to Appendix D for the distribution of job seekers by age group for those eligible for CTF and those who participated.

Table 3.1: CTF participation by gender and highest educational qualification pre and post expansion

	CTF participation rate (per 1,000 eligible job seekers)		
	Pre expansion	Expansion period	
	July 1996 to June 1997	July 1997 to January 1998	February to September 1998
Female	45	54	77
Male	29	39	62
None	38	47	-
At least one SC pass	34	43	-
Other secondary qualifications	31	42	-
Post school qualifications	30	37	-
Degree/Prof qualifications	29	39	-
Total	35	44	68

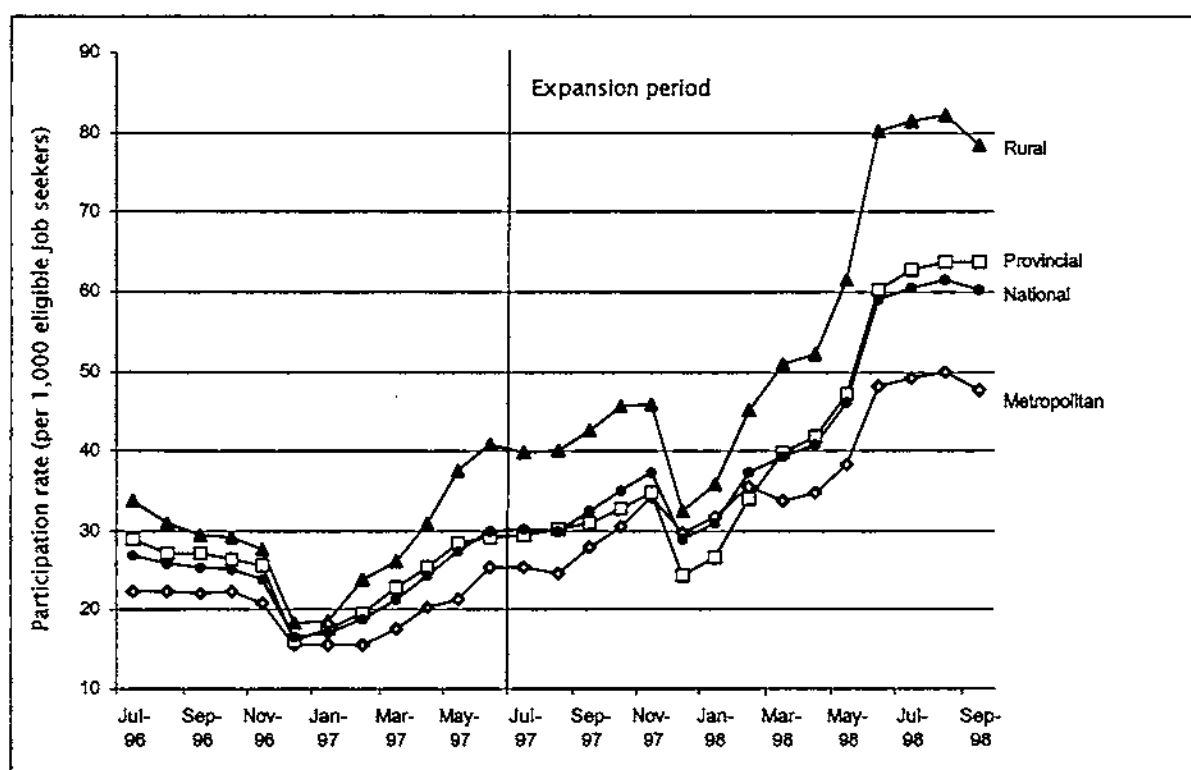
Source: WINZ (SOLO) database, 1998

Refer to Appendix D for the distribution of job seekers eligible for CTF and those who participated.

It was not possible to obtain information on the number of eligible job seekers by highest educational qualifications after January 1998 and therefore it was not possible to calculate participation rates for this period.

During the post-expansion period, there was an increase in CTF participation across all regions. However, there was a strong divergence in participation rates between metropolitan, provincial and rural¹⁵ areas. Figure 3.5 shows that participation in CTF was highest in rural areas, whilst participation rates in metropolitan areas were consistently lower than the national participation rate. Northland and the East Coast had the highest rates of participation. This can be attributed to the high levels of unemployment being experienced in these regions. CTF is seen as an important source of work experience in areas where paid work experience is limited. Northland's participation rate reached more than 100 per 1,000 in August 1998 compared to 62 per 1,000 nationally (see Appendix D for the participation rates of individual WINZ regions). The high concentration of unemployed Maori within these two regions may also be a factor in the very high levels of Maori participation in CTF overall.¹⁶

Figure 3.5: Participation rate of job seekers eligible for CTF by urban/provincial WINZ regions



Source: WINZ (SOLO) database, 1998

Note: the participation rate for each cluster is based on the number of eligible job seekers within each cluster. Refer to Appendix D for the distribution of job seekers by cluster for those eligible for CTF and those who participated.

¹⁵ Metropolitan includes the larger centres - Auckland, Wellington, Christchurch and Dunedin. Provincial areas covered the medium sized urban centres such as Whangarei, Hamilton, Napier, Palmerston North, Nelson and Invercargill, with the remaining areas defined as rural. See Appendix D for the allocation of WINZ offices within the above classifications.

¹⁶ The proportion of registered Maori during August 1998 in Northland and East Coast were 57% and 56% respectively. Maori in these two regions made up 23% of the total number of Maori on the register over this period.

3.1.3 Duration of job seekers' placement on Expanded CTF

Within any given year it is expected that a job seeker's participation in CTF should last between eight and 26 weeks. However, in practice, only 55% of participants stayed on CTF during this time frame. Thirty six percent of participants spent less than eight weeks whilst 10% participated for longer than 26 weeks (Table 3.2). In terms of the characteristics of participants, only age showed any relationship to time spent on CTF, with older job seekers participating for longer periods (see Appendix D for the remaining population variables). It should be noted that there is a degree of uncertainty within this analysis due to inconsistencies in encoding the date when a job seeker completed a CTF placement.¹⁷ As a result, this analysis may well overstate the number of people who participated for longer than 26 weeks.

This evaluation was not able to examine differences between participants' expected duration on a placement and their actual duration, as it was not possible to determine, from the data, when a person was supposed to have finished participating in CTF (see methodology section, Appendix D).

Table 3.2: Total number of weeks job seekers spent on CTF placements between 1 July 1997 and 30 September 1998

		Total number of weeks on CTF between 1 July 1997 and 30 September 1998				
		< 1	1 to 8	9 to 17	18 to 26	Over 26
Age group	Under 20 years	13%	36%	22%	26%	3%
	20-29 years	10%	33%	24%	28%	6%
	30-39 years	8%	27%	23%	33%	9%
	40-49 years	7%	21%	21%	39%	12%
	50+ years	5%	18%	20%	45%	12%
Total		8%	28%	22%	33%	9%
n		1,050	3,456	4,152	2,809	1,089

Source: WINZ (SOLO) database, 1998

3.1.4 Characteristics of CTF sponsors and projects

There were almost twice the number of active CTF projects in 1997/98 (6,284) as in 1996/97 (3,326). Despite this rapid growth there was little change in the characteristics of CTF projects between these two periods (see Appendix D).

Table 3.3 (below) summarises the extent to which sponsors were involved in CTF by measuring first the amount of CTF work that sponsors provided and second the number of CTF participants they took on.¹⁸ Looking at the distribution of CTF work, educational organisations were the largest users of CTF participants, taking on 38.4% of the total amount of CTF work in the 1997/1998 year. This was followed by cultural and recreational services at 21.7%. However, the dominance of educational organisations has diminished since the expansion of CTF, recording only a 68% increase over 1996/97. Growth in CTF work was highest amongst those sponsors

¹⁷ See Appendix A for discussion on the accuracy of register information.

¹⁸ The distribution of the number of sponsors by ANZSIC, ownership and WINZ region is provided in Appendix A.

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located in industries that are not heavily involved in CTF, such as Agriculture, Forestry and Fishing, which increased by 155.8%.

Half of all CTF work was undertaken for voluntary organisations (50%), followed by government organisations at 37%. On the other hand, local authorities (9%) and private commercial organisations (4%) were not a significant source of CTF work. However, comparing the levels of CTF work undertaken prior to and following the expansion of CTF indicates that the relative increase has been greatest for private commercial services (161%) followed by voluntary organisations (110.3%). In contrast, increase in the relative level of CTF work undertaken for government organisations was more modest at 70.2%.¹⁹

Table 3.3: Level of CTF work and average number of job seekers by sponsor pre and post expansion

		Level of CTF work ¹			Average number of job seekers per sponsor	
		Number of CTF weeks ²	Percentage distribution of CTF work	Increase in the level of CTF work since the expansion of CTF ³	Pre expansion ⁴	Post expansion
Sponsor ANZSIC ⁵	Agriculture, forestry and fishing	1,524	0.9%	155.8%	5.3	2.8
	Cultural and recreational services	36,738	21.7%	103.5%	3.6	4.1
	Education	65,011	38.4%	68.2%	3.0	3.6
	Government administrative & defence	14,898	8.8%	127.3%	12.6	15.8
	Health and community services	24,210	14.3%	110.5%	2.7	3.7
	Personal and other services	20,147	11.9%	122.0%	3.1	5.0
	Other	4,063	2.4%	154.3%	2.3	3.2
	Unknown	2,539	1.5%	139.8%	1.4	2.3
Sponsor ownership	Government	62,641	37.0%	70.2%	2.8	3.5
	Local authority	14,729	8.7%	102.6%	11.2	14.6
	Private commercial	6,772	4.0%	161.3%	2.3	2.8
	Voluntary organisation	85,327	50.4%	110.3%	3.3	4.3
	Total	169,299	100.0%	94.2%	3.3	4.2

Source: WINZ (SOLO) database

1: Based on the aggregate number of weeks that job seekers spent on a CTF placement for each sponsor (therefore capture both the duration that individual job seekers work for a sponsor as well as the number of individual CTF placements that the sponsor takes on).

2: Includes all job seeker CTF placements that started between 1 July 1996 and 31 June 1997.

3: Increase in the number of CTF weeks compared to the period preceding the expansion of CTF.

4: Includes all job seeker CTF placements that started between 1 July 1997 and 31 June 1998.

5: Australia & New Zealand Standard Industrial Classification.

Looking at the number of CTF participants that sponsors take on, Table 3.3 shows that individual local authorities employed the greatest average number of CTF participants. Most other sponsors tended to engage far fewer CTF participants, usually between two and four job seekers per sponsor. However, the number of CTF participants that individual sponsors take on has increased since the expansion of the

¹⁹ The low growth rate amongst government sponsors is linked to the similarly modest increase in the education sector, with 93% of government sponsors providing education services.

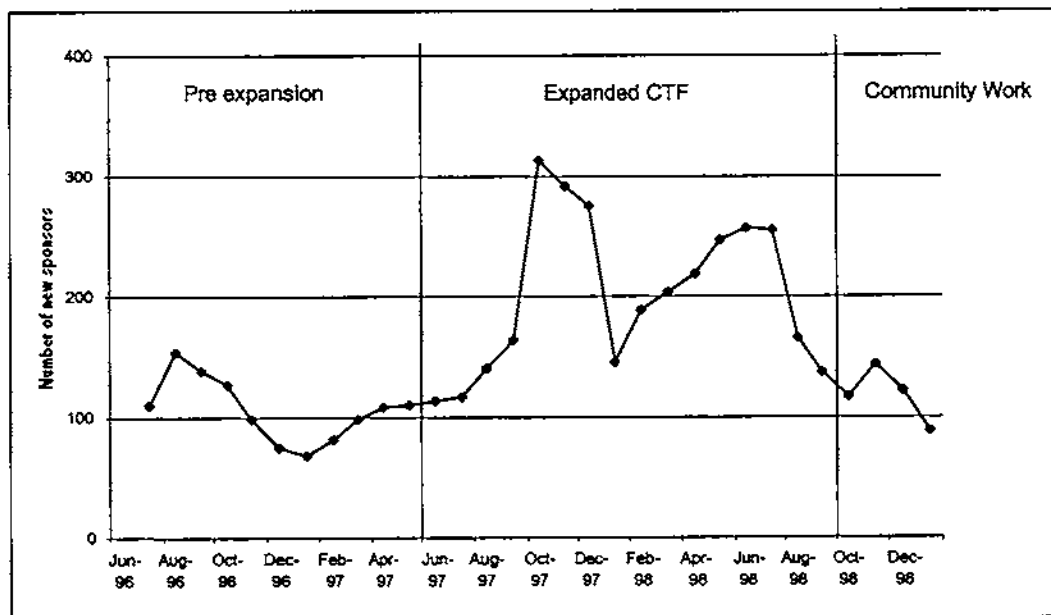
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programme. To this end, the expansion of CTF has not only relied on getting placements through new sponsors but also on increasing the number of CTF participants that individual sponsors take on.²⁰ This indicates that the expansion has resulted not only in more sponsors being involved in the programme but also that existing sponsors have expanded their involvement. Further, there was a distinct difference in the level of involvement in CTF between those sponsors that were involved before the expansion of CTF and those that became involved after. Whilst long-standing sponsors placed an average of 6.5 CTF participants in 1997/98, those that started after June 1997 took on an average of four CTF participants.²¹ Likewise, the level of CTF work provided by new sponsors (average of 53 CTF weeks) was lower than that of pre-existing sponsors, who averaged 77 CTF weeks.²²

The number of new sponsors participating in CTF increased dramatically after its expansion (Figure 3.6), rising from just over a 100 new sponsors per month in the June 1997 quarter to a high point of 313 in the December 1997 quarter. However, the number of new CTF (Community Work after 1 October 1998) sponsors falling steadily throughout the latter part of 1998 and early 1999.

In part, this fall in the number of new sponsors may be one of the effects of the integration of Income Support and the New Zealand Employment Service at the end of September 1998. At that time, some of the urgency of meeting CTF targets was lost amongst other priorities. Efforts concentrated on maintaining existing sponsors rather than finding new CTF projects. Nevertheless, the CTF Process Evaluation (July 1998) did find that the Employment Advisors surveyed considered that it had become more difficult to find new placements since the expansion of the programme.

Figure 3.6: Three-month running average of new sponsors participating in CTF/Community Wage from June 1996 to January 1999



Source: WINZ (SOLO) database, 1999

Note: the dip shown in the December - January period for each year reflects the general slow down in activity by NZES staff over the Christmas/New Year period.

²⁰ 54% of CTF work since the expansion of CTF was undertaken by sponsors who became involved in the programme after June 1998.

²¹ This result was weighted for the time that new sponsors became involved with CTF.

²² CTF weeks is the aggregate of the number of weeks that each individual job seeker spent working for a CTF sponsor.

3.2 Job seeker outcomes

A key question for this evaluation was the impact of CTF on labour market outcomes, in particular moving into training/work programmes and subsidised or unsubsidised employment.

Two forms of analysis were used to measure the impact of CTF on labour market outcomes. The first compared the outcomes of two groups of job seekers half of whom were prevented from participating in CTF (Control group) whilst the remainder were to be considered for CTF (Exposure group). There was no requirement that placements should be found for those in the Exposure group. This method of Exposure and Control was used rather than participation and non-participation in CTF because some people may be considered, but found unsuitable for CTF placements. It was also likely that certain job seekers might not be suitable for CTF placements. Therefore, this was the best way of measuring the impact of the programme. As both groups were randomly assigned, differences in the types of job seekers who did and did not participate in CTF are controlled for. As a result, any observed differences between the two groups can be attributed to the impact of the programme. Due to difficulties in the implementation of this method, it was decided to also assess the impact of CTF using an alternative approach. This second method compared the outcomes of CTF participants and non-participants using logistic regression analysis to control for differences in job seeker characteristics, thereby isolating the impact of CTF on employment and training outcomes. The limitation of this approach is that the regression analysis can only employ the observable characteristics of job seekers, which may not capture all the differences between CTF participants and non-participants.

The robustness of the Control and Exposure group analysis was limited by problems in the implementation of the Control and Exposure group during the study period. At the end of the study period 11 Control group members had participated²³ in CTF whilst participation in CTF among Exposure group members was lower than expected with only 65 of the job seekers participating in a CTF placement. This would not have been an issue if all members of the Exposure group had been considered for CTF, but it appeared that this was not the case in a number of the NZES Centres (see Appendix A for more detailed discussion of these issues). The analysis showed no evidence that CTF had a positive impact on job seeker training and employment outcomes. Appendix E includes more detailed analysis of the Control and Exposure groups.

3.2.1 Outcomes for those who participated in CTF

To supplement the Control/Exposure group analysis it was decided to conduct a logistic regression analysis of outcomes as at 1 November 1998 on a sample of job seekers who had and had not participated in CTF prior to 1 July 1998. For those who had participated in CTF, 1 November 1998 was an average of seven months after they had completed their CTF placement.

The following analysis ignores the previous Control/Exposure group design, instead comparing the outcomes of participants and non-participants directly. The limitation with this approach is that it is difficult to separate out the impact of CTF on labour market outcomes from any systematic differences in the types of job seekers who did and did not participate in CTF. The Control/Exposure design is superior in this respect because members of each group are randomly assigned, thereby controlling

²³ Participation in this evaluation is defined as a CTF placement that lasts for more than one day.

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for the influence that job seeker characteristics would have on any difference in labour market outcomes.

The logistic regression analysis attempts to overcome this limitation by estimating the impact of CTF on outcomes whilst controlling for the characteristics of job seekers. The characteristics included were location, prior register duration, gender, age group, educational qualifications and ethnicity. If the adjustment could be made perfectly, the results would represent the impact of CTF without contamination from differences in the characteristics of participants and non-participants. However, this adjustment is rarely perfect.

Table 3.4 summarises the raw labour market outcomes of CTF participants and non-participants and the difference between the two. The last column provides the estimated difference between the CTF participants and non-participants according to the logistic regression analysis. From Table 3.4 it can be seen that non-participants are significantly more likely to be in unsubsidised employment and conversely less likely to be unemployed.

Table 3.4: Raw and regressed difference in labour market outcomes of CTF participants and non-participants as at 1 November 1998

Labour market outcome	Raw outcomes (%)			Regression estimate of the difference between CTF participants and non-participants (%)
	CTF participants	Non-participants	Difference	
Unsubsidised employment	25.0	29.1	-4.0	-4.1
Training or subsidised employment	7.1	7.2	-0.1	0.7
Unemployed	57.6	51.2	6.4	5.6
Other	16.8	18.2	-1.3	-1.8
n	2,366	2,709		

Source: WINZ (SOLO & SWIFTT) database, 1999

Shading indicates that the estimated impact is significantly different from zero at the 95% level of significance.

However, as noted above, some of the raw differences in outcomes may reflect these differences in characteristics of the two groups rather than the effect of CTF participation. In the analysis, the regression estimates attempt to adjust for this difference leaving the effect of CTF participation itself. As Table 3.4 indicates, the regression estimates of the difference between CTF participants and non-participants do not vary greatly from the raw differences. The probability of being unemployed is only slightly reduced, whilst the probability of being in unsubsidised work actually falls. This small shift, combined with the knowledge that there are likely to be differences between the participant and non-participant groups that we are not aware of and could not control for (see Table D1 Appendix D), suggests that the small number of population characteristics included in the regression analysis was not able to fully capture the differences between CTF participants and non-participants. Therefore, it is not possible to conclude that the significant difference in employment outcomes between participants and non-participants is solely due to the impact of CTF.

3.2.2 Impact of CTF on labour market outcomes

The analysis of the impact of CTF on employment and training outcomes utilised two methods of analysis. The first was the Control/Exposure group design and the second was the comparison of outcomes between CTF participants and non-participants. Neither set of results showed that participation in CTF increased the probability of moving into unsubsidised employment or training compared to non-participants. However, both methods of analysis contained limitations that diminish their ability to determine the effectiveness of CTF. With the Control/Exposure approach, only a small proportion of the exposure group actually went onto CTF, while a small proportion of the control group, who were to be denied access, actually participated in CTF. With the quasi-experimental approach, it is not possible to control for *all* characteristics that might affect results. As a consequence of these limitations it is not possible to draw any firm conclusions.

3.3 Costs of CTF

The cost of CTF was analysed through the comparison of the cost to WINZ of job seekers who did and did not participate in the programme. This comparison has been made from two perspectives. The first compares the cost of job seekers participating in CTF to that of job seekers in similar work experience programmes. The second compares the cost to WINZ of participants in the Control group, in the Exposure group, and from a sample of CTF participants between 1 November 1997 and 31 October 1998.

It is important to note that there are limitations in both the scope of the analysis and quality of the data. In terms of scope, the analysis examines the cost of CTF to Work and Income New Zealand and does not incorporate costs incurred by other government departments or the wider economy. Limitations with the data were primarily two fold, the first was the difficulty in positively identifying when a job seeker participated on a programme. Secondly, no empirical information exists in the costs of administering the programme, in particular the amount of staff time involved in establishing and placing a job seeker into a programme. This means that the figures provided are only indicative of cost (see Appendix A for more detailed discussion).

3.3.1 Cost to WINZ of job seekers whilst on CTF and comparable programmes

The cost per CTF participant was compared to the participant cost of three similar work experience/training programmes: Job Connection, Taskforce Green (TFG), and Job Plus (summarised in Table 3.5). The average total weekly work and income costs of a job seeker on CTF were significantly less than for participants in Job Connection and TFG. Whilst participants in these three programmes received much higher work subsidies when compared to CTF this was offset by a corresponding abatement in income support payments.²⁴ Further, the weekly benefit levels shown for Job Connection, TFG and Job Plus in Table 3.5 are slightly overestimated²⁵; therefore, it is expected that the difference between the participation cost between CTF and the other three programmes is smaller than what is indicated in Table 3.5.

²⁴ Two factors may underlie the fact that Job Connection, TFG, Job Plus participants continue to receive income support payments. The first is that distortions may exist in the calculation of benefit payments whilst on the programme (see footnote below). However, a second factor is that, although core benefits may well be completely abated, job seekers may continue receiving supplementary benefits, particularly when they have dependents.

²⁵ This was because the analysis was based on total income support payments by month. Therefore the figures in Table 3.5 also include all payments received in each of the months that the job seeker started and finished their placement. This distortion was minimised as far as possible by calculating the average daily benefit received for each month that the participant was on the programme, then multiplying this average by the number of days in each month that the participant was involved in the programme.

Table 3.5: Average weekly cost (gross) of job seeker on work experience/training programmes between 1 November 1997 and 31 October 1998

Programme	Participants	Administration costs ¹	Subsidy payments ²	Income payments ³	Total
Community Taskforce	997	\$28.96	\$9.29	\$154.17	\$192.42
Job Connection	52	\$58.30	\$391.63	\$19.39	\$469.32
Taskforce Green	89	\$22.53	\$202.93	\$20.30	\$245.76
Job Plus ⁴	170	\$33.28	\$154.19	\$36.65	\$224.12

Source: WINZ (SOLO) database, 1998

1: Costs associated by staff in establishing the contract and placing the job seeker into the contract. These costs have been estimated based on existing models of staff time spent on the administration of different work programmes.

2: Given to employers or sponsors to cover the wages they pay to the job seeker.

3: Includes all supplementary and core benefits made to the job seekers (note that not all job seekers were in receipt of income support payments).

4: Includes Job Plus, Job Plus Training and Job Plus Maori Assets.

Note: Benefit and subsidy payments are given as gross figures (before tax, GST or ACC levies).

The shaded areas indicate that the cost of the programme is significantly (95% confidence interval) different from that of CTF [t test of two independent means].

3.3.2 Cost of Control, Exposure and Additional group members

Whilst analysing participant cost is valuable in providing information on the direct running costs of CTF compared to other programmes, it fails to provide any indication of the ability of the programme to reduce the cost having job seekers dependent on WINZ for income support or work services. The following attempts to answer this question by comparing the total average cost to WINZ of those who had and had not participated in CTF over a 12 month period. Table 3.6 summarises the average weekly cost to WINZ of job seekers in the Control, Exposure and a sample of CTF participants. The analysis included all actual and estimated costs that WINZ spent on these three groups of job seekers over the 12 months between 1 November 1997 and 31 October 1998. The benefits of CTF in achieving employment outcomes is thereby reflected in the fall in the average cost of participants over time as they cease to receive income support payments or participate in work programmes. This fact is illustrated by the lower average weekly cost (\$147.81) of CTF participants over the 12 month period in Table 3.6 below compared to the cost (\$192.42) whilst on CTF (Table 3.5 above).

Table 3.6: Average weekly cost (gross) to WINZ of Control group, Exposure group and a sample of CTF participants between 1 November 1997 and 31 October 1998

		Control	Exposure	CTF participants
Total sample		\$144.12	\$144.24	\$147.81
Ethnic group	Maori	\$160.11	\$165.60	\$157.25
	non Maori	\$137.00	\$134.83	\$141.71
Age group	Over 25	\$149.61	\$151.35	\$150.48
	Under 25	\$130.85	\$127.09	\$140.77
Gender	Female	\$142.80	\$145.43	\$151.50
	Male	\$144.76	\$143.67	\$145.29
Register duration of job seekers at the start of their CTF placement	Under 52 weeks			\$87.41
	52 weeks and over			\$170.86
	n	1,393	1,393	1,143

Source: WINZ (SOLO) database, 1998

The costs to WINZ of the Additional CTF participants and Exposure group were compared to the average cost for members of the Control group. In no instance was there a significant difference between the Control group and the others by ethnicity, age or gender [t test of two independent means].

Figures are based on gross cost to WINZ (before income tax, GST or ACC levies) and include income support payments as well as any administrative or subsidy payments associated with programmes that job seekers participated in.

In terms of the Control and Exposure group design there was no significant difference in the work and income costs to WINZ of members in either group. On average, a job seeker in the Exposure group cost \$144.24 per week between November 1997 and October 1998 compared to \$144.12 for the Control group. This average cost included all income support payments (including supplementary); programme subsidies and allowances as well as administrative or contractual costs associated with any programmes that job seekers participated in (including programmes other than CTF).

From Table 3.6 it is evident that the average costs of those who participated in CTF were higher, but not significantly so, than those of the Control/Exposure groups. This difference is not necessarily attributed to poorer outcomes of CTF participants but also reflects the differences between CTF participants and those who were eligible for CTF but did not participate:

- CTF participants have participated in at least one programme (i.e. CTF);
- participants are generally older and as such are more likely to be in receipt of a higher level of benefit payments; and
- participants have been unemployed for longer, and are therefore eligible for greater and more expensive levels of assistance.

Looking at the sample by its demographic characteristics showed that there were no significant differences between Exposure, Control and CTF participant sample by ethnicity, age or gender. However, of importance to note is the very large difference between CTF participants that had been on the register for more or less than 52 weeks at the time that they started their CTF placement. The very low weekly cost (\$87.41) of those participants who were registered for less than 52 weeks when they started their CTF placement is a function of the rapid fall in the number of people in this group in receipt of a benefit over the study period.

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The implication drawn from this analysis is that there was no evidence to suggest that participation in CTF was more effective in reducing the cost to WINZ in terms of work services or income support payments when compared to non-participation. However, this is only a provisional finding, given the limitations identified with the outcomes methodology (see Appendix A).

3.4 Benefits for community and CTF participants

Information on community and environmental benefits of CTF projects was collected using two research methods. The first was an analysis of data drawn from SOLO on all projects active between 1 July 1996 and 30 September 1998. The data was analysed according to the focus of sponsor organisations, the focus of projects, and the groups in the community targeted by the projects. The aim was to gain an indication as to which sectors of the community appeared to benefit from CTF projects.

The second research method involved a telephone survey of CTF sponsors (see Appendix A for detailed methodology for both research methods). While some information collected was similar to that contained in SOLO, the survey also obtained information on the kinds of activities undertaken by CTF participants.

3.4.1 Types of organisations involved in Expanded CTF

The majority of CTF sponsor organisations in both the database study and the sponsor survey were voluntary or government organisations (Table 3.7). There was a much smaller number of local authorities or private commercial organisations. This is to be expected as there are a relatively small number of local authorities and CTF is not targeted at private commercial organisations. However, since the expansion of CTF, private commercial organisations have recorded the largest increase in the use of CTF (see section 3.1: Characteristics of CTF participants, projects and sponsors).

Table 3.7: Ownership of the sponsor organisation (all projects and survey data)

Organisation ownership	All projects (%)	Survey (%)
Voluntary organisation	47.5	50
Government	43.2	43*
Private commercial	5.9	5
Local authority	3.2	-
Other	-	2
Unknown	< 0.1	-
Total contracts	100	100

* For the survey of sponsors, respondents were not asked to distinguish between government and local government. 'Government' includes all government departments, local authorities, crown agencies, state and integrated schools, universities etc.

The analysis of all projects revealed that almost all organisations (92.1%) focused on the education sector were government-owned organisations. However, organisations focused on the remaining sectors tended to be voluntary organisations (Appendix E). The exception was organisations categorised as "other". These organisations tended to be private commercial organisations or local authorities.

The greatest proportion of sponsors had been involved in the programme for either three years or more (36%) or for a year or less (35%). An interesting finding was that 62% of private business organisations had been involved for a year or less. This is consistent with data that showed a major growth in private business organisations becoming involved in CTF (see Section 3.1: Programme Characteristics). The sponsor survey showed that the greatest proportion of sponsors (69%) operate at the local level rather than at the national or regional level.

3.4.2 Key focus of sponsor organisations

An analysis of the sponsor organisations was undertaken using data from SOLO to identify which sectors of the community appeared to be benefiting from CTF. Examples of the different types of sponsor organisations are outlined in Table 3.8.

Table 3.8: Focus of sponsor organisation

Key focus of sponsor organisation	Examples of organisations
Animal welfare	Animal shelters, pet services, caring for animals.
Built environment	Maintenance or reconstruction of buildings and other structures (e.g. walls, playground equipment).
Business and employment opportunities	Business development groups, employment services.
Care of elderly or children	Crèches, rest homes.
Community safety	Police, fire service, security services, community watch services, women's refuge, safer community councils, truancy services, road safety programmes, health and safety projects.
Education	Early childhood education organisations (e.g. playcentres, Kohanga reo, kindergartens), schools, universities.
Health and disability	Hospitals, residential care facilities, psychiatric services, hospices, physical disability services.
Natural environment	Gardening services, environmental work.
Other	District and city councils, non-welfare related retailing, electorate offices, information centres.
Recreation, amusement and culture	Marae, sports organisations, museums, historical societies, cultural groups, parks and reserves, libraries, media organisations.
Unknown	Not possible to categorise based on project description and organisation name.
Welfare of disadvantaged	Churches, foodbanks, social services trusts, women's centres, victim support organisations, budget advisory services, community resource centres, groups supporting the unemployed.

The education sector made the greatest use of CTF. As Table 3.9 indicates, 43.4% of sponsor organisations were from the education sector. There were also a large number of sponsor organisations focused on providing recreation, amusement and cultural services and welfare services, 20.4% and 13.3% respectively. A similar pattern emerged from the survey of sponsor organisations with some exceptions. For example, a higher percentage of organisations in the survey were coded as focusing on the care of young children and/or the elderly. This was because the survey did not distinguish between care of very young children (e.g. childcare centres) and school-aged children.

Table 3.9: Main focus of sponsor organisations

Sponsor organisation focus	All projects (%) n = 4,202	Survey (%) n = 388*
Animal welfare	0.7	1
Built environment	0.3	1
Business & employment opportunities	2.1	2
Care of elderly or children	2.6	13
Community safety	2.1	2
Education	43.4	46
Health & disability	6.0	4
Natural environment	2.1	4
Other**	5.3	0
Recreation, amusement & culture	20.4	12
Unknown	1.6	5
Welfare of disadvantaged	13.3	10
Total	100	100

*Base: 3,348 sponsors weighted

** A range of organisations were categorised as "other" but district and city councils were also included in this category because they focused on a wide range of activities.

3.4.3 CTF projects undertaken by sponsors

3.4.3.1 Key focus of CTF projects

Projects were also classified according to the focus of the project. Most projects either focused on education (33.5%) or the natural environment (24.2%). A further 27.6% of projects were focused on recreation, amusement and culture, the built environment or the welfare of individuals or communities (Table 3.10). The remainder of projects focused on animal welfare, business and employment opportunities, care of the elderly or young children, community safety, health and disability, and other.

Table 3.10: The focus of the projects

Focus of the projects	Number and % of projects	
Animal welfare	81	0.8%
Built environment	854	8.9%
Business and employment opportunities	148	1.5%
Care of elderly or children	287	3.0%
Community safety	232	2.4%
Education	3,224	33.5%
Health & disability	447	4.6%
Natural environment	2,327	24.2%
Other	151	1.6%
Recreation, amusement & culture	1,023	10.6%
Unknown	74	0.8%
Welfare	781	8.1%
Total	9,629	100%

By examining the focus of projects it was possible to gain some indication of the broad groups (sectors) in the community that benefited from CTF projects. The majority of projects gave benefits to the same broad groups the organisation focused on (Appendix D). An exception was the 'other' sector, where 55.4% of projects focused on the natural environment. In addition, several groups in the community frequently derived benefits from projects focused on the natural and built environments. For example, as stated above, the education organisations sponsored the largest number of projects, and most frequently obtained benefits from the CTF programme by undertaking projects focused on the following:

- *Education:* almost all projects focused on education were undertaken by organisations focused on education (97.7%). Projects focused on education made up 65.5% of all projects undertaken by education organisations. Education projects included teacher aide work in the classroom, assisting teachers to make education resources, clerical assistance at schools, and school library work.
- *The natural environment:* projects focused on the natural environment made up 24.4% of all projects undertaken by the education sector. Most commonly these projects involved the maintenance of school grounds. Natural environment projects undertaken by education organisations made up half of all projects focused on the natural environment.

A similar pattern emerged in the recreation, amusement and cultural services sector, in which a large number of projects were also undertaken. This sector most frequently made use of CTF by undertaking projects focused on the following.

- *Recreation, amusement and cultural services:* approximately 47% of all projects undertaken by organisations in this sector focused on the provision of recreation, amusement and cultural services (e.g. working in museums, historical societies). These projects made up 72.1% of all projects focused on recreation, amusement and cultural services.
- *Natural environment:* almost 25% of all projects undertaken by the recreation, amusement and cultural services sector focused on the natural environment (e.g.

working in marae or sports club grounds). These projects made up 16.6% of all projects focused on the natural environment.

- *Built environment:* projects focused on the built environment made up 21.3% of all projects undertaken in the recreation, amusement and cultural services sector, and 38.9% of all projects focused on the built environment. Examples included working on marae or sports club buildings.

The welfare sector, which undertook the third largest group of projects, most frequently derived benefits from the CTF programme by carrying out projects focused on welfare, the natural environment and the built environment. In the case of the health sector, the majority of projects undertaken focused on health and disability (72.8%).

3.4.1.2 Descriptions of the CTF projects

It was not possible to provide a detailed statistical breakdown of the types of work undertaken on all CTF projects, as job titles were not coded consistently in SOLO. However, the survey of sponsor organisations did elicit some information. A total of 401 projects were discussed with sponsors as part of the survey of sponsor organisations. Sponsors reported a wide range of work being undertaken within their project/s (Table 3.11). More than one form of work could be undertaken within each project, so multiple responses were possible. The most common types of work involved physical, outdoor work and administrative/clerical roles.

Table 3.11: Kinds of work undertaken

Types of work undertaken	Projects with this type of work*
Nursery worker, groundsperson, gardener	28%
Labourer, handy person, carpenter	26%
Administrative work, receptionist, secretary, clerk	19%
Teacher assistance, school laboratory assistant	20%
Computer operator, data entry, establishing a database	14%
School resource person	13%
Researcher	5%
Cleaner	5%
Fundraiser, promotional activity	4%
Working with people with disabilities	3%
Library assistant	5%
Carvers, sculptors, artists, weaver	3%
Kitchen-hand, food preparation	3%
Shop assistant, retail assistant	3%
Working with pre-schoolers	3%
Other	11%
Don't know/Not established	1%

Source: Survey data - multiple responses possible.

*Base: 566 projects weighted.

The survey data also provided further information on sponsors who said their organisations contributed toward improving the environment. Common contributions included growing trees and plants and improving neighbourhoods and buildings (Table 3.12).

Table 3.12: Contribution of organisation to the natural and built environment (%)

Contribution	Projects contributing to the natural or built environment*
Tree planting	24%
Upgrading/restoring buildings	21%
Growing plants	20%
Neighbourhood beautification	18%
Conservation of flora/fauna	12%
Education/raising awareness	12%
Gardening/weeding	12%
Pollution control (removal of litter etc.)	10%
Recycling	4%
Graffiti removal	1%
Other (Specify)	21%
None/Don't know	8%

Source: Survey data - multiple responses possible

*Base: 1,384 sponsors weighted.

3.4.2 Groups in the community targeted by the project

Data from all CTF projects was used to analyse which groups in the community appeared to benefit from CTF. Projects were analysed according to ethnicity, gender, age, health, and other (animals, environment). It should be noted that the decision about which groups benefited was based on a subjective analysis of project descriptions contained in SOLO. This data was supported by findings from the survey of sponsors.

3.4.2.1 Ethnicity

Most projects (81.9%) did not target any specific ethnic group and only a small number of projects were specifically aimed at Pacific Island people or other ethnic groups (Table 3.13). However, 15.5% of all projects in SOLO were aimed at Maori. Similar findings were noted in the survey of sponsors.

Projects aimed at Maori were most frequently focused on education (29.1%), the natural environment (23.9%), the built environment (14.5%) and welfare (7.7%)²⁶. Examples of projects focused on education included job seekers working as teacher's

²⁶ These percentages are based on the analysis of all projects.

aides in Kohanga reo. Projects focused on the natural or built environment frequently involved improving the grounds and buildings of marae, while projects focused on welfare often involved working with 'at risk' Maori youth.

Of those projects that focused on Maori, most were targeted toward a particular iwi or tribal group. Other projects included a focus on all Maori, pre-schoolers, those with a disadvantaged or low socio-economic status, children and youth, and Maori within a local community or area.

Projects aimed at Pacific Island people tended to focus on welfare, recreation, amusement and cultural services and education.

Table 3.13: Ethnic focus of the project

Ethnicity (project)	Number and % of projects aimed at Maori	
No specific ethnic focus	7,888	81.9%
Maori	1,493	15.5%
Pacific Island people	178	1.8%
Other ethnic groups	66	0.7%
Not known	4	< 0.1%
Total	9,629	100%

Source: Analysis of all projects 1 July 1996 to 30 September 1998

3.4.2.2 Gender

Few projects were aimed specifically at men or women, 0.7% and 1.5% respectively. Projects aimed at women tended to focus on education (e.g. girls' schools) or welfare (e.g. women's centres). Projects aimed at men tended to focus on education (e.g. boys' schools).

3.4.2.3 Age

More than half of the projects were aimed at children and youth (54.2%) and most of these projects (87.2%) were undertaken by organisations focused on education such as schools (Table 3.14). A small number of projects were aimed at older people (2.5%) and adults (2.1%). Examples of the former include working at rest homes and examples of the latter include projects at tertiary institutions.

Table 3.14: Projects focusing on specific age groups

Age	Number of projects aimed at specific age groups	
Children and youth	5,223	54.2%
Not focused on a specific age group	3,964	41.2%
Older people	242	2.5%
Adults	200	2.1%
Total	9,629	100%

Source: Analysis of all projects 1 July 1996 to 30 September 1998

3.4.2.4 Health and disability

Table 3.15 shows that a small number of projects were aimed at people with disabilities (6.1%) and sick people (2.2%). Most projects aimed at people with disabilities or sick people were undertaken by organisations focused on health and disability. However, almost one-third of projects aimed at people with disabilities were undertaken by organisations focused on education (e.g. schools taking on a teacher aide to assist children with physical or mental disabilities).

Table 3.15: Projects focused on sick or people with disabilities

Disability or sick (project)	Number of projects aimed at sick or people with disabilities	
Not focused on sick or people with disabilities	8,831	91.7%
People with disabilities	585	6.1%
Sick	213	2.2%
Total	9,629	100%

Source: Analysis of all projects 1 July 1996 to 30 September 1998

3.4.2.5 Animals and environment

Approximately one-third of all projects were aimed at improving the built or natural environment (Table 3.16). Such projects included maintaining or constructing buildings, gardening and landscaping work, conservation work, and environmental work on farms. Projects aimed at improving the environment were most often undertaken by organisations focused on education (45.6%), recreation, amusement and culture (22.5%), other (10.2%), and welfare (7.8%). A small number of projects were focused on animals. Most of these projects were undertaken by animal welfare organisations, such as the SPCA.

Table 3.16: Projects focused on animals or the environment

Other (project)	Projects aimed at animals or the environment	
	n = 388*	%
Built or natural environment	3,242	33.7
Animals	99	1.0
Not aimed at animals or the environment	6,288	65.3
Total	9,629	100

Source: Analysis of all projects 1 July 1996 to 30 September 1998

*Base: 3,348 sponsors weighted

3.4.3 CTF project benefits

The following section discusses the benefits to different stakeholders, in particular five categories: the job seekers; sponsor organisations; clients of sponsor organisations; the wider community; and the wider environment. An analysis of all projects from 31 June 1996 to 31 September 1998 was analysed for benefits to these groups. However, this data was limited to a project description. Additional information was sought from the survey of sponsors.

Table 3.17: Who benefits from CTF projects (%)

Project beneficiary	Survey (%)
	n = 388*
The job seeker	90
Your organisation	89
Your clients or the people your organisation serves	88
The wider community & environment	74
None/Don't know	2

Source: Analysis of all projects 1 July 1996 to 30 September 1998

*Base: 3,348 sponsors

Multiple responses possible.

3.4.3.1 Benefits for job seekers

Sponsors were asked to identify what they saw as benefits for CTF participants. The most common benefits included increased confidence and the development of appropriate workplace behaviours and disciplines and job seeking skills. Of the

sponsors included in the survey, 41% reported giving paid employment to CTF job seekers; 58% assisted CTF job seekers into employment in another organisation; and 51% assisted CTF job seekers into further training or education. It is important to keep in mind that these findings are based on the perceptions of sponsors only and do not reflect the total number of job seekers assisted into employment or training outcomes. For specific information on job seeker outcomes, see Section 3.2 and Appendix E.

3.4.3.2 General organisational benefits

Sponsors identified a range of benefits to their organisation as a result of participation in CTF. These included achieving results more quickly (74%) and enabling better services (74%) and more services (59%). In addition, almost half (47%) reported a reduced dependence on volunteers (see discussion on dependence, Section 3.5).

The analysis of all projects also showed a high percentage (99.6%) of benefits to sponsor organisations. There were few differences between types of organisations by ANZSIC code. As sponsor organisations are the main instigators of projects, it is logical that this direct benefit should occur.

3.4.3.3 Benefits for clients of sponsor organisations

The most frequently identified benefits to sponsors' clients related to improvements in the services delivered, particularly in being able to provide more services and more personal services. Most benefits were in four types of organisations: health and community services; personal and other services; cultural and recreation services; and education.

The benefits of the CTF projects were analysed against the organisation ownership. Government, voluntary organisations and local authorities were ranked the three highest beneficiaries of CTF projects. Educational assistance made the government sector the highest CTF project beneficiary. Voluntary organisations were the seconded highest beneficiary, due to projects completed related to cultural and recreational services, health and community services, personal and other services. Local authorities focused their CTF projects mainly on the environment, for example clearing streams and reserves of noxious weeds.

3.4.3.4 Benefits for community

Community benefits commonly identified from projects included helping the unemployed, providing education services and providing cultural facilities, education and resources. Common project benefits to the natural/built environment included neighbourhood beautification, weed and scrub control, the upgrading and restoration of buildings and tree planting.

While the sponsor survey did not differentiate between environmental and other wider community benefits, the analysis of SOLO data did. This found a high proportion of private commercial organisations (37.1%) and local authorities (23.8%) focused on benefits to the wider environment.

3.5 Displacement

A concern commonly expressed about work experience programmes such as Community Taskforce (CTF) is that they may displace other workers in the labour market (Ellwood and Welty, 1998). The eligibility criteria for CTF attempted to avoid displacement by stating certain project conditions.

Activities undertaken by participants in CTF projects:

- must be additional to the normal work of the organisation;
- must not be regular on-going maintenance work;
- must be non-profit making;
- must not displace other workers in the organisation or employment opportunities elsewhere; and
- must be project-based, of a defined duration with specific measurable objectives.

The programme evaluation of CTF (1998) identified limited instances of displacement. In two cases (out of 24) sponsors had been offered CTF job seekers despite originally intending to take on paid employees. In addition, the evaluation identified the potential for displacement to occur as a result of sponsor dependency on CTF labour. This evaluation examines the issue of displacement in greater depth.

The literature on displacement is clear on two points. Firstly, there are difficulties in defining exactly what displacement means (Chapple, 1997). Secondly, displacement is, to a large extent, something that arises in a macroeconomic context (see Appendix A). It was not possible, in this evaluation, to measure the level of displacement caused by CTF. Rather this section examines some risks of displacement based on five indicators. These are that:

1. sponsors employ people for longer than six months in the same organisation doing the same kind of work (an indication that roll-over of projects is occurring);
2. sponsors are reliant on CTF participants to get work done;
3. sponsors use CTF because they cannot afford to pay workers;
4. sponsors employ people who are doing the same work as CTF participants; or
5. sponsors use CTF as a way of expanding their role.

None of these indicators, on their own, provide evidence that organisations are displacing paid workers for CTF participants. However, they provide a framework from which it is possible to examine the way in which sponsors are using CTF. This section is based on data collected from the WINZ database, in addition to a survey of sponsors and job seekers.

The issue of dependency was also examined in this aspect of the evaluation, as the process evaluation (NZES, 1998) identified the potential for displacement to occur as a result of sponsor dependency on CTF participation. In particular, the process evaluation highlighted that dependency was most likely to occur in projects that were rolled over beyond an initial 26 week period. Sponsors whose projects were extended beyond this period were at greatest risk of becoming dependent on CTF labour in order to maintain their level of operation.

3.5.1 Roll-over of projects

The process evaluation (1998) identified a number of instances where sponsors requested that a particular job seeker undertake a second six month placement in the same project, that is, be rolled over. There are multiple risks with the roll-over of job seekers, especially when this occurs so that a sponsor can complete projects (as opposed to roll-over to benefit the job seeker). Sponsors may become dependent on the labour of the CTF participant, potentially leading to the displacement of paid employees. Job seekers may become dependent on the sponsoring organisation, perceiving it to be a 'real job', and not focus on finding paid employment. This is not a positive outcome for the job seeker, as the purpose of CTF is to move job seekers closer to paid employment.

The CTF project guidelines state that CTF participation must be project-based, i.e. of a defined duration, with specific measurable objectives. However, it was not possible, in this evaluation, to measure how many projects are of a defined duration. As the earlier CTF process evaluation discovered, sponsors may run a number of projects consecutively, doing the same kind of work but changing the name of the project so that each appears to be of a defined duration. One indication that organisations are becoming dependent on CTF to get work done is where projects are continuously rolled over. Table 3.18 shows the duration of CTF contracts and involvement of sponsors in CTF over a two-year period, based on WINZ data.

Table 3.18: Duration of CTF contracts and involvement of sponsors in CTF in the 12 months prior to and following the expansion of CTF

		Duration of sponsors' involvement in CTF in weeks							Average
		< 1	1 to 8	9 to 18	19 to 26	27 to 35	36 to 49	50+	
Projects ¹	Pre expansion ³	4.0%	17.3%	28.7%	34.1%	13.4%	1.5%	0.9%	17.8
	Post expansion ⁴	6.3%	18.7%	26.7%	41.9%	5.6%	0.5%	0.3%	16.4
Sponsors ²	Pre expansion ³	3.2%	12.7%	22.1%	28.6%	14.4%	10.2%	8.7%	23.82
	Post expansion ⁴	2.7%	12.6%	19.0%	35.7%	10.9%	11.2%	7.9%	24.11

Source: WINZ (SOLO) database, 1998

1: Duration of projects is based on the time that the contract had a least one active CTF placement.

2: Duration of sponsor involvement is based on the time that the sponsor had at least one active project.

3: Includes all job seeker CTF placements that started between 1 July 1996 and 31 June 1997.

4: Includes all job seeker CTF placements that started between 1 July 1997 and 31 June 1998.

After the expansion of CTF 6.4% of projects were active for longer than 26 weeks with the average duration of projects being 16.4 weeks. This is a decrease from the period prior to the expansion of CTF, where 15.8% of projects were active for longer than 26 weeks with projects running for an average of 17.8 weeks. There was little variation amongst projects when broken down by industrial classification, rural-urban location or WINZ region (see Appendix D).

Sponsors were involved in CTF for longer periods after the expansion, reflecting those instances where organisations took on more than one project, with an average involvement of 24.1 weeks. Just under a third of sponsors were involved with CTF for more than 26 weeks between 1 July 1997 and 31 June 1998, with 7.9% being involved with CTF for the whole period. There was little change in the time that sponsors were involved with CTF in the period leading up to and following the expansion of CTF. Comparing the characteristics of sponsor to involvement in CTF found little variation.

The only difference was that local authorities had the longest involvement in CTF, with an average of 27 weeks (see Appendix D).

An analysis of WINZ data showed that only 9% of CTF participants spent longer than 26 weeks on placements between 1 July 1997 and 30 September 1998 (Appendix D, Table D3). The survey of job seekers, however, suggested a different picture, as 39% said they had worked for longer than six months with the same sponsor. The reasons for this discrepancy are not clear. It is possible that sponsors employed a number of job seekers after they completed their CTF placement.

Some participants showed a reluctance to move on from their CTF placement. Of the 39% of participants who said they stayed with sponsors for more than 26 weeks, the three main reasons given were that they were either enjoying the placement, were still learning new things, or were asked to continue. These responses indicate that a level of job seeker dependency occurs, as well as sponsor dependency on CTF.

3.5.2 Defined projects or maintenance work?

The distinction between 'project work' and 'maintenance work' was not clearly defined in the CTF programme guidelines. For this evaluation, 'projects' were defined as tasks that were additional to the normal work of an organisation and of a defined duration. Maintenance work was defined as including tasks that were on-going and an integral part of the day-to-day functioning of an organisation.

There was evidence that a number of sponsors took on CTF participants to do work that could be interpreted as on-going maintenance work. This evidence came from the description recorded in the WINZ SOLO database by Employment Advisors (EAs) for each CTF project²⁷. Examples include the following project descriptions:

"Office clerk/receptionist responsible for answering the phones, re-directing inward calls, logging all outward toll calls, general typing, maintaining resources..." (community organisation)

"To train intellectually handicapped people in work skills, communication skills and quality control of basic contract assembly work" (community organisation)

"Administration officer: doing PAYE, ACC levies, GST, attending meetings and general admin. work" (Kohanga reo)

"Assist teacher with special needs on a 1-1 basis or small group in remedial section. Assist in making educational resources" (school)

"To work with students who have severe learning abilities, e.g. down syndrome/attention deficient disorder (ADD) working one-to-one assisting with reading etc" (school)

"General tidy up. Upgrade grounds" (school).

In each of these examples, the work can be viewed as on-going rather than project based. Projects that could be defined as maintenance work were particularly obvious in the voluntary and government sectors (mainly schools). This is because these two sectors are the dominant sponsors of CTF participants²⁸. The three common types of

²⁷ The description of projects given in SOLO is brief. While it provided enough information to query whether a project was 'project based' or involved 'maintenance' work, it was not possible to set up a model to assess the degree to which CTF projects were in fact ongoing maintenance work.

²⁸ Half of all CTF work was undertaken for voluntary organisations while 37% of work is done by government organisations (most of which are schools). For further information, see Section 3.1.

work being undertaken in schools included teacher assistants, administrative work and gardening/labouring. Some of this work involves specialised skills, for example, working with children with disabilities.

Other CTF work involved defined projects because of the nature of the tasks, but could also be termed on-going maintenance work. Most work undertaken by groundspeople, for example, could be broken down into specific projects. However, each of these tasks is part of the on-going maintenance work of an organisation. Many CTF projects fell into this category, for example:

"Construct outside gardens. Establish new grass areas. Upgrade fences. Upgrade playground equipment" (school).

The underlying concern is that organisations may come to depend on CTF to carry out the day-to-day tasks involved in running the organisation. However, the boundaries around what kind of projects can be legitimately undertaken by sponsors are nebulous.

3.5.3 Sponsors use CTF because they cannot afford to pay workers

There was evidence, from the survey of sponsors, that organisations take on CTF participants because they have no funds to employ people. This would suggest a level of dependency on CTF to carry out the day-to-day functions of the organisation. It should be noted that this is not strictly an issue of displacement, since no one would have been employed to do the work. Almost three-quarters (73%) of the sponsors interviewed said they became involved in CTF because they needed workers but did not have the funds to employ people. This percentage was similar for government, voluntary and private business organisations. A similar number of organisations (70%) said this was a reason for their continued involvement in CTF.

These findings are not an issue where CTF work is project based and does not involve on-going maintenance work. However, it is of concern when the project involves regular on-going maintenance work. The education sector is of particular concern, as it takes on more than one-third (37%) of all projects. As mentioned earlier, most education projects could be termed 'maintenance work' as they involved one of three tasks: teacher assistance, resource or administration work and gardening/grounds maintenance.

The availability of unpaid labour for organisations is expected to have an impact on resource allocation issues. In particular, organisations with limited budgets such as voluntary groups or schools may choose to get work done by CTF participants, thus enabling them to purchase capital resources. The sponsor survey showed that 85% of organisations would not have employed more staff if they did not have access to CTF. However, two-thirds of sponsors (67%) said they would have needed to find some, or more, voluntary staff if they had not participated in CTF. These findings suggest that many organisations may be dependent on CTF for unpaid labour. Schools that have traditionally relied on parent help may now be taking on parents, but within the CTF (or Community Work) programme.

The use of CTF participants in private commercial organisations is of particular concern as these organisations stand to gain financially through the use of unpaid labour. Some distinction must be made between private commercial organisations that sponsor non-profit making projects and those projects where they may benefit financially. The CTF programme criteria stated clearly that projects must be non-profit making. In terms of overall CTF participation, private commercial sponsors are a small percentage (4%). However, this sector recorded the largest increase in the use of CTF (161%) after the expansion (1 July 1997 to 31 September 1998). Table 3.19 shows

that 62% of private commercial organisations have been involved in CTF for one year or less, whereas other sectors have had more consistent involvement over time.

Table 3.19: Length of time involved in CTF by ownership of organisation

	Government	Private commercial	Voluntary	Other
1 year or less	22%	62%	43%	6%
>1 - 3 years	30%	11%	28%	41%
>3 - 5 years	24.3%	0%	15%	31%
>5 years	23%	27%	13%	22%
Don't know	2%	0%	2%	0%
Base	1,449	167	1,677	55

(Does not add to 100% because of rounding.)

The growth in private commercial organisations can be linked to the growth amongst sponsors located in the agriculture, forestry and fishing sectors (156% increase since the expansion of CTF). The analysis of all CTF projects suggested that these projects are mainly in the farming sector. Two examples are the following projects based on farms:

“Upgrading of waterways and access ways and races on farm, weed control work.”

“Labourer...eradication of noxious weeds, clearing of raceways and waterways.”

In the context of CTF project conditions, much of this work may be considered the regular on-going maintenance of the farm. One might also argue that, where the organisation is private and commercial, CTF projects of this kind help farmers to maintain their profitability, even if it is in an indirect way. There is a greater potential for business organisations to displace paid workers with CTF participants as they do not have the same access to volunteers as other organisations.

In terms of the number of job seekers taken on by individual sponsors, local authorities take on by far the greatest number of CTF participants. Local authorities engage an average of 14.6 CTF participants per project, while most other sponsors take on between two and four job seekers. Again, much of this work may be defined as on-going maintenance work, even though it may be broken down into specific tasks. Examples of projects sponsored by local authorities included:

“Upgrade beach walking tracks along the foreshore area. Develop and landscape adjacent areas. Remove post retaining wall from play area. Clear driftwood off the beach.”

“People required to help keep inner city free from litter.”

As with schools, the concern is that much of the work being done by CTF participants may once have involved employed labourers (contractors) but in the present economic climate is being done by unpaid labour.

3.5.4 CTF participants undertaking similar work to paid employees and volunteers

In the CTF process evaluation (NZES, 1998) it was identified that, in some cases, CTF participants undertook work similar to others in the organisation who were paid or volunteer workers. This had implications for displacement, raising questions about the extent to which employers might opt to use CTF participants in preference to paid workers. This could particularly become an issue should sponsors opt to invest funds in capital rather than taking on paid staff.

A third (33%) of the projects discussed by sponsors in the survey were reported to involve CTF participants and paid workers doing similar work. The reasons for this included the heavy workload of the organisation, the need to provide training and the collective nature of work undertaken. Types of work where the replication of tasks was common included administrative work, receptionist, clerical, library assistant, school resource person, teacher assistant and those working with people with disabilities. Again, much of this work could be viewed as on-going maintenance work. Examples included:

“Assist in administration duties and exhibition work” (Community Arts Council)

“Office assistant: Rearrangement of criminal files, archiving correspondence etc” (government department)

“Library duties in local community library, discharging books, mending shelf, tidying, moving book stock” (City Council library)

“Youth worker, cooking, driving van, talking and supporting the youth” (voluntary organisation).

A slightly higher number of projects (40%) involved CTF participants and volunteers doing the same kind of work. Work demands and the sharing of work amongst all staff were common reasons for this. Types of activities where CTF participants and volunteers commonly undertook similar work included accounts assistant/treasurer, cleaner, kitchen hand/food preparation, labourer, nursery worker and working with the elderly and people with disabilities.

3.5.5 Use of CTF to expand the role of the sponsor organisation

Thirty-four percent of sponsors reported becoming involved in CTF because they wanted to expand the role of their organisation. In addition, almost a third (30%) reported growth within their organisations as a result of their participation in CTF. Types of growth reported are shown in Table 3.20 below.

Table 3.20: Type of growth experienced through participation in CTF (%)

Type of growth	%
More clientele/members/people affected	21
More staff/CTF participants/volunteers	19
Provide better/more services/facilities	17
Project completed faster/more projects completed	7
More product output	4
More money/funds	3
Other*	32
Not established	3
Total	106

Base: 995 sponsors. Multiple responses possible

** Other types of growth included: greater stability and structure within projects; greater community involvement in organisation; increased visibility and awareness of organisation within the community; and increase in organisation membership.*

These findings show that a number of organisations rely on CTF participants to expand the role of their organisations, primarily in terms of the services they provide rather than in terms of profits or product output. The concern here is that some organisations rely on some form of free labour to carry out the work of their organisation. Most sponsors (85%) said they would not have needed to employ more paid staff if they had not participated in CTF, while 11% said this would have been necessary. By contrast, 67% of all sponsors said they would have needed to find some or more voluntary staff if they had not participated in CTF. In this context, it would appear that CTF has become a substitute for voluntary labour.

3.5.6 Summary

There was no strong indication of displacement occurring as a result of participation in the CTF programme. However, there were indications that many CTF projects involve on-going maintenance work that is part of the normal work of organisations. It is not possible to quantify the number of projects where this is the case, as it is not clear what defines a project according to the CTF programme criteria. Many projects include specific tasks that may be seen as project based. However, in the context of other indicators there is evidence that organisations may become dependent on CTF labour to get work done. This is a particular issue in voluntary organisations and in schools, as they are the dominant users of CTF participants.

The evaluation found little evidence that projects are exceeding 26 weeks in length, although some job seekers were reluctant to move on from their CTF placement.

The use of CTF labour within private commercial organisations is of particular concern as this sector recorded a 161% increase in involvement since the expansion of CTF. Much of this growth has been in the agricultural and farming sectors.

CTF participants clearly play an important role in sponsor organisations. In particular, CTF provides sponsors with a source of unpaid labour. Without CTF, more than two-thirds of organisations would have had to find some or more volunteers.

4 Discussion of the evaluation findings

This evaluation has focused on employment and other outcomes of the CTF programme. As well as evaluating the outcomes for those who participated in the programme, it has been important to consider the impact of the programme on other stakeholders - namely sponsor organisations and their clients, the wider community and environment. In this respect, the evaluation differs to other outcome evaluations that have tended to focus solely on outcomes for job seekers.

The evaluation provides insights on various aspects of CTF, i.e.:

1. Is the programme being delivered to those intended? How has this changed since the expansion of CTF?
2. What is the impact of CTF on employment and other outcomes for job seekers?;
3. What are the costs of the CTF programme per participant and per unsubsidised employment outcome compared to other similar programmes?
4. What is the range of benefits to the community and environment?
5. To what extent has the CTF programme resulted in displacement of unsubsidised work and/or job seeker or sponsor dependency?

Together, the findings provide a comprehensive and complex view of inter-relationships, benefits and associated risks of the programme. The Community Work programme that replaced CTF has many of the same programme objectives²⁹ so this evaluation provides useful information to those involved in refining and implementing the Community Work programme.

The CTF programme was able to target long-term unemployed. In addition, the participation rates were highest for Maori, women and those living in rural areas who often face the greatest challenges in securing paid work. The step between gaining work experience and moving into training and employment can be enormous and by providing job seekers with work experience through CTF, they may move closer to employment outcomes. Sponsors reported that most job seekers benefited from CTF participation, by increasing confidence and developing workplace behaviour and discipline. However, more intensive assistance may be needed by job seekers to gain employment outcomes.

There is no evidence that CTF had a positive impact on job seeker training and employment outcomes. Some of the reasons for this may be found in the design of the programme as well as the way in which it is being used by sponsor organisations. These are discussed more fully below.

While employment outcomes for CTF participants were low, the findings show indirect and direct benefits to the wider community. The primary beneficiaries of CTF projects are sponsor organisations, of which the majority are from the government or voluntary sectors. In particular, education institutions (schools) play a large role in providing work for CTF participants. Sponsor organisations report benefits such as being able to get work done more quickly, providing better services, more services and a reduced dependence on volunteers. In many cases the benefits are passed to the wider community through the sponsor organisation. In the case of schools, for example, children benefit because there are CTF participants creating resources for the classroom, teacher aides helping with reading programmes and school grounds

²⁹ Appendix G compares and contrasts CTF and Community Work. This shows that the two programmes are very similar.

being maintained by gardeners and labourers. In a small number of projects, CTF directly benefits the community. Primarily these are through environmental projects such as tree planting. Sponsors also identified benefits to job seekers. These benefits included increased confidence, development of appropriate workplace behaviours and disciplines and job seeking skills. Similar findings were found in the Process Evaluation (NZES 1998) in which a small number of job seekers (48) were surveyed. The majority reported gaining many job related and person skills from participation in CTF.

The evaluation raised a number of issues that relate to the way in which sponsors use CTF. Sponsor organisations rely heavily on CTF participation. Without CTF, two-thirds of sponsors stated they would have had to find another source of labour – primarily volunteer workers. There are concerns of the level of reliance on CTF by sponsor organisations for the day-to-day work of organisations.

A number of sponsor organisations are using CTF to undertake on-going maintenance work. This was evident across all sectors, despite criteria stipulating that CTF projects must be additional to the normal work of the organisation; must not be regular on-going maintenance work and must be project-based. This is a particular issue in voluntary organisations and in schools as they are the dominant users of CTF participants. It is also possible that those sponsors with limited budgets may choose to get work done by CTF participants, thus enabling them to purchase capital resources. In addition, a third of the projects discussed by sponsors in the survey were reported to involve CTF participants and paid workers doing similar work. Examples included office clerks/receptionists, gardeners, and those working with people with disabilities.

In addition to these concerns, the findings raise questions regarding the extent to which the nature of the programme and sponsor organisations using CTF may play a part in the poor employment outcomes recorded for CTF participants. As noted above, sponsor organisations use CTF participants where they cannot afford paid workers and to help them to provide additional and better services. The main focus for sponsors is not to move job seekers toward employment, which makes CTF different to other work experience programmes. There is also little incentive for sponsors to end a project. This evaluation has not considered the nature of the work undertaken in the projects and its relationship in gaining future employment. This is an area that may require more research.

The findings also suggested that some job seekers were dependent on CTF. More than half of the job seekers surveyed said they would have liked to stay on CTF for longer. The main reason they wanted to stay was because they were enjoying it. This finding suggests a degree of reluctance on behalf of job seekers to move on from a CTF placement if their future options are less desirable or enjoyable than their current situation. It also raises the question about the extent to which job seeker dependency on CTF contributed to the low employment outcomes. If staying on CTF satisfies both the sponsor and job seeker, there may be few incentives to end a project, particularly if the work is on-going. The process evaluation (NZES, 1998) showed that job seekers had varying levels of commitment to continued job search while on CTF and that NZES did not adequately monitor and follow-up job seekers' job search activities while they were on CTF. This is an issue that may need to be addressed if the intent of Community Work is to move job seekers into employment.

The findings highlight a number of issues relating to how the programme may be modified in the future. How the programme is modified, will depend on the desired intent of the programme. It is likely that having a programme that focuses on projects that benefit the community and environment may result in some displacement and sponsor and job seeker dependency. Managing and defining the project criteria and tasks to be undertaken by job seekers and consideration of the size of the programme may help limit the extent of displacement and dependency. Without clear project criteria, there is a risk that sponsors will become increasingly dependent on job seekers participating in community work programmes. There is also a risk that

sponsors will displace paid workers with the labour provided by work testable beneficiaries.

The CTF programme included a criterion stating that projects not exceed 26 weeks. The evaluation found that few projects exceeded this length, suggesting that this criterion was working well.

Work experience programmes require criteria that prevent organisations from using job seekers to carry out work that benefits the organisation financially. Although not large in numbers the growth in private commercial organisations taking on CTF participants after the expansion of the programme is of concern. One possible reason for this growth is that the potential pool of sponsors in the non-profit sector has become limited.

There are issues to consider around the optimal size of the CTF programme. The process evaluation (NZES, 1998) reported that 22% of EAs had found it harder to fill vacancies, the main reason being that it had become difficult to find new sponsors. Part of this problem was related to limited resources (including EAs' time and problems with the implementation of the SOLO and IEA computer programmes). There may be value exploring the appropriate size of the programme for particular regions. CTF may have a larger role to play in some regions more than others.

There is a need to understand the reasons for the low employment outcomes. Are there changes that could be made to the programme that would make it more successful? It is likely that CTF is more successful for certain groups of job seekers, which raises questions about mandatory participation. The relationship of CTF with other employment programmes could be explored further. There is also a need to look at the type of work experience being gained in the projects and how that contributes to future employment outcomes. This may result in alterations to the types of placements that can be offered. Lastly there are issues of programme costs. More effective outcomes may require more investment in developing placement opportunities, providing support whilst on CTF and ensuring job seekers are actively looking for work. Again as mentioned above, the actual changes to be made to the programme will depend on the required intent of the programme.

5 Recommendations

The evaluation has raised a number of policy and implementation issues that should be addressed within the Community Work programme. It is recommended that the following issues are addressed:

- clarification of the intended outcomes of the Community Work programme.
- review the administration and monitoring guidelines of the Community Work programme including the criteria for:
 - establishing what kind of Community Work projects can be undertaken, to minimise projects supporting ongoing maintenance work in a sponsor organisation; and
 - ensuring the sponsor organisations do not use Community Work to undertake projects that are primarily for private benefit; and
 - limiting the duration of projects to reduce the likelihood of sponsor or job seeker dependency on Community Work, given that project duration is not limited in Community Work as it was in CTF.
- improvement of the monitoring and follow-up of Community Work participants to ensure they continue to look or work whilst on a placement.
- consideration given to targeting the programme to those job seekers most likely to attain expected outcomes of movement into work, training or other organised activities within a short period of time of completing work experience.
- consideration of the relationship between the types of work undertaken by job seekers on Community Work and their employment and training outcomes and also the length of time required to achieve these outcomes.
- consideration of the optimal size of the programme in order to target the programme to those job seekers most likely to gain benefits.

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Appendices

A Methodology

A.1 Data sources

The Outcomes Evaluation involved the collection and analysis of two data sources. The first was the information available in the WINZ operational databases (SOLO and SWIFTT). The second source of information was two computer assisted (CATI) telephone surveys conducted by Forsyte Research on behalf of WINZ. Each source of information is described and issues surrounding them are discussed in Section A.1, whilst more detailed discussion is provided in Section A.2 under each of the evaluation objectives.

A.2 Data used across the objectives

A.2.1 SWIFTT and SOLO databases

The SWIFTT database provides information on WINZ (formerly Income Support) customers, specifically client payments. This information was useful for one objective of the evaluation, which focused on a cost benefit analysis of CTF.

More comprehensive information on job seekers and CTF providers was sought from the SOLO database as it contains information on people registered with the New Zealand Employment Service (NZES) as well as employers and training providers. SOLO has been in operation since January 1998. SOLO replaced the NZES Fast Match database, which was phased out over a period of time ending in May 1998.

Both SWIFTT and SOLO provided an inexpensive information source on job seekers and CTF sponsors. However, SOLO had two major limitations. The first was that the SOLO data was collected for operational reasons, rather than for the purposes of evaluative research. The most significant issue with the data was difficulty determining whether a job seeker had participated on CTF or not, as SOLO holds largely referral data rather than actual participation data. This data was required for analysis of several of the evaluation objectives. From an operational perspective, Employment Advisors (EAs) generally make referrals to CTF. However, there is little follow-up to find out whether the job seeker is actually participating on a CTF project. To some extent this issue was mitigated where job seekers were paid an allowance to cover work-related costs whilst on a CTF project, as this information was recorded in SOLO. However, the reliability of this information was reduced because:

1. allowance payments were not recorded on SOLO until March 1998 (a result of the transferral from Fast Match);
2. sponsors did not always claim the allowance for CTF participants; and
3. there were several changes to the policy surrounding payment of allowances that meant that at times during the period this data covers, a CTF participant was not automatically entitled to an allowance.

The second limitation relates to the way EAs code 'ANZSIC' and 'ownership of organisation' classifications for each sponsor organisation. This data could not be analysed with any confidence, as it is not consistently coded by EAs in SOLO. To get reliable and consistent data, some variables such as ANZSIC and ownership of organisations were re-coded by specialists in the evaluation team. For other data, such as occupation being sought by job seekers, a decision was made not to use the information in the database.

A.2.2 CATI interviews

CATI (computer assisted telephone interviewing) was selected as the most appropriate data collection method to meet the objectives of both the job seeker and the sponsor survey. For both surveys, CATI provided a number of common benefits. These included the following:

- **minimised error through computer-controlled questionnaire**

Computer control of the questionnaire meant that complex skips and jumps within the questionnaire were managed without placing any additional onus on the interviewer. Data collection error was also minimised through the computer checking responses for logic and flagging any responses that contradicted earlier answers.
- **maximised response rates through telephone number management**

Call-back appointments were automatically brought back to the interviewer at those times identified by respondents as being most convenient. In addition, 'no answers' were repeatedly called on a random cycle to maximise the chance of finding the target respondents at home or at work. Each member of the sample in both the job seeker and provider surveys was called a minimum of eight times with no answer before it was deemed that the attempt at contact was unsuccessful.
- **interviewing at a suitable time**

The systematisation of call-backs allows respondents to specify the exact time and day when they would like to complete the interview. This was especially advantageous for the sponsors, who sometimes had busy work schedules.
- **quality control**

The quality of the interviewing was controlled through supervision and monitoring of interviewers which allowed immediate response to any problems or difficulties arising.

A.2.3 Limitations

CATI interviewing is limited by only being able to reach those respondents who have access to telephones with a current contact telephone number. This is a particular issue for job seekers, who may be transient or may not have access to a telephone. It was recognised that some of the telephone information within the sample would be out of date and a number of strategies were used to try and combat this difficulty, for example following up any forwarding telephone numbers given.

Some groups, particularly Maori and Pacific Island people, prefer to be interviewed face to face. There may therefore have been some cultural resistance or barriers to the method adopted.

A.2.4 Job seeker questionnaire

Forsyte Research designed the job seeker questionnaire in consultation with WINZ project team members. The questionnaire included two sections. The first covered respondents' employment history and current status, while the second examined their

involvement with CTF project/s. A copy of the questionnaire is included in Appendix B. Table A1 includes the sample and response rate for the job seeker questionnaire.

Table A1: Job seekers survey

	Exposure	Control	Additional CTF sample	Total sample
Total sample (n)	599	563	1,429	2,591
Completed interviews (n)	283	243	400	926
Response rate (%)	47.2	43.1	27.9	35.7

The aim for the control and exposure groups was to interview as many of those in each population group as possible. The CTF participant booster sample was stratified according to age ('young' or 'old'), duration ('long' or 'short'), gender and ethnicity ('Maori' or 'non-Maori'). Quotas for each group were established by WINZ.

Table A2: Quotas for each population group

Quota	%
Maori	41%
Non-Maori	59%
Under 25 years	27
Over 25 years	73
Female	42.5
Male	57.5
>52 weeks	57
<52 weeks	43

A.2.5 Sponsor survey

A population sample of 1042 CTF projects was drawn from SOLO. CTF projects, rather than providers, were sampled because the research objective was concerned with the community and environmental benefits derived from the projects. As one provider may sponsor several different projects, the sample was selected to gather information about projects, rather than providers. The data was weighted to give sponsor estimates.

As the SOLO database does not include start or end dates for projects, projects were defined by the date job seekers began or completed specified projects. Projects were selected where the job seeker's start or end date fell between 1 April and 31

September, 1998. A number of projects (e.g. those selected with start dates in September 1998) were unlikely to have been completed by the time sponsors were interviewed. However, as the interviews were conducted in the first two weeks of December, it was expected they would comment on projects that had been in existence for at least two months. The April 1998 date was selected so sponsors being interviewed would not have to recall projects that had ended more than seven months previously. The 31 September cut-off related to the end of CTF as administered by NZES. On 1 October, 1998, WINZ came into being and with it the new Community Work programme, based on the expanded CTF programme. As the data set contained a large number of projects in the education and health sectors, it was decided to take a non-proportional sample (i.e. a smaller group than the proportion would dictate) for these groups and a proportional sample for the other sectors, including a number of projects where no ANZSIC code was given. The data set was stratified by region, so as to capture a range of sponsors offering CTF projects. The sample was taken this way to ensure we got information about projects in other sectors. Overall estimates produced were, however, weighted to reflect the overall population of sponsors or projects depending on what sort of estimates were required.

The questionnaire was designed to allow the interviewer to remind the respondent of the details of the particular project that had been selected for the interview. A description of the project was 'lifted' from the database information supplied by WINZ.

The sample data set provided by WINZ included named contacts for the person responsible for administering the project. Where this person was not available for interview, a replacement respondent was sought. In some cases, a second possible point of contact was provided in the sample data set. Table A3 includes the sample and response rate for the sponsor survey.

Table A3: Sample and response rate for the sponsor survey

	Provider sample
Total sample (n)	1,022
Completed interviews (n)	388
Response rate (%)	37.9

The sponsor sample was selected on the basis of the top level of ANZSIC code. Table A4 includes the sponsor quotas established for each ANZSIC category.

Table A4: Sponsor quotas for each ANZSIC category

ANZSIC code	Sponsor quota (n)	Proportion of sponsors (%)
AGRICULTURE, FORESTRY AND FISHING	14	4
Government, administrative and defence	9	2
Cultural and recreational services	66	17
Health and community services	76	20
Personal and other services	69	18
Education	99	26
Other	15	4
Blank	40	10
Total	388	101

A copy of the sponsor survey is included in Appendix C.

A.3 Methodology by research objectives

A.3.1 Programme characteristics

This aspect of the evaluation was concerned with providing information on the characteristics of CTF participants and sponsors involved in CTF projects in the periods preceding and following the expansion of CTF. The specific research objectives were to:

1. assess all job seekers participating in a CTF placement by demographic characteristics and register duration;
2. determine the duration of job seekers' placement on CTF; and
3. provide information on the characteristics of CTF sponsors and projects.

Achieving these three research objectives relied on information available from the WINZ SOLO database. For this reason the analysis is subject to the limitations of the information provided by the WINZ database. These limitations have been discussed in a general way in the previous section.

For the purposes of this evaluation, participation on CTF has been defined as a job seeker being referred to a project where the start and end dates show a participation of more than one day.

Employment advisors do not always record the date a job seeker leaves a CTF project because the focus is on referring job seekers to projects. Furthermore, if after four

months no end date is recorded by the EA, SOLO enters the 'expected end date' into the 'end date' field. This has implications in terms of accurately recording the duration of job seekers' placements on CTF. The extent to which the analysis could compare the expected and actual duration that job seekers spent on CTF projects was limited and the analysis has tended to over-estimate the actual time that job seekers spent on CTF.

A.3.2 Employment and other outcomes

A key question guiding this aspect of the evaluation was whether the use of the CTF programme affects employment and training *outcomes* for participants. These outcomes relate to the CTF programme objectives, which are that the job-seeker:

1. becomes more 'job ready' and increases their job search activities;
2. moves into other training/work programmes; and
3. moves into subsidised or unsubsidised employment.

The outcome specifying that job seekers become 'more job ready' was not studied, for two reasons. The first was the difficulty in reliably measuring job seekers' change in attitude or job search activities and conclusively linking this to participation in CTF. The second was the difficulty in measuring job seekers' job search activities before and after participation.

A.4 Control and exposure groups

An experimental design was chosen to measure the outcomes associated with participation in CTF. The methodology involved the selection of two groups of eligible CTF job seekers, one of which (the Control group) would be prevented from participating in CTF whilst the other (the Exposure group) would be considered for participation in CTF.

This is the first time that this experimental design has been attempted in measuring the employment outcomes of an NZES programme. Experience gained from using a Control and Exposure group in this evaluation will be used to inform future evaluations. Previous evaluations have relied on quasi-experimental designs to measure outcomes. In this type of design, the analysis involves the comparison of outcomes of programme participants with a group of non-participants matched on various demographic characteristics. The major criticism of this design is that it is not possible to fully control for selection bias in that the comparison group can be matched only by variables that are available or known to the research. In particular it is not possible to control for factors, such as the motivation to find work, which may to some extent be independent of measurable characteristics such as gender, age or register duration. The Control/Exposure group design is considered to be more robust in this respect in that participants are randomly assigned into each group prior to participation. This process ensures that differences between participants (both those that can and cannot be measured) are distributed with equal probability into each group, thus controlling for selection bias.

A.4.1 Design of the Control and Exposure groups

The Control and Exposure groups were selected from the population of job seekers eligible for CTF as at the beginning of November 1997. Aside from treatment related to CTF, members of each group were to be treated the same as any other job seeker. They would continue to receive their benefits, participate in other NZES programmes, search for jobs and leave the register if they found employment. Front line staff were specifically asked not to refer Control group members to CTF. Conversely, front line staff were asked to actively consider members of the Exposure group for any CTF projects.

Table A5: Size and description of the Control and Exposure groups

Job seekers	n =	Means of selection
Exposure group	1,394	Randomly selected job seekers who were eligible for CTF in November 1997. All were to be <i>at least</i> considered for a CTF placement.
Control group	1,394	Randomly selected and matched to the Exposure group. Were to be prevented from being referred onto CTF.

Table A5 summarises the make-up of the Control and Exposure groups. Participants were drawn from the eligible job seekers (registered as unemployed for at least 13 weeks) and proportionately stratified by ethnicity, age and gender. This meant the Control and Exposure groups had the same demographic make-up as the total population of eligible CTF job seekers. The Control and Exposure groups were maintained for 10 months from mid-November 1997 to mid-September 1998. This time frame was considered sufficiently long to allow for all Exposure group members to be considered for CTF, and for those that were suitable to participate to complete their placement and achieve an outcome.

A short report was sent to all Centre Managers explaining the evaluation technique. The report asked that EAs ensure that no one from the Control group participate in CTF. In addition an 'Attention Message' was attached to the SOLO record for each job seeker in the Control group, to warn the EA against referring this person to CTF. Each NZES Centre was sent an email list of job seekers in their area who were in the Exposure group. EAs were asked to consider all the Exposure group members for the CTF programme.

The potential analytical strength of the Control/Exposure group design has to be balanced against ethical and practical issues involved in its implementation. From an ethical perspective the random selection of job seekers into a Control group effectively denies them access to the CTF programme for the duration of the study, irrespective of their suitability. This may suggest that Control group members might be more disadvantaged in terms of receiving appropriate assistance from NZES than other job seekers. However, for this evaluation this is not thought to be a significant issue since there are a number of programmes very similar to CTF, such as Taskforce Green, which members of the Control group were free to participate in. In addition, the numbers in the Control group were small compared to the pool of job seekers eligible for CTF given the numbers of CTF placements available.

The practical considerations present far more serious issues for the effective implementation of a Control/Exposure methodology. Unlike quasi-experimental design, experimental design requires active intervention in the operation of the programme, which poses high demands in terms of project management to ensure that the experimental design is not violated in the field. The following discussion

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outlines the problems that were encountered in maintaining the Control and Exposure group design.

Table A6: Characteristics of job seekers in the Control and Exposure group and those who were eligible for CTF between February and September 1998

		Job seekers eligible for CTF ¹	Exposure group	Control group
Ethnicity	Maori	31%	33%	33%
	Pacific Island people	7%	8%	8%
	European	53%	52%	52%
	Other	9%	7%	8%
Age group	<20 yrs	11%	4%	4%
	20 - 29 yrs	36%	38%	38%
	30 - 39 yrs	24%	25%	27%
	40 - 49 yrs	17%	20%	19%
	50+ yrs	11%	12%	12%
Gender	Female	36%	33%	33%
	Male	64%	67%	67%
n=		213,306	1,396	1396

Source: WINZ (SOLO) database, 1998

1: For the period between February and September 1998.

2: Information on the educational qualifications of job seekers eligible for CTF was only available to January 1998 due to changes in the organisation of the SOLO database.

A.4.2 Implementation of the Control and Exposure groups

Problems arose both in maintaining the integrity of the Control group and in ensuring members of the Exposure group were exposed to CTF. The difficulty of maintaining the Control group was identified early on in the development of the research methodology. The Control group was monitored daily for the first two weeks of the study and once a week for a short time thereafter. This monitoring showed that a small number of job seekers in the Control group were being selected for CTF, despite directives from National Office that EAs not allow them to participate. In retrospect, more time should have been spent with front line staff explaining the rationale behind the use of Control and Exposure groups. This problem was compounded by the change from Fast Match to SOLO during the early period of the study, which raised two problems with the Attention Messages. The first was that the transferral of the 'Attention Message' from Fast Match to SOLO was unsuccessful in certain instances. Secondly, the body of the 'Attention Message' in SOLO was not shown when an EA opened a job seeker's file. Unless the message box was specifically opened, the EA would not be aware that the job seeker was part of the Control group. At the end of the study period, 11 job seekers in the Control group had participated in CTF. It is not known how many others were considered for CTF but did not participate. This crossover bias is a limitation noted in literature on experimental designs (Fay, 1996).

Furthermore, whilst it was expected that a significant number of job seekers from the Exposure group would have participated in CTF, in practice this was not the case. At the end of the study period, only 65 of the 1393 in the Exposure group had been on CTF. This low number was unexpected and raised questions about the implementation of the Exposure group. It was not clear whether all the Exposure group had been considered for CTF but it was suspected not. The low numbers participating in CTF would not necessarily have been an issue had everyone been considered for CTF.

To further understand the reasons for the low numbers of CTF participants in the Exposure group, a telephone survey was conducted of 31 NZES Centre Managers and staff during September 1998. The aim of this survey was to find out how they had dealt with Exposure group members in their area. The survey included a range of Centres (rural/urban, small/large) throughout the country. This survey found that there were two factors that significantly reduced the probability of Exposure group members being considered for CTF.

1. The most significant issue was that the majority of Centres (20 of the 31) did not treat the Exposure group differently from other people eligible for CTF. Of particular concern was that eight of the surveyed Centres said they did not know they had Exposure group members at their Centre. This was especially common amongst larger Centres with a high staff turnover. Those who were aware of the Exposure group tended to consider it to be "low priority" and had made little attempt to actively consider Exposure group members for CTF throughout the study period. One Centre Manager said:

"When the research started I made sure all job-seeking staff got a copy of the letter. But I don't think the EAs were consistent in considering Exposure participants. Some of CTF participants got on through their own initiative. It's just another process staff had to consider. It was not foremost in their minds (just) an extra task that EAs had to do."

Implementation problems have been noted elsewhere in literature on experimental research methodologies. Fay (1996) states that this method is difficult to implement where administrators may be opposed to the idea. It is also difficult to implement in an existing programme.

Six Centres (two urban and four smaller Centres) were proactive in the way they dealt with the Exposure group over the nine-month study period. Two of the smaller Centres printed out a list of those in the group. Because of their small size, staff were well aware of those who were in the Exposure group and all those on the list were considered. Two larger Centres organised group seminars for Exposure group members. In both cases, one person was assigned to CTF. Letters were sent to Exposure group members calling them in for a seminar. At the end of the seminar, participants were asked for a commitment to go on to CTF. From one Centre's point of view, this group approach worked well, as it saved EA time. However, the other Centre was less than diplomatic in the way it 'marketed' the seminars. Participants were told they were part of an Exposure group and told they had to come to a seminar. The staff member at this Centre said there had been some very angry people at the seminar. From her recollection, only one person agreed to do CTF.

Even where Centres were pro-active in considering Exposure group members for CTF, very few actually participated.

2. The second factor which reduced the probability of Exposure group members being considered for CTF was that there were not many suitable projects in smaller Centres. One Centre experienced a boycott of CTF (related to the introduction of Community Work) which greatly restricted the number of CTF placements available. In areas where CTF projects were not abundant, staff argued that it was more important to match the most suitable job seeker to CTF projects

rather than to consider those of the Exposure group who might not have been the most suitable.

A.4.3 Additional group of CTF participants

Once it was realised that only a small number of Exposure group members had participated in CTF, it was decided to examine the outcomes of an additional group of job seekers that had participated in the CTF programme during the same time frame as the Exposure group. This additional group consisted of 400 job seekers that had participated on CTF at least once between November 1997 and July 1998 (see Table A7 for characteristics of additional group compared to total CTF participants). Using this group again raised the issues concerning quasi-experimental design and the ability to control for selection bias. Regression analysis was used to control for some of the observable differences that existed between CTF participants and those who did not participate.

Table A7: Characteristics of job seekers from the additional group and all participants who participated in CTF

		Total CTF participants ¹	Additional group ²
Ethnicity	Maori	41%	38%
	Pacific Island people	7%	7%
	European	47%	54%
	Other	5%	2%
Age group	<20 yrs	6%	6%
	20-29 yrs	35%	31%
	30-39 yrs	26%	25%
	40-49 yrs	21%	25%
	50+ yrs	12%	13%
Gender	Male	42%	40%
	Female	58%	60%
Educational qualifications	None	55%	50%
	At least one SC pass	22%	22%
	Other secondary qualifications	13%	16%
	Post school quals	4%	4%
	Degree/Prof quals	7%	7%
Register duration ³	0-13 weeks	8%	9%
	14-25 weeks	11%	12%
	26-52 weeks	24%	25%
	52-103 weeks	25%	26%
	104-207 weeks	16%	18%
	208+ weeks	15%	11%
	n	18,532	469

Source: WINZ (SOLO) database, 1998

1: Based on job seekers who participated in CTF between July 1997 and October 1998.

2: This also includes any Control and Exposure group members who had participated in CTF.

3: Register duration is calculated at the time of initial participation in CTF.

The logistic regression model is used to model a dependent variable that takes on values between zero and one (either a probability or a 0/1 indicator variable). It allows for a relationship between the dependent variable and a range of other factors (covariates).

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The dependent variables used in the CTF analyses are any of the four outcome measures (in unsubsidised work; unemployed; in training or subsidised work; other outcomes). Each of these takes on the value 0 or 1 for each observation.

The following table lists the covariates used in the analysis.

Table A8: LOGIT analysis variables

Variable [name]	Variable type	Values
Gender [gend]	Binary	1=male; 0=female
Age [age]	Continuous	Age on 30/11/98 in years
Ethnicity [ethn(x)]	Binary x=1 to 6	see CTF codes -appendix 1
Level of education [educ(x)]	Binary. x=1 to 7	see CTF codes - appendix 1
Duration on register - last spell [regdur]	Continuous	Duration in days
Region [reg]	Binary NLD to SOU	Regional dummies: see CTF codes
Extended CTF participation CTF	Binary	1=Participant; 0=Non-participant

The logistic regression model models the relationship between the dependent variable (p) and covariates in the following way.

$$\ln(p/(1-p)) = \beta_0 + \sum_{j=1}^k x_j \beta_j$$

where β_0 is a constant, and β_j are coefficients on the covariates (x_j). The left hand side of this model is the natural logarithm of the odds ratio - that is $\ln(p/(1-p))$. The LOGIT model was estimated using the SAS/STAT logistic procedure.

After estimation the probability of outcome p is evaluated for each client. The probability of being inactive is then given as:

$$p_j = [\exp(\beta_0 + \sum_{j=1}^k x_j \beta_j)] / [1 + \exp(\beta_0 + \sum_{j=1}^k x_j \beta_j)]$$

Since the LOGIT model is non-linear, the marginal effects of changes in "p" arising from a change in the *j*th explanatory variable depend on the actual level of the x_j variables at which effect is measured.

For each client who participated in CTF, we calculate the predicted probability of achieving the outcome in question, and also the predicted probability *excluding* the impact of CTF (i.e. setting the coefficient on the CTF variable to be zero). Our estimate of the impact of CTF is based on the difference between these two estimates. The estimates reported in Tables 3.5 and E6 are the average of these differences across all CTF participants. This estimate represents the "average treatment effect", which is the estimated impact of CTF treatment on those who were treated.

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$$\eta^2 = \frac{\sum_{j=\text{Participants}} [\hat{P}_j - [\hat{P}_j | \beta_{ECTF} = 0]]^2}{N_{\text{Participants}}}$$

The statistical significance of the coefficient β_{CTF} is used as the indicator of significance for the resulting average treatment effect.

The logistic regression analysis methodology was audited by an independent statistician.

A.5 Benefits for community and CTF participants

One of the CTF programme objectives is to enable sponsors to complete projects of benefit to the community and/or environment that could not otherwise be undertaken. The CTF operational guidelines state that projects "should be of benefit to the community, or the social or physical environment."

However, there is no standard definition of community, and it was not defined in the operational guidelines for CTF. For the purposes of this evaluation, the term 'community' was defined broadly as encompassing all those likely to have been affected by a CTF project. This includes job seekers, sponsors, their clients and the wider community.

The 'environment' was defined as the physical aspects of the natural and built environment.

Projects are undertaken by different kinds of sponsors. Three broad categories of sponsor ownership are used by WINZ: government, voluntary organisations and private commercial businesses. However, it is not always clear-cut which category a specific organisation fits into. The following definitions were used for coding sponsor organisations:

- Government organisations: all government departments, crown agencies, local authorities, state and integrated schools, universities and non-private tertiary institutes (polytechnics);
- Voluntary organisations: all charitable trusts or incorporated societies;
- Private commercial businesses: all private or limited liability companies, all trading arms of incorporated societies or any individuals in business on their own account such as farmers or partnerships approved by WINZ as a Community Taskforce sponsor.

The evaluation cannot make a judgement about which CTF projects are beneficial to the community or environment and which are not. Methodological, time and resource constraints mean it is not possible to make such a judgement. Instead, the evaluation aims to describe a range of benefits as identified by the sponsors.

Two research methods were used: a quantitative analysis of CTF projects using data from SOLO, and a computer assisted telephone survey (CATI) of sponsors.

A.5.1 File study

An analysis of all CTF projects that were active between 1 July 1996 and 30 September 1998 (9629 total) was taken from SOLO. Projects rather than sponsors defined the study as the research objective was concerned with 'community and environmental benefit' as derived from the projects. However, the file study included some analysis of CTF sponsors. There were 4202 sponsors with projects active during the time period under study.

The following variables were examined:

- industry type (ANZSIC) that organisations and projects fell into;
- ownership of organisations (government, private commercial business or voluntary organisation);
- focus of organisations (this was broken down into the following categories: improving the quality of the built environment, improving the quality of the natural environment, improving community safety, provision of educational services, provision of medical, dental or other health and disability services, care of the elderly and young children, improving the welfare of the disadvantaged,

providing recreational, amusement and/or cultural services, improving animal welfare, improving business and employment opportunities and 'other');

- focus of projects (using the same categories as for the focus of the organisations); and
- focus on specific groups where applicable (ethnic groups, women, men, particular ages, people with disabilities, etc).

The framework designed for considering community and environmental benefit included benefit to sponsors, their clients, job seekers, the wider community and the environment. This framework acknowledged that benefits occur at different levels for different groups within society. While different, all these benefits were considered valid. No attempt was made to quantify benefits gained by the four groups within the framework, but instead it was intended to describe a range of benefits gained within each group.

A.5.1.1 Limitations

As discussed earlier, the file study was limited to information held in the SOLO database. This did not include accurate data on finish dates for CTF projects. It was therefore not possible to determine from the database whether projects were actually completed.

In addition, the file study relied on EAs' descriptions of CTF projects. There was no way to know whether the work actually undertaken by CTF participants was similar to the description given in SOLO.

Data on ethnic focus of projects is not consistently recorded by SOLO. However, where the focus of a project was specific, this information was collected during the file study. Data on sponsor ethnicity was collected as part of the telephone interviews.

A.5.2 Telephone survey of sponsors

The questions that guided this aspect of the evaluation were:

1. What types of organisations are involved in CTF?
2. Describe CTF projects in terms of:
 - what activities is the job seeker undertaking on the placement;
 - which groups is the project targeting;
 - what is the key focus of the sponsor organisation; and
 - what is the role of the project in the sponsor organisation?
3. Who of the following have benefited from completed CTF projects: job seeker, sponsor organisation, clients of sponsor organisation, wider community and/or environment? How have they benefited?

A.5.3 Limitation

Limitations with the SOLO database have been discussed earlier. A particular limitation for this aspect of the evaluation was that the SOLO database does not include start or end dates for CTF projects. Consequently, the start and end dates for projects have been defined by the date job seekers begin or end specified projects.

Projects were selected where the job seeker's start and end date fell between 1 April and 31 September 1998. In this way it was hoped to capture some projects that would have started 26 weeks prior to April 1998. A number of projects in this sample (e.g. those selected with start dates in September 1998) would not have been completed by the time the sponsors were interviewed. However, as the interviews were conducted in the first two weeks of December, it was expected that they could comment on projects that had been in existence for at least two months.

The April 1998 date was selected so sponsors being interviewed would not have to recall projects that had ended more than seven months previously. Ideally there would have been a maximum of six months between a project ending and a sponsor being interviewed. However, interviewing which was originally scheduled for mid-November 1998 was delayed by two weeks. The 31 September 1998 cut-off related to the end of CTF as administered by NZES. On 1 October 1998 WINZ came into being and with it the introduction of Community Work.

The evaluation does not provide information on all the benefits derived from CTF. This is because benefits have been examined from the perspectives of sponsors only. Difficulty in identifying other relevant stakeholders, resource and time constraints meant it was not possible to look at benefits from a wider perspective.

A6 Displacement

The eligibility criteria for CTF programmes attempts to avoid displacement of paid workers. Specifically, this criteria states that CTF must not displace other workers in the organisation or employment opportunities elsewhere. Private commercial employers were excluded from the CTF programme except in cases where the project was of benefit to the community. Where projects involved on-going work and/or where projects were re-approved, there was a risk that these projects would displace other workers in the organisation or employment opportunities elsewhere. Another criterion was that projects should last a finite period, usually between eight and 26 weeks.

There are difficulties associated with measuring displacement in the labour market. Displacement is, to a large extent, something that arises in a macroeconomic context, and ideally should be measured or monitored at this level. Even at a macroeconomic level, Chapple (1997) suggests that current methodologies for evaluating displacement have questionable reliability.

It was not possible, in this evaluation, to accurately measure the level of displacement caused by CTF. Rather, some indicators of displacement were examined by collecting information from CTF sponsors and participants.

The specific research questions asked were:

- Do organisations use CTF because they cannot afford to pay workers?
- Do organisations use CTF as a way of expanding their role?
- Do organisations employ people who are doing the same work as CTF participants?
- How reliant are organisations on CTF to get work done?
- How many CTF participants worked for longer than six months in the same organisation, doing the same type of work?

A.6.1 Telephone interviews with job seekers

Specific research questions aimed to identify situations where the sponsor had become dependent on CTF or the job seeker on the sponsor. These questions included:

- Do CTF participants work for more than six months on the same project with the same sponsor?
- Do CTF participants work for more than three days a week?

A.6.2 Limitations

It is acknowledged that this evaluation has not been able to examine displacement at a microeconomic level. This evaluation focuses instead on some indicators of displacement, based on perception data from job seekers and sponsors and supplemented by WINZ data on duration of sponsors' involvement in CTF as well as duration of CTF project contracts.

A.7 Costs of CTF

The concept of cost effectiveness can be summed up as the assessment of the net cost or benefit of a programme or intervention. This appears to offer the opportunity to objectively assess whether the benefits of a programme outweigh its costs. However, in practice, the efficacy of cost effectiveness has been weakened by the problems encountered in the definition and measurement of 'cost' and 'benefit'.

Within this context, the evaluation examined cost effectiveness from a fiscal perspective as opposed to an economic one. This narrow focus was chosen because of the inability to capture economic measures within the present evaluation. In particular, an economic analysis would have required the incorporation of concepts such as displacement, opportunity costs and other externalities into the cost-effectiveness model. However, it should be noted that these aspects are examined elsewhere in the report.

The cost effectiveness of Expanded CTF was defined in terms of the relative financial cost to WINZ of those job seekers who have gone on to CTF compared to those who have not. The benchmark for determining whether Expanded CTF is cost effective or not was defined according to whether the cost per Expanded CTF participant or outcome was significantly greater or less than the cost per job seeker who had not participated.

The analysis of cost effectiveness involved a comparison of the cost to WINZ of three groups of clients over a fixed period of time (November 1997 to October 1998). The three groups (Exposure and Control groups, and an additional group of 1,228 CTF participants) are the same as those used in the analysis of employment outcomes (see Section A4).

Four cost areas were included in the assessment of the cost that each job seeker presented to WINZ. These are summarised in Table A9 below.

Table A9: Cost areas to WINZ of customers on its register

Cost category	Description	Accuracy
Administration cost	Includes the time that EAs spend in setting up a placement, referring job seekers to programmes/interventions, and monitoring them once they are on a placement.	Low: based on modelled estimations rather than on empirical data.
Contract cost	The payments made by WINZ to external providers to run a given programme.	Medium: average contract costs are known for all contracted programmes.
Subsidy cost	Payments to employers or sponsor to cover wage or allowance payments to job seekers (Job Plus Training, Job Connection and Community Work).	High: payments are recorded against the job seeker.
Income support payments	Income support payments received by the job seeker between November 1997 and December 1998.	High: payments are recorded against the job seeker.

The analysis of the cost of CTF was done at two levels. The first was to calculate the cost to WINZ of a job seeker whilst they are participating on a given programme. This involved aggregating all the costs involved in setting up the placement as well as any benefit or subsidy payments made to the job seeker or sponsor (employer) and dividing this total by the duration of the placement. This participant cost was then compared to similar work experience programmes. In a strict sense, the above is not an assessment of the cost-effectiveness of CTF in that it ignores the relative success of programmes in achieving employment outcomes.

The second component of this analysis hopes to answer this question and is based on the control exposure group design that is outlined in section A.2 above. Whilst the outcomes analysis compared the level of outcomes between the control, exposure and additional groups, the analysis of cost-effectiveness examined the relative cost to WINZ of each of these groups between November 1997 and October 1998. The costs not only included those associated with participation in CTF but also the cost of any other assistance that a job seeker may have received during the study period. The implication is that if CTF does achieve higher employment outcomes, then the long-term cost of participants would diminish through reduced reliance on income support payments as well as less need for employment assistance. Alternatively, it may be that CTF achieves no better outcomes than similar programmes, but if it costs less to administer, the long run cost would also be expected to be less.

A.7.1 Limitations

The main limitations of the analysis exist in the availability and the accuracy of information on the participation of job seekers in programmes and associated costs. The evaluation identified three sources of inaccuracy in the data.

First, the analysis of cost-effectiveness does not include all possible costs, for example maintenance cost of WINZ facilities and the time EAs spent with job seekers when not referring them to a particular programme or intervention. However, the assumption is made that these costs are either relatively constant, or are normally distributed and, therefore, are constant at the aggregate level.

Of greater concern is the lack of certainty in identifying whether job seekers have actually participated in programmes. SOLO information is largely based on the referral of job seekers to programmes, and comparatively little attention is given by frontline staff as to whether the job seeker actually went on the programme and when they

finished. This latter point made it difficult to determine the duration of certain interventions where there is lack of corroborating information such as the duration of subsidy payments.

Finally, the ability to accurately determine cost varies greatly for the four cost areas. Whilst WINZ income payments and work subsidies are accurately recorded in the WINZ database, no accurate information is collected on the administration cost of individual work programmes (see Table A9). However, the extent to which this uncertainty will affect the accuracy of the analysis will depend on the cost distribution across the four areas. To this end the most accurate information exists for the largest cost areas (WINZ income and work payments) whilst the greatest uncertainty exists for the smallest cost component (programme administration).

B Job seeker questionnaire

1. Introduction

Good afternoon/evening, my name isfrom Forsyte Research. We are doing a study for Work and Income NZ, formerly known as the NZ Employment Service, and I wonder if I could ask you a few questions. We would really appreciate your help with the study and all of your answers will remain confidential. The questions are about participating in programmes and what you are doing now.

If necessary: individuals will not be identified in the results.

If necessary: the interview will take about 10 minutes

Your answers will help Work & Income New Zealand to understand the impact of employment programmes and to improve them in future. Pre-Code

- Phone number(s)
- Name
- Done CTF
- Active
- Inactive
- Date finished CTF
- Date last registered unemployed (where relevant)

2. For all inactive participants

Q1. I understand you left the register on (month/year), can you tell me why you went off the unemployment benefit?

Probe all

1. Got a full-time job
2. Got a part-time job
3. Training/education
4. Seasonal work
5. Childcare
6. Prison
7. Went on other benefit
8. Other (specify)
9. Don't know

Q2. Are you currently....

Read out, rotate

1. In full time, paid employment, that is 30 hours or more per week

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2. In part time, paid employment (less than 30 hours)
3. Not in paid employment *Go to question 6*

If in part-time employment ask:

Q2a. Is that casual or permanent part time work?

Interviewer - Permanent part time work involves regular hours each week on an on-going basis

1. Casual
2. Permanent
3. ***Do not read*** Don't know

If in paid employment ask questions 3 - 5

Q3. Is your work part of a New Zealand Employment Service programme?

1. Yes
2. No *Go to question 5*
3. Don't Know *Go to question 5*

Q4. Is the work you are doing part of one of the following programmes?

Read out, rotate

1. Job Plus
2. Job Plus Training
3. Job Plus Maori Assets
4. Task Force Green
5. Job Connection
6. Enterprise Allowance
7. Other (specify)
8. Don't know

Q5. How long have you been in your current work?

1. Less than 3 months
2. 3 to 6 months
3. 7 months to a year
4. one to two years
5. more than two years
6. Don't know

Q6. Are you currently undertaking full time or part time training or education?

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1. Yes full time – 30 hours a week or more
2. Yes part time – less than 30 hours a week
3. No *Go to question 9*

Q7. How long have you been in your current training?

Prompt if necessary

1. Less than 3 months
2. 3 to 6 months
3. 7 months to a year
4. one to two years
5. more than two years
6. Don't know

Q8. What training are you doing?

Prompt if necessary

1. Wahine Pakiri
2. Tama Tane o le Pasefika
3. Wahine Ahuru
4. Hikoi ki paerangi
5. English language training
6. TOPS
7. Residential Motivational Training
8. Job Action
9. Youth Action
10. University or Polytechnic course
11. Other (specify)
12. Don't know

Q9. Are you currently receiving any benefits or income support?

1. Yes
2. No *Go to question 11*
3. Don't know *Go to question 11*

If yes

Q10. Which benefit or benefits are you receiving?

Probe any others

1. Unemployment Benefit
2. Domestic Purposes Benefit

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3. Sickness Benefit
4. Invalid's Benefit
5. Accommodation supplement
6. 55 Plus Benefit
7. Widow's Benefit
8. Accident Compensation
9. Superannuation
10. Other (specify)
11. Don't know

3. For CTF participants

We want to find out more about people who went on Community Taskforce, sometimes known as CTF, and organised by the New Zealand Employment Service. The next questions are about a community project you worked on for Community Taskforce.

If don't remember, thank and close

If respondent says they are still currently participating in Community Taskforce ask:

Q11a. Is this the first Community Taskforce programme you have been on?

1. Yes
2. No

If yes ask:

Q11b How many weeks have you been working on this Community Taskforce programme?

- | | |
|------------------------------------|---------------|
| 1. Less than 27 weeks (6 months) | Thank & close |
| 2. 27 to 39 weeks (6 to 9 months) | Go to Q14b |
| 3. 40 to 52 weeks (9 to 12 months) | Go to Q14b |
| 4. More than 52 weeks | Go to Q14b |
| 5. Don't know | Go to Q14b |

If no say: I want you to think about the Community Taskforce programme that you participated in before this one, and answer the rest of the questions about it, not the current Community Taskforce.

Q12. Did you finish working on the Community Taskforce placement before the time you expected to?

1. Yes

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2. No *Go to question 14*
3. Don't know *Go to question 14*

If yes ask:

Q13. Why did you finish Community Taskforce earlier than you were supposed to?

Probe all

1. I did not like the work
2. I could not do the work
3. I got dismissed
4. Illness
5. Found a paid job
6. The Community Taskforce project finished suddenly
7. Other (specify)
8. Don't know

Q14. Did you work for more than 6 months with the same Community Taskforce organisation?

1. Yes
2. No
3. Don't know

Q14b. Why was that?/ Why have you stayed longer than 6 months?

1. I was enjoying it
2. There was nothing else for me to do
3. I was still learning things
4. I had made friends there
5. I did not want to go back to doing nothing
6. I did not think I could get work elsewhere
7. Other (specify)
8. Don't know

Q15. Were you doing the same kind of work for the whole time you have been/were there?

1. Yes
2. No
3. Don't know

Q16. Did you want to keep working on your Community Taskforce placement when it was finished?

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1. Yes
2. No *Go to question 18*
3. Don't know *Go to question 18*

If yes ask:

Q17. Why is/was that?

Probe all

1. I was enjoying it
2. There was nothing else for me to do
3. I was still learning things
4. I had made friends there
5. I did not want to go back to doing nothing
6. I did not think I could get work elsewhere
7. Other (specify)
8. Don't know

Q18. While you have been/ were on Community Taskforce, how many hours a week do/ did you usually work?

Read out

1. Less than 18 hours
2. 18 hours
3. 19 to 29 hours
4. 30 or more
5. don't know

If yes at Q11a thank and close

Q19. As a direct result of Community Taskforce did you ... ?

Read out

1. Get a paid job
2. Go into training
3. Neither

Q20. Think back to (two months after their project ended)? Were you ...?

Read out

1. In full time paid work
2. In part time paid work
3. In full time training/education
4. In part time training/education
5. None of these

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6. **Do not read** Don't know

If in part-time employment ask:

Q21. Is that casual or permanent part time work?

Interviewer - Permanent part time work involves regular hours each week on an on-going basis

1. Casual
2. Permanent
3. **Do not read** Don't know

4. **For people in paid employment**

Q22. Is the type of work you are doing now similar to the type of work you did on Community Taskforce?

1. Yes
2. No
3. Don't know

Q23. Are you working for the same employer as you did on Community Taskforce?

1. Yes
2. No

If no ask

Q24. Did the organisation you were working for on Community Taskforce help you get your current work?

1. Yes
2. No
3. Don't know

If in training currently ask

Q25. Is the training you are doing now related to the work you were doing on Community Taskforce?

1. Yes
2. No
3. Don't know

If yes

Q26. How is your current training related to Community Taskforce?

1. Got the idea for training while on Community Taskforce
2. Training to do similar work

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3. Other (specify)
4. Don't know

5. For Control group/non-CTF participants

Q27. Have you ever been offered the opportunity to participate in Community Taskforce also known as CTF?

1. Yes
2. No
3. Don't know

That is all the questions that I have for you. Thank you for all your comments. Should you have any queries about the survey please call Anne Ingham on (09) 486 6526.

C Providers questionnaire

Good morning/afternoon, my name is from Forsyte Research. We are conducting a study on behalf of the NZES. I wonder if I could have a few minutes of your time to ask you a few questions about your organisation's participation in Community Taskforce.

The survey takes 20 minutes, (if necessary, I could call you back at a more convenient time if you like).

The survey is confidential, so please feel free to comment openly.

Arrange callback if necessary.

(From sample, for our analysis, number of Community Taskforce placements for each provider, number of projects involved in. Also, if possible, a description of the most recent project to be entered into the questionnaire for Q22).

The questionnaire is divided in two parts. The first part is about your organisation generally, what it does and the effect of participating in Community Taskforce. The second part is about the Community Taskforce project you have most recently completed. The questions are mainly about the benefits of participation in the programme.

I. Organisation profile

Q1. Firstly, what type of organisation are you?

Do not read out the list

1. Environment
 - Community environment organisation
 - Local government (Council/Regional Authority)
 - Marae
2. Community safety
 - Police
 - Community safety group
3. Education
 - Early childhood education group
 - Primary or intermediate group
 - Secondary school
 - University or research organisation
4. Health and disability
 - Hospital

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- Disability organisation
- Community health organisation
- 5. Caring services
 - Rest homes
 - Crèches
- 6. Welfare
 - Charity (e.g. food banks)
 - Local community welfare group
 - Church
- 7. Recreation and culture
 - Sport and recreation organisation
 - Arts organisation (e.g. visual and performing arts)
 - Media (e.g. print, radio, TV etc)
 - Museum or historical group
 - Cultural and/or religious group
- 8. Animal welfare
 - Vet
 - Voluntary animal welfare group
- 9. Business and employment
 - Local business development community group
 - Employment and/or training community group
- 10. Other (*Specify*)

Q2. From the following list, which would you say your organisation does? Does your organisation contribute to ...

Read out, rotate

1. Improving the quality of the built environment
2. Improving the quality of the natural environment
3. Improving community safety
4. The provision of education services
5. The provision of medical, dental or other health and disability services
6. The care of the elderly and young children
7. Improving the welfare of the disadvantaged
8. Providing recreational, amusement and/or cultural services
9. Improving animal welfare
10. Improving business and employment opportunities
11. Other (*Specify*)

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If more than one answer to Q2, ask:

Q3. And which of those would be the main focus of your organisation?

One answer only

1. Improving the quality of the built environment
2. Improving the quality of the natural environment
3. Improving community safety
4. The provision of education services
5. The provision of medical, dental or other health and disability services
6. The care of the elderly and young children
7. Improving the welfare of the disadvantaged
8. Providing recreational, amusement and/or cultural services
9. Improving animal welfare
10. Improving business and employment opportunities
11. Other (*Specify*)

If answered codes 1 or 2 to Q3, ask:

Q4. How do you think your organisation contributes to the natural or built environment?

Probe all

1. Tree planting
2. Pollution control, removal of litter etc
3. Graffiti removal
4. Upgrading buildings, restoring buildings
5. Growing plants
6. Neighbourhood beautification
7. Conservation of flora/fauna
8. Other (*Specify*)

Q5. Is your organisation national, regional or local?

1. National
2. Regional
3. Local
4. Other (*Specify*)

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Q6. Does your organisation work with a particular group or groups in the community (for example, the elderly, those with physical disabilities, an ethnic group and so on)?

1. Yes
2. No

Go to Q9

If yes, ask:

Q7. What group or groups does your organisation target? Multiple response.

1. Maori
2. Pacific Island people
3. Other ethnic groups
4. Women
5. Men
6. Elderly
7. Children
8. Animals
9. Those with physical disabilities (blind, deaf, etc)
10. Those with mental/psychological disabilities (IHC etc)
11. The sick
12. Other (*Specify*)

If Maori are a particular focus, ask:

Q8. How would you describe the nature of the Maori community you serve (for example it could be a particular region, tribal group, age group etc)

Write in

2. Organisation's involvement with Community Taskforce

Q9. How long has your organisation been involved with Community Taskforce?

Write in years

Q10. Has your organisation been involved with Community Taskforce continuously, or on and off over that time?

1. Continuously
2. On and off
3. Don't know

Q11. How long have you personally been involved with Community Taskforce?

Write in years

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Q12. About how many Community Taskforce projects have been run by your organisation?

1. One *Go To Q14*
2. Two to five
3. Six to ten
4. More than ten
5. Don't know

If more than one project at Q12 ask:

Q13. Would you say the Community Taskforce projects you have been involved have involved work that is... *Read out*

1. Very different each time
2. A little different each time; or
3. Exactly the same each time (but involving different workers each time)
4. *Do not read out* Other (*Specify*)
5. *Do not read out* Some similar and some different projects

Q14. For which if any of the following reasons did your organisation first become involved with Community Taskforce? *Read out, rotate*

1. The organisation needed workers and had no funds for them
2. The organisation had a particular project to do but had no funding
3. We wanted to help unemployed people
4. It was suggested by NZES
5. We heard about it on the television or radio
6. I had been involved with Community Taskforce at another organisation
7. We could not afford to pay for workers on other schemes
8. We wanted to expand the role of our organisation
9. *Do not read out* None

Q15. What if any other reasons did you have for participating in Community Taskforce? *Probe all*

If involved for more than one year (Q11) and more than one project (Q12), ask:

Q16. And for which if any of the following reasons has your organisation continued to be involved in Community Taskforce? *Read out, rotate*

1. The organisation needs workers and has no funds for them
2. The organisation has projects to do but has no funding
3. We want to help unemployed people
4. We work with NZES in an on-going way

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5. The organisation can do more for the people it serves through participating in Community Taskforce
6. We can't afford to pay for workers on other work schemes
7. The organisation is more effective through its participation in Community Taskforce
8. ***Do not read out*** Other (*Specify*)

Q17 In which of the following ways has your organisation generally benefited from participation in CTF? ***Read Out, Rotate***

1. Were able to increase services
2. The organisation could not continue without CTF workers
3. Have achieved results more quickly
4. Provided a nicer environment to work in
5. Able to employ some job seekers in paid work
6. Able to expand employment base generally
7. Have reduced dependence on volunteer workers
8. Able to buy more equipment or machinery
9. Able to offer better services
10. Able to produce more products
11. Able to fund raise better
12. ***Do not read*** Organisation does not benefit
13. Other (*Specify*)

Now a few questions about Community Taskforce job seekers working in your organisation.

Q18. Through all your involvement in Community Taskforce, has your organisation ever given paid employment to a job seeker originally working for you on a Community Taskforce project?

1. Yes
2. No
3. Don't know

If more than one project at Q12, ask:

Q19. Have any Community Taskforce workers, excluding those who you may have given paid employment, stayed with your organisation working on a Community Taskforce project for longer than 26 weeks (six months)?

1. Yes
2. No
3. Don't know

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Q20. Has your organisation actively helped any job seekers working on a Community Taskforce programme to find paid work for an organisation other than your own?

1. Yes
2. No
3. Don't know

Q21. Has your organisation actively helped to get any job seekers working on a Community Taskforce project into a training course or education?

1. Yes
2. No
3. Don't know

Q22. If you had not participated in Community Taskforce, would you have had to employ more paid staff?

1. Yes
2. No
3. Don't know

Q23. If you had not participated in Community Taskforce would you have had to find more volunteer workers?

1. Yes
2. No
3. Don't know

3. Project benefits

The next set of questions are about the most recent Community Taskforce project or projects you have completed. (Possible to get some details from the sample set about end date and nature of project?)

Q24. Could you please give a description of your most recent or current Community Taskforce project (if more than one running at the same time, describe both).
Write in

(Maybe from sample data)

Q25. Which would best describe the project, would it be ...

1. A project that was directly related to the frontline activities of your organisation
2. A project that was supporting the activities of your organisation, but not on the frontline
3. Other

Q26. And what kinds of activity or activities were the job seekers doing?

Do not read out all. Code from the response of the sponsor. Multi response (if necessary prompt based on project description)

1. Accounts assistant, treasurer
2. Administrative work, receptionist, secretary, clerk
3. Animal attendant
4. Budget advisor
5. Carvers, sculptors, artists, weaver
6. Cleaner
7. Computer operator, data entry, establishing a data base
8. Cultural advisor
9. Driver
10. Fundraiser, promotional activity
11. Graffiti remover
12. Kitchenhand, food preparation
13. Labourer, handy person, carpenter
14. Library assistant
15. Museum assistant
16. Nursery worker, grounds person, gardener
17. Project organiser/co-ordinator, or assistant to
18. Researcher
19. School resource person
20. Security worker
21. Sewer, textile worker, sewing machinist
22. Shop assistant, retail assistant (include those working in food banks)
23. Social worker
24. Teacher assistance, school laboratory assistant
25. Truancy worker
26. Working with elderly
27. Working with pre-schoolers
28. Working with people with disabilities
29. Youth worker
30. Other (*Specify*)

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Q27. Was the Community Taskforce project (or projects) designed to focus on a particular group in the community?

1. Yes
2. No *Go to Q31*
3. Don't know *Go to Q31*

Q28. Which group or groups in the community was the focus of your Community Taskforce project(s)?

1. Maori
2. Pacific Island people
3. The unemployed
4. The natural environment
5. The built environment
6. The local community
7. The region
8. Women
9. The young or the elderly
10. Those with disabilities
11. The sick
12. Animals
13. Other (*Specify*)

If Maori, ask:

Q29. How would you describe the nature of the Maori community that was the focus of the project? (for example it could be a particular region, tribal group, age group etc)

Write in

Q30. How did this group/these groups benefit from the Community Taskforce project?

Probe all - Write in

Q31. Thinking about your most recent Community Taskforce project, which of the following benefit from the project? *Read out, rotate*

1. The job seeker **yes/no**
2. Your organisation **yes/no**
3. Your clients or the people your organisation serves **yes/no**
4. The wider community **yes/no**

Only ask if answered yes to Q31 for (1)

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Q32. In which of the following ways did job seekers benefit from participating in your most recent project?

Read out, rotate

1. Developed skills which will help them find work
2. Gained confidence and self esteem
3. Developed a sense of the kind of work they would like to do in future
4. Gained knowledge of work-place behaviour and disciplines
5. Developed ideas about or plans for training they would like to do in future
6. Other

Q33. Have you given paid employment to anyone who was on the most recent Community Taskforce project?

1. Yes
2. No
3. Don't Know

Q34. During the project, did any Community Taskforce workers undertake similar work to others in your organisation who are paid?

1. Yes
2. No

Only ask if answered yes to Q31 for (2)

Q35. Earlier, you identified a number of ways in which your organisation benefited from participation in CTF generally. Still thinking about this specific project, which of those benefits has your organisation gained from participating in that particular project?

Read out, rotate answers given at Q17

Q36. Are there any other benefits to your organisation through the most recent Community Taskforce programme? *If yes, probe all and write in*

Only ask if answered yes to Q31 for (3)

Q37. How have your clients benefited from your most recent project?

1. More clients helped
2. Transport provided (for clients)
3. Increased personal contact/one on one
4. Offered more services
5. Happier/more satisfied
6. Other (*Specify*)

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Only ask if answered yes to Q31 for (4)

Q38. Thinking about the specific Community Taskforce project or projects, in what ways did it benefit the community or environment? Did it...

Multiple response, read out, rotate

1. Contribute to the natural environment
2. Contribute to the built environment
3. Contribute to safety in the community
4. Offer education
5. Provide health services
6. Provide care for the elderly or young children
7. Provide welfare services
8. Provide recreational facilities
9. Provide or develop cultural facilities, education or resources
10. Involve animal welfare
11. Service businesses or organisations involved in finding work for others and non-profit organisations
12. Help the unemployed
13. **Do not read** None
14. **Do not read** Don't know

Q39. In what if any other ways did the project benefit the community or environment? **Probe all, write in**

If built or natural environment at Q38, then ask:

Q40. How has the natural or built environment benefited from your most recent project?

1. Tree planting
2. Pollution control
3. Graffiti removal
4. Weed/scrub control
5. Upgrading buildings, restoring buildings
6. Neighbourhood beautification
7. Conservation of flora/fauna
8. Other (*Specify*)

Q41. Thinking about the most recent project, if you had not participated in Community Taskforce, what would have been the affect on your project, would you have...

Read out, rotate

1. Done the same project in the same way

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2. Done the project on a smaller scale
3. Done the project but over a longer time period
4. Not done the project at all
5. Other (*Specify*)

Q42. Finally, are there any other benefits of the Community Taskforce projects or the Community Taskforce programme you would like to mention?

Thank you very much for your help in answering these questions. We appreciate the time you have taken. My name is and if you have any questions about the survey, you can call Anne Ingham on (09) 486 6526.

D Programme characteristics

D.1 Characteristics of CTF participants

Table D1: Characteristics of CTF participants and job seekers eligible for CTF pre and post expansion

	Pre expansion July 1996 to June 1997			Expansion					
	Eligible ¹	CTF ²	Rate ³	July 97 to January 98			February 98 - September 98		
Eligible ¹				CTF ²	Rate ³	Eligible ¹	CTF ²	Rate ³	
Total	100%	100%	35	100%	100%	44	100%	100%	68
Ethnicity									
Maori	30.3%	37.8%	44	31.4%	39.4%	56	30.6%	41.0%	91
Pacific people	7.4%	6.5%	31	7.5%	7.0%	42	7.4%	7.3%	66
European	53.1%	49.4%	33	52.1%	47.3%	40	53.4%	46.5%	59
Other	9.3%	6.3%	24	8.9%	6.3%	31	8.6%	5.2%	41
Age group									
15-19	7.8%	5.8%	26	10.9%	9.8%	37	11.2%	11.7%	43
20-29	41.1%	36.3%	31	36.8%	34.8%	39	36.6%	31.7%	36
30-39	25.1%	26.5%	37	24.3%	25.3%	43	23.6%	25.2%	44
40-49	16.0%	19.4%	42	17.4%	18.6%	44	17.4%	20.5%	48
50-59	8.9%	11.0%	43	9.8%	10.5%	44	10.4%	10.4%	41
60+	1.0%	1.0%	34	0.8%	0.9%	49	0.9%	0.5%	22
Female	35.2%	45.5%	45	35.3%	42.9%	54	36.4%	41.6%	77
Male	64.8%	54.5%	29	64.7%	57.1%	39	63.6%	58.4%	62
Highest educational qualifications⁴									
None	48.4%	53.2%	38	51.3%	54.6%	47		55.7%	
At least one SC pass	22.3%	21.5%	34	22.2%	21.4%	43		21.2%	
Other secondary	15.3%	13.5%	31	13.9%	13.2%	42		12.5%	
Post school	5.2%	4.5%	30	5.0%	4.3%	37		4.0%	
Tertiary degree	8.8%	7.3%	29	7.5%	6.5%	39		6.6%	
Register duration									
0-13 weeks	39.3%	11.4%	4	32.1%	8.6%	6	28.8%	7.0%	8
14-25 weeks	18.6%	14.7%	11	17.4%	12.8%	18	15.8%	10.6%	22
26-51 weeks	19.9%	23.6%	17	20.2%	24.9%	30	22.9%	23.5%	33
52-103 weeks	12.5%	20.2%	23	16.4%	24.5%	36	18.8%	25.8%	44
104-207 weeks	5.6%	13.2%	33	7.4%	13.9%	45	8.3%	17.5%	67
208+ weeks	4.1%	16.9%	59	6.5%	15.2%	56	5.4%	15.6%	94
n	21,5618	7,540		191,293	8,508		213,306	14,405	

Source: WINZ register database (SOLO), 1998

1: All register job seekers (unique) who were eligible to participate in CTF for either all or some of the time indicated.

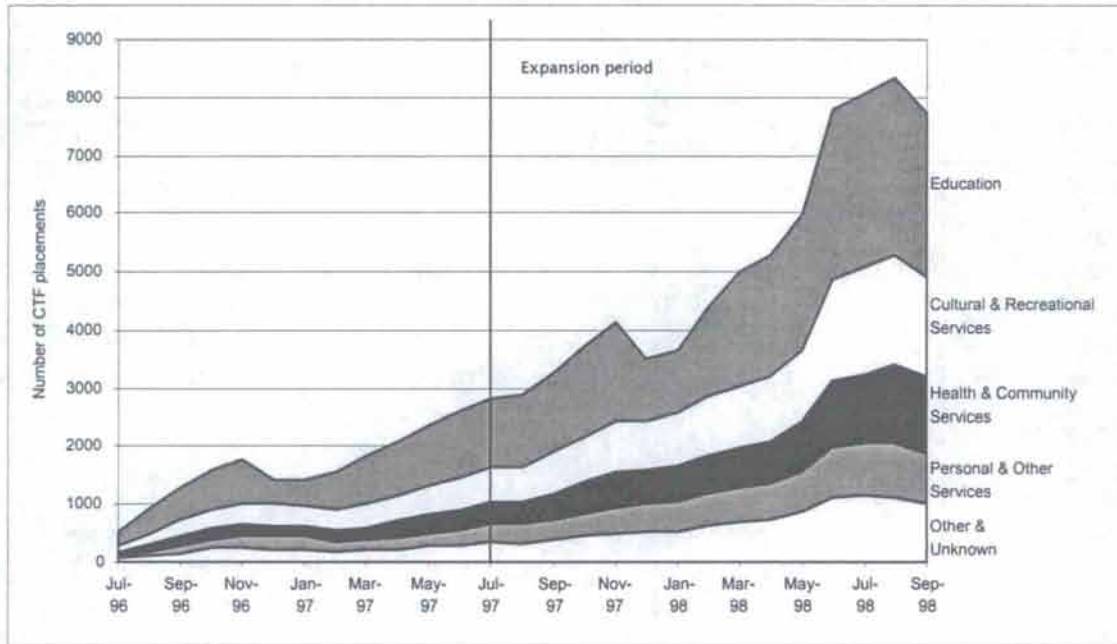
2: CTF participation was defined as lasting for longer than one day.

3: Participation rate is defined as the number of participants per 1,000 eligible job seekers (e.g. Maori participation rate is equal to the total number of Maori CTF participants divided by the total number of Maori eligible to participate in CTF times 1,000).

4: During the Expansion period the analysis of highest educational qualification information is based only on the period between June 1997 and January 1998.

Note: Figures might not add up 100% due to rounding.

Figure D1: Monthly CTF placements by ANZSIC¹ of sponsors from July 1996 to September 1998



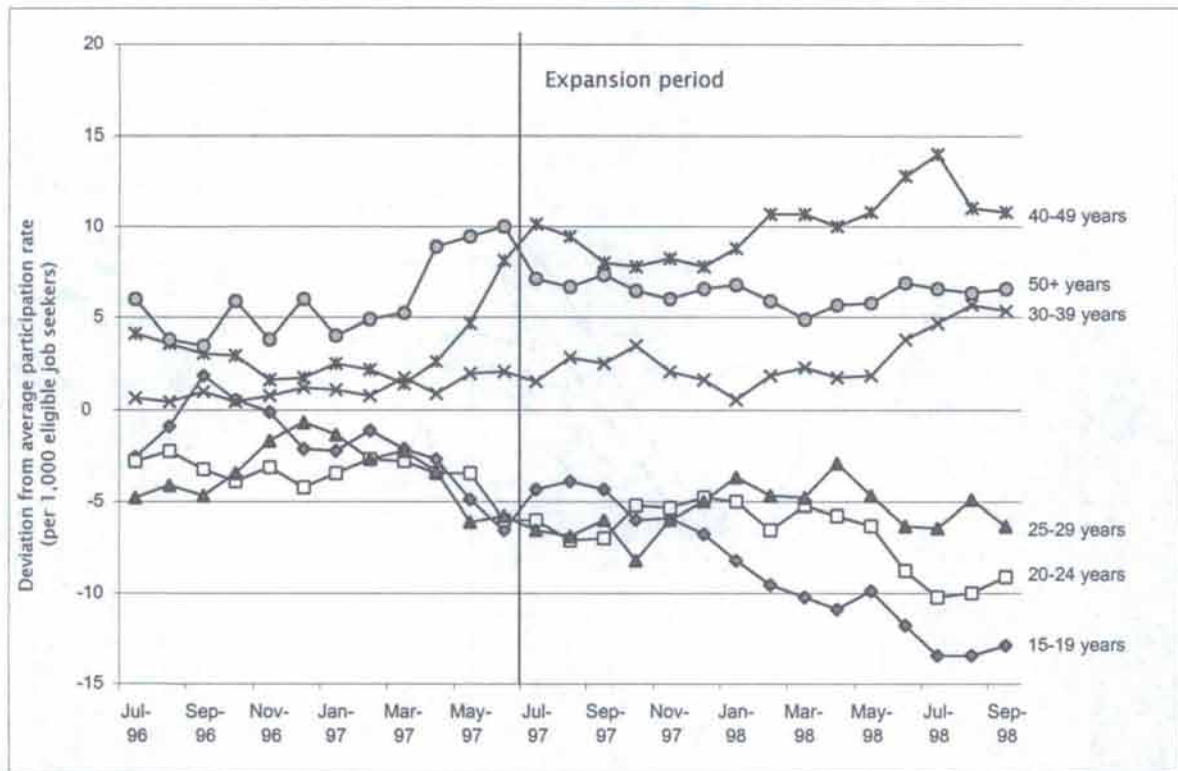
Source: WINZ (SOLO) register database, 1998

1: Australia & New Zealand Standard Industrial Classification.

D.2 CTF participation rates

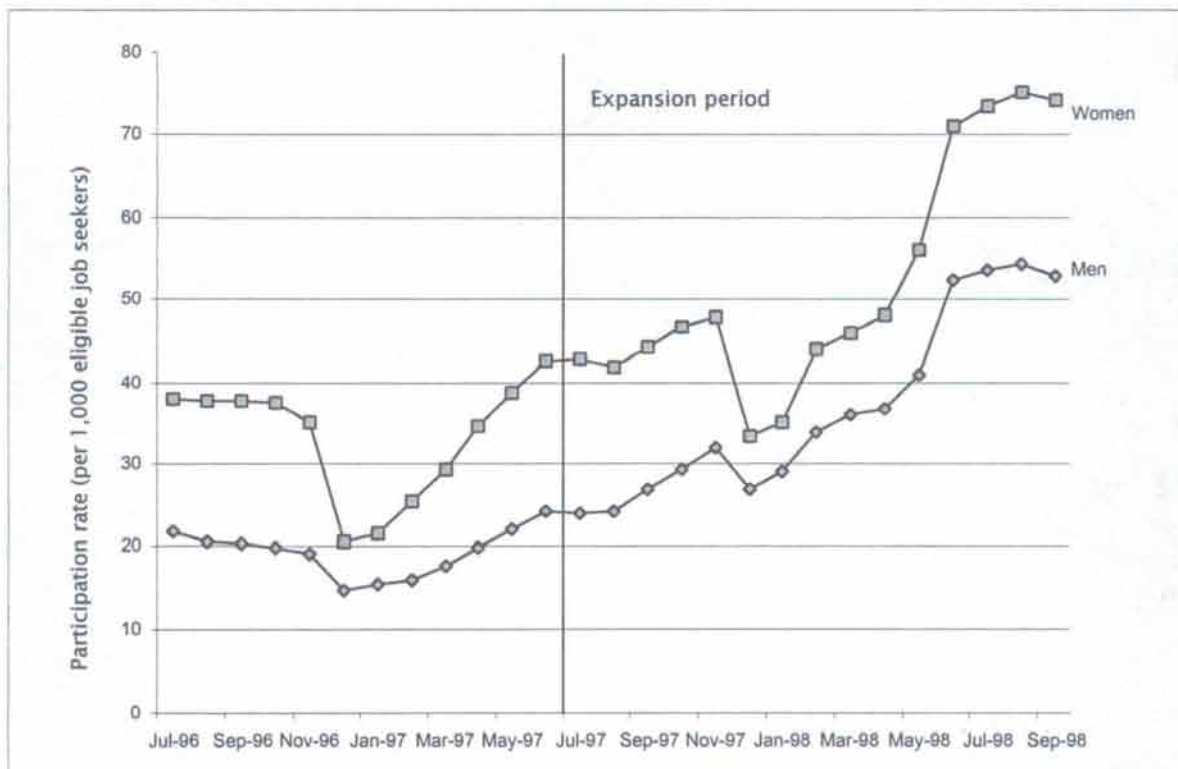
The following figures give an indication of the level of participation in CTF by month. Participation is measured in terms of the participation rate, which is the number of people participating on CTF per 1,000 people who are eligible. For example, a female participation rate of 45 per 1,000 would mean that there are 45 women participating in CTF for every 1,000 women who are eligible. In addition, some data is also shown in terms of the deviation from the average participation rate for all those eligible for CTF.

Figure D2: Deviation of age groups from the average participation rate of job seekers eligible for CTF



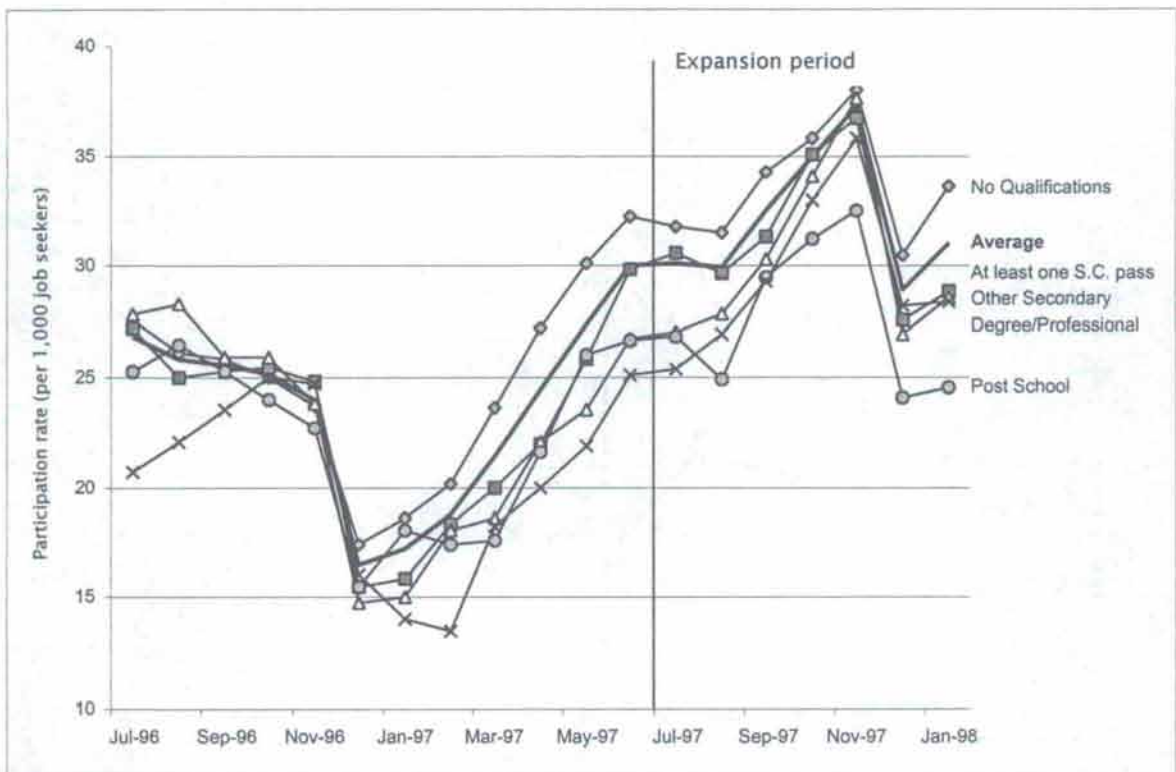
Source: WINZ (SOLO) database, 1998

Figure D3: Participation rate of job seekers eligible for CTF by gender



Source: WINZ (SOLO) database, 1998

Figure D4: Participation rate of job seekers eligible for CTF by highest educational qualification



Source: WINZ (SOLO) database, 1998

Table D1: Regional distribution of CTF participants and job seekers eligible for CTF pre and post expansion

	Pre expansion			Expansion					
	July 1996 to June 1997			July 97 to January 98			February 98 - September 98		
	Eligible ¹	CTF ²	Rate ³	Eligible ¹	CTF ²	Rate ³	Eligible ¹	CTF ²	Rate ³
Total	100%	100%	35	100%	100%	44	100%	100%	68
Rural/urban clusters									
Metropolitan	46.6%	39.8%	20	44.9%	40.2%	28	46.3%	39.3%	41
Provincial	30.3%	31.9%	25	31.9%	30.4%	30	31.4%	31.7%	49
Rural	23.1%	28.3%	29	23.2%	29.4%	40	22.2%	29.0%	63
WINZ region									
Auckland Central	9.1%	6.9%	27	8.2%	6.6%	36	8.4%	5.5%	44
Auckland North	8.0%	7.8%	34	7.6%	7.9%	46	8.0%	6.2%	52
Auckland South	8.7%	9.1%	37	8.8%	9.8%	49	9.2%	9.4%	69
Bay of Plenty	9.3%	9.8%	37	9.6%	9.6%	44	9.6%	11.2%	78
Canterbury	10.1%	6.5%	23	10.0%	7.4%	33	10.4%	9.1%	59
Central	6.2%	6.8%	38	6.2%	6.5%	46	6.2%	6.0%	66
East Coast	6.8%	5.1%	26	7.1%	7.5%	47	6.7%	8.0%	80
Nelson	4.3%	4.3%	35	4.9%	5.1%	46	4.8%	5.2%	73
Northland	5.8%	11.0%	67	5.9%	9.8%	74	5.7%	9.0%	106
Southern	9.4%	12.2%	46	9.7%	10.8%	50	8.9%	10.0%	76
Taranaki	6.3%	7.1%	40	6.5%	6.4%	44	6.3%	7.5%	80
Waikato	7.0%	8.4%	42	6.9%	7.4%	48	7.0%	8.4%	81
Wellington	9.1%	5.1%	20	8.7%	5.3%	27	8.6%	4.5%	36
n	21,5618	7,540		191,293	8,508		213,306	14,405	

Source: WINZ register database (SOLO), 1998

1: All register job seekers (unique) who were eligible to participate in CTF for either all or some of the time indicated.

2: CTF participation was defined as lasting for longer than one day.

3: Participation rate is defined as the number of participants per 1,000 eligible job seekers (e.g. Rural participation rate is equal to the total number of CTF participants in rural Centres divided by the total number of eligible to participate in CTF in rural Centres times 1,000)

Note: Figures might not add up 100% due to rounding.

D.3 Clustering of offices

Table D2: WINZ offices, sites and urban rural clustering

WINZ region	Site name	Rural-urban	WINZ region	Site name	Rural-urban
Auckland Central	Auckland Projects	Metro	Nelson	Greymouth	Rural
	Mt Roskill	Metro		Westport	Rural
	Karangahape Road	Metro		Blenheim	Rural
	Panmure	Metro		Nelson	Provincial
	Hospitality	Metro		Motueka	Rural
Auckland North	Auckland	Metro	Northland	Kaitiaki	Rural
	Takapuna	Metro		Northern Projects	Rural
	Henderson	Metro		Whangarei	Provincial
	Waipareira	Metro	Kalkohe	Rural	
	Avondale	Metro	Southern	Timaru	Provincial
Orewa	Rural	Invercargill		Provincial	
Auckland South	Pukekohe	Metro		Gore	Rural
	Papatoetoe	Metro		Dunedin Projects	Metro
	Mangere	Metro		Dunedin	Metro
	Manukau	Metro		Queenstown	Rural
	Manurewa	Metro		Mosgiel	Metro
Bay of Plenty	Papakura	Metro	Alexandra	Rural	
	Kawerau	Rural	Balclutha	Rural	
	Opotiki	Rural	Oamaru	Rural	
	Mt Maunganui	Provincial	Taranaki	Stratford	Rural
	Taupo	Rural		Hawera	Rural
	Tokoroa	Rural		New Plymouth	Provincial
	Rotorua	Provincial		Taumarunui	Rural
	Tauranga	Provincial	Te Kuiti	Rural	
Whakatane	Rural	Wanganui	Provincial		
Te Puke	Rural	Waikato	Five Crossroads	Provincial	
Canterbury	New Brighton		Metro	Ngaruawahia	Rural
	Christchurch		Metro	Waihi	Rural
	Riccarton		Metro	Thames	Rural
	Papanui		Metro	Te Awamutu	Rural
	North Canterbury		Rural	Paeroa	Rural
	Ashburton		Rural	Huntly	Rural
	Christchurch Projects		Metro	Hamilton	Provincial
	Shirley	Metro	Waikato	Rural	
Beckenham	Metro	Matamata	Rural		
Central	Levin	Rural	Wellington	Newtown	Metro
	Feilding	Rural		Johnsonville	Metro
	Waipukurau	Rural		Kilbirnie	Metro
	Wairarapa	Provincial		Wellington	Metro
	Palmerston North	Provincial		Wellington Projects	Metro
	Featherston	Rural		Porirua	Metro
	Dannevirke	Rural		Upper Hutt	Metro
	Kapiti	Metro		Lower Hutt	Metro
Central Projects	Provincial				
East Coast	East Coast	Rural			
	Gisborne	Provincial			
	Walroa	Rural			
	Hastings	Provincial			
	Napier	Provincial			

D.4 Duration of CTF placements

Table D3: Time that job seekers spent in CTF placements begun between 1 July 1997 and 31 June 1998

		Total number of weeks on CTF between 1 July 1997 and 30 September 1998				
		< 1	1 to 8	9 to 17	18 to 26	Over 26
Ethnicity	Maori	7.8%	27.6%	23.6%	31.8%	9.2%
	Pacific Island people	9.1%	27.5%	21.5%	34.2%	7.7%
	European	7.0%	28.8%	21.1%	33.0%	10.2%
	Other	9.3%	26.2%	20.4%	35.0%	9.1%
Gender	Male	8.0%	25.9%	22.0%	35.4%	8.7%
	Female	8.6%	28.6%	22.6%	31.5%	8.7%
Age group	Under 20 years	12.9%	36.4%	22.3%	25.7%	2.7%
	20-29 years	9.8%	32.6%	23.7%	27.6%	6.4%
	30-39 years	7.8%	27.3%	22.8%	33.0%	9.0%
	40-49 years	7.1%	21.2%	21.0%	38.6%	12.1%
	50+ years	5.0%	18.3%	19.8%	44.5%	12.4%
Highest educational qualification	None	8.9%	27.4%	21.8%	33.1%	8.8%
	At least one SC pass	8.7%	27.8%	22.1%	33.0%	8.4%
	Other secondary	7.1%	28.5%	25.2%	31.7%	7.5%
	Post school	6.2%	27.1%	23.4%	34.1%	9.2%
	Degree/Professional	6.9%	26.2%	21.4%	35.1%	10.4%
Duration on the register	0-13 weeks	9.1%	29.6%	22.1%	33.8%	5.3%
	14-25 weeks	9.0%	31.7%	22.3%	30.9%	6.1%
	26-51 weeks	8.6%	28.4%	23.3%	31.4%	8.3%
	52-103 weeks	8.5%	26.1%	23.2%	32.2%	10.0%
	104-207 weeks	7.7%	25.4%	21.2%	34.5%	11.2%
	208+ weeks	6.8%	23.5%	21.0%	37.2%	11.5%
Rural/urban clusters	Metropolitan	9.3%	27.2%	21.9%	31.7%	9.9%
	Provincial	8.8%	30.1%	22.7%	30.7%	7.8%
	Rural	6.6%	24.9%	22.6%	37.9%	8.0%
WINZ region	Auckland Central	9.8%	29.1%	17.0%	34.7%	9.4%
	Auckland North	10.5%	28.0%	23.1%	29.7%	8.6%
	Auckland South	10.7%	26.5%	19.2%	31.9%	11.8%
	Bay of Plenty	9.8%	29.1%	23.2%	31.8%	6.1%
	Canterbury	7.2%	24.2%	22.4%	33.4%	12.8%
	Central	7.9%	22.4%	21.6%	40.1%	8.1%
	East Coast	8.8%	25.3%	24.1%	33.3%	8.5%
	Nelson	5.3%	27.5%	23.0%	35.9%	8.4%
Northland	5.1%	17.0%	19.0%	51.8%	7.1%	

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	Total number of weeks on CTF between 1 July 1997 and 30 September 1998				
	< 1	1 to 8	9 to 17	18 to 26	Over 26
Southern	5.9%	31.2%	25.9%	26.1%	10.9%
Taranaki	7.2%	25.1%	26.7%	33.1%	7.9%
Waikato	9.2%	39.8%	20.6%	23.2%	7.2%
Wellington	10.1%	26.0%	25.0%	34.0%	4.9%
Total	8.4%	27.5%	22.4%	33.1%	8.7%
n	1,050	3,456	4,152	2,809	1,089

Source: WINZ (SOLO) database

NOTE: CTF duration data provided in the above table is subject to a degree of administrative error due to inaccuracies in the encoding of CTF placement end dates within the database.

D.5 Characteristics of CTF sponsors and projects

Table D4: Characteristics and location of CTF projects pre and post expansion of CTF

		Pre expansion ¹	Post expansion ²
Project ANZSIC	Property and business services	30.6%	27.5%
	Personal and other services	24.0%	24.7%
	Education	13.1%	13.3%
	Construction	9.5%	8.7%
	Manufacturing	7.1%	7.8%
	Health and community services	5.7%	6.3%
	Cultural and recreational services	5.6%	6.1%
	Agriculture, forestry and fishing	2.2%	2.5%
	Other	2.3%	1.3%
Urban/rural location	Metro	40.0%	37.3%
	Provincial	33.1%	33.5%
	Rural	26.9%	29.1%
WINZ region	Auckland Central	7.2%	6.0%
	Auckland North	10.0%	8.6%
	Auckland South	8.7%	7.6%
	Bay of Plenty	5.6%	10.9%
	Canterbury	7.1%	6.7%
	Central	4.8%	8.1%
	East Coast	10.3%	7.8%
	Nelson	12.0%	6.5%

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		Pre expansion ¹	Post expansion ²
	Northland	4.6%	8.4%
	Southern	6.9%	11.0%
	Taranaki	6.3%	5.9%
	Waikato	11.1%	7.4%
	Wellington	5.3%	5.2%
	n	3,236	6,284

Source: WINZ (SOLO) database

1: Includes all job seeker CTF placements that started between 1 July 1996 and 31 June 1997.

2: Includes all job seeker CTF placements that started between 1 July 1997 and 31 June 1998.

Table D5: Characteristics and location of CTF sponsors Pre and Post Expansion

		Pre expansion ¹	Post expansion ²
Sponsor ANZSIC	Agriculture, forestry and fishing	0.6%	1.2%
	Cultural and recreational services	16.8%	20.0%
	Education	49.0%	45.0%
	Government administrative and defence	2.9%	3.4%
	Health and community services	15.2%	15.2%
	Personal and other services	10.8%	9.6%
	Other	2.5%	3.2%
	Unknown	2.3%	2.5%
Ownership of organisation	Government	39.7%	36.0%
	Local authority	3.4%	3.2%
	Private commercial	5.7%	7.1%
	Voluntary organisation	51.2%	53.7%
Urban/rural location	Metro	38.4%	36.3%
	Provincial	32.3%	31.7%
	Rural	29.4%	32.1%
WINZ region	Auckland Central	6.8%	5.8%
	Auckland North	9.8%	8.3%
	Auckland South	7.8%	7.1%
	Bay of Plenty	9.6%	9.9%
	Canterbury	5.5%	7.0%
	Central	8.1%	7.8%
	East Coast	6.2%	7.7%
	Nelson	5.2%	6.8%
	Northland	11.3%	10.4%
	Southern	11.8%	11.1%
	Taranaki	6.5%	6.2%
	Waikato	6.6%	6.8%
Wellington	4.7%	5.2%	
	n	1,984	3,263

Source: WINZ (SOLO) database

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1: Includes all job seeker CTF placements that started between 1 July 1996 and 31 June 1997.

2: Includes all job seeker CTF placements that started between 1 July 1997 and 31 June 1998.

Table D6: Level of CTF work and average number of job seekers by sponsor pre and post expansion

		Level of CTF work ¹		Average number of job seekers	
		Pre expansion ²	Increase ³	Pre expansion ²	Post expansion
Sponsor ANZSIC	Agriculture, forestry and fishing	0.9%	155.8%	5.3	2.8
	Cultural and recreational services	21.7%	103.5%	3.6	4.1
	Education	38.4%	68.2%	3.0	3.6
	Government administrative & defence	8.8%	127.3%	12.6	15.8
	Health and community services	14.3%	110.5%	2.7	3.7
	Personal and other services	11.9%	122.0%	3.1	5.0
	Other	2.4%	154.3%	2.3	3.2
	Unknown	1.5%	139.8%	1.4	2.3
Sponsor ownership	Government	37.0%	70.2%	2.8	3.5
	Local authority	8.7%	102.6%	11.2	14.6
	Private commercial	4.0%	161.3%	2.3	2.8
	Voluntary organisation	50.4%	110.3%	3.3	4.3
Urban/rural location	Metro	40.1%	108.6%	3.2	4.6
	Provincial	32.4%	80.4%	3.8	4.6
	Rural	27.5%	92.3%	2.8	3.4
WINZ region	Auckland Central	5.5%	58.7%	3.0	3.9
	Auckland North	7.9%	113.2%	2.5	4.0
	Auckland South	9.6%	117.3%	3.7	5.4
	Bay of Plenty	9.4%	73.9%	4.0	4.5
	Canterbury	8.6%	178.8%	3.3	4.4
	Central	6.7%	66.8%	2.8	3.5
	East Coast	7.6%	185.0%	2.6	4.2
	Nelson	4.8%	126.2%	2.6	2.9
	Northland	9.6%	56.8%	2.5	2.8
	Southern	10.6%	63.5%	3.6	4.1
	Taranaki	7.0%	79.4%	4.0	4.9
	Waikato	7.9%	104.4%	5.5	6.6
Wellington	4.7%	115.1%	2.9	4.2	
	Total	169,299	94.2%	3.3	4.2

Source: WINZ (SOLO) database

1: Based on the number of weeks each job seeker spent on a CTF placement for each sponsor.

2: Includes all job seeker CTF placements that started between 1 July 1996 and 31 June 1997.

3: Increase in the level of CTF work in the period between 1 July 1997 and 31 June 1998 compared to the level of CTF work achieved in the pre-expansion period (1 July 1996 and 31 June 1997).

4: Includes all job seeker CTF placements that started between 1 July 1997 and 31 June 1998.

E Job seeker outcomes

Table E1: Participation rate (per 1,000 eligible job seekers) among job seekers in the Control and Exposure groups and job seekers eligible for CTF between November 1997 and July 1998

		Job seekers eligible for CTF	Exposure group	Control group
Ethnicity	Maori	73	56	9
	Pacific Island people	54	67	9
	European	50	43	10
	Other	36	10	0
Age group	<20 yrs	40	18	0
	20-29 yrs	51	35	13
	30-39 yrs	61	45	11
	40-49 yrs	70	85	4
	50+ yrs	61	36	0
Gender	Women	66	53	7
	Men	51	43	10
	Total	57	45³	9³
	n	213,306	1,393	1,393

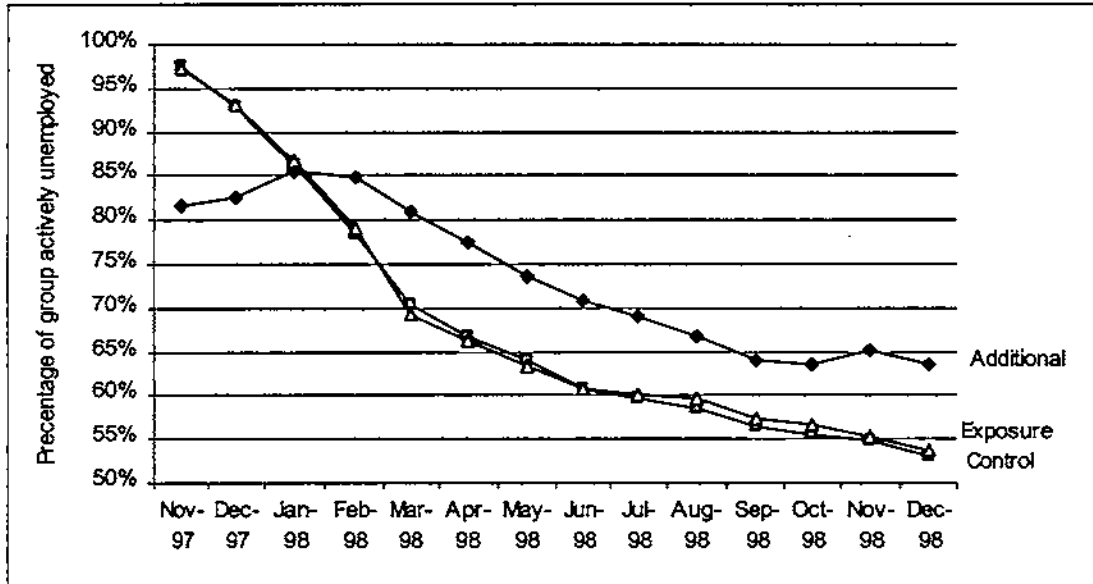
Source: WINZ (SOLO) database, 1998

1: For the period between July 1997 and September 1998.

2: Information on the educational qualifications of job seekers eligible for was only available to January 1998 due to changes in the organisation of the SOLO database.

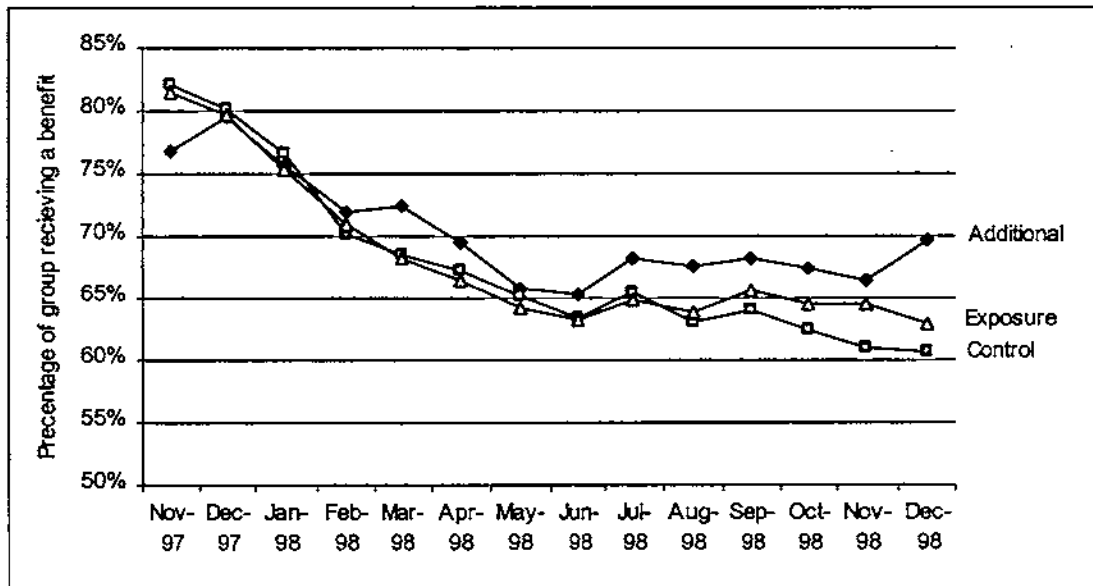
3: The participation rate of the Control and exposure groups are both significantly less than the overall CTF participation rate (significant at the 95% confidence interval).

Figure E1: Proportion of job seekers in the Control, Exposure and Additional group who were active on the unemployment register between November 1997 to December 1998



Source: WINZ (SOLO) database, 1998

Figure E2: Percentage of Control, Exposure and Additional group in receipt of a benefit between November 1997 and December 1998



Source: WINZ (SWIFTT) database, 1998

Outcomes of the Control and Exposure Group

Overall, there were few differences in outcomes between the Control and Exposure groups. Table E2 shows the proportion of each group on the unemployment register and in receipt of an income benefit as at 1 November 1998. The results indicate that little difference existed between the Control and Exposure groups overall. However, it does appear that there are significant differences in the proportion in receipt of a benefit when comparing men, job seekers under 25 years and Maori in the Control and Exposure groups. Only Maori in the Exposure group were significantly more likely to be active on the employment register than Maori in the Control group (Table E2).³⁰ However, it should be noted that the higher proportion of Maori that are unemployed and in receipt of a benefit than non Maori may in a large part be due to the concentration of Maori participants in rural areas that have few labour market opportunities.³¹

Table E2: Proportion of Control and Exposure group members who were registered as unemployed and those in receipt of income support payments as at 1 November 1998

		Register status		Benefit status	
		Control	Exposure	Control	Exposure
Total		53%	53%	61%	64%
Gender	Female	42%	43%	60%	60%
	Male	58%	59%	61%	67%
Age group	25 years and over	54%	56%	62%	67%
	Under 25 years	48%	47%	57%	58%
Ethnicity	Maori	54%	61%	66%	74%
	Non-Maori	52%	50%	59%	60%
	n	<i>1,393</i>	<i>1,393</i>	<i>1,393</i>	<i>1,393</i>

Source: WINZ (SOLO & SWIFFT) database, 1998

Shaded area indicates that the proportion differs significantly at the 95% confidence interval from that of the Control group [z test of two independent proportions].

Examining employment and training outcomes also showed little difference between Control and Exposure group members. According to the results shown in Table E3 (over the page) those in the Exposure group were more likely than those in the Control group to be unemployed on 1 November, although this difference was not statistically significant. Overall, the only significant difference between the two groups was that the Exposure group was less likely to have been in the "other outcome" group.³² Membership of this group meant that the job seeker left the labour market,

³⁰ Because of the small size of the Control and Exposure group it was not possible to break down this sample beyond one level.

³¹ This assertion is supported by regression analysis which showed that the impact of participation in CTF for Maori did not differ greatly when compared to non-Maori when other factors were controlled for (see Table E6, Appendix E).

³² This conclusion is strengthened through further analysis of those Control group members most likely to have gone on CTF if they had been allowed to do so. A logistic model was fitted to individuals in the Exposure group to identify the type of people who went on CTF. This model was used to match 65 Control group members who most closely resembled the 65 members of the Exposure group who had participated

or that there was no record of what happened to them when they ended their benefit or register spell. Thus, this finding is largely uninformative, as it is not clearly an indicator of poor or strong labour market outcomes. By population sub-group, no significant differences in labour market outcomes were found between the Control and Exposure groups.

Table E3: Estimated impact of CTF on labour market outcomes as at 1 November 1998 (%)

Labour market outcome	Control group	Exposure group	Difference	Sampling error
Unsubsidised employment	29.0	29.3	0.3	3.4
Training or subsidised employment	7.2	8.0	0.8	2.0
Unemployed	49.8	53.0	3.3	3.7
Other	20.0	16.0	-4.0	2.8
n	1,393	1,393		

Source: WINZ (SOLO & SWIFT) database, 1999.

A shaded cell indicates where the estimated impact is significantly different from zero at the 95% level of significance.

The columns do not equal 100% because each individual may record more than one outcome (e.g. unemployed and in part-time work).

Where the estimate of difference is larger than the 95% sampling error, the result is significant.

The above results should be treated with caution given that so few Exposure group members participated in CTF, as discussed previously. Any impact from participation in CTF would have to be very significant to affect the outcomes of the whole exposure group overall. To this end, the differences shown above reflect the different outcomes of non-participants as much as the impact of CTF.

Table E4: Outcomes by gender of the Control, Exposure groups as at 1 November 1998

	Women		Men	
	Control	Exposure	Control	Exposure
Work (full-time & part-time)	35%	38%	28%	26%
Work full-time	18%	21%	19%	19%
Work part time	18%	18%	8%	7%
Permanent part-time	5%	4%	1%	1%
Casual part-time	3%	2%	1%	1%
Training (full & part-time)	10%	11%	6%	6%
Part-time training	6%	8%	5%	5%
Full-time training	4%	2%	1%	1%
Subsidised work	1%	1%	1%	1%
Unemployed	41%	44%	54%	57%
Left the labour market	15%	12%	9%	7%
Unknown	9%	7%	9%	7%

In CTF. The analysis showed that the differences in the labour market outcomes between the 65 Control group members and the 65 Exposure group members who had participated in CTF were very similar for the differences between the Exposure and Control groups as a whole.

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n	455	455	938	938
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Source: WINZ (SOLO & SWIFFT) database & job seeker survey 1998

The columns may not add up to 100% due to job seekers having more than one outcome.

Sub-groups may not add up to the group total as it is not always possible to accurately determine employment outcomes (e.g. It is not always known whether work is full-time or part-time).

No significant differences were found between the Control and Exposure groups [z test of two independent proportions].

Table E5: Outcomes by age group of the Control, Exposure groups as at 1 November 1998

	Under 25 years		25 years and over	
	Control	Exposure	Control	Exposure
Work (full-time & part-time)	31%	29%	29%	34%
Work full-time	18%	17%	21%	26%
Work part-time	13%	11%	8%	8%
Permanent part-time	2%	2%	2%	1%
Casual part-time	2%	1%	1%	1%
Training (full & part-time)	7%	7%	8%	10%
Part-time training	5%	5%	6%	8%
Full-time training	2%	2%	1%	1%
Subsidised work	1%	1%	1%	1%
Unemployed	52%	56%	44%	45%
Left the labour market	10%	9%	14%	9%
Unknown	9%	7%	10%	7%
n	1039	1040	354	353

Source: WINZ (SOLO & SWIFFT) database & job seeker survey 1998

The columns may not add up to 100% due to job seekers having more than one outcome.

Sub-groups may not add up to the group total as it is not always possible to accurately determine employment outcomes (e.g. it is not always known whether work is full-time or part-time).

No significant differences were found between the Control and Exposure groups [z test of two independent proportions].

Table E6: Outcomes by ethnicity of the Control, Exposure groups as at 1 November 1998

	Maori		Non-Maori	
	Control	Exposure	Control	Exposure
Work (full-time & part-time)	23%	23%	33%	33%
Work full-time	17%	14%	19%	22%
Work part-time	6%	9%	14%	11%
Permanent part-time	0%	1%	3%	2%
Casual part-time	2%	0%	2%	2%
Training (full & part-time)	6%	6%	8%	9%
Part-time training	4%	5%	6%	6%
Full-time training	1%	0%	2%	2%
Subsidised work	1%	0%	1%	1%
Unemployed	53%	58%	48%	51%
Left the labour market	10%	10%	12%	8%
Unknown	10%	8%	9%	6%
N	429	425	964	968

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Source: WINZ (SOLO & SWIFFT) database & job seeker survey 1998

The columns may not add up to 100% due to job seekers having more than one outcome.

Sub-groups may not add up to the group total as it is not always possible to accurately determine employment outcomes (e.g. It is not always known whether work is full-time or part time).

Shaded area indicates that the outcome for the Exposure group differs significantly from that of the Control group [95% confidence interval; z test of two independent proportions].

Table E7: Estimated Impact³³ of CTF on subgroups (based on a comparison of participants and non-participants)

	Impact of CTF participation on Unsubsidised work		Unemployed		Training or subsidised work		Other outcomes	
	Raw	Reg ¹	Raw	Reg ¹	Raw	Reg ¹	Raw	Reg ¹
<i>Extended Sample (participants: sample)</i>								
<i>Total (2366: 5076)</i>	-4.0%	-4.1%	6.4%	5.6%	-0.1	0.7%	-1.3%	-1.8%
<i>Māori (906: 1730)</i>	-2.8%	-3.1%	4.5%	4.0%	0.9%	1.9%	-1.1%	-1.2%
<i>Non-Māori (1460: 3345)</i>	-3.6%	-4.6%	6.8%	6.5%	-0.6%	0.0%	-1.7%	-2.2%
<i>Male (1543: 3370)</i>	-3.0%	-1.8%	6.3%	4.1%	0.5%	2.4%	-2.7%	-3.3%
<i>Female (823: 1705)</i>	-6.4%	-7.8%	7.5%	8.5%	-1.4%	-2.5%	0.7%	0.5%
<i>Under 25 years old (1804: 3820)</i>	-3.0%	-3.3%	6.5%	6.0%	3.2%	5.0%	-3.6%	-4.8%
<i>25 years and over (562: 1255)</i>	-4.3%	-4.4%	6.2%	5.3%	-1.1%	-0.7%	-0.6%	-0.8%
<i>Duration <52 weeks (1562: 3538)</i>	-4.1%	-4.4%	4.5%	5.0%	-0.3%	0.4%	0.8%	-0.3%
<i>Duration ≥52 weeks (804: 1537)</i>	-3.4%	-2.9%	7.8%	7.4%	0.7	1.1%	-4.9%	-6.4%

1: The estimated impact of CTF according to the regression analysis.

Note: A shaded cell indicates that the estimated impact is significantly different from zero at the 95% level of significance.

An examination of Table E7 shows that the results for subgroups are generally similar to those for the sample as a whole, and that regression estimates of the impact of CTF are similar to the raw differences in outcomes for participants and non-participants.

CTF participants appear to have a lower probability of being in unsubsidised work. This effect is statistically significant for several of the subgroups. The estimated effect of CTF on the probability of being unemployed is positive and significant for all subgroups except Māori. This suggests that CTF participants are more likely to be unemployed when compared to non-participants.

³³ Impact is defined as the difference in the proportion of CTF participants and non-participants by outcome. A negative number indicates that the proportion of CTF participants achieving that particular outcome was lower than for non-participants.

F Community Benefits

Table F1: Main focus of sponsor organisations by ownership

Organisation focus	Organisation ownership					Grand total
	Government	Local authority	Private commercial	Voluntary organisation	Unknown	
Animal welfare	2	2	2	25		31
Built environment				14		14
Business & employment opportunities	4	2	9	75		90
Care of elderly or children	15		28	66		109
Community safety	39	5	2	41		87
Education	1,679		28	117		1,824
Health & disability	38		5	208		251
Natural environment	19	10	8	51		88
Other	8	60	127	29		224
Recreation, amusement & cultural services	8	57	27	764		856
Unknown	1		10	57		68
Welfare of disadvantaged	6		2	551	1	560
Grand total	1,819	136	248	1,998	1	4,202


G Relationship between CTF and Community Work

The table below shows that when the high level features (e.g. aim/objectives, nature of the work) of the CTF and Community Work (CW) are compared, they are very similar. While the table shows that some of the operational level detail of CTF differs from that of CW, the constraining impact of the Work Experience Cabinet level guidelines should be noted. For example, while it is true that there is no operational restriction on project length under CW, the principles around minimising sponsor and job seeker dependency require WINZ staff to closely monitor ongoing projects. It should also be noted that project rollover was not unusual under CTF in any case.

Programme feature	Community Taskforce	Community Work
Aim/objectives	<p>The objectives of CTF were to:</p> <ul style="list-style-type: none"> • provide eligible job seekers with the opportunity to gain part-time work experience in a supportive environment, in order to move them closer to employment; • enable sponsors to complete projects of benefit to the community or environment that could not otherwise be done; and • to provide an opportunity to assess a job seeker's commitment to job search, as a work test measure, or as a "clean slate" activity for someone who had failed the work test. 	<p>The primary aim is to eventually move job seekers into unsubsidised employment, through developing or maintaining the self esteem, motivation, work discipline, work ethic and dignity of job seekers.</p> <p>The secondary aim is to benefit local communities and the environment, through projects that could not otherwise be done.</p>
Nature of the work	Unpaid work of benefit to the community or the environment.	Unpaid work of benefit to the community or the environment.
Compulsory vs voluntary participation	Compulsory referral was possible, for work testing purposes. However, typically around 90% of participants were volunteers. This fact was linked to the favourable employment outcomes achieved by participants in the 1992 CTF evaluation (voluntary participants are likely to be motivated to succeed, and therefore, more likely to move onto paid work).	Compulsory and voluntary participation are both still possible. However, CW is a larger scale programme than CTF, so it is likely that CW will have a higher proportion of compulsory referrals.
Project duration	Minimum of 8 weeks and maximum of 26 weeks.	No explicit duration. However, some of the Cabinet level guidelines for work experience products are designed to discourage long-term projects, e.g. "work experience programmes are intended to provide opportunities for job seekers, rather than to provide ongoing support for community

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Programme feature	Community Taskforce	Community Work groups*
Eligibility duration	Registered continuously for 13 weeks, plus those finishing a TOP course, and those on stand-downs.	No eligibility restrictions, but priority access to available places should be given to Community Wage earners and spouses, and other full-time work-tested beneficiaries, who are long-term unemployed; and those at risk of long-term unemployment.
Hours of participation	Between 6 and 8 hours a day for full-time work-tested beneficiaries and between 3 and 4 hours a day for part-time work-tested beneficiaries, on any 3 weekdays.	Up to 20 hours per week for full-time work-tested beneficiaries and 10 hours per week for part-time work-tested beneficiaries, spread across up to 5 days, including Saturday (if the job seeker approves).
Allowance	All participants receive \$20 per week.	All participants receive \$21 per week, and can claim reimbursement of up to an additional \$20 per week.



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