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Introduction

Background

CITB commissioned this rapid evidence assessment as part of the Pathways into Construction Commission, which aims to connect employers with people who do not traditionally enter construction.

The commission focused on five 'pathways' groups who are underrepresented in the sector and/or who are not in training or employment and want to enter the sector but find it hard to do so. This includes:

- Young people not in education, training or work, particularly where there are networks to help already in place
- Long-term unemployed people (for longer than 12 months)
- Service leavers (who left military service at least a year ago)
- Women wishing to join construction
- Full-time learners (particularly those studying for construction and built environment diplomas).

The commission follows CITB research on a series of key themes: post-16 routes into construction; work readiness; and under-represented young people (16-24); and pre-employment interventions.

Research aims

This best practice aims to support the Pathways into Construction commission and its evaluation – as well as other initiatives that target these or other underrepresented groups.

The specific aims of the assessment were to:

- collate the evidence on what is known about best practice in employment pathway design for underrepresented groups in construction and related technical sectors;
- identify what does and doesn't work in recruiting, training and retaining pathways groups in construction and other related sectors as well as other employment initiatives; and
- identify gaps in the current evidence base.

This **summary report** extracts key learning against each of these aims to inform the work of organisations on the Pathways into Construction Commission, as well as inform future funding and delivery programmes focused on developing pathways into the construction sector for underrepresented groups.

It is accompanied by a **technical appendix** that includes a detailed analysis of the evidence base and full academic references.



Methodology

The best practice review used a rapid evidence assessment method to provide a systematic yet feasible search strategy to assess available evidence sources, focused on the CITB research reports database and grey literature.

The function of the review was to provide a detailed overview of the existing evidence base around best practice in establishing pathways for underrepresented groups into the construction industry.

The review utilised a systematic, flexible review process with clear inclusion and exclusion boundaries to manage the evidence included. Therefore, this review does not claim to be exhaustive of the available evidence – it is a pragmatic organisation of the main sources of evidence to help inform and guide CITB's work – including the Pathways into Construction Commission and Traverse's evaluation of it.

The review was conducted within a limited time period (February–April 2020) and a fixed budget, and therefore it was agreed that a maximum of 35 items could be included within the review. Decisions about which items to include were checked by CITB, with input from an industry expert. All items that were longlisted were included in an evidence framework to ensure transparency in their appraisal.

A detailed overview of the rapid evidence assessment process can be found in the **Technical appendix**.



Best practice: pathways frameworks

Pathways to employment may vary considerably in terms of design and delivery, but each individual initiative is underpinned by a consistent theoretical framework that informs its priorities and desired outcomes.

Such frameworks generally fall into one of three categories:

- "Work-first" models prioritise short-term job outcomes and tailor training to meet the demands of potential employers;
- "Human capital development" models that emphasise the importance of personal growth and aim to address the needs of individual learners;
- "Dual customer" models that attempt to synthesise these approaches to create a mutually beneficial partnership between training provider, learner and employer.

The underlying principles of these three framework types, as well as the advantages and disadvantages associated with each, are summarised below.

"Work-first" approaches

Work-first approaches to pathway design are entirely focused on employment outcomes and emphasise the importance of matching learners to appropriate employment opportunities on the basis of their skills and experiences. Such approaches therefore tend to have high short-term success rates due to their emphasis on training learners to meet employers' demands, and their "one-size-fits-all" approach means that relatively little investment is required from either training providers or employers. The short-term focus of work-first programmes provides learners with a clear structure with specific targets for progression, while training delivery focuses exclusively on technical skills training and formal accreditation in order to secure buy-in from employers and increase the likelihood of positive short-term employment outcomes for participants.

Criticisms of work-first approaches to pathway design stem from their failure to identify and address individual and structural barriers to employment, which limits learner buy-in and reduces the likelihood of job retention or progression in the long-term. Similarly, an exclusive focus on short-term outcomes means that training providers are not incentivised to consider job quality and opportunities for progression, which may limit the long-term impact of work-first pathways.

"Human capital development" models

These take the opposite approach and emphasise the importance of learners' personal growth over any short-term job outcome. Such an approach therefore acknowledges individual and structural barriers to employment and takes steps to address these through bespoke training



programmes that are tailored to learners' short-term needs and long-term aspirations and place significant emphasis on soft skills training to increase learners' overall employability to prevent a relapse into long-term unemployment. Human capital approaches to pathway design are interested in long-term outcomes such as progression and retention, although the short-term nature of financial incentives for provider and employers means that these are not reliably tracked.

Due to their emphasis on tailoring delivery to individual need, human capital development models require a large investment of time and resources from providers and employers throughout the lifetime of the project. Furthermore, the need to allow flexibility can, in practice, mean a lack of clear progression targets, which can be frustrating for less engaged learners. Human capital approaches can also be off-putting for employers and employment-focused learners due to their relative disinterest in short-term job outcomes.

"Dual customer" approaches

Dual customer approaches to pathway design attempt to combine the benefits of work-first and human capital models in order to create benefits for both learners and employers. Pathways of this type aim to address both employers' priorities and learners' individual needs, and therefore place equal emphasis on technical skills training, personal growth and employment outcomes. This ensures that learners are provided with a clear structure with a consistent emphasis on employment, while also allowing for a degree of flexibility in their approach to wrap-around service provision and soft skills training in order to facilitate personal development.

Criticisms of dual customer approaches primarily relate to their relatively high cost compared to work-first programmes, and such models are therefore reliant on a positive business case in order to drive employer engagement. Also of concern is the potential for tension between a general desire for inclusivity, the minimum recruitment targets required to ensure such schemes' financial viability, and the need to screen applicants to ensure employers' needs are met.



Best practice: pathways into construction

The UK construction industry faces specific challenges regarding recruitment and training, which have led employers to raise concerns regarding the efficacy of current practice within the sector. This section highlights the specific challenges facing the sector and identifies best practice in the design and delivery of construction-specific employment pathways.

Main challenges

Skills shortages

The UK construction industry is experiencing a significant skills shortage, especially with specialist technical skills such as bricklaying and carpentry. This is exacerbated by an ageing workforce and a lack of new entrants to the sector and the potential loss of skilled foreign workers post-Brexit. Employers also complain of a lack of work-readiness among those qualified recruits who do enter the sector, while simultaneously rejecting many work-ready applicants due to a lack of practical experience.

Fragmented structures

The fragmented structure of the construction sector does not facilitate effective communication between employers, educators and training providers, and there is no universal approach to preparing potential recruits to enter the industry. Different training initiatives in the construction sector therefore vary hugely in their curriculum, funding and overall quality. Due to the varying quality of external training programmes, employers are more likely to rely on apprenticeships as their main training method, despite the higher costs and limited scalability of such an individualised approach. In addition, an overreliance on outdated informal recruitment methods also restricts construction employers' access to a vast pool of potential recruits.

Perceptions of the construction industry

External perceptions of the construction industry also make it difficult to attract new talent to the sector. The lack of representation for women and ethnic minorities within the UK construction industry can be off-putting for potential recruits from these underrepresented demographics, while many jobseekers are discouraged from entering the sector due to unsociable work hours, low job security as a result of short-term contracts, and a lack of clear opportunities for progression. While such preconceptions are not necessarily accurate and may primarily be borne from a lack of understanding of the sector, they still act as significant barriers to the recruitment needed to address the impending skills gap highlighted above.

Best practice responses



Strong relationships between employers, training providers, recruiters and educators

In order to address these barriers to recruitment, employers and training providers in the construction industry should aim to build successful working relationships with recruiters and educators. This will ensure that: learners are provided with construction-specific career guidance that highlights the wide range of specialisations and progression opportunities within the sector; they are encouraged to make informed decisions about their career paths based on labour market intelligence; and that training is consistent with both their individual goals and the needs of potential employers.

Similarly, applicants to training programmes should be subject to effective screening measures to ensure their general employability and workreadiness. From the learner's perspective, the creation of positive working relationships between training providers and employers would ensure that pre-employment schemes are designed to produce positive short-term job outcomes and that learners can be guaranteed that any employment outcome will meet a minimum standard of quality.

Balance between technical skills and formal industry qualifications

Construction-specific training schemes must provide learners with technical skills and formal industry qualifications, however training providers should also recognise that such hard skills are not necessarily indicative of learners' workreadiness. Most employers in the construction industry therefore emphasise the importance of combining hard skills and qualifications with practical onjob training opportunities that allow learners to apply their technical knowledge and demonstrate their value to potential employers. Evidence also suggests that learners in construction-specific training programmes, including apprenticeships, may benefit from core competency and employability training, although this should be secondary to technical skills training and work experience.

Consistent emphasis on positive job outcomes

Despite the need for construction-specific training programmes to ensure that all participants are provided with the requisite skills, qualifications and experiences to secure a positive job outcome in the construction sector, such programmes must also allow a degree of flexibility in order to meet the needs of individual learners and maximise their chances of progressing to employment. Where necessary, training providers should offer wrap-around services to address individual learners' emotional and psychological needs and ensure that learners have access to these services throughout their training and into the early stages of employment. Such support services play a vital role in setting clear goals and strategies for learners, and the continuance of this support into early employment maximises their chances of job retention and progression within the construction sector.

Consistent monitoring of these long-term outcomes would also be beneficial



to the construction sector as a whole, as it would allow for more accurate measurement of the effectiveness of pre-employment training programmes.



Best practice: supporting underrepresented groups

The UK construction sector has traditionally found it difficult to recruit and retain workers from a number of underrepresented demographics, including **NEET young people**, **women**, and **ethnic minorities**. Each of these groups face specific structural and individual barriers to employment and a range of best practice in terms of pathway design and delivery has emerged in response.

Young people who are Not in Education, Employment or Training (NEETs)

NEETs are likely to face a range of socioeconomic and individual barriers to employment that must be addressed by any NEET-focused pathway. These barriers should be identified during a comprehensive initial assessment process, and individual NEETs should be provided with extensive wraparound support with any soft skills training tailored to their specific needs. Training providers should also assess progression on a contextual basis, taking into account specific barriers to employment, and should incentivise continued participation through positive reinforcement.

In addition to addressing individual and structural barriers to employment, providers must ensure that NEETs receive the technical skills training and formal accreditation required to obtain a positive short-term employment outcome. Providers should also encourage employers to participate in training delivery, as this demonstrates to learners that their skills are valued and that their chances of employment have improved as a result of the training programme.

Women

Women entering the workforce are likely to face a number of specific barriers to employment arising from caring responsibilities and hostile organisational cultures. Women are also likely to have negative preconceptions of technical sectors, which should be addressed at the recruitment stage. Training providers and employers should engage with recruiters and educators to increase the visibility of women-specific training and employment opportunities and should allow women to assess their interest and suitability through short taster courses prior to engaging in formal training. Providers should also encourage networking among female learners and should identify successful women who can act as mentors or role models for those entering employment.

Training programmes for women should provide technical skills training as well as a strong work experience component, during which they should be financially compensated in order to cover costs associated with travel and childcare. Programmes should also include soft skills training with a particular emphasis on confidence-building and communication skills. When referring



female learners to potential employers, providers should conduct extensive vetting in order to assess their commitment to inclusivity and the availability of flexible working strategies and opportunities for progression.

Ethnic minorities

Jobseekers from ethnic minority backgrounds may experience a wide range of barriers to employment, such is the heterogeneous nature of this group, although they are particularly likely to lack formal qualifications and to experience discrimination as a result of exclusive organisational cultures. Training providers and employers should therefore ensure that adverts targeting BAME jobseekers use exclusive languages and imagery and should use a blind recruitment process to ensure that minority candidates are not unfairly disadvantaged. Both providers and employers should also encourage networking among BAME jobseekers and identify successful individuals who can act as mentors or role models for those entering training or employment.

BAME-focused training programmes should prioritise technical skills training and practical work experience, but providers should also have capacity to provide employability and core competency training to individual learners as required. Providers should also drive employer engagement in pathway design and delivery by emphasising the positive business case for BAME recruitment and should vet any potential employers to ensure their diversity practices and commitment to offering opportunities for progression.

Other

The evidence review did not identify any substantive literature focuses on exservice leavers, full-time learners or long-term unemployed.



Conclusions

Best practice in employment pathway design for underrepresented groups in construction and related sectors

Pathway design should combine outcome-focused technical skill development with personal growth outcomes.

This review has shown that an integrated approach to pathway design allows training providers to foster collaborative relationships with both employers and learners, by tailoring training design to the specific requirements of the job or sector in question, while also identifying and addressing the individual and structural barriers to employment faced by learners, especially those within underrepresented demographics. Attempts to balance these two priorities will experience some difficulties, particularly where employers' demands are in direct competition with the needs of low-skill learners, and so it is vital that training programmes are underpinned by a set of shared values between training providers and employers that are agreed upon at the outset and remain consistent throughout the process.

The primary aim of most employment pathways is the achievement of short-term job outcomes for participants and therefore both learners and employers are likely to respond positively to structured programmes with clear progression targets. Dual customer approaches, in which providers, learners and employers are engaged in a mutually beneficial partnership, are able to provide this macro-level consistency due to a close working relationship with employers and a focus on the requirements of specific jobs and sectors, while an equal emphasis on the individual and structural barriers to employment faced by learners allows for some flexibility at the micro-level in order to ensure that training delivery effectively meets the needs of individual participants and enables their progression through training and into employment. This balance of priorities allows dual customer models to facilitate learners' personal growth while also setting out a positive business case for employers with reference to the long-term economic impacts of investment in learners' employability.

Individual and structural barriers to employment need to be acknowledged and addressed.

This review has highlighted the importance of acknowledging and addressing the individual and structural barriers to employment faced by learners from underrepresented groups. By recognising and validating the diversity of factors affecting individuals' access to employment, providers can design training programmes that address both short-term barriers to work and long-term career goals and can ensure that learners are supported to progress through the training process and into the early stages of employment.



Failure to acknowledge these barriers limits learner buy-in to the training process and can harm their chances of long-term job retention following completion of the programme. It is therefore vital that training providers are able to respond to the needs of individual learners, albeit within a relatively fixed macro-level structure that adequately prepares them for positive job outcomes.

Training programmes must provider learners with technical skills training and formal qualifications.

Given the importance of short-term job outcomes, the evidence suggests that training programmes must provide learners with the technical skills training and formal qualifications required to successfully obtain a job within their chosen sector if they are to generate buy-in from both employers and employment-focused learners.

However, evidence suggests that programmes that do not provide some form of soft skills training, whether it be employability skills such as teamwork and communication or core competencies such as basic numeracy and literacy, are less appealing to low-skill applicants and are less successful in producing sustained job outcomes, as they do not adequately equip learners to navigate the workplace or the wider job market. Programmes that place equal emphasis on technical skills, personal growth and employment outcomes are therefore likely to generate buy-in from both learners and employers and to be more successful in the long-term.

Evidence also suggests that employers should play an active role in training design and delivery, in order to ensure that technical skills training meets the standard required and that any soft skills training is geared towards securing a positive job outcome, rather than simply being growth for growth's sake.

Programmes should place a consistent emphasis on positive employment outcomes.

A consistent emphasis on positive employment outcomes ensures that both learners and employers understand that they will be expected to obtain or offer employment upon successful completion of the training programme. However, an exclusive focus on short-term outcomes can lead providers to refer learners to jobs and/or employers without first assessing the quality of available jobs and the opportunities for progression, which may lead to a relapse into unemployment and thereby limit the long-term effectiveness of the programme. Some tracking of medium- and long-term outcomes such as job retention and progression in addition to the primary focus on short-term employment outcomes therefore enables training providers to more accurately gauge the impact of employment pathways on specific sectors and the wider economy.



Best practice in recruitment, training and retention of pathways groups in construction and other related sectors

Employer and jobseeker buy-in is essential to the recruitment of learners from underrepresented groups.

Employment pathways that seek to recruit learners from underrepresented groups into the construction industry and related sectors will first need to secure buy-in from both employers and jobseekers. Evidence suggests that the most effective way to achieve employer buy-in is through development of, and consistent reference to, a positive business case for the use of external providers and the recruitment of jobseekers from underrepresented demographics, so as to offset employers concerns regarding the high costs of the former and the risks associated with the latter. Securing employer buy-in at this early stage should also ensure that engaged employers are committed to prioritising organisational inclusivity and offering high-quality jobs with ample opportunities for progression.

Furthermore, the creation of positive working relationships with recruiters and educators with access to the target demographics helps to increase the visibility of training and employment opportunities and allows providers to proactively address preconceptions about the jobs and sectors in question and ensure that jobseekers are provided with accurate information and have realistic expectations.

Recruitment campaigns and training initiatives need to be tailored to the needs of underrepresented groups.

Evidence suggests that underrepresented groups are more likely to engage with recruitment campaigns and training initiatives that are tailored specifically to their needs or that explicitly encourage diversity among applicants. Such demographics also tend to respond positively to group-specific events such as open days and short taster courses during which potential recruits are provided with detailed information about, and limited experience of, specific jobs and sectors in order that they can assess their suitability and level of interest before committing to a formal training programme. Recruitment should also involve a comprehensive initial assessment process that evaluates learners' general employability and work-readiness and identifies their specific barriers to employment, as well as their short- and long-term career goals and their potential for growth and development.

Jobseekers must be provided with appropriate, holistic support to address and overcome employment barriers.

Once training providers have successfully identified the structural and individual barriers to employment facing jobseekers within their target demographics, they must ensure that learners are provided with the appropriate wrap-around services required to address these barriers,



including emotional and psychological support services as well as financial support. This latter point is particularly relevant for NEETs and for women, in order to offset a potential loss of short-term earnings and to cover additional costs such as travel and childcare. Training providers must also allow for a degree of flexibility in training delivery in order to cater to the needs of individual learners and maximise the likelihood of their progression into employment. This may necessitate the provision of additional one-to-one training outside the group context and the adoption of an individualised approach to assessment and progression that measures success in contextual rather than absolute terms, with an emphasis on rewarding growth and development as opposed to hitting specific targets within a specified timeframe. Furthermore, training providers should recognise and reward continued participation and progression through positive reinforcement in the form of either financial or material incentives, as this has been shown to generate learner buy-in and reduce early drop-out rates.

Practical work experience and outcome-focused soft skills training increases the likelihood of positive short-term job outcomes.

Sector and group-specific training programmes should ensure that learners are provided with the technical skills and formal qualifications required to achieve a positive short-term job outcome and that they are given opportunities for extensive practical work experience, during which time they can apply their new skills in a work context while demonstrating their capabilities and capacity for development to potential employers. Some soft skills training may also be of use provided it is geared towards the specific needs of employers and learners.

To this end, employability and core competency training is likely to be of particular benefit, while additional skills training may be appropriate for certain groups; for example, female learners are likely to benefit from soft skills training that emphasises confidence-building and communication skills. Training providers should also encourage employers to actively participate in training delivery in order to ensure that any technical and soft skills training is appropriate and will increase learners' chances of securing a positive short-term employment outcome.

Relationship-building between training between learners and training providers is essential.

Much of the available literature concerning group-specific employment pathways emphasises the importance of high-contact, intensive training programmes that facilitate relationship building among learners and between learners and training providers. Similarly, training providers should encourage networking between learners and successful members of their demographic within the relevant sector who can act as informal role models or formal mentors for jobseekers during training and into the early stages of employment. These relationships act as an additional support structure for learners, while also providing them with positive case studies that



demonstrate the value of training and employment and help to set clear career aspirations that drive continued engagement with the employment pathway in question.

Gaps in the evidence base and opportunities for further research

There is a lack of evidence around specific underrepresented groups.

The most striking gap in the evidence base is the dearth of evidence regarding pathway design and delivery for service leavers, full-time learners, and the long-term unemployed. While several individual articles were identified during the initial stages of this assessment, we were unable to find enough detailed literature to make comparisons and draw informed conclusions, and therefore these groups have been omitted from this review. Similarly, while the purpose of this review was to identify best practice for pathways into construction "and related sectors", in practice it proved difficult to find enough literature concerning any one technical sector besides construction to enable meaningful comparison.

Further research around how to incentivise long-term tracking of employment outcomes would increase the pathways evidence base.

One potential area for further research concerns the provision of incentives for training providers and employers to track job retention and progression in the long-term. As has been discussed elsewhere, evidence suggests that the tracking of long-term outcomes may improve the success and sustainability of employment pathways; however, this approach is often neglected due to the fact that financial incentives for providers and employers are contingent on short-term job outcomes. There may therefore be scope to investigate whether any employment pathways have taken such an approach despite this financial disincentive, and/or for CITB to trial the provision of additional incentives for providers and employers based on sustained job outcomes.

While there is extensive literature on NEET-focused employment pathways, it is not nuanced to specific demographics.

The diversity of the NEET classification also presents challenges that may be addressed in further research. While a great deal of literature exists concerning best practice for NEET-focused employment pathways, such literature tends to treat these young people as a homogeneous group with broadly similar barriers to employment, despite the wide range of factors that can indicate their potential to become NEET (i.e. disability, early parenthood, juvenile delinquency, etc.). Given the likelihood of each of these (potentially overlapping) factors to require different approaches for training providers, it may be interesting for further research to examine how pathway design should vary depending on the specific needs of each discrete category within the wider NEET classification.



Recommendations

By examining a wide range of literature around employment pathway design and delivery, this rapid evidence assessment has enabled us to make a number of recommendations for the design, delivery and evaluation of programmes covered by CITB's ongoing Pathways into Construction commission, as well as other employment pathways for underrepresented groups. These recommendations are listed below.

Implications for pathway design and delivery

This rapid evidence assessment has identified the following recommendations for pathway design and delivery:

Programme design

- Training providers should utilise an integrated pathway model that identifies and addresses the needs and priorities of both learners and employers in order to facilitate learner development and short-term job outcomes.
- Training providers should ensure that the underlying principles driving pathway design and delivery are agreed upon during the design phase of the project and are based on shared values between employers and providers.
- Training providers should emphasise the positive business case for employer engagement in pathway design and delivery and should consistently revise and reiterate this business case in order to overcome employers' concerns.

Programme recruitment

- When recruiting learners from underrepresented groups, providers should consider how their recruitment process intends to balance inclusivity with the effective screening and assessment required to meet employers' demands and the high recruitment targets necessary to ensure the programme's financial viability.
- When conducting targeted recruitment and designing group-specific training programmes, providers should proactively identify, and take steps to address, the structural barriers to employment most commonly experienced by members of the target demographic, as well as any (negative) conceptions that potential recruits may have of particular jobs and/or industries.
- Training providers should ensure that new recruits undergo a comprehensive initial assessment in order to identify their short- and long-term career goals and individual barriers to employment and formulate a strategy to address these.



Programme activities

- Training programmes should provide learners with technical skills training, formal accreditation, practical on-job work experience opportunities and a broad base of soft skills, in order to maximise their chances of immediate employment while also enabling them to navigate the wider job market if necessary.
- Training providers should ensure that learners are provided with appropriate wrap-around services throughout the lifetime of the programme, and should vet any potential employers to ensure that they are willing and able to continue to provide this support to new employees.
- Training providers should encourage networking among learners, as
 well as between learners and role models within appropriate sectors
 who can act as mentors and provide learners with positive case studies
 that illustrate potential career paths.

Programme monitoring

- While training programmes should follow a clear structure and present learners with clear objectives, training providers should also allow for a degree of flexibility in terms of individual learners' progression and assessment based on their specific needs and barriers to employment.
- Training providers should track long-term outcomes including job retention and progression and should trial offering incentives for employers who retain employees for a minimum period and/or who offer meaningful opportunities for progression.

Implications for pathways evaluation

This review has also highlighted several recommendations for successful evaluation of employment pathways:

Evaluation of programme design

- Evaluators should ascertain whether training programmes seek to address supply - or demand-side factors (or both), how these factors have been identified and addressed, and how providers have sought to balance the often competing demands of learners and employers.
- Evaluators should ascertain whether and how training providers have identified structural barriers to employment among their target demographic(s) and examine the efficacy of the steps taken to address these barriers.
- Similarly, evaluators should ascertain whether and how training providers have identified individual barriers to employment among applicants and examine the efficacy of the steps taken to address these barriers.



Evaluation of programme activities

- Evaluators should identify the recruitment and assessment methods used and should assess their effectiveness and impact on learner buyin.
- Evaluators should assess how training providers have attempted to balance programme inclusivity with effective screening to meet employer demand and the minimum recruitment targets required to ensure financial viability.
- Evaluators should capture the range of practical work experience opportunities offered to learners and assess learners' experiences and views as to their efficacy.

Evaluation of programme outcomes

- When assessing the efficacy of training programmes, evaluators should also consider the sustainability and scalability of the provider's approach to design and delivery.
- When tracking short-term job outcomes, evaluators should ascertain whether learners have obtained employment within the same sector as the training programme they participated in.
- In addition to short-term job outcomes, evaluators should consider medium- and long-term outcomes such as learners' personal growth and job retention and progression in order to capture the full extent of a project's success.

