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research evaluation surveys



## Cyrenians Cymru Report



A report prepared by Wavehill for Cyrenians  
January 2011

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June 2011

## Acknowledgements

We would like to thank everybody who contributed to this report and the research upon which it is based. In particular we would like to thank the Cyrenians Cymru project staff and the many project participants who were being supported by the project and who took the time to speak to the Wavehill team. This evaluation would not have been possible without each of those contributions.

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**Version:** Final

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# Executive Summary

This is a summary of the on-going evaluation of the Cyrenians Cymru project which has been undertaken from December 2009 and runs alongside the delivery of the project until December 2011. The evaluation is being carried out by the social research and evaluation specialists Wavehill.

Cyrenians Cymru was awarded funding in March 2009 under ESF Priority 2 for the Swansea Bay area. Priority 2 aims to increase employment and tackling economic inactivity. It is a £3.8 million ESF funded regional project. The programme is divided into two projects; the first, the CET Employment Support Agency, aims to provide the structured support of severely marginalised groups to enable them to get into work. The second, the CET Employment Support Agency, provides training and support to these same groups enabling skills, knowledge and confidence to be achieved and developed which in turn, it is hoped, will lead to further education, training and employment.

**The headline targets of the project are as follows:**

- 860 participants to move into sustainable employment
- 1,176 participants gaining a qualification
- 3,360 participants gaining other positive outcomes
- 2,520 people entering further learning
- Engagement and provision of support to 1,181 BME people
- Engagement and provision of support to 1,848 people with a work limiting health condition or disability.
- 2,184 people engaging in environmental awareness activities

## **Output Targets and Monitoring Targets**

As of the end of December 2010, Cyrenians had supported 1,734 participants. This shows that the project is probably on track to reach its main target as outlined in the business plan, of 3,360 participants gaining positive outcomes by December 2011. The main target of getting people into work (860) is also progressing well, with 35% (304/860) of this target now complete.

Other targets are less certain, especially ones around entering learning and gaining qualifications as the client group does not really suit entering into formal training arrangements, they want to work. Also some targets are incidental, and as such can not be planned or managed. Giving health provisions is one example (1,848 provisions) as if people need health assistance they receive it but there is not management or deliberate targeting of people who need such help. The evaluation has suggested that some targets are reclassified as monitoring targets, as the project does not directly aim at these outcomes.

## **Whole programme**

The Cyrenians model has four phases or elements; firstly it reaches out to homeless people, people with alcohol and drug misuse, and people with chaotic lifestyles through its community centre. Here people are identified as wanting to find work, and are then given access to Dragon Arts to undertake some therapeutic work, and health and life skills too. The participants may then progress into work experience, via the ResaRec recycling project, or CELFI retail shop, or undertake volunteering too. The participants can then have some CV development and careers advice and once job ready they will be matched to potential jobs via the Cyrenians Employment Agency. This is dedicated to working only with Cyrenians clients, and finds around 40 jobs a month in the Swansea Bay area for their clients.

The evaluation finds that the model as a whole is greater than the sum of its parts, referrals are seamless from sub-project to sub-project and the participants understand the progression routes from one project stage to the next. Furthermore, this evaluation also finds that the Cyrenians Employment Agency, being dedicated to just serving this client group has made some significant employment outcomes and is really an exemplar model for other community employment programmes. Focussing solely on this client group makes the model highly effective.

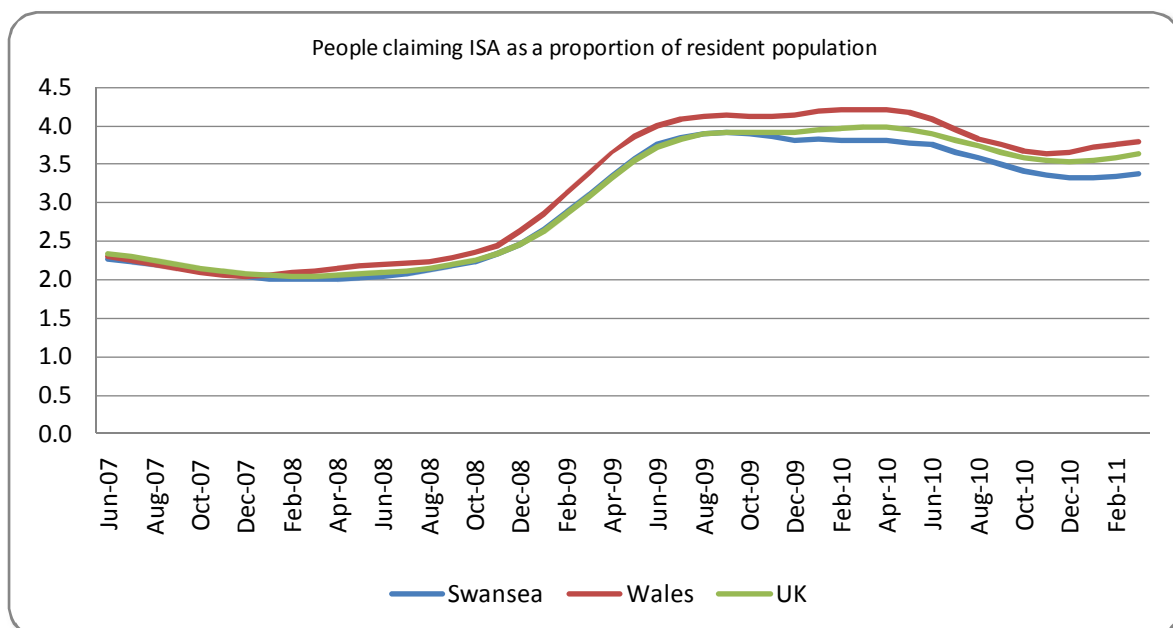
### **Tough Economy – Hard Client Group**

Finding jobs for people who have not worked for a long time, or ever, who have become dependent on alcohol or drugs and who have chaotic lifestyles with homeless periods or certainly with great instability is never going to be easy. This is the client group that Cyrenians works with and it is a great achievement to progress around 40 people a month into employment. There is no other agency in Swansea working with this client group and effectively preparing them for work, especially in the job search function. Why would any employment agency pick the hardest to employ clients to represent, rather than the easier ones?

In a strong economy where there are plenty of work opportunities the Cyrenians model would still be hard to run, however, in a weak economy, where the demand from the local labour market for employees is particularly weak, finding jobs is harder still. The weakness in the labour market has certainly impacted on the number of job outcomes achieved by the Cyrenians Employment Agency, however, it is hard to calculate the actual difference as the Cyrenians project started during the economic downturn and so we do not have any comparative data.

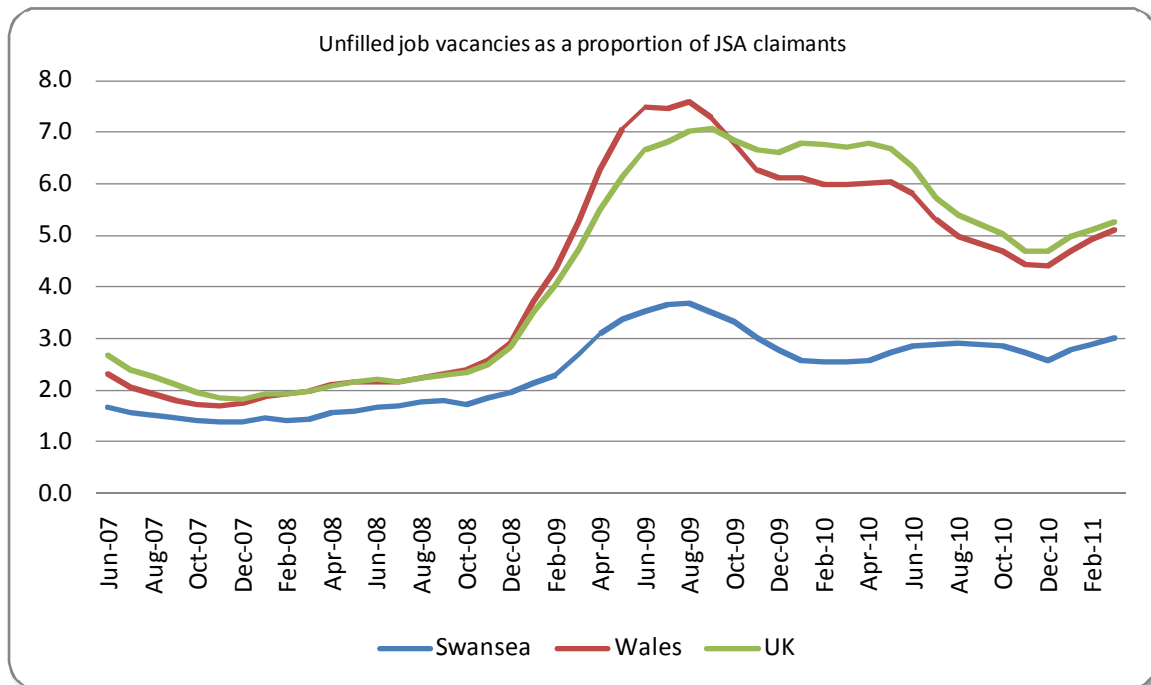
We do however have data for Swansea as a unitary authority and this shows the following trend over the past 3 years. The two graphs below show the number of people claiming Job Seekers Allowance (JSA) (Graph 1) and then the number of unfilled jobs as a proportion of people on JSA (Graph 2).

### **Graph; People claiming JSA as a proportion of resident population**



It is worth noting that the number of JSA claimants has doubled from 2007 to 2011, but Swansea has remained with far fewer unfilled job vacancies when compared to Wales and the UK. There are less jobs to go around in Swansea.

**Graph 2; Unfilled job vacancies as a proportion of JSA claimants**



### Wider Social Benefits

Cyrenians is contracted to work with around 3,360 participants and to move around 860 into employment. Without the Cyrenians project there would likely be more pressure on the Swansea community because of drug and alcohol use, theft to provide living funds, entries into accident and emergency, behaviour issues for those with chaotic lifestyles and homeless people living in the streets. The social benefits have not been calculated in this evaluation, but the final evaluation will include a calculation and reference to these benefits.

### Transnational Activity

The Cyrenians model of working with people furthest from the employment market, finding volunteer places and then linking into real job outcomes is one that is being discussed for development in Romania. There is not a culture of volunteering and very little social support in this country and so the Cyrenians Management have had some discussions with a senior member of the Romanian Government, and may look to make a technology transfer bid to test this social assistance model in Romania.

### Next Evaluation

The next evaluation report is the final report and this will focus on measuring the impact of the Cyrenians programme, by looking at the impact on those who have successfully transitioned into employment, and also the wider social benefits, as mentioned above.



## Recommendations

### Recommendation 1

**Issue:** Targets and monitoring require revision.

**Evidence:** The targets analysis in chapter 3 suggests that the WEFO targets are too high and will not be met. As the targets affect the intervention rate or the ratio of grant applied to the project, it is prudent to show this analysis to WEFO.

**Recommendation:** The targets and 'monitoring' targets were proposed and set before the project had begun, and so were fair estimates. The project is now delivering output targets and it is clear that some will be reached and some will not. It is recommended to make WEFO aware of any forecasted shortfall in the targets applied to the project in exchange for ESF funding.

Furthermore, it is important to recognise that the Work Programme proposals and changes to ESF validity may well require a new profile of targets for the Cyrenians programme, as some, or many participants may now be invalidated to receive ESF assistance. This issue is still in consultation and so the true impact is not yet known.

### Recommendation 2

**Issue:** Data systems

**Evidence:** Following on from the above recommendation, the data system 'Harmony', currently holds a lot of interesting data, but it does not then share it back with the managers of the project.

**Recommendation:** If the C-SET project was considered as 1. Engagement 2. Progress 3. Employment 4. Keeping In Touch - then the data management could be designed to reflect these areas and provide useful information about journey into employment, blocking, soft outcomes and so on.



**Recommendation 3**

**Issue:** Soft indicators or indicators of progression are a large part of the C-Set project and need to be recorded and 'valued' accordingly.

Whilst recognising the fact that tackling economic inactivity and moving people into employment is the ultimate aim of Cyrenians Cymru, the fact that the project supports the process of overcoming barriers to employment and the 'well-being' benefits that this can generate needs to be recognised within soft outcome monitoring.

**Evidence:** While soft outcomes are used to manage individual programmes, there is no *system* that measures soft outcome "distance travelled" although implementation of Work Star is planned.

**Recommendation:** The Work Star system is a soft outcome monitoring tool, developed by Triangle Consulting, and available for C-Set to use to measure progress. It is recommended that the C-SET team test the Work Star tool to see if it is useful as a measure of progress within the C-SET support model.

**Recommendation 4**

**Issue:** To create an accurate cost/benefit model of the C-Set project it will be necessary to track the longer term benefits, especially the employment outcomes, after participants leave the project. The longer and more stable their employment and lives, the more benefits accrue to the project model.

**Evidence:** There is no post Cyrenians participant tracking in place and the insert from the WEFO document shows a post project survey is needed.

*WEFO has set specific questions that need to be addressed as part of the assessment of the impacts of projects that are funded under Priority 2 of the ESF Convergence programme. The questions that are applicable to Cyrenians Cymru are:*

- *How many (net) participants have entered employment as a result of ESF assistance?*
- *How many of these participants are still in employment 12 months after receiving ESF assistance?*

**Recommendation:** Create a tracking or keeping in touch system, using a random sample, so that the final evaluation can value the impact of the C-SET project in the final evaluation stage.

**Recommendation 5**

**Issue:** Continuing Cyrenians work beyond the grant period.

**Evidence:** The C-SET project needs to establish its plan for operating the model once the ESF funding ends. The employment agency is successful in placing hard to employ people into work, but as it offers its services for free to the employer, the agency does not create any revenue.

**Recommendation:** Other agencies may pay for outcomes based work, especially getting hard to employ people back into work. The C-SET board must now identify agencies it can work with to produce outcome based payments.

Whilst undertaking the desk research for this project it was noted that the BIG Lottery will fund outcomes based activities in 2011 and 2012, although at the time of writing we have no further details.

**Recommendation 6**

**Issue:** Given that the final evaluation is due early 2012 it would be prudent to commission it so that the evaluators have approximately 6 months to collect impact data to inform the report.

**Evidence:** The Final Evaluation has not yet been commissioned.

**Recommendation:** Commission the Final Evaluation before June 2011 so that there is approximately 6 months to collect data and measure the impact.

**Recommendation 7**

**Issue:** The rules regarding what ESF assistance can be covered by ESF financial assistance is changing and currently in flux. A dialogue is starting between ESF funded projects and WEFO. It is important that C-SET takes part in this dialogue and consultation.

**Evidence:** See ANNEX 5 – a copy of the recent WEFO / ESF communication regarding eligibility of claimants. Essentially the following groups will not be given ESF funding priority;

- ESF-funded employment projects will be encouraged to refocus their activities towards the following target groups. These groups are not eligible for the Work Programme:
- 16-17 yr olds;
- Income Support Recipients (e.g. single parents of children aged under 7 and other carers); Incapacity Benefit Recipients (IB will be gradually phased out and replaced by ESA and Universal Credit);
- People out of work who are not claiming benefits.

**Recommendation:** Essentially this change in ESF eligibility covers many of the Cyrenians participants and as such this proposal could change the way that C-SET operates. The emphasis may be placed on working with core target groups (for ESF) such as homeless, young people, single parents, socially and economically disadvantaged, and so on.

It is recommended that C-SET contacts WEFO and reviews its last quarter of participant claims to understand how many of these participants would have been included or excluded under this proposed ESF rule change. The directors can then model the C-SET outputs forward to see what effect this may have on future claims and ultimately the whole C-SET/ESF model.

# 1. Introduction and Context

This is the first evaluation report for the Cyrenians Supported Employment and Training project (C-SET) which covers the start-up and interim stages of the projects 2009-2012 delivery cycle under European Commission ESF funding.

This first section will provide the context for the remainder of the report by introducing the C-SET project as well as the evaluation.

## 1.1. Cyrenians Cymru Project Overview

Cyrenians C-SET<sup>1</sup> is a £3.8 million ESF Convergence Programme which initially worked with people in the Swansea Bay area (SA1 postcode) but due to the project's success has now spread to Llanelli, Port Talbot and Gorseinon. The project builds on the Cyrenians Charity and its work with the homeless, alcohol and drug dependent people of the area, and those who are disadvantaged by poverty and lack of opportunity. Building on its local reputation as a place of safety but also therapy and support, the Cyrenians management constructed a funding bid in 2008 to take its work further, by developing a joined up set of projects to help people develop skills, self-confidence and social-confidence so they could ultimately find work and hold down a job. The Cyrenians thesis was that by providing a joined up service where participants could gain confidence within their caring environment, get some work experience and on-job training, the outcome would be that people a long way from the labour market would eventually be ready to try working.

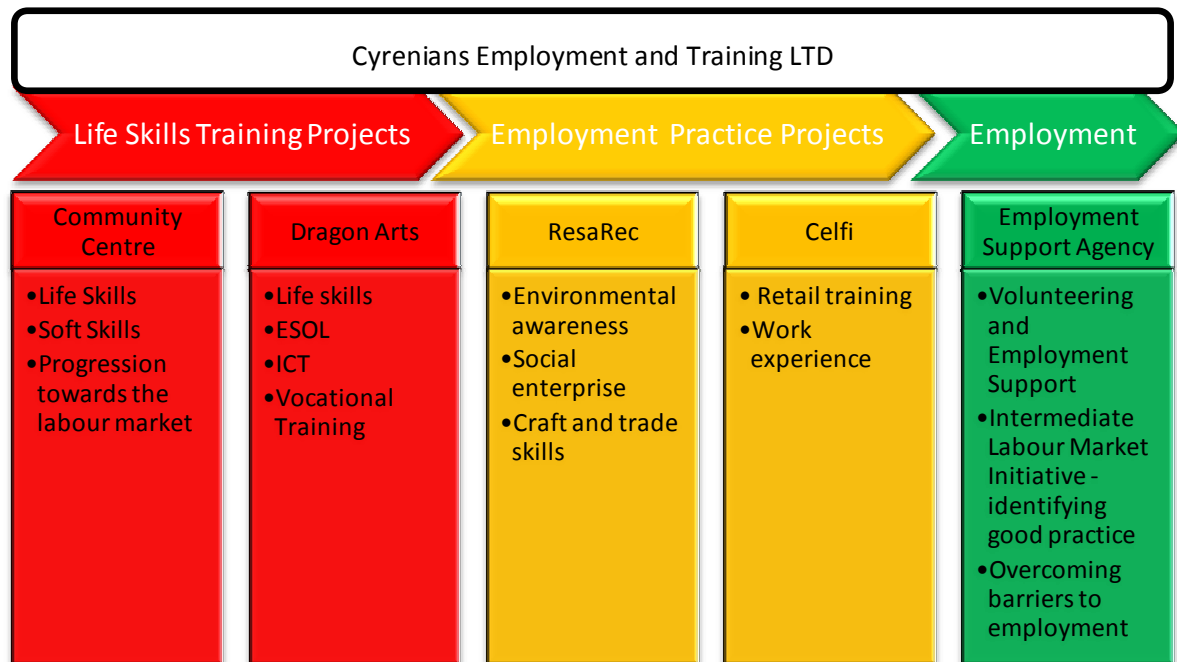
However the barrier to finding work after participating in employment training, particularly for those individuals with no record, or a poor record of employment, is often sourcing employment opportunities. The mainstream commercial employment agencies are not always best at working with people who have a patchy work history and other personal issues such as a chaotic lifestyle, or lack of a permanent address. They are not set up to provide such a service. The answer within the C-SET project was to create a dedicated and new employment agency, to assist Cyrenians' clients to source employment opportunities. As we will highlight later in this evaluation report, this unique employment service is the main reason for the success to date within the C-SET project as it gives participants a clear exit from the project.

The graphic below shows the C-CET project consisting of three main parts, the first being Life Skills training providing softer vocational and life skills work at the Community Centre, through more focussed skills at Dragon Arts, into work experience at such projects as ResaRec and CELFI retail training project. Finally the C-SET model shows the participants exiting into employment opportunities.

This link from Community Centre to Employment Agency satisfies the ESF Priority 2 funding, which requires economic outputs related to moving into education, training or the labour market.

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<sup>1</sup> Further information about the Cyrenians Cymru project is available from the project's website: [www.cyrenians.co.uk](http://www.cyrenians.co.uk)

**Fig 1; Graphic showing the key elements of the Cyrenians C-SET project**

As illustrated above the project has a clear progression from the basic vocational and life skills training at Dragon Arts and the Community Centre, through work experience within the ResaRec CELFI and volunteering opportunities, then exit via the CET Employment Agency. The design of the project assists the developmental skills of the clients, but does not lose them from the project until they have achieved an employment option. Often life skills and vocational training projects work with individuals but do not assist them into employment at the end of their association with the project, creating a cycle of training and assistance, and then returning to unemployed status.

With so many participants within the project at any one time, an important management skill is to ensure that there is flow or progression through the C-CET model with as few participants as possible remaining stuck at any of the development stages above.

The headline targets in the box below show the number of project participants agreed between Cyrenians and Welsh European Funding Office (WEFO) at the start of the contract.

The headline targets of the project are as follows:

**Box 1; Box showing key WEFO output targets**

- 860 participants to move into sustainable employment
- 1,176 participants gaining a qualification
- 3,360 participants gaining other positive outcomes
- 2,520 people entering further learning
- Engagement and provision of support to 1181 BME people
- Engagement and provision of support to 1,848 people with a work limiting health condition or disability
- 2,184 people engaging in environmental awareness activities

The project runs from January 2009 until December 2011, with the period January 2009 to December 2009 being used as a start-up stage with no outputs. Effective delivery will consist of December 2009 to December 2011, or 25 months. Undertaking some simple division of the targeted 860 participants moving into sustainable employment divided by 25 months gives 35 employed participants per month needing to attain employment for the project to reach these targets. As a very basic metre, the CET agency moved 40 participants into jobs during the month of February 2011, which being greater than 35 as a target shows that the targets are reasonable now that the CSET is up and running.

**Fig 2; Project Timeline**



## 1.2. Project operating and management structure

The project management has a board that steers the project, consisting of two Strategic Directors, an Executive Director and the Financial Director (of Cyrenians Cymru). The daily operations are run by a full time Operations Manager<sup>2</sup>. The project is supported by a Data Manager, mainly responsible for participant monitoring and through a variety of other support provision like Human Resources, Finance, Quality Assurance, Administration and Publicity. Further to the central team, each individual project has a manager and supporting staff, see below;

### Box 2; Box showing the number of staff in each of the component projects

- CELFI; 2 staff
- ResaRec ; 7 staff
- Dragon Arts; 8 staff
- CET; 5 staff
- Community Centre; 8 staff

<sup>2</sup> At the time of writing (April 2011) the Operations Manager has left the project and his role is currently being covered by one of the directors of the charity.

### 1.2.1. Project funding

As context for the evaluation, it is important to be aware of how Cyrenians C-CET project is funded. One of the main purposes of the evaluation is to demonstrate to the funders that the project is achieving its objectives and, hence, that objectives of the programme which is providing the funding are being achieved.

The West Wales and the Valleys region (as illustrated by the map on the right) has been awarded the highest level of support known as Convergence, from the European Union for the Structural Funds programming round 2007–2013. Convergence, the successor to the Objective 1 programme 2000–2006, covers 15 local authority areas in the West Wales and the Valleys region.

Technically, the ESF funding is broken down into five priorities, with sub-themes under each priority area. The Cyrenians C-SET project is funded under Priority 2 – Theme 1, described as ‘helping people into sustainable employment’<sup>3</sup>.

**Fig 3; Map showing the convergence funding area in Wales**



#### Box 3; A Description of ESF funding priorities

##### European Social Fund covering:

- Priority 1: Supplying young people with the skills needed for employment
- Priority 2: Tackling economic inactivity
- Priority 3: Improving skills levels and the adaptability of the workforce
- Priority 4: Making the Connections
- Priority 5: Technical Assistance

<sup>3</sup> See Appendix 4



The focus of the project therefore is to help the participants get sustainable employment. Given that the clients are arguably the furthest from the employment market, the ESF theme selected by WEFO and Cyrenians may not always be applicable to the participants in the programme. Where this is the case participants may ‘block’ the model by remaining inside the life skills and vocational projects, but not progressing onto the employment agency to find work. Blocking is also described further in this report.

## 1.3. The evaluation

### 1.3.1. Aims and objectives

This evaluation is an Interim or Formative evaluation, and in it we seek to answer four key questions, or lay down the baseline and some of the data and method to answer these questions in the future final evaluation report. The key questions are:

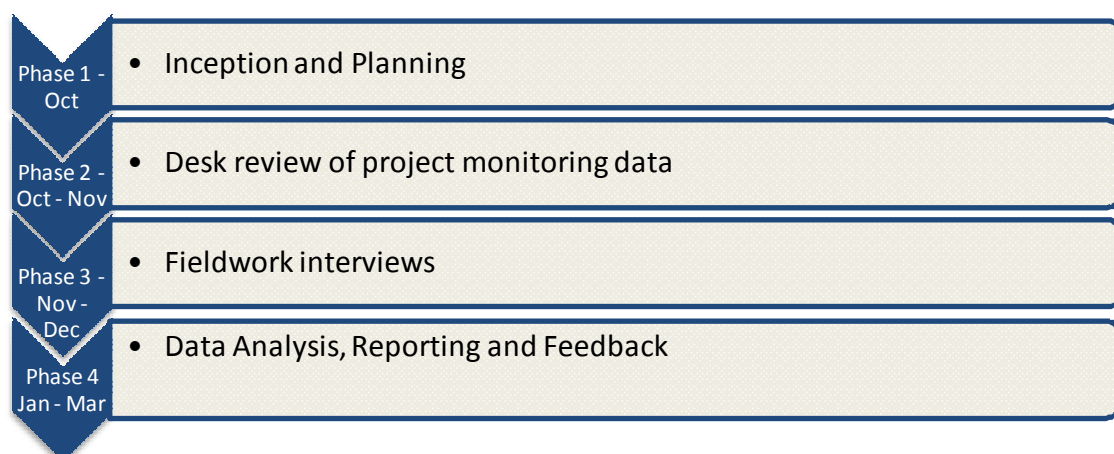
- How have participants benefited from the support provided?
- How effectively has the project been delivered?
- How effective is the project at moving people into or closer to the employment market.
- How does the many parts model work within C-SET?

The opinion of the evaluator regarding these four key questions, and other issues can be found in the conclusions and recommendations section in Section 5 of this report.

### 1.3.2. Summary of the methodology

The evaluation method has four phases. It starts with an inception and planning phase completing with a short Inception Report, followed by Desk Research, Fieldwork and a Final Reporting phase. The graphic below explains the phases visually.

**Fig 4; Evaluation phases**



In broad terms, we will investigate:

- **Inputs** – what resources have been used and committed, what direct funding and in kind funding.
- **Process** – effectiveness of the intervention, how is it managed, how does it operate?
- **Outputs** – what is measurable and attributable to the programme?
- **Outcomes/results** – what difference has the programme made to Cyrenians' clients? How can we measure this and value it?

The evaluation also reviews and analyses the data that is being gathered to monitor the outputs and results of projects (the number of participants, number of job outcomes, etc.).

Further, deployment of an internal system for measuring change in participants, often described as 'distance travelled', is recommended, by using a product known as the Work Star<sup>4</sup>. In addition, a range of key regional and local statistics (such as unemployment levels) will be monitored over the lifetime of the evaluation to provide quantitative measures of the impact of the project on unemployment rates across the region. Some of these statistics are already in the executive summary of this report.

### 1.3.3. Fieldwork undertaken for this report

Fieldwork is an important part of Wavehill's evaluation method. Some evaluation specialists base the evaluation on the data collected by the project itself, the monitoring data, and any other information the project managers can provide. We reject this 'arms-length' method and undertake fieldwork with the participants of the project intervention.

For this evaluation this means meeting and talking to a wide range of clients, some homeless, some with chaotic life styles, some excited about getting their first job, some experiencing work for the very first time through volunteering or vocational training. This adds a layer of first-hand information into the evaluation, and makes it far more 'real' as it does not just review the quantitative data, but also seeks to narrate the project from the context of the participants and their lives.

During the fieldwork for the 2010 report, the evaluation team interviewed a total of 57 participants, the breakdown of these by project can be seen below. During the time of the interviews the weather (Dec 2010) was very cold and the ResaRec project had a temporary closure due to unsuitable working conditions in the warehouse, this is why we only have one interview for this project.

Did we undertake any interviews with delivery teams? Those providing support?

#### Fieldwork interviews undertaken for this report graph?

- Community Centre x 19 interviews
- Cyrenians Employment Agency x 23 interviews
- Dragon Arts x 14 interviews
- ResaRec x 1 interview

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<sup>4</sup> Triangle Consulting

## 1.4. Structure of the report

The remainder of this report is structured as follows:

- **Section 2;** discusses the outputs, results and impacts of the project to date as well as how they will be measured in the future;
- **Section 3;** provides information on the management and delivery of the Cyrenians Model;
- **Section 4;** details an individual thematic analysis of each project visited;
- **Section 5;** draws together the key findings of the reports and presents a number of recommendations.

## 2. Outputs, results, and impacts

### Summary

In general the project is falling behind in its qualifications and further learning targets, but considering the people that work with Cyrenians, this is not surprising. People close to, or in poverty are not natural candidates to take structured education and examinations; they are far more focussed on gaining employment and earning a wage. The key targets here are target 1, people gaining employment, target 6, helping people with health conditions that limit their capacity for work, and target 4, giving experience and key skills to people in order to move them closer to the employment market.

The targets could be reduced to the just target 1, 4 and 6, the others being incidental rather than as a result of the intervention itself.

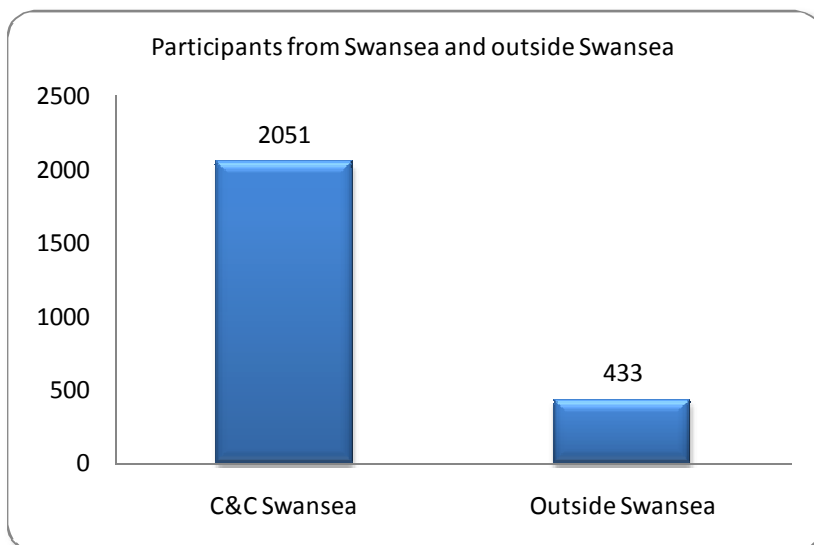
This section will explore the outputs, results and impacts of the project to date and what information will be collected and analysed as the evaluation progresses.

### 2.1. Project Participants, where do they come from?

Initially the project was designed to work with people from within the Swansea Bay area, which includes Neath Port Talbot, Bridgend, and Carmarthen.

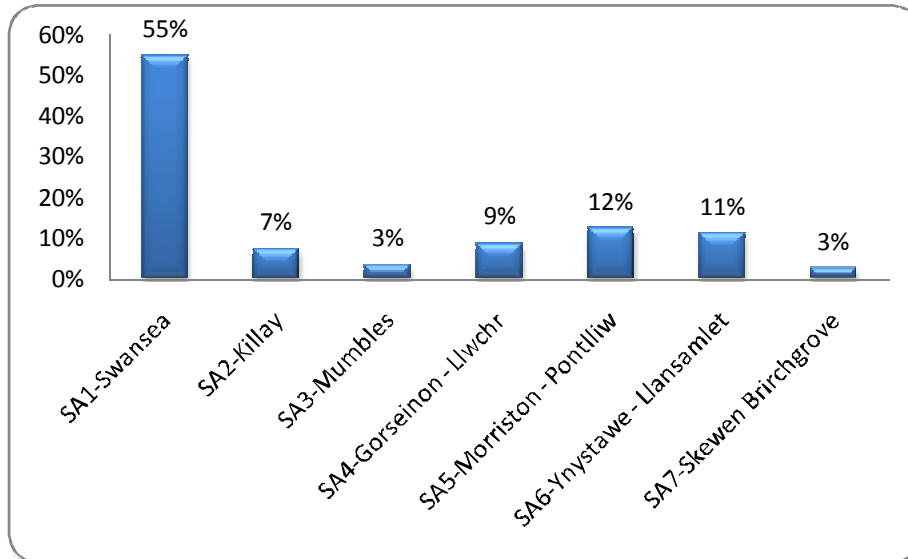
The graphs below break down the participants into their postcode area. Eighty three percent (2,051/2484) of participants come from within the Swansea City and County postcode area, however, the C-SET model is expanding and now 17% (433/2484) come from other areas. The SA1 Swansea Central area still accounts for approximately half of the participants.

**Graph 3; All participant analysis**



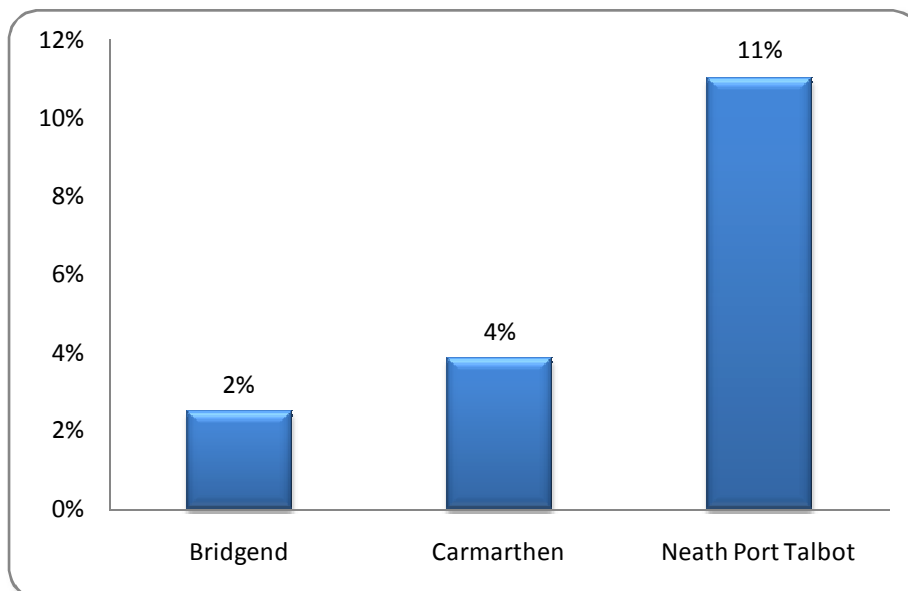
Mainly participants come from the SA1 postcode area although a growing number are now from other postcodes.

**Graph 4; Swansea participant analysis**



Other participants are now taking part in the project from outside the City of Swansea area and their location is shown in the graph below.

**Graph 5; 'Other' participant analysis**



Reviewing the participant data shows that the characteristics of the participants in the bullet points below. There is no specific targeting of participants, and as also mentioned in the section below, this means that the distribution of participants does not necessarily reflect the demographic mix in Swansea society. For example, in Swansea approximately 51% are female and 49% male, but in the project 35% are female and 65% male.

- 65% (1,173/1,794) are male, 35% (621/1,794) female;
- 70% (1,257/1,785) are in the age group 25 to 54;
- 24% (425/1,794) are disabled;
- 13% (230/1,758) are from a BME group; and
- 40% (715/1,794) had no qualifications at the time they entered the project.

It is worth noting that the project does not target participants, their inclusion in the project is both voluntary and incidental and so the mix of for example male to female participants reflects those who come to the project, rather than any demographic profiling.

## **2.2. Outputs and results**

Targets are set by funding bodies so that an agreement is reached between the funder and the grant recipient on the scope and range of outputs and these help drive the project to be effective and efficient. In our experience, targets are often set too high at the funding application stage, as the funding body wants to achieve the maximum impact for its funding and the fund recipient wants to demonstrate how effective they can be with those funds. A bid that sets low targets may not receive funding.

The following table sets out the targets that have been set for the Cyrenians Cymru project in terms of outputs and results. It also notes the numbers achieved to date (as of December 2010) and what percentage of the target that represents.

**Table 1; Cyrenians Cymru project in terms of outputs and results**

	Target (according to Business Plan)	Achieved to Date (Dec 2010)	% of Target achieved
1. People gaining employment as a result of accessing employment based support	860	174	20%
2. People gaining qualifications	1,176	118	10%
3. People entering further learning	2,520	35	1%
4. People achieving positive outcomes in key skills needed for employment and health related training	3,360	1,794	53%
5. Engagement and provision of support to BME people	1,181	230	19%
6. Engagement and provision of support to people with a work limiting health condition or disability	1,848	425	23%
7. People engaging in environmental awareness activities	2,184	1,840*	84%
* please see section 2.2.7 on page 24 for explanation of calculation			

Source: Cyrenians Cymru project management data up to December 2010.

The highest achievement is within the people gaining positive outcomes in key skills for employment 53% (1797/3360) and the lowest (1%) for people entering further learning, which is so low it makes the target irrelevant. An explanation for all targets can be seen below:

### 2.2.1. Target 1 - 3,360 people achieving positive outcomes in key skills needed for employment and health related training by December 2011

Currently 1,794 individuals have been recorded against this target, which is 53% of the original target as outlined in the Business Plan. The C-SET project team estimates that the project is on track to meet this target by the end of December 2011.



### 2.2.2. Target 2 - 860 people gaining employment as a result of accessing employment based support including work experience, work trials and apprentices by December 2011

This is the key target for the project and a key measure of the core hypothesis, which is that by helping people a long way from the labour market with some intensive training and guidance; they can enter mainstream employment opportunities. By December 2011, 174 people had entered employment, although this is only twenty percent of the target. The issue is two-fold; firstly the client group that Cyrenians is working with and secondly the general economy and specifically weakness within the labour market in and around Swansea.

The original target of 860 participants entering employment is 26% (860/3360) of all the participants achieving positive outcomes. The key issue is that with 1,794 clients in the project, around 10% (174/1,794) of the clients are finding work not the 26% as specified in the WEFO contract. However, the rate of outputs is growing and this is shown in the graph below, especially with employment agency offices now opening in Neath and Gorseinon.

The C-SET project was always designed to deal with the most difficult people to employ; such as homeless, with health issues, alcohol and drug dependency and other issues that stop them working. To achieve a 10% success rate, as measured by job outcomes, is probably around the maximum the project can deliver without a significant upturn in the Swansea labour markets.

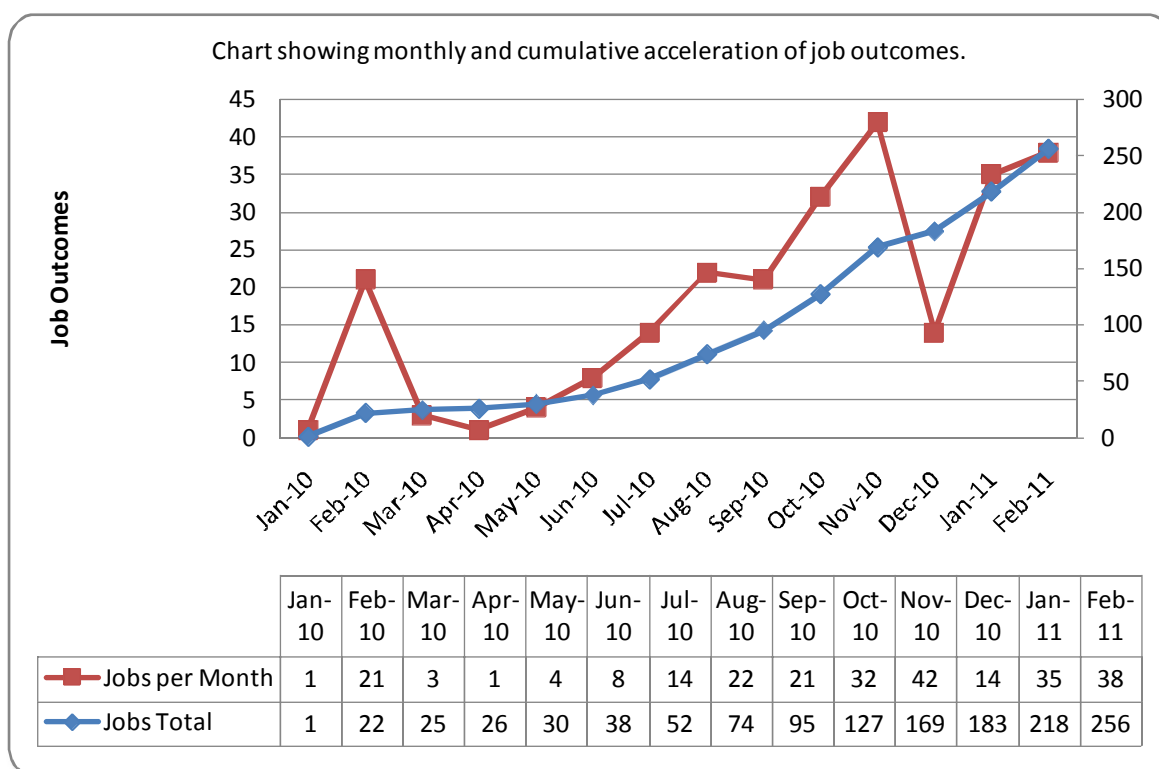
As outlined in the recent Centre for Cities (2009) Report<sup>5</sup>, the area of Swansea has a high percentage of people employed in public sector jobs and therefore the recession City is “more vulnerable” to public sector cuts. The optimistic target of 860 people into employment should have a caveat; that despite the success of the Cyrenians Employment Agency it is important to be mindful of the recession and the Public Sector cuts which are being felt in the area.

If the C-SET project continues to create employment opportunities at an (increased) rate of 35 per month, then a further 420 job outcomes will have been achieved by the end of 2011, making 656 in total 76% of the original target. The chart below illustrates Job Outcomes, per month and accumulated.

We would recommend that the project board discusses revising this target with WEFO on the grounds of current job outcome rates, a poor labour market demand in Swansea and the distance from the employment market of the participants.

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<sup>5</sup> Larkin K. (2009) Surviving Recession. Public Sector Cities, Trouble Ahead. Centre For Cities

**Graph 6; Graph showing the monthly and aggregated job outcomes for the C-Set project**

### 2.2.3. Target 3 - 1176 people gaining qualifications by December 2011

Target 3 concerns individuals obtaining recognised qualifications (by OCN or similar) and to Dec 2010 118 individuals have recorded qualification outputs, mainly in the areas of health and safety and food hygiene. This represents 10% of the target of 1176 which strongly suggests the target will not be reached. The issue again is the C-SET cohort, the participants are not very geared towards taking qualifications and the qualifications designed for inclusion within ESF delivery are really set too high for this group as they must be at NVQ Level 2 or higher, which the National Qualifications Framework describes as being at GCSE O'Level with A-C grade passes<sup>6</sup>.

If this target is to have any real relevance in the C-SET project then a lower level qualification that can be included or counted as a recognised qualification needs to be found, or the other option is to use this as a monitoring target only, rather than a performance indicator target.

### 2.2.4. Target 4 - 2520 people entering further learning by December 2011

This target is similar to Target 3 and not very relevant to the C-SET cohort and so the target will never be achieved and as such is rather meaningless as a measure of success for the project. With this in mind the target should be considered as a monitoring target only and not a strategic one.

<sup>6</sup> For NVQ levels see - [http://www.direct.gov.uk/en/EducationAndLearning/QualificationsExplained/DG\\_10039017](http://www.direct.gov.uk/en/EducationAndLearning/QualificationsExplained/DG_10039017)

### 2.2.5. Target 5 - 1811 engagement and provision of support to BME people December 2011

By December 2010 there had been 230 people of BME heritage who had been engaged and supported by Cyrenians. This is a high number due to ESOL (English for Speakers of Other Language) training held at Dragon Arts, which has a ratio of 60:40 of indigenous and BME from people using the centre and its resources.

This target represents 54% (1,811/3,360) of all participants and again is probably set too high. Swansea has an official population of 223,300 and the census and other estimates calculate the ethnic population is approximately 3%. It would make sense to change this as a strategic target but to include ethnic participation as a monitored target only. One final issue is that when the target was set Asylum Seekers were included within the project participants, but have since been invalidated and are no longer eligible to be counted.<sup>7</sup>

### 2.2.6. Target 6 - The engagement and provision of support to 1,848 people with a work limiting health condition or disability

By December 2011, 425 people who have a work limiting health condition or disability had received engagement and support which is 23% of the target. The Community Centre is the base for a nurse and counsellor, and in 2010 there were 249 instances of people receiving assistance through the nurse and a further 364 individuals received help from either the counsellor or health and substance misuse advice.

As for the BME Target above, we would suggest that this target is monitored rather than being a strategic project outcome target. If participants have a health issue and require professional advice this is incidental, rather than something that can be built into to the model of the C-SET project. Logically it would be wrong to target people with health issues to meet the ESF target. Also contributing towards targets is the Community Centre's engagement methods developed by BASTA in Sweden and the work they have done with current and ex-drug users.

### 2.2.7. Target 7 - 2184 people engaging in environmental awareness activities

There is no formal method of measuring this target; however, Cyrenians works to actively engage people in environmental awareness each day from its recycling and furniture re-distribution project which diverts approximately 200 tonnes of waste from landfill sites.

Three people who attended ResaRec (the furniture reuse & recycle project) have gone on to gain employment in 'green jobs,' 12 people have undertaken work experience and a further 48 have undertaken painting and decorating classes and glass recycling courses. All participants who take part in the ResaRec project receive sustainable living training, which aims to *"develop participants' knowledge and understanding about sustainable living by increasing their awareness about the importance of recycling and reuse."*<sup>8</sup>

<sup>7</sup> <http://www.parliament.uk/briefingpapers/commons/lib/research/briefings/snha-01908.pdf>

<sup>8</sup> ResaRec Lesson Plan, Sustainable Living (2010)

Furthermore, the impacts of the recycling scheme can be seen wider in the community where in 2010, 95 tonnes of furniture and materials were collected to be reused or recycled by the ResaRec Scheme; this was taken from approximately 800 households and 1,786 people purchased recycled items for reuse.

This analysis is more project specific than target 7 which measures people engaged, however, we can estimate that 1,840 (1,786+12+48) people have benefitted which is 84% (1,840/2,184) of the target and almost certainly will be achieved using this method of calculation by the end of the C-SET programme.

The target, as above, is incidental to the C-SET project, as the Cyrenians project is not about engaging people in environmental awareness, but about moving participants closer and into the jobs market. As before we recommend that this target is used for monitoring purposes only and is not a strategic target.

#### 2.2.8. A slow start to delivery outputs being recorded.

The Cyrenians project received funding approval in January 2009, and recorded its first work with clients in December 2009. The start-up phase appears long, being 12 months from January 2009 to January 2010, however, although the grant was approved from January 2009, in fact the WEFO confirmation was only received in May 2009, and so the start-up phase was 6 months; June 2009 to December 2009. This start-up phase of 6 months is quite usual and no longer than the evaluator has recorded for other similar ESF projects. It is worth noting that in the original business plan the Cyrenians team had estimated 4 months for the start-up phase.

#### 2.2.9. WEFO monitoring requirements

WEFO has set specific questions that need to be addressed as part of the assessment of the impacts of projects that are funded under Priority 2 of the ESF Convergence programme. The questions that are applicable to Cyrenians Cymru are:

- How many (net) participants have entered employment as a result of ESF assistance?
- How many of these participants are still in employment 12 months after receiving ESF assistance?

Cyrenians Cymru's monitoring systems will need to be able to answer these questions as the project and the evaluation progresses. The final evaluation report will include data on these two measures.

At this stage we have estimated that the net participants entering employment, at the end of the funding period will be in the region of 650 employment outcomes (see Target – 2, above).

In addition to the above, the evaluation will also, for a sample of participants, measure the 'soft outcomes' of the support provided and the broader impact on their lives. Some of these interviews and data can be found later in this report.

The final summative and impact evaluation at the end of the Cyrenians project will need to include an update or status survey with participants to see if they are still in employment, in training, in education, or if they have returned to worklessness.

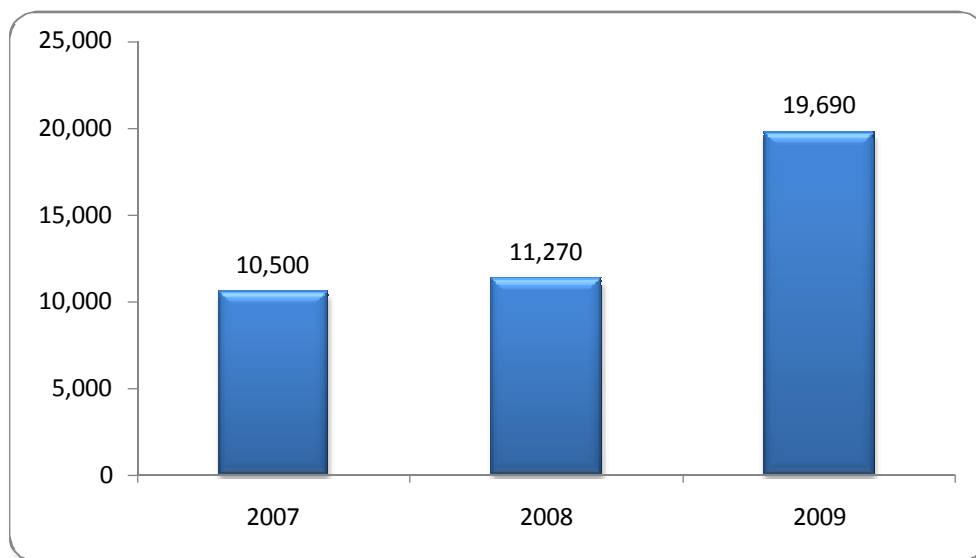
## 2.3. Baseline economic data and demographic information as a context to C-SET

Cyrenians Cymru mainly operates in the City & County of Swansea, which is a unitary authority area with a 230,300 population. Figures taken from the 2001 Census, show that 66.6% of people are economically active in the area, which is below the average of 74.0%, which is found across Great Britain. The proportion of unemployed people using unemployment registrations stands at 6.9% compared to 5.7% for Great Britain.

### Changes in economic conditions

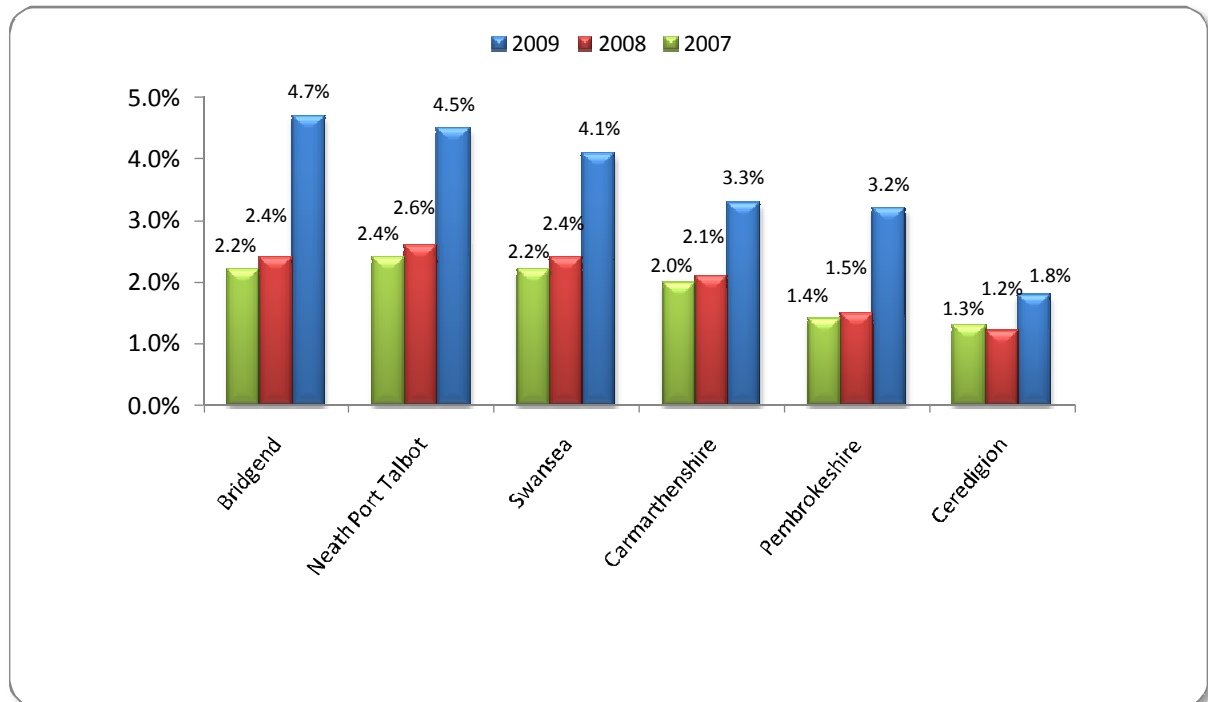
Finding jobs for those most removed from the workplace and jobs market is hard, but against a trend of rising unemployment, especially in the low skills end of the market is doubly hard. It is right to comment on the economic context of this project and give some indication, using official statistics, of how the jobs market has changed between 2008, when the project was designed, through to early 2011, which is the time of writing. With this in mind it is understandable that the job outcomes target may be lower than anticipated at the start of the project.

**Graph 7(a): Jobseekers in South West Wales 2007 to 2009 (frequency)**



Source: Work and Pensions Longitudinal Study, Department for Works and Pensions.

The figures quoted are for August each year and have been rounded to the nearest 5.

**Graph 7(b): Jobseekers in each Local Authority in South West Wales 2007 to 2009 (rate)**

Source: Work and Pensions Longitudinal Study, Department for Works and Pensions.

The figures quoted are for August each year. The rate shown is as a proportion of Working Age Population Estimate.

The DWP data above in the graphs shows that the percentage of people who are economically inactive in Swansea is 33.4%, which is higher than the 26.0% found for Great Britain. The number of people with higher qualifications in Swansea is lower, at 19.0%, than Great Britain (20.4%).

In January 2009, Swansea had a lower JSA claimant rate than Great Britain with a percent of 3.5 compared to 3.7; interestingly however, those people aged between 18 and 24 have a higher claimant rate of 31.5% in the Swansea area, compared to 27.9% in Great Britain. JSA is only payable for 182 days and so the lower rate in Swansea may reflect people being longer term unemployed, rather than the first interpretation which could be that there are less unemployed people because less are claiming JSA.

In 2010 the weekly earnings for the local authority of Swansea stood at an average of £496, this is the tenth lowest of all 22 local authorities in Wales.<sup>10</sup>

It is worth copying the latest local labour market indicators (ONS, February 2011) as published March 2011, as the Labour Supply data is less contemporary and the latest is up to June 2010. This clearly shows that Swansea Bay area has less people employed, more unemployed, more economically inactive and less labour demand than the UK aggregated mean or for Wales.

<sup>9</sup> Claimant Count from [www.nomisweb.co.uk](http://www.nomisweb.co.uk)

<sup>10</sup> WAG and Statistics for Wales (2011) *Local Area Summary Statistics, Swansea*

**Table2; Latest published labour supply and labour demand data to June 2010<sup>11</sup>**

	Employed	Unemployed	Economic Inactivity	Claimants (JSA)	Labour Demand
<b>United Kingdom</b>	70%	8%	24%	3.9%	0.79
<b>Wales</b>	67%	8%	27%	4.1%	0.71
<b>Swansea Bay</b>	64%	9%	30%	4.0%	0.68

The total number of active enterprises in Wales is 91,125, of which 6,580 (7.2%) can be found within Swansea. The number of enterprise births in Swansea is 10.1% compared to 9.1% for Wales compared to the number of enterprise deaths which stands at 12.4% for Swansea and 11.1% for Wales. The net (births – deaths) is -2.3% (Swansea) compared to -2.0 for Wales, however, encouragingly more businesses are being ‘born’ in Swansea than for Wales as an average.

From the period of 2001-2002, to 2009-2010 the rate of homelessness continued to follow the Welsh trend, but remained above the Welsh average.<sup>12</sup> Between 2009 and 2010 Swansea had the highest rate of newly homelessness individuals of all 22 Welsh Local Authorities at over 14 per 1,000 households and a rate of homelessness of over 90 per 10,000 households, a rate far exceeding the Welsh average of 43 per 10,000 households.<sup>13</sup>

The main focus of Cyrenians Cymru is the Castle Ward. The Castle Ward, as indicated by the 2008 Welsh Level of Multiple Deprivation, contains some of the most deprived LSOAs (Lower Super Output Areas) in Wales. In the Castle Ward 57.9% people are economically active, compared to 66.6% for Swansea more widely. The proportion of people who are unemployed in the Castle Ward area stands at 10.7%, which is high compared to the 6.9% for Swansea and 5.7% for Great Britain as a whole. There are 42.1% people who are economically inactive, which is 16.1% lower (or worse) than for the United Kingdom. As the table below illustrates, there is a higher percent of workers in the Castle Ward area who are employed in Elementary Occupations, and Sales and Customer Services and a lower percent of people employed as Managers and Senior Officials, Professionals and Associate Professional and Technical.

**Table 3; Latest published data on occupation groups<sup>14</sup>**

	00NXNY : Castle (%)	Swansea (%)	Great Britain (%)
1 Managers and senior officials	11.6	11.7	14.8
2 Professional	10.3	11.5	11.1
3 Associate professional & technical	12.7	13.8	13.9
4 Administrative & secretarial	12.8	13.9	13.3
5 Skilled trades	10.0	11.3	11.6
6 Personal services	6.4	7.1	7.0
7 Sales and customer services	12.0	9.7	7.8
8 Process plant and machine operatives	6.9	8.1	8.6
9 Elementary occupations	17.2	12.9	11.9

<sup>11</sup> Source; [http://www.statistics.gov.uk/downloads/theme\\_labour/Monthly-LMS/lmsmonthly0211.zip](http://www.statistics.gov.uk/downloads/theme_labour/Monthly-LMS/lmsmonthly0211.zip)

<sup>12</sup> WAG and Statistics for Wales (2011) *Local Area Summary Statistics, Swansea*

<sup>13</sup> WAG Housing Statistics <http://www.poverty.org.uk/w81/index.shtml?2>

<sup>14</sup> <http://neighbourhood.statistics.gov.uk/dissemination/LeadTableView.do?a=7&b=276868&c=Swansea&d=13&e=9&g=417281&i=1001x1003x1004&m=0&r=1&s=1302769384156&enc=1&dsFamilyId=33>



In January 2011, in the Castle Ward area of Swansea, 6.9% of people claimed Job Seekers Allowance, compared to 3.5% in Swansea, and 3.7% in Great Britain. The highest percent of claimants are between 25 and 49 years of age, with 60.9% people claiming.

2010 figures show that 10.5% of the Swansea population were claiming ESA and incapacity benefits; this is 0.8% higher than Wales, and 3.8% higher than Great Britain.

In summary, the economic, worklessness and labour market conditions in Wales are worse than the rest of the UK, and in Swansea are worse than in Wales as a whole. Forty two per cent of people in the Castle Ward of Swansea are economically inactive as identified by the 2001 census. In Swansea 30.3% of the population were economically inactive between Oct 2009 and Sept 2010 according to the ONS population survey; this is 3.1% higher than Wales where 27.2% are economically inactive.

### 2.3.1. Soft outcomes and distance travelled by participants - The Work Star Model

Evaluation reports often make references to 'soft outcomes' and the 'distance travelled' by those being supported by a project. They represent a way of monitoring the benefits to participants in a project which conventional outputs such as the numbers gaining a qualification or employment (often referred to as 'hard outputs'), may not capture.

In the case of Cyrenians, soft outcomes are being logged under the monitoring system and are recorded in individual files for the purposes of managing individual programmes. There isn't, however, a *system* that allows soft measure "distance travelled" to be calculated and reviewed.

However, the management intends to implement the Work Star tools by May or June 2011. This will then monitor how participants move towards a situation where they are ready to move into employment and the *Work Star Model* will be used to collect the necessary information from participants. The Work Star Model is one of a series of 'Outcome Stars' developed by Triangle Consulting<sup>15</sup>. It sets out five stages within a 'journey into work' that an individual will take if and when they progress:

- a) ***Not thinking about work***: substantial barriers to work or advancement and you can't see a way round them
- b) ***Thinking about work***: substantial barriers but you are working out how to address them
- c) ***Making progress***: some barriers overcome but others are still there
- d) ***Work-ready with support***: barriers mostly overcome or can be worked around; you need support to maintain progress
- e) ***Self-reliance***: in work, work-ready, or engaged in work-related training. By then you don't need support from the programme

These five stages are mapped and measured to show each individual's progress through the C-SET project and then aggregated to show the impact across the whole C-SET group.

The C-SET manager will test the Work Star on a small number of clients to evaluate its use in measuring distance travelled and the participants' perceptions of work readiness.

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<sup>15</sup> For further information please refer to: <http://www.outcomesstar.org.uk/>

### 2.3.2. Benefits identified by participants

As noted in the introduction, informal interviews were undertaken with a small sample (57) of participants as part of the fieldwork undertaken by Wavehill in 2010. These interviews were undertaken as face-to-face meetings during visits by the Wavehill team to the C-SET sub-projects. Most of the interviews were undertaken on a one-to-one basis. The sample is not representative or statistically valid; so we cannot claim that the information collected is representative of all participants in the project. However, the information is very useful in terms of beginning to develop our understanding of the impact Cyrenians has on participants.

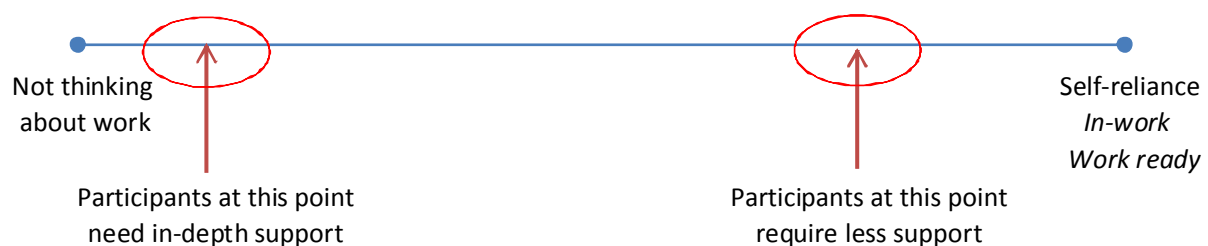
Participants were asked: how effectively has the support been provided? What has been the impact of the support provided? These questions were asked as an 'open question' which means they had no categories to guide response.

The following three examples from the comments made are:

- *"They [Cyrenians] helped me to do a first aid course and I have done cookery training and I help with the herb garden. We grow our own vegetables and earlier this year we went to the Chelsea Flower show and we displayed the vegetables and we won a silver award, it was really good."*
- *"I have had some interviews lately but no job yet although just this morning they have told me of another possibility of a job so I am hopeful for that. When I first moved here I went to the job centre but they are always advertising jobs that have already gone and they are no help at all, they just give up on you".*
- *"Cyrenians has helped me a lot, it has given me confidence and now I work 5 days a week in a job that I really enjoy. It has given me a focus and I have made new friends".*

Figure 8 attempts to illustrate the fact that Cyrenians Cymru will work with a wide variety of participants who are at various points between 'not thinking about work' and being 'self-reliant and work ready'. Participants who are towards the left side of the line are the furthest away from the labour market; they have the most distance to travel if they are going to move into employment and, therefore require the most support. Participants who are towards the right hand side of the line are closer to the labour market and, hence, they will require less support to become 'work ready'.

**Fig 5; An illustration of the continuum of participants Cyrenians Cymru will work with**



Information from interviews and project staff suggests that the majority of those participants that the Cyrenians Cymru project is currently working with are towards the left side of the line in the graphic; those who are furthest from the labour market and who require in-depth support *before* they are in a position to even contemplate employment. This is as was envisaged when Cyrenians Cymru was devised. However, it also underlines the challenges that the project faces in terms of achieving some of its output targets.

As set out in the introduction to this report, C-SET is at its core a programme aimed at tackling economic inactivity and increasing employment. However, C-SET also provides a wide range of activities, many of which are focussed on helping participants to overcome the barriers to getting employment or even thinking about getting a job rather than simply finding a job.

However, the Cyrenians Team are clear that this is supplemented by much work with participants' physical health, mental health, confidence, basic skills, communication, attendance and timeliness, and so on, all contribute to becoming employment ready. The Work Star, when deployed, will be used to measure this progression. Furthermore, once the Work-Star is deployed it will be possible to make more accurate measurements of where participants are along the continuum of employment, as in the graphic above.

Below are some case study examples to illustrate this point, for full case studies, please see Appendix 3.

#### **Case Study Example A**

Case Study A is a 41 year old female who was unemployed for 6 years having experienced some health and personal problems. When she was ready to go back to work she went to the Job Centre and they recommended her to visit Dragon Arts. In 2009 at Dragon Arts she completed an IT course and was there for three months when a volunteering position became available at ResaRec which she applied for and got. Whilst volunteering at ResaRec a paid administration position became available which she was offered and she has now been in that role for one year.

*"The confidence I gained from volunteering gave me the confidence to apply for this job and I have improved personally as well, made new friends and that."*

#### **Case Study Example B**

Case Study B is a 49 year old male who had been out of work for 18 months, Cyrenians Employment Support Agency helped through offering support with his CV and offering a computer for him to search for jobs on.

*"I have had some interviews lately but no job yet, although just this morning they have told me of another possibility of a job so I am hopeful of that... These guys [Cyrenians] are different, they support you and help you in any way they can."*

**Case Study Example C**

Case Study C is a 30 year old male from the Congo, he has done his first certificate Entry Level 1 in English as well as taking IT classes.

“I didn’t understand [English] before but now I can understand and can talk... I like speaking English, it is the international language for engineering, I want to get a good job in IT/engineering.”

Many of those interviewed simply described improvements in their *personal* and *social* well-being including:

- Tackling stress, anxiety and depression
- Improving resilience and optimism
- Developing self-esteem
- Autonomy
- Developing / improving personal relationships (new and old)
- Addressing social isolation
- Community belonging / participation

**Case Study Example D**

Case Study D is a 30 year old female with a drug and alcohol addiction.

“I have done an OCN in cookery and I like cooking, I need more training and probably need to do some volunteering and stuff like that but right now my priority is to get my alcohol problem sorted out, I can’t even think of work until that is right.

## 2.4. Thematic Analysis of Cyrenians Participant Interviews

To inform this evaluation report we visited 3 projects (Dragon Arts, Community Centre and Employment Agency).

**Table 4;** Table shows the interviews undertaken with participants and the project they were most associated to at the time.

	Community Centre	Dragon Arts	Employment Agency	Total
Males	13	13	13	39
Females	6	1	9	16
Total	19	14	22	55

Of the total interviews conducted 71% were with men, which is approximately proportional to the gender of all participants in the Cyrenians project, as when comparing the data held for Quarter 4 (December 2010) Cyrenians had recorded 65% men and 35% women; (1,172 men & 621 women).

We did not ask the interviewees at the Employment Agency for their age, however, for both Dragon Arts and the Community Centre the average interviewee was 36 years old.

The ultimate aim of Cyrenians is to move unemployed people a long way from the jobs market towards employment. This is achieved by building confidence and skills and these are recognised within the C-SET outputs as *“To achieve positive outcomes in key skills needed for employment”*. Although not strictly work skills, both confidence and self esteem are key attributes that interviewees find vital for employment.

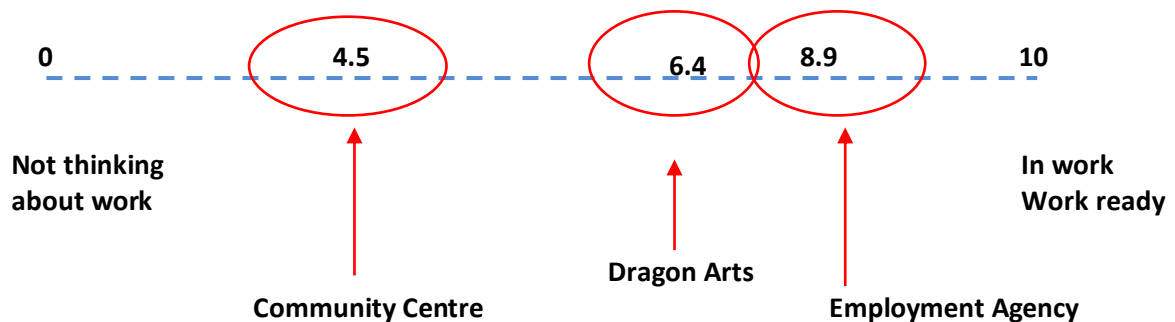
#### 2.4.1. A Supportive Environment

All of the interviewees interviewed stated that the support available from Cyrenians was helpful, personal and /or in a relaxed environment. Obviously with the participants Cyrenians works with, creating the right kind of atmosphere to develop and work in is crucial and the responses indicated that this was very much being achieved.

#### 2.4.2. Work Ready Scale

The Cyrenians model finds people who are a long way from the job market, and develops their skills and confidence so they move closer to the employment market. Within our interviews we created a scale or continuum of ‘work preparedness’, this was a score of between 1 and 10 that we asked each interviewee to give themselves with reference to their readiness to work. The results are illustrated in the chart below. The Community Centre participants, usually furthest from the job market scored an average (mean) of  $\frac{4.5}{10}$  or 45%. The Dragon Arts participants scored 64% and the Employment Agency clients 89% in employment readiness.

Fig 6; Work Readiness



The interviewer noted that she was surprised that the Community Centre participants scored as high and noted, *“I was surprised to see the community centre achieve as high as 4.5, having been to the centre and read all the interviews there is possibly a case of interviewer bias. Because the interviews were undertaken at the community centre and the majority were done within earshot of others the respondents may have answered in a way in which they felt would please the interviewer or any audience.”*

As discussed above, the C-Set project works with a wide spectrum of people, from those very far from the labour market, often using the community centre as a drop in centre, possibly homeless, possibly using alcohol or drugs, through to lower skilled people who do not need the assistance of the community centre or life skills courses, but who can enter the job market as long as they can source and win a suitable job.

### 3. Management & Delivery of the Cyrenians Model

The observations from the meeting with managers from Cyrenians projects can be clustered under three main management and delivery themes;

- The client group is a long way removed from the labour market
- The project is well designed as it maintains participants in the project from their first referral; or contact, through to the exit, hopefully into a job, but also employment training.
- The labour market weakness in Swansea and the surrounding makes finding jobs difficult

The project is engaging people who are a long way from the labour market, often homeless, or through the links with the Swansea Drugs Project, recovering from drug use and abuse. This introduces a tension within the project, in that the Cyrenians charity works with the same groups of people from within Swansea, and so for many participants and charity clients the difference is indistinguishable.

However in terms of funding and outputs the two are separate bodies, and the management discussed the need to ensure there was a clear separation between the ESF funded activities under priority 2 and the charitable activities. In practice the two projects that could have the greatest confusion for project managers are the Community Centre, which is used by all comers, and Dragon Arts, where users can be either from the charitable side of Cyrenians or the C-SET side. The managers are aware of this distinction; however, staff are sometimes required to remember who is attending the Community Centre and Dragon Arts Centre as a charity client or a C-SET participant.

The difference between the charity clients and the C-SET participants is that the clients can use the charity facilities at the good will of the Cyrenians project, however, the C-SET participants are supposed to show progression through the C-SET model, eventually being ready to work and finding a job placement via the dedicated employment agency.

The project managers found the easy identification of progression through the C-SET model a benefit to the clients (and probably the managers too) as it was clear to the clients where the next step was in their journey back towards the job market.

The C-SET management make the point that the labour market in Swansea is lacking demand, and as more public sector jobs are lost, or cut, then a supply of better qualified people will come onto the local job market, making finding employment even harder for the C-SET participants. However, the evaluator suggests that they may not be directly competing for the same type of labour, or economic remuneration, also this competition could be less than anticipated.

However that does not mean there is no demand, just low demand, and the Employment Agency is finding work in the building trades, delivery workers, for cleaners, security assistants and some retail and food preparation too. However more demand from the labour market may well mean more jobs found for the participants and the project staff work hard to identify job opportunities and to get candidates to present as well as they can to secure employment. Employers are returning to the employment agency and this is a sign of both quality of approach, and the economic benefits of using the Cyrenians agency as no fees are paid by the recruiting business.

The management need to be aware that in order for the C-SET project to work, the movement of participants through the model must be at a rate of around 50 economic outcomes per week and so participants need to demonstrate progression and enthusiasm in the search for job skills and a job. Too many participants sitting in the project blocking up places for other potential candidates will cause the project to become inefficient and so a policing role is needed.

The various project sub-projects need close management to identify where blocking occurs and this is a management skill, to recognise the balance between slow participation and blocking. The managers discussed the use of Management Information Systems to help identify blocking, however, it was felt that good management and knowing who is doing what, is the best method. Also the directors stated that they do not have any formal review or progression tool in place and that they trust the knowledge of the project managers using his or her experience and case knowledge.

Internal Referral is a bonus that we noted in the Cyrenians model. From our experience of evaluating other employment projects, participants can be lost and discouraged from progressing when they have to move from one project to another. A whole new set of administrative forms are usually reproduced, often with almost the same information in them, new relationships need to be established, and confidence and trust gained between the participant and the project.

The work experience projects provide an estimated 250 work places a year, mixed between internal work places and external opportunities from local employers. If volunteering places are also included, then the total work experience places is calculated at approximately 400-500 per year, depending on the supply of places. The success rate in gaining employment for participants who have undertaken work experience is 12% (13/109) calculated by dividing the number of people who had work experience or volunteering experience with C-SET (109) by those that found employment (13).

The Social Enterprise or vocational work experience element of the C-SET model is important as it acts as a step between building confidence and a desire to work and gaining employment. The list of small scale social enterprise ideas is growing, and below is a list of current ideas to create employment opportunities and potentially income as well for the charity;

- a) Painting & Decorating, especially to GWALIA – the biggest social housing group in Wales.
- b) Sandwich Delivery – this was started by Cyrenians but is now a profit business run by the original training participants.
- c) Buffet Delivery, as above but aimed more at larger office events.
- d) Cleaning Team – another social enterprise idea.

The focus on retail training is a good idea as much of the central Swansea (SA1) employment is based on retail, or associated leisure and food. C-SET created a small retail shop that sells locally created arts and crafts and some products made by Dragon Arts participants.

The shop however did not create enough employment experience opportunities and the management has had to review the shop's purpose, to change the emphasis from a retail environment with training opportunities, to exactly the opposite, a training environment based on retail. This should now supply more relevant training.



Soft Indicators are the evidence of progress which although not a job, or training certificate demonstrate progress for individual participants. For example a participant who finds time keeping and punctuality difficult at the start of the project, may find that by engaging in work practice, becomes punctual, arriving on site at 10am, regularly for the trial period. This is clearly important when working as an employee and can be considered a attribute that leads towards gaining employment.

In a recent meeting, WEFO noted its interest in soft outcomes and noted their value and contribution and inclusion in evaluation reports. As much of the C-SET project is about creating soft outcomes, or progress towards the job market then a system to trap this evidence is needed.

As already discussed in this report the Work Star<sup>16</sup> tools will be used to monitor soft outcomes.

The Cyrenians Employment Agency is successful, because is it providing a service not available via other agencies, it works specifically with people who have been a long way from the job market, understands their issues and works with them accordingly. Perhaps the main difference between the Cyrenians method and that of other agencies or indeed the job centres is that of contact time with the individuals.

As an example of why the agency works the participants spend on average 8 weeks in the Employment Agency, and during this time receive 12-15 hours contact time on a one to one basis. This is about 20 times the contact when compared to JobCentre Plus which offers only ten minutes once a fortnight, or 40 minutes across 8 weeks.

This increased contact time is clearly one of the successes of the Cyrenians model and we would suggest is good practice when dealing with the long term unemployed.

One other way to look at the employment agency model is to understand the clients they are working with. A purely commercial employment agency operates by finding the highest number of people jobs, but also maintaining a quality level so that employers return whenever they have a labour market need.

Cyrenians works with a wide spectrum of people and do not only place the easiest and most suitable people into employment opportunities, but also less qualified and less experienced people. So Cyrenians is not just making the easiest placements, or 'picking the low hanging fruit' but also the harder placements. An estimate by a Cyrenians director gives the estimate that about one third of job placements come from normally unemployed people undertaking job search via Cyrenians, but also probably Job Centre Plus and other agencies too, one third from long term unemployed people who do not find employment using other methods, and one third of hard to place people who have other issues that stop them finding employment.

From the employer's perspective, the services of Cyrenians are free and so they receive a service with no fees or commissions, and so, as long as the standard of employee is good, they will use the service as it makes economic sense to do so.

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<sup>16</sup> Triangle Consulting

Many social interventions, the C-SET included, are about changing the trajectory of people's lives. What happens to ex-participants as they leave the project and gain employment or training? Do they circle back into unemployment and the sometimes chaotic lifestyles that are linked to alcohol and drug abuse and homelessness, or do they continue in employment and live more mainstream lives as a result?

To measure this change in trajectory it is important to stay in touch with a sample of participants and to measure the longer term effects of the project. This staying in touch strategy allows the evaluators to create an impact model at the end of the intervention which is based on the cost savings and tax contributions of employed people as opposed to unemployed people.

The project team have included examples of the employment advisors being given the freedom to make small budgetary decisions to assist the participants into work. For example, one participant required a pair of shoes to attend an interview, and the project paid for these. Another small cost was the CSCS card renewal, which costs between £30 and £100 depending on the card type and renewal process. These cards allow workers to enter construction sites and prove a certain level of health and safety awareness and training. These non-routine cost items are giving the relationship between C-SET and the participant a positive can do attitude and direction, which helps people move into the job market.

The C-SET model is finding demand from other community areas and so the management team have applied for funds (£350,000) to extend their services, particularly the employment agency, into other regional poorly connected localities. The areas are defined as Llanelli, Gorseinon, and Neath Port Talbot, and Swansea is at capacity. By extending the area the number of potential employers also increases, so both the supply and demand side of the C-SET model should grow.

If the £350,000 bid is accepted then work should commence in the 2011 financial year in April 2011. It is anticipated that expansion into these new areas will create 500 potential new clients.

When reviewing the face to face interviews (see next section 4), the analysis method identified 'food' as a regular theme in the discourse between the participants and the interviewer. As we did not in fact ask any direct question relating to food the topic was not given enough focus to measure it, however, we think that receiving a 'hot meal' is important to about 40-60% of the clients we met at the Community Centre.

Given that good nutrition is important in many manual and semi skilled jobs that are physically demanding it may be possible to create an internal social enterprise project where participants and ex-participants can access one or two nutritious hot meals a day at the Cyrenians centre in exchange for regular project attendance, punctuality, attending work experience, volunteering or maybe simply on a paying basis too.

The next section reviews the face-to-face interviews held with project participants.

## 4. Individual thematic analysis of each project visited

### 4.1. Introduction

The following themes (below) were uncovered using the thematic analysis. The method used was looking for recurring themes within the transcripts of the discourse between the interviewers and the C-SET participants. In the analysis below, we have identified key themes and sub themes and we have indicated how many times these themes were identified in the text / dialogue. For example in the Community Centre drug and alcohol abuse were mentioned 15 times (x15). Finally, the analysis also includes selected dialogue that we have reproduced in text form, if it is a particularly good example of the theme or sub theme.

This analysis method is useful because it brings structure to what can at first glance seem rather un-associated data within interviews. However by looking for themes within the narrative, we have uncovered the key elements and context of the C-Set project from the participants' perspective.

#### 4.1.1. Community Centre – Introduction

Having visited the community centre there are some obvious themes appearing from the data such as the number of people who are homeless and have an alcohol and / drug addiction. There are some clear benefits that interviewees believed they were receiving from attending the Community Centre i.e. training, access to the nurse etc. and interestingly a high number of people identified eating and having access to a healthy meal as a main benefit.

The Centre Manager who co-ordinates all of the training at the centre said *“we work closely with B vitamins which are good for alcohol issues and pasta is good for mental health”*. There is also a link between eating a balanced and nutritious meal and participation, which we did not expect to find until we reviewed the discourse for this thematic analysis.

*“What you eat and even when you eat can have a tremendous impact on your successful recovery. It is safe to say that anyone who has actively abused drugs or alcohol for any length of time is undernourished. There are two reasons for this. First, the drugs and alcohol often replace regular meals, and may even affect appetite, so there is a lack of nutrients available to your body. In addition, nutrients can be depleted by the stomach upsets and diarrhoea that may accompany the substance abuse.”*

Source; <http://www.alcoholism-support.org/Healthy-Eating-for-Recovery.html>

### Community Centre – Statistics of interviewees

- Females interviewed = 6
- Males interviewed = 13
- Ages range = 21 years to 63 years
- Average age of interviewee = 36 years old
- 'Scale to work' average answer = 4.5

### Community Centre - Themes:

1. Drug / Alcohol Abuse / Addiction x 15

2. Homelessness x 10

3. Housing support x 10

4. Medical / Treatment

- Counselling x 9
- Nurse x 10

5. Prison / Bail x 6

6. Help with Social Benefits x 5

7. Cyrenians Benefits:

- Meals / Nutrition x 15

*"They help you to support yourself, things like their food co-op means you can get good cheap food to help keep yourself well".*

Training x 14

- OCN's x 10

*"I have done the cooking course and I'm using the computers now which I wouldn't have thought of using before, it's something I love".*

- Soft Skills x 9

*"It's changed my life, I wouldn't have thought of doing computers before and I'll get qualifications from the cooking course I'm doing. I'm going step by step to getting back into work, I was a qualified plasterer, coming here has given me the confidence to talk to people. My life is totally different now; I talk to people, do things now".*

8. Washing facilities (personal and clothes) x 8

*"It gives me somewhere to come and there is facilities here so I when I was homeless I could get a shower and wash my clothes and it all makes life a little easier"*

9. Changes interviewees would like to see the community centre

- Open longer x 14
- Open weekends x 4
- More support for people to do volunteer work x 1
- Stop any drinking allowed on the project x 1
- Open afternoons x 1
- Less violent people here x 1

*“Open on the weekends, open more and open all day to help more people.”*

10. Use of phone x 5

11. Debt Management help x 2

12. Received professional medical treatment x 1

13. Helps them with access to or seeing their children x 4

*“I see my son now, I wouldn’t see him when I was using.”*

14. Help and support with arranging drug replacement schemes x 7

*“The church here is wonderful, I can eat here, there’s healthcare and they’ve sorted my dole out, they spoke to the dole on the phone and I’m on my way to get a new tenancy agreement. I was on methadone before prison, I’m now having liver function tests and I’m going to start [Naltrexone](#) (pellets that block the effects of heroin and other opiates) which is a blocker!”*

15. Clean (free from drugs and / or alcohol) x 6

16. Somewhere safe to go / off the streets x 4

17. Centre is a relaxed and supportive atmosphere x 3

18. Inspiration/ hope for the future x 1

*“It’s given me an insight into what people can do to help other people in certain circumstances. It’s got me thinking that I want to be a support worker; I’m doing my volunteering here. They got me somewhere to live and goals to achieve. I’ve got a lot more to do in the days now.”*

### 4.1.2. DRAGON ARTS

#### Dragon Arts – Introduction

Wavehill undertook 14 interviews at the Dragon Arts Centre, however, there was some confusion at the centre and we completed 8 interviews with Asylum Seekers, who are not eligible for assistance under ESF rules, and were in fact there studying English under the Cyrenians' charitable activities. This was our error and we have removed their interviews from the report.

#### Dragon Arts – Statistics of interviewees

- Females Interviewed = 1
- Males Interviewed = 13
- Ages range = 25 years to 69 years
- Average age of interviewee = 36 years old
- 'Scale to work' average answer = 6.4

#### Dragon Arts - Themes:

1. Single Parent x 1
2. In work currently x 2
3. Cyrenians Benefits:
  - 3a. Basic Skill Courses
    - IT Classes x 6
    - English Classes x 1
    - Maths and numeracy x 1
  - 3b. Creative Skill Courses
    - Music classes x 1
    - Photography x 2
    - Glass making x 1
    - Pottery x 1
4. Builds confidence x 6
5. Helpfulness of teachers x 5
  - *"The teacher explains very well"*
6. More involved in the community x 4
7. Helps to meet new people x 3
  - *"I have made more friends"*

#### 8. Future Aims

- College x 1
- Work x 5

#### 9. Gets us out of the house x 2

#### Future Aspirations / Further Training

- Driving lessons x 5
- Beauty and Hairdressing x 1
- Volunteering x 1
- IT x 1

### 4.1.3. Cyrenians Employment Agency

#### Introduction

As may be expected from participants who have progressed through the Cyrenians model to be work ready, future aspirations are high – on the scale of 0 to 10 in terms of getting a job these interviewees scored 8.9.

Most of the interviewees have some practical skills for work and feel they just need support in various aspects such as, help with CV writing, help to attend a training course or help in looking for advertised jobs. Also when asked about their dream job, which was one of our questions, there was a wide variety of answers from wanting to do anything up to wanting to join the police or become a sexual health nurse.

The emerging theme coming through is the quality of service offered by the employment agency, participants feel like they are getting a personal, one to one service, as opposed to “*feeling like a number*” and not a person which has been experienced at other agencies people have used. Also the people we interviewed felt that they would still be unemployed or perhaps in a job that they were not happy in, either way not in sustainable employment, if they were not a C-SET.

#### Employment Agency – Statistics of interviewees

- Females Interviewed = 9
- Males Interviewed = 13
- ‘Scale to work’ average answer = 8.9

#### Employment Agency - Themes:

##### 1. Awareness of the agency

- Job centre x 8
- Job fair x 3
- Word of mouth x 3

## 2. Cyrenians Benefits

### 2a. Practical Skills

- CV x 3
- Where to look for jobs x 5
- Training x 4
- Help with computers x 3
- Interview techniques x 4
- Help with benefits / funding x 2

*"..... We talked about where to look for jobs, what the market was like and she phoned me to let me know what jobs there were."*

*"They got me some retail training; I'm having a certificate for that."*

*"It was brilliant, I had my interview and normally I'm a bag of nerves and can't answer the questions but I came out of there with all the tools I needed to be successful in an interview. They are absolutely brilliant."*

### 2b. Soft Skills

- Support x 2
- Self Esteem / Confidence x 4
- Friendly x 2

*"They are helping to slowly build my confidence up and help me with everything I need help with."*

## 3. Employment Agency benefits

- One to one support x 4
- Personal service x 4
- More time for individuals x 6

*"With Cyrenians it's one on one, it's more personal and relaxed. I didn't like going to the Job Centre to sign on, it's embarrassing."*

*"Advice I've had prior to Cyrenians was very clinical, scientific but Cyrenians gave me mental support. It was absolutely personal, tailored to you, they have time for you and really motivated me."*

### 4a. Outcome if no Employment Agency

- Unemployed / Dole x 7
- Lesser job x 2

*"I'd still be on the dole."*



## 5. Key findings and recommendations

This section of the report considers key findings and makes a set of 7 recommendations.

The comments below are not in any ranked order of importance, or any other order. The findings were discussed at a Triangulation Meeting prior to writing this report where the evaluator discussed with the C-SET board the key findings below.

Firstly the original four aims of the project are discussed.

- How have participants benefited from the support provided?
- How effectively has the project been delivered?
- How effective is the project at moving people into or closer to the employment market.
- How does the many parts model work within C-SET?

### 5.1. How have participants benefited from the support provided?

The participants have benefited from the support within the C-SET project by varying degrees. At the point furthest from the jobs market, participants have received medical assistance (425 to Dec 2010), food, and life skills training (1,794). Some have then moved into the work experience (around 500) and work skills training, and to December 2010 around 10% (174) have found employment.

Furthermore the thematic analysis shows how confidence builds within the participants so that they become more and more ready for work on a self diagnosed scale; moving from 4.5 in the Community Centre, through 6.4 in the Dragon Arts centre to 8.9 in the Employment Agency. So the C-SET project doubles from 4.5 units to 8.9 units the employment expectation or readiness of the participants.

### 5.2. How effectively has the project been delivered?

The project consists of 5 sub-projects clustered together to make the whole C-SET operation. The delivery effectiveness can be demonstrated by the number of job outcomes the project achieves, which is 20% of the target set, the number of far from the employment market participants it engages with, 53% of target set, and the longevity of employment once a job is found. Furthermore the project can be demonstrated to be effective using the soft outcomes, such as better confidence, and feeling ready to work, using the Work Star tool, although this data is not yet available.

Also another measure of effectiveness is that the Employment Agency is proving to be particularly successful and so the model is expanding its geographic coverage to include the travel to work region around Swansea City.

The soft outcomes and the job longevity cannot be measured without the Work Star data and the work status update survey.

### **5.3. How effective is the project at moving people into or closer to the employment market?**

As of December 2011 the project had worked with 1,794 people, of which ~10% (174 people) had entered employment, and 1,794 had developed key skills moving them towards the job market. It is not possible to ascribe all of these job outcomes to the Cyrenians model as some of the participants may have found employment without the C-SET project, but not many. Furthermore it is not possible to calculate the deadweight (a technical term used to explain the net effect of a social intervention) of the net job outcomes as data does not exist for this cohort in Swansea.

The Cyrenians project is effective at engaging people who would not necessarily even consider themselves as able to work, building their confidence and then using the specialised Cyrenians Employment Agency, finding suitable job opportunities. Within the cohort that Cyrenians works with and with the data at hand the evaluator feels that the project is effective at moving people from a long term (almost permanent) unemployed condition, into being employed, or at least much closer to the job market.

### **5.4. How does the many parts model work within C-SET?**

The opinion of the evaluator is that the mix of life skills, with work experience then a dedicated employment agency is the whole person package that makes the Cyrenians model a success, and with a bit more time could prove to be a good practice model for similar charities across Wales and the UK. The model allows participants to enter at the level, or closeness to the employment market that suits their needs and experience.

The interviews with the individual project managers also confirm this as they comment that having a natural progression from one project to the next (for example Dragon Arts to ResaRec) gives the participants a clear path of progression. Also from the managers' perspective they do not need to engage in a search for exit options into other employment focused activities as the next stage for their participants is kept in-house. It is fair to say that the sum of the whole Cyrenians project is greater than the constituent parts. The support and training elements could not work without the exits into vocational training and employment outcomes as the aggregation of separate projects creates a flow of progression that is clear to the project team and the participants too. The spectrum or range of participants working with C-SET probably requires multiple approaches to engagement anyway as some are quicker to progress, or closer to the job market, or have more recent and more relevant work experience, than others.

A Cyrenians member of staff said *'We can take people from many different levels and points between absolute poverty to near employment. Stakeholders are up to 250 of them now – we have a huge network of people we engage with so its both Internal Parts and External Parts.'*

## 5.5. Recommendations

### Recommendation 1

**Issue:** Targets and monitoring require revision.

**Evidence:** The Targets analysis in chapter 3 suggests that the WEFO targets are too high and will not be met. As the targets affect the intervention rate or the ratio of grant applied to the project, it is prudent to show this analysis to WEFO.

**Recommendation:** The targets and 'monitoring' targets were proposed and set before the project had begun, and so were fair estimates. The project is now delivering output targets and it is clear that some will be reached and some will not. It is recommended to make WEFO aware of any forecasted shortfall in the targets applied to the project in exchange for ESF funding.

Furthermore, it is important to recognise that the Work Programme proposals and changes to ESF validity may well require a new profile of targets for the Cyrenians programme, as some, or many participants may now be invalidated to receive ESF assistance. This issue is still in consultation and so the true impact is not yet known.

### Recommendation 2

**Issue:** Data systems

**Evidence:** Following on from the above recommendation, the data system 'Harmony', currently holds a lot of interesting data, but it does not then share it back with the managers of the project.

**Recommendation:** If the C-SET project was considered as 1. Engagement 2. Progress 3. Employment 4. Keeping In Touch - then the data management could be designed to reflect these areas and provide useful information about journey into employment, blocking, soft outcomes and so on.

**Recommendation 3**

**Issue:** Soft indicators, or indicators of progression are a large part of the C-Set project and need to be recorded and 'valued' accordingly.

Whilst recognising the fact that tackling economic inactivity and moving people into employment is the ultimate aim of Cyrenians Cymru, the fact that the project supports the process of overcoming barriers to employment and the 'well-being' benefits that this can generate needs to be recognised within soft outcome monitoring.

**Evidence:** Evidence: while soft outcomes are used to manage individual programmes, there is no system that measures soft outcome "distance travelled" although implementation of Work Star is planned."

**Recommendation:** The Work Star system is a soft outcome monitoring tool, developed by Triangle Consulting, and available for C-Set to use to measure progress. It is recommended that the C-SET team test the Work Star tool to see if it is useful as a measure of progress within the C-SET support model.

**Recommendation 4**

**Issue:** To create an accurate cost/benefit model of the C-Set project it will be necessary to track the longer term benefits, especially the employment outcomes, after participants leave the project. The longer and more stable their employment and lives, the more benefits accrue to the project model.

**Evidence:** There is no post Cyrenians participant tracking in place and the insert from the WEFO document shows a post project survey is needed.

*WEFO has set specific questions that need to be addressed as part of the assessment of the impacts of projects that are funded under Priority 2 of the ESF Convergence programme. The questions that are applicable to Cyrenians Cymru are:*

- *How many (net) participants have entered employment as a result of ESF assistance?*
- *How many of these participants are still in employment 12 months after receiving ESF assistance?*

**Recommendation:** Create a tracking or keeping in touch system, using a random sample, so that the final evaluation can value the impact of the C-SET project in the final evaluation stage.

**Recommendation 5**

**Issue:** Continuing Cyrenians work beyond the grant period.

**Evidence:** The C-SET project needs to establish its plan for operating the model once the ESF funding ends. The employment agency is successful in placing hard to employ people into work, but as it offers its services for free to the employer, the agency does not create any revenue.

**Recommendation:** Other agencies may pay for outcomes based work, especially getting hard to employ people back into work. The C-SET board must now identify agencies it can work with to produce outcome based payments.

Whilst undertaking the desk research for this project it was noted that the BIG Lottery will fund outcomes based activities in 2011 and 2012, although at the time of writing we have no further details.

**Recommendation 6**

**Issue:** Given that the final evaluation is due early 2012 it would be prudent to commission it so that the evaluators have approximately 6 months to collect impact data to inform the report.

**Evidence:** The Final Evaluation has not yet been commissioned.

**Recommendation:** Commission the Final Evaluation before June 2011 so that there is approximately 6 months to collect data and measure the impact.

**Recommendation 7**

**Issue:** The rules regarding what ESF assistance can be covered by ESF financial assistance is changing and currently in flux. A dialogue is starting between ESF funded projects and WEFO. It is important that C-SET takes part in this dialogue and consultation.

**Evidence:** See ANNEX 5 – a copy of the recent WEFO / ESF communication regarding eligibility of claimants. Essentially the following groups will not be given ESF funding priority;

- ESF-funded employment projects will be encouraged to refocus their activities towards the following target groups. These groups are not eligible for the Work Programme:
- 16-17 yr olds;
- Income Support Recipients (e.g. single parents of children aged under 7 and other carers); Incapacity Benefit Recipients (IB will be gradually phased out and replaced by ESA and Universal Credit);
- People out of work who are not claiming benefits.

**Recommendation:** Essentially this change in ESF eligibility covers many of the Cyrenians participants and as such this proposal could change the way that C-SET operates. The emphasis may be placed on working with core target groups (for ESF) such as homeless, young people, single parents, socially and economically disadvantaged, and so on.

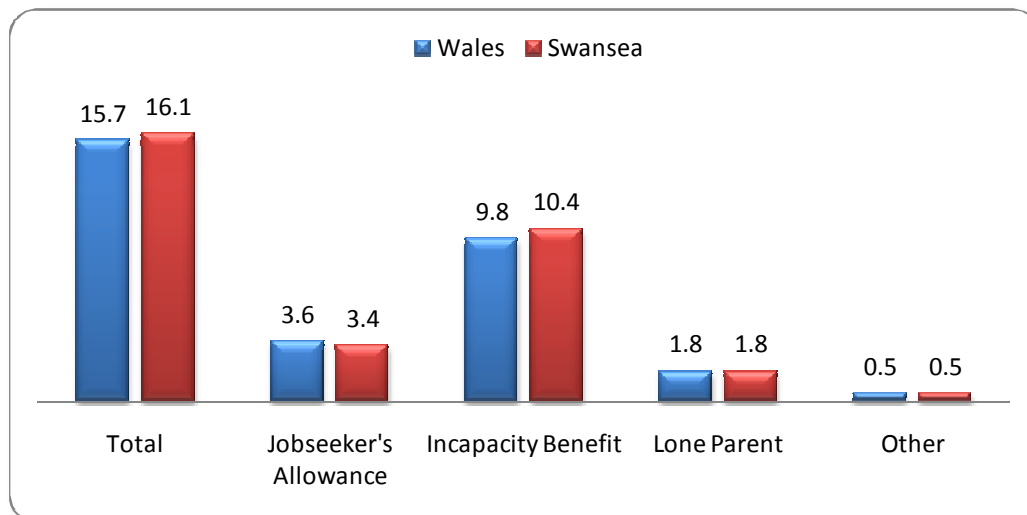
It is recommended that C-SET contacts WEFO and reviews its last quarter of participant claims to understand how many of these participants would have been included or excluded under this proposed ESF rule change. The directors can then model the C-SET outputs forward to see what effect this may have on future claims and ultimately the whole C-SET/ESF model.

## Appendix 1: Selected baseline data

The information below provides data which provides a social and economic context to demonstrate the conditions under which the Cyrenians project operates.

The graph below shows that Incapacity Benefits account for the highest proportion of benefits claimants in Swansea.

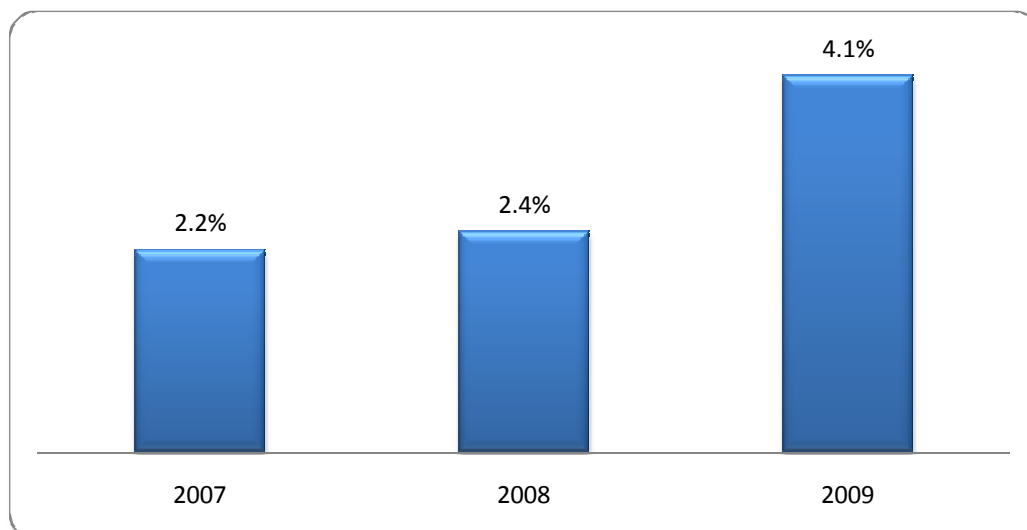
**Graph 8; Latest out-of-work benefit claimants rate by Local Authority (May 2010)**



Source: [www.statswales.co.uk](http://www.statswales.co.uk)

The graph below shows the steady increase in Jobseekers as the recession progresses.

**Graph 9; Jobseekers rate for Swansea 2007-2009**

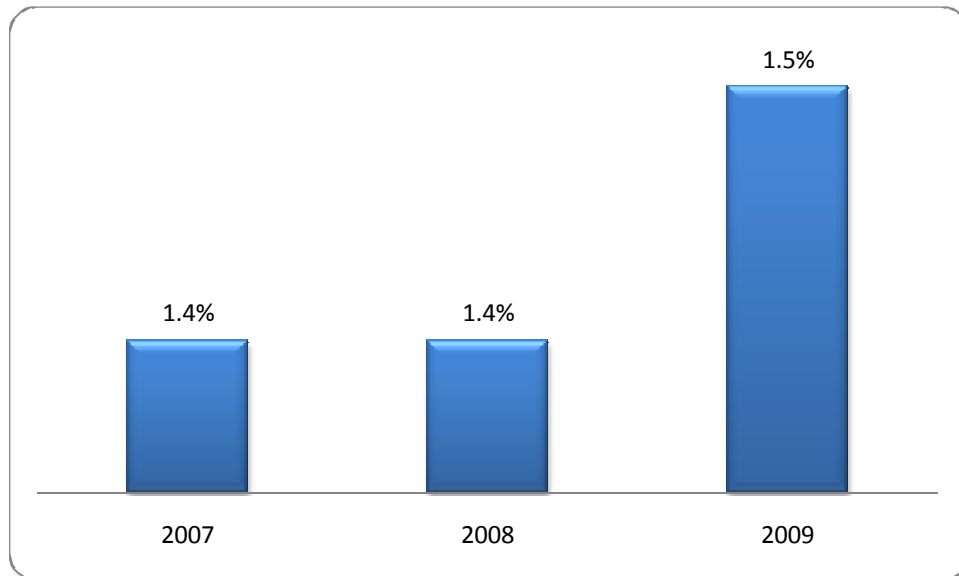


Source: *Work and Pensions Longitudinal Study: Department of Works and Pensions.*

*The figures quoted are for August each year. The rate shown is as a proportion of Working Age Population Estimate.*

The graph below shows the disability rate is quite constant between 2007 and 2009.

**Graph 10; Disabled rate for Swansea 2007-2009**

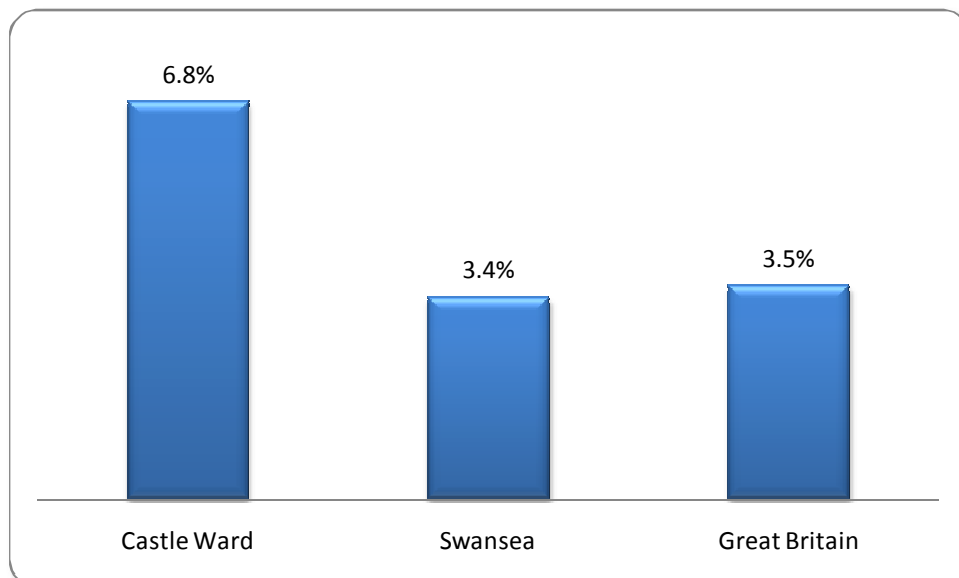


Source: Work and Pensions Longitudinal Study: Department of Works and Pensions.

*The figures quoted are for August each year. The rate shown is as a proportion of Working Age Population Estimate.*

The graph below shows the claimant count for the Castle Ward in Swansea SA1 (August 2010).

**Graph 11; Claimant Count, total claimants**

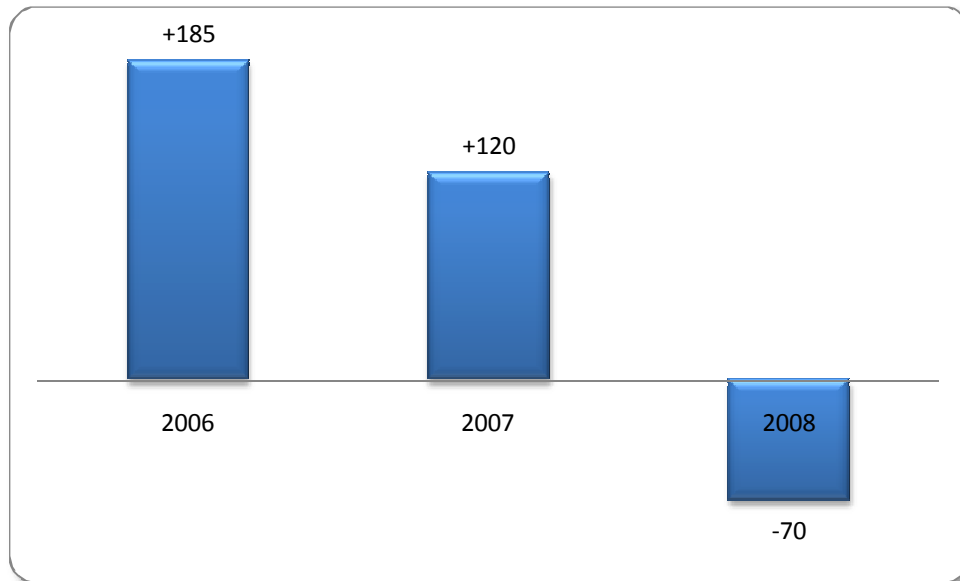


Source: [www.nomisweb.co.uk](http://www.nomisweb.co.uk)



The graph below shows the net birth of enterprises in Swansea as the recession progresses; note that the most recent data shows businesses (net) closing, which is certainly a recessionary trend.

**Graph 12; Net Birth of Enterprise 2006-2008**

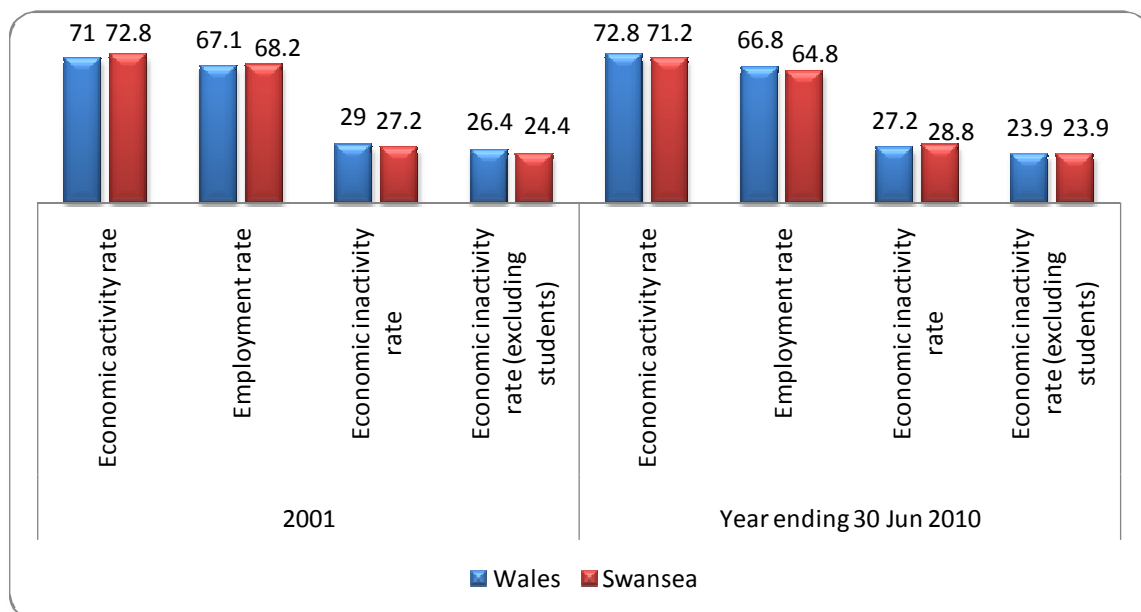


Source: Work and Pensions Longitudinal Study, Department for Works and Pensions.

The figures quoted are for August each year. The rate shown is as a proportion of Working Age Population Estimate.

The graph below compares key labour market data for Wales and to Swansea Unitary Authority area.

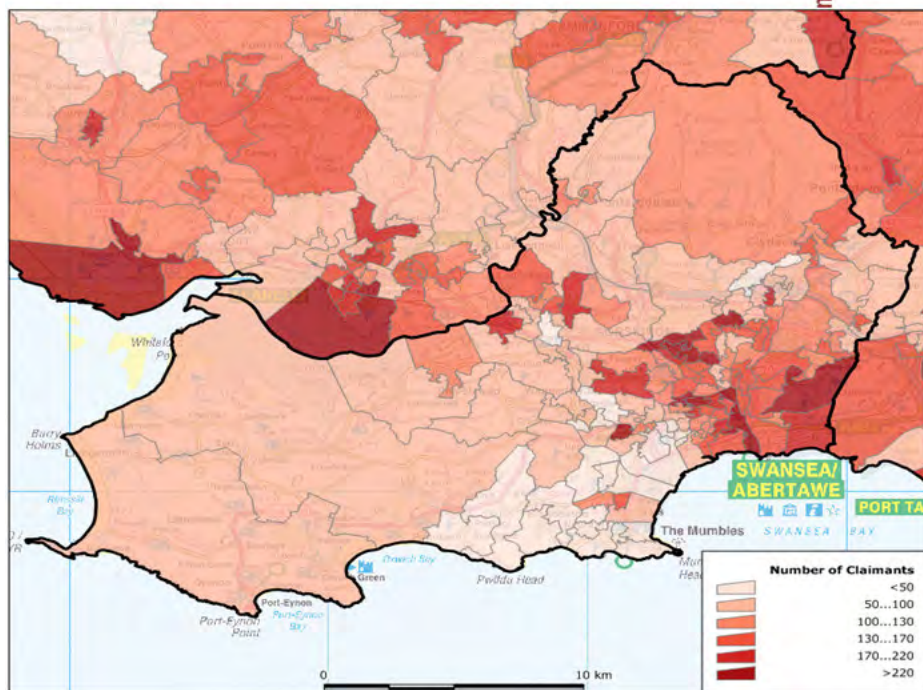
**Graph 13; Annual labour market data for population aged 16 to 64 by LA (Rate)**



Source: [www.statswales.co.uk](http://www.statswales.co.uk)

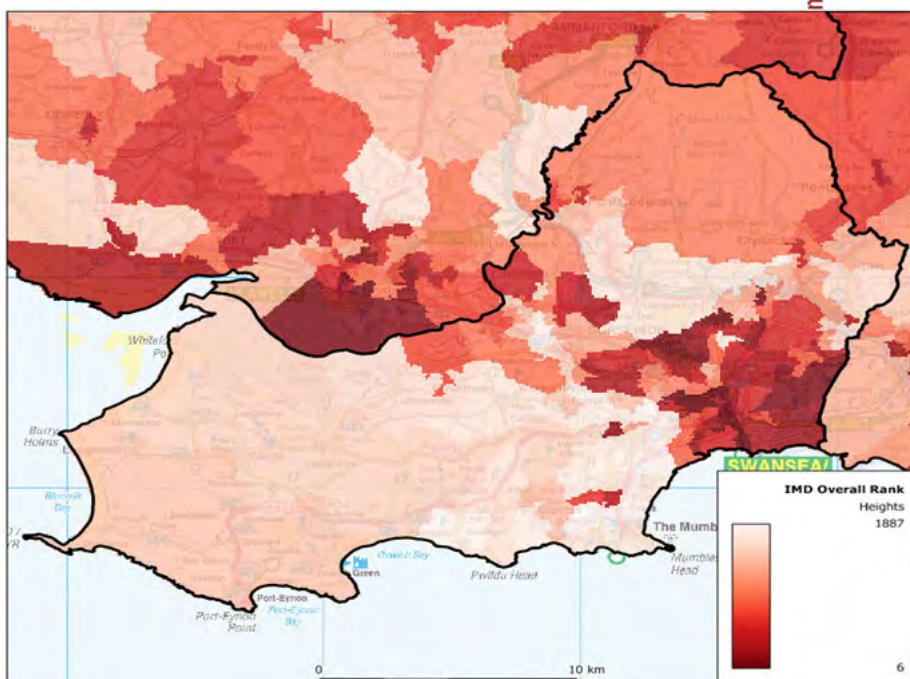
Colour map showing the density of Incapacity Benefit claimants across the Swansea Bay and region.

ESA & Incapacity Benefits 2009 - Swansea



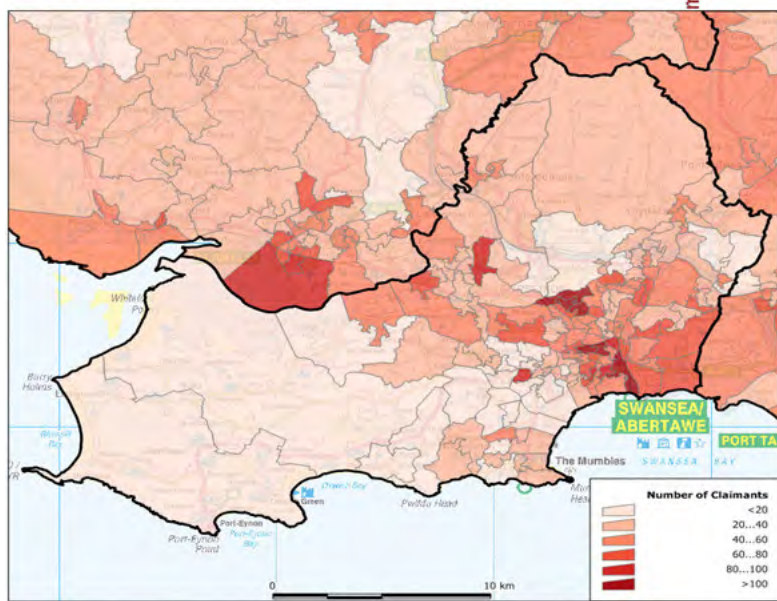
Colour map showing the ranking of the Index of Multiple Deprivation score for the Swansea Bay area.

IMD Overall Rank - Swansea



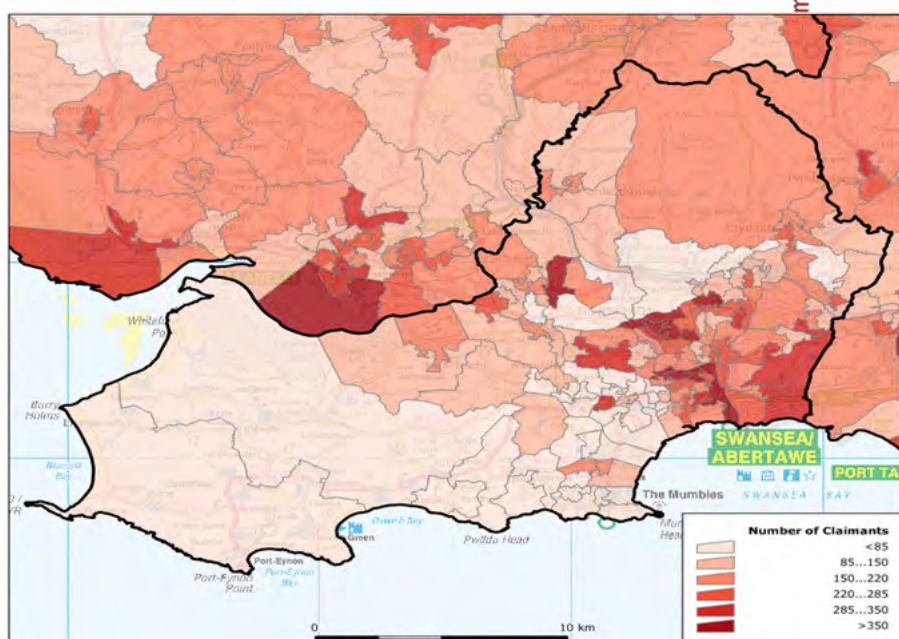
Colour map showing the density of Job Seekers in the Swansea Bay area.

Job Seekers 2009 - Swansea



Colour map showing the density of all out of work benefits claimants in the Swansea Bay area. It is worth noting the difference between JSA claimants and all out of work benefits in this map, as Incapacity Benefits

Out-of-Work Benefits 2009 - Swansea



## Appendix 2: Output and result definitions under the WEFO contract

Output / results	Definition
Participants	<p>The number of individuals participating in an ESF funded project.</p> <p>Participation should be linked to specific outcomes and require a meaningful level of engagement, for example a training course. Therefore, this excludes individuals attending conferences or individuals who simply receive information.</p>
Participants gaining qualifications	The number of participants gaining a full, accredited qualification as a result of participation in an ESF-funded project.
Participants entering employment	<p>The number of participants entering employment as a result of participation in an ESF-funded project.</p> <p>Employment includes self-employment and can be full-time or part-time. However, employment must involve a minimum of 16 hours work a week and must be paid employment. Projects must only report against this indicator if the participant enters employment within six months of completing provision. This indicator only applies to those participants who were not in employment upon commencement of their participation in an ESF-funded project.</p>
Participants entering further learning	<p>The number of participants entering further learning as a result of participation in an ESF-funded project.</p> <p>Further learning can include formal academic or vocational education and less formal skills development training (including soft outcomes). For example, a young person classed as NEET (16-18 year olds not in education, employment or training) entering vocational training after receiving intensive careers advice funded by this Programme; or, an individual moving into formal training following outreach work funded by this Programme.</p> <p>Projects must only report against this indicator if the participant enters further learning within six months of completing provision. This indicator only applies to those participants who were not in education or training upon commencement of their participation in an ESF-funded project.</p>
Participants gaining other positive outcomes	The number of participants gaining intermediary outcomes as a result of participation in an ESF-funded project. Intermediary outcomes, such as completing courses, entering voluntary work, or attending a job interview, are those which are achieved as part of the journey to achieving final outcomes, such as entering paid employment or gaining qualifications.

Output / results	Definition
Engagement or provision of support to BME people	<p>Development of holistic support packages addressing the barriers faced by individuals. Foster the development of individual and employer engagement strategies providing support to encourage the recruitment from, and giving priority to, the most disadvantaged groups including those from BME communities.</p> <p>Targeted actions that address equal opportunities barriers to meet the needs of BME people, disabled people, those with ESOL needs and others facing disadvantage.</p>
Engagement or provision of support to people with a work limiting health condition or disability	Measures aimed at raising employer awareness on the support available to help them retain disadvantaged workers in employment, including the development of more flexible and supportive work practices. The provision of advice and guidance on managing health conditions for employers and for individuals with work-limiting physical and mental health conditions and disabilities.
Engaging in environmental awareness activities	The number of participants engaging in environmental awareness activities.

## Appendix 3: Project Participant Interviews

### Participant 1 Interview:

1. P1 is male, 59 years old and is homeless (living on the streets). He was raised in care homes and ended up in Borstal and then prison. He has also spent long periods of time in rehabilitation units and psychiatric hospitals where he says he witnessed and experienced a lot of brutality. When asked what support he has received from Cyrenians he replied “ This is a safe place for me to come and get warm and clean and I know I can get a good meal here, I don’t come here all the time but it is nice to know it is here.”
2. “They help you to support yourself, things like their food co-op means you can get good cheap food to help keep yourself well.”
3. “There is nothing else, no other support.”
4. “There was another place, can’t remember what it was called but they had cut backs and so they are not open now.”
5. Scale of 0 to 10 (work ready) – P1 feels he is a 1 as he prefers his life on the streets where there are no rules and no discipline.

It was clear talking to P1 that he has had an extremely difficult life and work has never really featured as part of that life for various reasons. By his own admission he is happier living on the streets than he would be in what he calls a “sheep society”. The Centre supports him in terms of offering facilities and a place to go but in terms of training and work it is not something that P1 himself wants.

**Participant 2 Interview:**

1. P2 is female, 30 years old and has a drug and alcohol addiction. She lost her baby 4 years ago and her life spiralled out of control and she became homeless (sleeping on streets and various friends couches). Since she has been coming to the Centre she has received counselling, had treatment from the nurse and comes every day to meet and talk to others and get a healthy meal. She also received help regarding her housing and now lives in a flat near by.
2. "It gives me somewhere to come and there is facilities here so I when I was homeless I could get a shower and wash my clothes and it all makes life a little easier."
3. "I would be on the streets doing nothing."
4. "I don't know."
5. Scale of 0 to 10 (work ready) – P2 feels she is a 1 or 2. "I have done an OCN in cookery and I like cooking, I need more training and probably need to do some volunteering and stuff like that but right now my priority is to get my alcohol problem sorted out, I can't even think of work until that is right."

When I first met P2 I thought she appeared very hard and unapproachable but on interviewing her I found her to be vulnerable and keen to sort her problems out. She believes she has tackled her drug problem but needs to work on her alcohol addiction. She obviously enjoys the training she has received and particularly likes cooking – when I asked her if she would like a job in catering she admitted that long term she would but at present she cannot see beyond her addiction. From the projects perspective P2 is one of the many there that need very basic, first base help and support to help stabilise them and encourage them to live more independently. However, hopefully in the future P2 could be developed and supported into further training and possible employment.



**Participant 3 Interview:**

1. P3 is female and 48 years old. When she first came to the Centre she was homeless and had a drug addiction. Her son is also a participant of the Centre. With the help she has received from the centre P3 is now living in a flat and apart from the odd relapse has been clean from drugs and alcohol for the last 18 months. When asked about the support she has received she said “They helped me to do a first aid course and I have done cookery training and I help with the herb garden. We grow our own vegetables and earlier this year we went to the Chelsea Flower show and we displayed the vegetables and we won a silver award, it was really good.”
2. “The counselling I have had here has helped me to get clean so it has changed my life completely.”
3. “I would be lost, I am in a flat now but find it hard to socialise because I always used to go to the pub and I am trying to stay away from those people. If I didn’t come here I just would not go out at all.”
4. “I have had some help from other projects, Paxton Street when I was homeless and Ty Betty but I prefer to come here because I know people here. I can meet people here and ignore the people that are not good for me, I come here and have a coffee and it gets me out of the flat.”
5. Scale 0-10 (work ready) – P3 says she is a 1. “Health wise I have a few problems, I panic if I am in a place I don’t know on my own and it can cause a relapse. I am getting better and Cyrenians has helped me a lot. 2 years ago I was in a bad way drinking day in and day out and taking drugs. I love gardening and I now have a chilli plant at home that I have grown myself. I would like to work in the long term but it will depend on my health.”

On interviewing P3 it is apparent that her health issues are her main concern at the moment. Working with Cyrenians has given her a passion for gardening and she was obviously very proud of what they had achieved at the Chelsea Flower Show and would like to do more of this kind of thing. Long term I got the impression that work may be an option however I think this will take a lot more counselling and support to improve not only her health but her socialisation skills and her confidence and self esteem.



**Participant 4 Interview:**

1. P4 is male and 21 years old. P4's mum has had some drug and alcohol issues for many years and P4 himself was taking drugs when they both became homeless. Whilst his mum lived on the streets P4 sought support from the Swansea Foyer, an organisation that provides housing and offers opportunities for young homeless people aged 16-25 to develop their skills, gain access to education and prepare for independent life. P4 heard about the Centre whilst at the Foyer and he and his mum came to visit to see what help and support they could get. In terms of support received at the centre it has been more about meeting like-minded people and having a place to go, as well as the facilities on site such as the nurse.
2. "Since I left the foyer I have been homeless (sofa surfing) and this place is helping me to find a flat. I have seen the nurse here on quite a few occasions and that has really helped because I still take a bit of cannabis and I also have ADHD."
3. "I would miss it, I have got friends outside of here but it is a good place to come and they have helped my mum a lot. This place enabled me to get my head sorted."
4. "This place is more chilled and relaxed than others, the Foyer is really up-tight and there is too many rules there."
5. Scale 0 to 10 (Work ready) P4 says he is 8 or 9. "I am a semi-professional skateboarder, at the moment it is more of a hobby but I am hoping to become fully professional so I am concentrating on that at the moment. I have done a couple of OCN's and I was a chef for 3 years and I have done a lot of bar work so I have plenty of experience to fall back on but skating is what I want to do. I recently competed in London and out of 158 people I came 5<sup>th</sup> and most of them were professional so I did well. I have a couple of sponsors lined up so hopefully it won't be too long before I become fully professional and then I will be competing all over the world"

P4 has obviously had a difficult upbringing however when interviewing him I found him to be well spoken, polite and very ambitious. He has plenty of work experience should he need to go and get a job however at the moment he is intent on following his dream of becoming a professional skateboarder – when you speak to P4 you get a strong sense that he will achieve his dream because of his determination. Without the support at the Centre he feels that he would not have been "in a good enough place in his head" to have even contemplated this dream before now. Below are some links of footage of P4 skating on You Tube.

<http://www.youtube.com/watch?v=C6bTHMcVfCs>

<http://www.youtube.com/watch?v=diHMSwe5HHk>

**Location of interview – Cyrenians Employment Support Agency**

The following interview took place in a private room in the agency, mid morning on Thursday 11<sup>th</sup> November 2010. Present were myself and the interviewee. There was only one participant available to speak to at the time of our visit.

**Participant 5 Interview:**

1. P5 is male and 49 years old. He has been out of work for 18 months since he finished in a call centre in London before moving to Swansea. He passed the agency in the street and saw job adverts in the window and so came in to see what help was available. He has had help with his CV and he can come in and use the computer when he needs to for job searches etc. and he says of the agency “they are always here for you, always friendly and always helpful.”
2. “I have had some interviews lately but no job yet although just this morning they have told me of another possibility of a job so I am hopeful for that. When I first moved here I went to the Job Centre but they are always advertising jobs that have already gone and they are no help at all, they just give up on you.”
3. “I would struggle because they are really helping me and I do believe that they will help me find a job.”
4. “This place is much better than the Job Centre or recruitment agencies, these guys are different, they support you and help you in any way they can.”
5. Scale 0 to 10 (work ready) – P5 says he is a 10. “I needed some help with my CV at first and I know I can get help with interview skills as well, there is a potential job, a sales job that they told me about this morning and they are trying to arrange an interview for me now. They provide really good information here – there are good leaflets that tell you all you need to know and Justine has been great.”

On interviewing P5 it was clear that he wanted to work and felt that he had the skills to work but just needed support with his CV and finding a job. The agency have spent time working with him on his CV and informally speaking to him about interview techniques and when I asked how confident he was about getting a job he said “with these guys helping me now I am very confident”. He believes that the support he is given at the Employment Agency far outweighs any support he could get at the Job Centre and says “why bother with the Job Centre, just open up more of these places – they do a much better job”.

**Location of interview – ResaRec**

The following interview took place in the office on site at ResaRec on the afternoon of Thursday 11<sup>th</sup> November 2010. ResaRec is a recycling scheme that supports vulnerable adults to build skills and gain OCN qualifications. It is also a furniture scheme to allow people on benefits to buy cheap furniture for their homes. Present in the interview were myself, the interviewee and her manager Lisa Llewellyn.

**Participant 6 Interview:**

1. P6 is female and 41 years old. She was unemployed for 6 years and had experienced some health and personal problems. When she was ready to go back to work she went to the Job Centre and they recommended her to visit Dragon Arts. In 2009 at Dragon Arts she completed an IT course and was there for 3 months when a volunteering position became available at ResaRec which she applied for and got. Whilst volunteering at ResaRec a paid administration position became available which she was offered and she has now been in that role for 1 year.
2. “Cyrenians has helped me a lot, it has given me confidence and now I work 5 days a week in a job that I really enjoy. It has given me a focus and I have made new friends.”
3. “I think without Cyrenians I would still be out of a job because the Job Centre was not very good at all.”
4. N/A
5. Scale 0 to 10 (work ready) – P6 is in full time employment now but she says “the confidence I gained from volunteering gave me the confidence to apply for this job and I have improved personally as well, made new friends and that.”

When I met P6 it was apparent that she is a quiet and quite shy individual, speaking briefly about her past it is obvious that she experienced a tough few years before joining Dragon Arts and then going on to full time employment at ResaRec. The confidence she has gained is not only helping her within her job but also socially as she feels that she is now able to integrate within her local community more. Working has given her a focus in life.

## Location of interviews– Cyrenians Community Centre on Wednesday 19<sup>th</sup> January 2011

We arrived at the Centre, met Chris the project manager, who introduced us to all the staff members and volunteers. She gave us a bit of background on the Centre and the work that they do and gave us a tour. We spoke very briefly to the nurse who was very busy and had a number of participants to see, she explained the variety of their needs and the types of advice she gives. She is treating many with hepatitis, trench foot, abscesses; she gives smears, advice on contraception, sexual health and dispenses condoms and syringes. The nurse also signposts participants to other health organisations, she mentioned that they were setting up a mobile dental clinic once a week as dental hygiene and care has often been neglected for years. She also said they try to educate and treat them there on site, a doctor visits once a week, not many visit their own GP's and often end up in A&E, they are trying to prevent more of an overload on A&E. The First Aid course has saved lives as they learn what to do in cases of overdose and Chris mentioned a few had said *"I saved my mates life because of the First Aid!"*

We spoke to 3 members of the Food Co-operative, they are called Nine Carrots. They meet every Wednesday at the Community Centre, make up the orders – bags of fresh veg, fruit or salad costing £2 a bag which they distribute on Thursday or people come and pick them up from the Centre. They mentioned *"the staff here have a very positive attitude."* They also told us that 1 previous volunteer has now got a job and 1 has gone to college, they get a bit of work experience and a reference.

We spoke to Clare, the member of staff who co-ordinates all of the training. She has been here since 2006. She told us that because it was a new project the café was able to serve healthy food from the start and said *"The ethos of the healthy living centre is that it is service user led, a bottom up approach"*. They work closely with B vitamins which are good for alcohol issues and pasta is good for mental health. They do OCN entry level and a level 1 in Healthy Eating course, an outside provider comes in to cover OCN level 2 and above. There are a variety of courses:- Anger Management training; they do a Sun Wise Scheme during the summer months as the homeless are at high risk of skin cancer; Hypothermia Awareness as it a different message for the homeless than it is for the elderly; Breast Awareness and a Non Smoking Day. She also said it is the first port of call for many people, the prison sign post people here. *"We couldn't function without the volunteers."*

Chris mentioned that one of the participants, a young girl of 19, who came into the Centre while we were there obviously very much under the influence of a substance, had had a documentary film made of her and her boyfriend last year called Swansea Love Story which is pretty harrowing and can be seen on YouTube. A member of Cyrenians staff who also works in the Centre once a week is now working with girls in 2 of the massage parlours in Swansea giving them advice and information on sexual health and contraception. They are really happy about this and see it as a big step as it is the first time anyone has been allowed in to work with these girls.

Some of the interviews took place in the Centre's eating area. The Centre was busy throughout our visit and so there was quite a lot of background noise as well as some disruptions from the people who visit the Centre, a few interviews were conducted outside whilst participants had a cigarette and so as not to be overheard by others.

## Community Centre Interviews

### Participant 1 Interview:

1. P1 is male, 28 years old and is addicted to heroin and alcohol. He was kicked out of his adoptive parents home at the age of 16 and spent the years till he was 22 in and out of B&B's and bedsits and couldn't spend more than a couple of weeks out of jail. He met his 'missus', had a baby which changed his life around, but then they separated and on 22<sup>nd</sup> December 2010 he came out of jail after a year.
2. "The church here is wonderful, I can eat here, there's healthcare and they've sorted my dole out, they spoke to the dole on the phone and I'm on my way to get a new tenancy agreement. I was on methadone before prison, I'm now having liver function tests and I'm going to start Naltrexone (pellets that block the effects of heroin and other opiates) which is a blocker!"
3. They've sorted out my benefits; I can wash my clothes here so I've got clean clothes, get a shower and a shave. They're lovely people! If I need any help or support I can get it here, healthcare is a big thing and I can use the phone here for the doctors or the social."
4. "I'd be back to my old ways, drinking every day, a lost cause! I'm only 28 and I should be able to do things for myself but I find it such a struggle because of the life I've had." "It would change it for the worse; I wouldn't be able to eat either."
5. "CJIT where I get my meth and prison referred me to WGDADA for my drink problem." "Once you're out of gates of prison you're out of the system and you're on your own!"
6. "7 - I was a self employed roofer for years, been doing it since I was 15." "As soon as I get the medication for alcohol and heroin I'll be able to work again. I've always been in Yellow Pages but I got banned from driving and had to employ someone to drive me around."
7. "No." "N/A" "If people want it it's here!"
8. "Longer opening hours, it's only half a day and if I've got court or the Job Centre in the morning I'm stuck until the next day to see the nurse or anything."

P1 has got a trade and has had for years he needs to get his addictions under control before he can even think about resuming work. He was really positive about the Community Centre and the help and facilities they offer.

**Participant 2 Interview:**

1. P1 is male, 51 years old. He has been in prison for most of his life and 3 months ago finished serving a 5 year 9 months sentence for aggravated GBH. He is from Swansea and is an alcoholic and drug addict but has not received any help at all whilst in prison. He served 4 years of his sentence in Dartmoor Prison as he is disruptive when in jail and then he was sent to Swansea Prison. He is one of 10 children and said he was regularly battered by his mum, he has been diagnosed as having ADHD.
2. "I've been coming here since it opened; it's the best place in Swansea to go! They've helped me in every way, helped with my benefits, clothing, washing, showers, meals, it's only £1.20 for a meal! They've helped me out with all my problems, I can see the nurse, access services and talk to them in confidence, and they give me support."
3. "It has changed my life! I'm not taking heroin, I'm on a methadone script, have healthy meals, clean clothes and get a shower. There's nothing they won't help with! It's a safe haven for us, this place is a rock! I've got a bed-sit now and if this place wasn't here they'd be lots of us on the High Street using and getting locked up."
4. "I'd be in jail! It doesn't bear thinking about in my head! My life would be back to prison, we rely on this place."
5. "No, nothing."
6. "4 – I haven't worked for years, I've been on the sick, I can't get my head right to work, no way it's going to happen."
7. "Cookery." "I wanted to do it." "It's fine as it is."
8. "Just to be open longer and in the afternoons too."

P1 has spent the majority of his life in prison and is virtually institutionalised, work is not something he thinks of or can see himself doing; he sees the Centre as his lifeline.

**Participant 3 Interview:**

1. P3 is female, 32 years old. She is homeless and has been a drug addict since being a teenager. She has been clean for the last 9 months, is on a methadone prescription and takes diazapan. She has 2 children aged 15 and 6 years, her mum and sister look after them and she does not see them, her mum will not allow her to until she is properly clean.
2. "I've been coming here since it opened, I find it really hard to speak to people, to open up, I need to see a psychiatrist to sort my head out, I've got no-one. This is somewhere to come and I get my pill injections."
3. "It's been brilliant, has really helped, knowing people are here. I need help, I need a life."
4. "I'd go mad, I'd just cry, everyone would be in jail, drinking and fighting. I'd have no where to go, there's nowhere else to go to get help."
5. "Nothing."
6. "1 – I can't do anything, I need to get a home, get my life back, get my kids."
7. "No, I was going to do cookery, I will do it!" "No" "Yes, the Centre should do training if people want to do it."
8. "Open longer, open more, have not so violent people here, it's scary sometimes!"

P3 was wary about being interviewed or even speaking to me and I talked to her for a while before she agreed though only if we went outside as she did not want to be overheard. On interviewing P3 it seemed like she was quite a way off being in a position to be able to work. She has very low self esteem and confidence, is battling drug addiction and had been selling her body to fund her addiction, needs to find permanent housing, desperately needs counselling help and wants to have contact with her children. She badly wants to be "normal" and sees the Centre as a step in getting there but needs to really trust the staff before asking for help. She thanked me after we had finished and said that I was the only person who had really listened to her.

**Participant 4 Interview:**

1. P4 is male, 54 years old. He was homeless for 16 years living on the streets. He is an alcoholic and was a drug addict, is still drinking but has been clean of drugs for a year.
2. "I come here for food, meals or I wouldn't be able to afford to eat. Help with my health, I've got to go into hospital for tests, this place has been a god send as I wouldn't have known, they've found me a doctor. Everything they've done has gone right, when I came out of jail they sorted my benefits out."
3. "They've found me accommodation, helped me with my bad health worries, I'm now going to have tests done. It would be a great loss if this place shut down, everyone who comes here has got drug and alcohol problems. I've now got somewhere to live, I'm more stable and I'm getting my health and everything else sorted out."
4. "I'd go back to what I was. This is like a community, you come here to meet your mates."
5. "Yes, Dinas Fechan, they just give you shelter, no other support. You get support from here and they really help you."
6. "1 – I can't work because of my health."
7. "Cookery" "No" "No, its fine as it is!"
8. "Open longer, it keeps everyone off the street."

P4 does not see himself as ever working because of his bad health and it is not something he thinks about, the Centre is supplying his basic needs and he had not seen any health professional for years before attending the Centre.



**Participant 5 Interview:**

1. P5 is male, 22 years old. He started attending the centre 6 months ago as he was homeless, he had been living with his uncle and he had kicked him out.
2. "Gaining accommodation, they got me into the Foyer. I've had support with OCN's and general support for somewhere to go in the day, to get food, shower and get my clothes clean."
3. "It's given me an insight into what people can do to help other people in certain circumstances. It's got me thinking that I want to be a support worker; I'm doing my volunteering here. They got me somewhere to live and goals to achieve. I've got a lot more to do in the days now."
4. "I wouldn't know what to do with myself; it gets me out the Foyer. I wouldn't have a clue on where else to volunteer and I'd lose half of my support."
5. "The Foyer, they help with different things, the Foyer helps with accommodation and the Centre has helped as I volunteer here and have found something I really like to do."
6. "5 – I need to continue volunteering and make sure I'm in my own comfort zone of what I want to do."
7. "Yes, OCN's in herb gardening and animation." "No, I wanted to do it, it gave me somewhere to go on Wednesday afternoons instead of the street." "Yes and no as during the day there's only so many people working here and if they had more training they'd be stretched."
8. "Open longer for young people in the afternoons."

P5 was really enjoying volunteering in the Centre and before I interviewed him he was busy setting up equipment so that the young people would have something to do during the session that afternoon. He was bright and articulate and had found something that he enjoyed doing and could see himself doing as a job in the future.

**Participant 6 Interview:**

1. P6 is female, 23 years old. She has been a heroin addict since she was 19 years old and was taking cocaine and pills before that.
2. "I want to get off the drugs and they'll help getting me housing in a different area. I come here to get meals, use the phone and I see the nurse."
3. "They'll help me with housing, I've started talking to more people since coming here, I'd have nothing to do otherwise. I'm still using heroin but I want to get off it. Drugs keep me in town, I've cut right down, I had a really bad habit and want to get off it, I've lost a baby and had sex 3 times for drugs. I haven't had anything today yet and I'm really proud of myself."
4. "I don't know, I come here most days, there is nothing else to do, nowhere else to go."
5. "No."
6. "1 – I need to get off heroin!"
7. "Yes, cooking lessons and First Aid." "No" "Yes if people want to do training."
8. "To be open longer."

P6 even though she was 23 only looks about 16 years old, she has an addiction that is going to be really hard for her to overcome as other than the Centre she has no other support and nowhere to live. She wants to get away from Swansea as everyone she knows there is on drugs."

**Participant 7 Interview:**

1. P7 is male, 39 years old. He is currently living in a bail hostel where he was placed by the courts because of his drug problems. He lived in Newport, has been on amphetamines “all my life”, lost his job, starting taking heroin and was made homeless. He has been clean for 3 months and is on a methadone course which he is reducing.
2. “I’ve been coming for 2 months, I’m here everyday, I’ve got to know people, made friends and know the area more. I’ve had counselling here and meals.”
3. “It’s changed my life, I wouldn’t have thought of doing computers before and I’ll get qualifications from the cooking course I’m doing. I’m going step by step to getting back into work, I was a qualified plasterer, coming here has given me the confidence to talk to people. My life is totally different now, I talk to people, do things now, I’m clean! I’m settled now, I’ve somewhere to live and I’m learning. I see my son now, I wouldn’t see him when I was using.”
4. “I’d be stuck in the bail hostel, with nowhere to go, I’d be bored and end up taking drugs again as I’d have nothing to do. I’d be using again.”
5. “No.”
6. “7.5 – I’m going to keep doing what I’m doing, by the summer I want to be working.”
7. Yes, cooking course and I’m using the computers now which I wouldn’t have thought of using before.” “No, it’s something I love.” “They do enough with what they offer, too much would scare people, the balance is right.”
8. “Open on the weekends, open more and open all day to help more people.”

P7 seems determined to overcome his addiction with the help of the Centre and be back in work, he sees himself working in the near future and spending time with his son.

**Participant 8 Interview:**

1. P8 is male, 63 years old. He had a breakdown years ago, came out of prison recently after serving 9 months for protesting, he was posting letters to organisations conduct tests on animals. He is sharing a house with a friend.
2. "Debt management help, training, meals, I've made friends and I'm mixing more."
3. "If this place wasn't here I'd just be wandering round, I can talk to people here, see people, I get healthy meals, I wouldn't eat properly otherwise. It gets me out more, I have people to talk to and I've got more confidence now."
4. "Without this place I'd be lost. It would change my life a lot, I wouldn't do anything if the Centre wasn't here."
5. "MIND and Hafal. It's more relaxed here, there's better things to do like First Aid."
6. "9 – I need to get help finding part time temporary work so I can clear off some debts."
7. "First Aid course, which I wanted to do." "Yes, eventually if people want to do training."
8. "Open longer, offer more support and help for people to do voluntary work."

P8 is virtually work ready just needing that bit of extra support to find something suitable for him.

**Participant 9 Interview:**

1. P9 is male, 41 years old. He is an alcoholic and recovering heroin addict. Since attending the Centre he has been clean of alcohol for 12 months and heroin for 4 months, he is on Subutex which is used to wean people off heroin.
2. "I have hepatitis and come here to see the nurse; she helps me with jabs and advises me on my health. I've had help with benefits, get meals here and clothing. It was really good here at Christmas time, there were scarves and gloves here that had been knitted for everyone. There's very rarely any trouble here, people respect the place."
3. "If these women weren't here it wouldn't work. It's basically stopped me worrying about my meals for the day, I use the phone or they'll phone up for me, its support for me! I can see much clearer now, this place has really helped me stay away from alcohol and heroin, it's having that support from people."
4. "I'd have nowhere to go; it's somewhere to get out of bed to come over to. I wouldn't have that support network every day; it's helped me stay clean."
5. "ADAS – I get my prescription for Subutex and WGCADA – I go to cookery there on Thursday afternoons." "ADAS is a group that just advise on how to get your prescription and WGCADA do the 12 STEP Programme and they prefer people who aren't on prescribed drugs either – they're always looking, always checking. Here at the Centre it's different, its better, more relaxed because it's like a drop in café; they help everyone."
6. "5 – I need a bit of decent head space; the next stage is seeing a counsellor."
7. "Yes, potting plants – gardening and IT." "No" "It's coming up with good things."
8. "Open longer; reopen for tea and on weekends. They do everything here, they're fantastic."

P9 is really positive, he is dealing with his addictions, is going to have counselling, is now looking after his health and looking forward to a future that will include working.

**Participant 10 Interview:**

1. P10 is male, 24 years old. Heroin addict and alcoholic who has been in and out of prison and is currently homeless.
2. "I see the nurse, get meals, showers, clean my teeth."
3. "I was flat out on gear, came here and started to realise there's more to life. I've been off it now for 5 weeks, all I do is have a drink, a can of Carling a day, it used to be cans of Special Brew."
4. "I'd go to the nuns, have something to eat down there. I wouldn't be able to get clean though or see the nurse"
5. "Yes, counselling in prison. If you want to speak to a member of staff here you can sit down and talk to them, they've got time for you."
6. "10 – I just need to find something."
7. "No". "N/A". "Not sure."
8. "Nothing, it's good as it is."

P10 was not as comfortable being interviewed as other participants and not as communicative.

**Participant 11 Interview:**

1. P11 is male, 38 years old. He is a heroin addict, was evicted from his house and came to live in Swansea.
2. "I use the phone, see the nurse and get help to get an appointment for the doctors. You can wash your clothes and dry them here and I eat here."
3. "It makes you eat every day. My life is still the same; I need to get off drugs."
4. "I'd just get a Section 27 from the police, keeping me from town. I don't drink or anything! The police send you home, I live in a bed-sit, and it's boring."
5. "CDAT - I get methadone and counselling. You can get counselling here, not methadone."
6. "4 – I need to get my life back on track, get off drugs and back living with my family."
7. "I've done a gardening course, learning about herbs and stuff." "They just asked me if I wanted to do it." "No, they are busy enough here as it is."
8. "Open longer."

P11 wants to work he just needs to get his life back in order first and overcome his addiction.

**Participant 12 Interview:**

1. P12 is male, 30 years old. He has been living on the streets and people's sofas since he was 16 years old. He is an alcoholic and a recovering heroin addict on a methadone course.
2. "Counselling, I see the nurse and get meals."
3. "They're lovely people here; I prefer to see the nurse here than go to the doctors. The counsellors are great and the staff take time to talk to you. I've got a one bedroom flat in Mount Pleasant through the staff here. As long as I use my head, keep in touch with the staff and don't drink or use drugs. I don't do drugs anymore; I'm on a methadone script."
4. "I'd be lost. This is the only place to go to, pity it's only open until 1pm. I wouldn't know what to do if this place wasn't here."
5. "The Wallich, they provide safe houses for vulnerable people. I've got a case worker from the Wallich. I'd rather come here to the staff and get help."
6. "3 – I need to come off drink and off methadone; I'm down from 140 mls to 85 mls a day."
7. "Cookery course and a photography course." "It was something I wanted to do." "No, they do quite a lot anyway, maybe another photography course."
8. "Open longer hours, until 3-4pm. I'm lost at weekends, lost, I don't do anything, I go out and get my methadone and go back home."

P12 needs to overcome his addictions before he is even ready to start thinking about working.



**Participant 13 Interview:**

1. P13 is female, 31 years old. She is a drug addict and at risk of becoming homeless.
2. "I see the nurse here for hepatitis tests and I'm seeing a bereavement counsellor here. I've got 4 kids, 2 are in foster care and 2 are with my Nanna and my baby passed away 6 years ago.
3. It's nice to come here and talk to people, if you stand on the High Street you get stopped by the police and reported to Social Services. They help with everything you need here and the food is good. I've been talking about going to rehab."
4. "I wouldn't like it; I'd have nowhere to go. They help us get appointments for the Social. They know how to take us, the security guards in the Social kick us out and report you to the police."
5. "Yes, SANDS and Wallich. SANDS deal with the drug side and Wallich help with housing. Here I'm getting counselling which I've needed for ages."
6. "O – I still need counselling and more help with how to work."
7. "First Aid training." "No, I wanted to do it." "No."
8. "Longer hours, it would be nice if they were open weekends."

P13 has had an extremely difficult life, suffered the unimaginable bereavement of her baby and her 4 children have been taken off her. She is having her basic needs met by the Centre, crucial help to stabilise her life and is receiving much needed counselling.

**Participant 14 Interview:**

1. P14 is female, 21 years old. She is a recovering heroin addict on a methadone course.
2. "They've sorted out my benefits for me, they ring up the Social for me, it's somewhere to go to keep warm and eat."
3. "They've sorted out my money for me. I've been off drugs; I'm on a meth script. I've changed my life around; I'm not shoplifting anymore to feed my habit."
4. "I'd hang round the streets; they'd be nowhere to go."
5. "Yes – Careers Wales with CV's. Here they give you support and advice, you can talk to them"
6. "10 – I've put in 4 CV's in shops; I got help from Careers Wales."
7. "No." "N/A". "They do enough."
8. "Stop drinking on the project, everyone else gets pissed!"

P14 was not as comfortable being interviewed as other participants and not as forthcoming but she sounded keen to start working.

**Participant 15 Interview:**

1. P15 is male, 33 years old. He is an alcoholic, was a drug addict and has been in and out of prison.
2. "I get a shower or a bath and cheap food. I've been clean of drugs for 7 months, I need to stop drinking."
3. "I come here every day to shower, wash and have food and wash and dry my clothes. I need to stop drinking!"
4. "I'd be shoplifting to try and get food. I'd end up back in prison."
5. "CDAT – help with methadone prescription. You get food, meals here and advice and support."
6. "7 – I think I'd be ready straight away, I need to keep myself on the straight and narrow."
7. "No" "N/A" "No"
8. "Be open longer."

P15 was not very communicative and when I asked him about work I think he was saying what he thought I wanted to hear.

## Dragon Arts & ESOL Language Group

### Participant 1 Interview:

1. Female from Lithuania, 36 years old, a single parent with two girls aged 10 years and 14 years. She has lived here for 5 years and wants to remain in this country. She works as a part time cleaner in the evenings and wanted to improve her English to be able to keep up with her children and hopefully get better paid work.
2. P1 says it has improved her English and she really enjoys it. The course has given her lots of information about the UK and Wales, *"all the teachers are helpful and give advice on everything."*
3. *"I know more about things, my spelling has improved. I work in the evenings and I work alone and needed to speak with someone."* P1 is doing an NVQ with the cleaning company that employs her but the lady in charge did not explain everything to her so Michelle has given her advice, and made things much simpler and has talked to the cleaning firm to explain that P1 did not understand some aspects of the course.
4. Apart from doing the NVQ, P1 has applied for a job as a receptionist at the offices where she cleans to cover the lunch hour. This is something that she would not have even considered last September.
5. If P1 were not able to come to Dragon Arts she said she would try to find more work, she cannot do evening classes because she works at night.
6. P1 went to Swansea College but they generally have only one intake a year whereas at Dragon Arts there are classes twice a week and they can start at any time of the year. *"Here they have smaller classes and we get more chance to speak here than in college and the teachers like Michelle are very good."*
7. 10, P1 is already working and has applied for a lunch time cover receptionist job.
8. She has only done the English classes at Dragon Arts and is very happy with the content and level.

P1 would be interested in doing a course in beauty/ hairdressing/ nails, she feels she could widen her choices of employment. Maybe also driving lessons and driving theory.

9. Yes she feels more involved with her community, her neighbours and also at the schools where her daughters attend.
10. *"For my daughters I will stay as I am, it is flexible and it fits in with school time."*

Participant 2 has already benefitted from the English classes, her tutor said she always does the homework and has even applied for a receptionist job, something she would not have considered when she started in September.

**Participant 3 Interview**

1. P3 is male, 35 years old from Poland. He has been in the country for five years but he has been working in a Polish Factory where they only spoke Polish, this factory has shut down. He needs to learn English to get another job to support his family. He has only been coming to classes for 3 weeks.
2. He has been learning English, his friends told him about Dragon Arts.
3. *"It will help me for my job, I need to speak English for another job."*
4. The classes have become like a family to him.
5. *"I would try to find other help, don't know where, maybe night classes because my children are young."*
6. No he has not had support from anywhere else.
7. Between 7 or 8 but he needs to speak more English.
8. English is the only course he has done and is very happy with the level and his progress, he did not think there was anything else he would like to try.
9. *"I have made more friends"* and he felt more settled.
10. He is ready for any work.

P3 is ready and willing for any work but his English is holding him back. He has made new friends in the class and although he is still struggling a bit with his English he has improved and is determined.

**Participant 4 Interview**

1. P4, male 25 years old, a refugee from Sudan who has been in Swansea for 5 months. He started English classes in September.
2. The classes at Dragon Arts have improved his English and he has met people.
3. *"I feel comfortable talking now; I have more understanding and feel more confident to talk."*
4. His confidence in his ability has grown because he has learnt more English.
5. *"I would find another place to learn English, but I have made friends here."*
6. AWIMA in Swansea, for legal advice. *"Here they give you advice about work and you learn English."*
7. But what he really wants to do is go to University to study Law.
8. *English and IT.* He thinks he could move onto a higher level in English and more of it, Naomi was going to discuss this with him further.
9. Yes he feels it is improving every day, he wants to carry on this improvement to be able to go to university here.
10. *"When my English is very good I will go to university and study Law."*

P4 is very committed to improving his English so that he can go to university. He has his refugee status but is not working yet.

## Participant 5 Interview

1. P5 is male, 56 years old and registered blind. He qualified as an engineer in the 1970's but the qualification was not recognised as he is registered blind. Before he came to Dragon Arts he was going to Swansea Vale Resource Centre learning Braille, IT and art, he is now a qualified Braille teacher. He was referred to Dragon Arts from Swansea Vale as he wanted to go to university but did not have the qualifications needed.
2. *"I've had loads of support as there isn't anywhere else for the visually impaired."*
3. *"My day is structured now; I'm here in the morning and ResaRec in the afternoon. I have a reason for coming here as I'm getting qualifications. I have OCN's and I've learnt new skills."*
4. *"My attitude is a lot better now, I'm less big headed, I get a lot of support here and this place provides a service."*
5. *"I would look for something else but there isn't anything!"*
6. *"Yes, Swansea Vale Resource Centre and the RNIB. I've not been let down here, this is better run."*
7. *"1 – There is no training out there for me, the Job Centre has signed me off!"*
8. *"OCN's in Education, Stained Glass work, Opera, Photography, Classical Guitar, Piano and Script Writing, I've also done Woodwork OCN in ResaRec and Health & Safety." "Yes, I've learnt skills I never had." "Plumbing and Wood Art."*
9. N/A
10. *"I'm at ResaRec doing woodwork there too; I want to become a pianist!" "I like the policy here, no drink allowed on the premises no drugs; everyone has to get on, no racial discrimination so everyone gets on."*

P5 is not allowing his disability to prevent him doing whatever he wants to do, he has a really positive attitude, is full of confidence and was extremely talkative. Even though he will probably never work he is determined to carry on learning and hopefully get to university.

**Participant 6 Interview**

1. P6 is male, 69 years old. He attended Cefn Coed woodwork department, which was closing down. He won a laptop and Cefn Coed told him about Dragon Arts as he had no idea how to work it, he has been attending the IT course for a year.
2. *"I've got an IT qualification in Word and Andy here is really good at showing me what to do."*
3. *"It gets me out of the house and has kept me busy."*
4. *"I've got something to look forward to now and when I'm at a lose end I go on the laptop."*
5. *"I'd be stuck at home." "I'd be able to use the laptop to keep me occupied but I'd have no company."*
6. *"Yes, Cefn Coed, I was doing woodwork but it is closing down. There's no difference, I was learning woodwork there and they are just as helpful here."*
7. N/A – above retirement
8. *"IT and pottery but I didn't get the hang of that." "Yes" "Not at the moment."*
9. N/A
10. *"Nowhere."*

Before attending Dragon Arts P6 knew nothing about computers, he did not even know how to turn the laptop on that he had won. Now he is really enjoying learning and uses the laptop a lot at home he also enjoys socialising at the Centre, it keeps him busy.



**Participant 7 Interview**

1. P7 is male, 34 years old with learning disabilities. He lives at home with his parents and has been attending Dragon Arts for 4 years twice a week using the IT suite.
2. *"It helps with spelling, I've done an OCN in IT and if I need help they help me."*
3. *"It has changed things a lot for me, it has given me more confidence and I've made friends here."*
4. *"I'm learning a lot now."*
5. *"I'd be bored in the house, it's brilliant here, really good, the staff are excellent."*
6. *"No."*
7. *"O – I can't work, I've got learning disabilities; I'm on benefits. I would like to volunteer here."*
8. *"Black and white photography." "Yes, it was brilliant." "No, nothing else."*
9. N/A
10. *"I don't want to go anywhere else, Andy is brilliant."*

P7 thoroughly enjoys attending Dragon Arts and was really proud of the certificates he had achieved here, which he showed us along with the work he had done. Attending is giving him a bit of independence, a lot of confidence and a chance to socialise.

**Participant 8 Interview**

1. P8 is male, 41 years old. He is attending Dragon Arts as he quit his job in November and needs a CV to be able to get further work; he also wanted to gain ICT skills and qualifications.
2. *"They are teaching me all about IT; before I came here I didn't know anything."*
3. *"Andy's great, if I wasn't coming here I don't know what I'd do, I need to be doing something productive."*
4. *"I'm doing something productive, learning all about IT and also maths and numeracy."*
5. *"I don't know! I wouldn't know what to do, its positive coming here."*
6. *"Yes, I went to Employment Training in Fforest Fach to do my EDCL but failed it so they suggested I came here. The EDCL course was too hard, it's more relaxed here, it's for proper beginners!"*
7. *"8 – I just need more computer skills,"*
8. *"Maths, numeracy and computers." "Yes."*
9. N/A
10. *"Hopefully I'll have the qualifications to get warehouse work, somewhere like Amazon, I need to learn to drive next."*

P8 is really keen to get back to work, he knew nothing about computers before attending and has learnt a great deal, will gain qualifications and is also improving his maths and numeracy skills while at Dragon Arts.

# Appendix 4: Description of ESF Convergence

## Priority 2 – Theme 1

Source; <http://wales.gov.uk/docs/wefo/publications/convergence/esfoperational/090911esfconvergenceen.pdf>

### Theme 1 – Helping People into Sustainable Employment

This theme aims to increase employment and tackle economic inactivity by bringing more people into employment. This will be achieved by:

- implementing active labour market policies and supporting people to overcome a wide range of barriers to sustainable employment;
- helping to address specific barriers faced by disadvantaged groups;
- Indicative Activities;
- active labour market measures, including individual adviser based Job-search support, careers advice, other advice and guidance, information on learning opportunities, financial incentives, work experience and work trial placements, including voluntary experience and placements;
- support for acquiring work-relevant skills necessary to take a step into employment or self-employment as a routeway out of unemployment or inactivity;
- programmes offering support back to work for those made redundant, including those under formal redundancy notification;
- provision of specialist outreach engagement and support for disadvantaged people, including BME people;
- enhancing access to affordable and appropriate support for people with caring responsibilities, especially childcare;
- development of innovative approaches to help overcome transport barriers, including support for home working as well as flexible transport solutions;
- development and delivery of employer engagement strategies, including interventions to encourage them to make work experience places available;
- motivation incentives and support for employers to employ older individuals;
- activities to support more collaborative work between employment and health sectors, including work with GPs and other primary care providers;
- provision of advice and guidance on managing work-limiting health conditions in employment;
- support to previously long term inactive entrants to employment, and their employers, with induction and retention initiatives, to prevent “revolving door” employment; and measures which challenge traditional employment roles for both men and women and assist both to take up employment in non-traditional areas, especially where there are skills shortages.

# Appendix 5: Update on the UK Government Work Programme and Impact on the ESF Programmes

## PMC (11) 153

### **ERDF and ESF Programmes 2007-2013;**

### **All-Wales Programme Monitoring Committee (PMC)**

#### **Issue**

1. This paper informs the PMC of the implications of the UK Government's Work Programme on future implementation of the ESF Programmes. It suggests future participant eligibility and potential modifications for both Programmes.

#### **Recommendation**

2. You are invited to note:
  - the potential implications on duplication, added value and participant eligibility for employment projects under Priority 2 Convergence and Priority 2 RCE;
  - the action being undertaken by WEFO with all employment project sponsors to help manage the impact, identify any duplication and plan for re-focusing of activity and/ or scale back of expenditure; and
  - the indicative proposals to redeploy any released ESF funds into other areas of the Programmes, targeting young people and skills; people's activities.

#### **Background**

3. The UK Government is currently inviting tenders for the Work Programme, which lies at the heart of its welfare reform agenda. The Work Programme will be introduced from Summer 2011 onwards and will provide a single platform for support to Jobseekers Allowance (JSA) and Employment Support Allowance (ESA) claimants who need additional help in securing employment.
4. Participation will be mandatory for all JSA claimants once they have been in receipt of benefit for a specified period. The participation of ESA claimants can be either voluntary or mandatory, depending on individual circumstances. A summary breakdown is at Annex 1.

5. The Work Programme will be delivered by contractors. DWP expects to appoint two prime contractors to cover Wales. It is expected that prime contractors will subcontract to a range of organisations for delivery. The Work Programme is a 'black box' contract, so there are no prescriptions as to the delivery process or range of intervention on offer. It will be left to providers to determine the most appropriate service for clients and how best to deliver it. The contract periods will be for a minimum of 5 years. Contractors will be paid based on their success in getting people into work and keeping them in work for up to 2 years.

## Impact on the ESF Programmes

6. The ESF Programmes are designed to be complimentary to the mainstream DWP provision in place when they were developed and approved. They have a focus on addressing the long-term structural issue of economic inactivity by aiming to ensure 85% of people receiving help in the Competitiveness area and 50% in the Convergence area are economically inactive rather than unemployed. Added value is secured by extending the range of provision available through the New Deals to those furthest away from the labour market and least able to access the activities and work-related interventions delivered under such programmes. The Programmes give a commitment to build on rather than replicate any action already undertaken through a UK Government programme.
7. WEFO is currently funding 29 projects under the Convergence and Competitiveness programmes aimed at helping people who are out of work to find jobs. These projects range from national projects, through regional projects sponsored by groups of local authorities, to smaller-scale projects for niche target groups.
8. In total, £252m of ESF has been offered to these projects from the Convergence programme and £25m from the Competitiveness programme.
9. Most of the projects have been underway for some time, with some having claimed ESF payments from WEFO. However, most projects have not yet reached their end dates and many are running behind their originally anticipated expenditure profile.
10. The introduction of the Work Programme presents two specific problems in demonstrating added value. The intention to deliver to all the categories of JSA and ESA recipients will cut across the cohorts which many of the ESF projects have drawn on to date. Beyond this, implementation through a 'black box' approach makes it difficult to identify any clearly defined 'additional' interventions available for ESF support.
11. Welsh Assembly Government Ministers have previously underlined that they do not wish Assembly Government-funded provision to duplicate or substitute for the Work Programme. As outlined above, WEFO is also committed to ensuring the European Social Fund is not used to substitute expenditure which the Member State would otherwise make from its own resources.
12. There are two potential ways in which the ESF-funded projects could become involved in supporting people who are eligible for the Work Programme:
  - provision of help to access employment and/or skills support to individuals who are eligible for the Work Programme;

- provision of skills support to individuals who have found a job through the Work Programme but are still within the period when providers are receiving payments to keep them in work

### Proposed Way Forward

13. WEFO needs to avoid the *first* scenario above in order to ensure that the objectives of the Work Programme are fully costed and funded by that Programme. The *second* scenario (post-employment skills support) is more arguably a devolved funding responsibility which is complementary to DWP's expenditure. Skills support is likely to prolong individuals' prospects for long-term employment, particularly where it raises their skill levels to NVQ Level 3 (highlighted by the UK Commission for Employment and Skills as the most economically valuable attainment level).
14. Our proposed way forward which we are now discussing with the sponsor organisations for the ESF-funded employment projects is:
  - from Summer 2011, individuals who are eligible for the Work Programme under DWP's rules will **not** be accepted onto the ESF-funded employment projects;
  - this means ESA claimants will **not** be accepted onto the ESF-funded projects (because **all** ESA claimants can access the Work Programme, either on a mandatory or voluntary basis);
  - in general, JSA claimants will similarly **not** be accepted onto the ESF-funded projects. However, we will consider requests from projects to be allowed to work with some JSA claimants who have not yet been claiming for long enough to access the Work Programme. Projects will need to present a good case showing that they can achieve worthwhile outcomes for these individuals before they are called up for the Work Programme.
15. Thus from Summer 2011 onwards:
  - ESF-funded employment projects will be encouraged to refocus their activities towards the following target groups. These groups are **not** eligible for the Work Programme:
    - 16-17 yr olds;
    - Income Support Recipients (e.g. single parents of children aged under 7 and other carers);
    - Incapacity Benefit Recipients (IB will be gradually phased out and replaced by ESA and Universal Credit);
    - People out of work who are not claiming benefits.
  - ReAct will continue to support people in the first sixth months of redundancy, irrespective of their benefit status. ReAct is unique to Wales and has little potential overlap with the Work Programme.

## Potential De-commitment and Programme Modification

16. Restricting the ESF-funded employment projects to the more limited client groups listed above is likely to lead to the scaling back of proposed expenditure for these projects and the de-commitment of some of their ESF funds. Exact sums will not be available until WEFO completes a review of all of the individual employment projects. The available monies will subsequently need to be redeployed to other eligible activities under the Convergence and Competitiveness programmes, subject to agreement with the Commission on the necessary Programme Modifications.
17. At this stage, WEFO has only identified in outline terms the potential alternative uses of any de-committed resources, including, as follows:
  - Young people (11-19): Tackling underachievement / raising skills and aspirations: The original ESF allocation for this area is almost fully committed, but there are a small number of pipeline projects which could be approved if extra resources become available. These pipeline projects include Traineeships for Young People; PreVent 14-19 in South East Wales; Potential in North West Wales and a WRU Rugby Inspired Learning project.
  - Youth Employment: WEFO is already working with DCELLS to take forward elements of the Youth Engagement and Employment Action Plan (for example we have recently agreed ESF funding for a pilot intermediate labour market scheme for 16-17 year olds within WCVA's Intermediate Labour Market ESF project). If significant ESF becomes available due to decommitments, there may be a case for extra youth employment activity in line with Ministers' priorities and the increasing problems faced by young people in finding work.
  - Skills: Decommited ESF resources could also be redeployed into skills projects, especially to support programmes experiencing high levels of demand (e.g. Modern Apprenticeships). WEFO will work with DCELLS colleagues to ensure that any proposals to redeploy funds into this area are aligned with Ministers' priorities for skills as set out in Skills that Work for Wales and Economic Renewal: A New Direction.

## Next Steps

WEFO will meet with sponsor organisations over the coming months to assess the full impact on the employment projects. Further advice on any resulting modifications of the Programmes will be brought forward to the June meeting of the PMC.

**WEFO /LEAD: Jane McMillan**

**APPROVED BY: Damien O'Brien**

**Date: March 2011**

## Appendix 6

### ELIGIBILITY FOR THE WORK PROGRAMME

<b>Claimant Group</b>	<b>Time of Referral</b>	<b>Basis for referral</b>
JSA claimants aged 18 to 24	From 9 months	Mandatory
JSA claimants aged 25 and over	From 12 months	Mandatory
JSA claimants facing significant disadvantage (e.g. NEETs, ex-offenders)	From 3 months ("Early Access")	Mandatory or voluntary depending on circumstances
JSA claimants who have recently moved from Incapacity Benefit (IB)	From 3 months	Mandatory
ESA claimants	At any time – generally when claimants are expected to be fit for work in 3 months	Mandatory or voluntary depending on circumstance



helping people



changing lives