



Ministry of Housing,  
Communities &  
Local Government

# STRIVE Evaluation

Final report



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# Executive Summary

This is the final report of the evaluation of the Skills, Training, Innovation and Employment (STRIVE) pilot; a London based pre-employment and skills programme targeted at single homeless people claiming Jobseekers Allowance (JSA), Employment Support Allowance (ESA) or equivalent legacy sickness benefits. STRIVE is delivered by two specialist homelessness providers - St Mungo's and Crisis Skylight – who were funded by the Ministry of Housing, Communities and Local Government (MHCLG) and the Department for Business, Innovation and Skills (BIS)<sup>1</sup> to support a target of 100 people in the first two years of the programme. STRIVE began in April 2014, and was initially funded for two years but awarded an additional third year's funding bringing it to a close in April 2017.

## Aims and focus of the evaluation

In August 2014 MHCLG commissioned ICF to undertake an evaluation of the first two years of the STRIVE pilot. The evaluation has taken a mixed methods approach drawing on qualitative and quantitative sources of data. It was structured as three key components of activity:

- **A process evaluation** aimed at exploring whether, how, why and under what circumstances STRIVE 'works' and implications for replicability. This involved: two rounds of case study fieldwork with both STRIVE providers; the collection and analysis of cumulative management information (MI) data; semi-structured, face-to-face interviews with STRIVE participants; and two rounds of semi-structured telephone interviews with stakeholders representing relevant government departments, Jobcentre Plus (JCP) and the homelessness provider sector;
- **A qualitative assessment of outcomes** aimed at assessing the value of participation on STRIVE by comparing self-reported outcomes achieved by participants compared to a business as usual group. This involved a series of face-to-face baseline and progression interviews with STRIVE participants and a comparison group of people meeting the STRIVE criteria but not accessing the programme; and
- **A value for money assessment** designed to determine the economy, efficiency and effectiveness (the "3E's") of the STRIVE intervention. This involved a literature review, modelling exercise to calculate to calculate unit costs, cost per outcomes achieved, the value of impacts and return on investment and a sensitivity analysis.

## Key findings

### Process evaluation

#### IMPLEMENTATION

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<sup>1</sup> BIS has since become part of the new Department for Business, Energy and Industrial Strategy

STRIVE has successfully met its aim of supporting 100 individuals over the first two years of delivery. The target group has been reached and referrals have largely been through internal routes. A 'typical' participant is a white-British male aged over 40, with a self-reported disability and a current and past history of homelessness.

Stakeholders articulated a clear rationale for the programme which was described as filling gaps in provision for the target group and providing an alternative to the Work Programme identified as unsuitable for homeless and otherwise vulnerable people. The majority of participants reported multiple and significant barriers to employment making them unlikely to succeed on the Work Programme as it was then designed.

STRIVE has delivered outcomes to the target group with programme data showing that in the first two years (2014-2016) nearly half of all participants had progressed to either education, volunteering or employment. By end of February 2016, the programme had progressed 15 individuals into work, representing 14% of the total cohort. This compares favourably to available evidence on the performance of the Work Programme that demonstrates, at best, a 4% success rate in moving homeless people into work.<sup>2</sup> Qualitative data provides evidence of the achievement of a range of soft outcomes including improved confidence, self-esteem, social connectivity and motivation.

Participants were generally very positive about their experience on STRIVE and identified a number of features of the programme that they particularly valued. These included:

- Supportive and respectful relationships with tutors;
- High quality teaching that enabled a personalised style of learning;
- One-to-one support alongside the opportunity to be part of a group; and
- Support with wider needs including housing, benefits and financial advice, and emotional well-being

Providers felt that STRIVE had been a successful programme and provided a vindication of its original rationale. They identified the following key features of STRIVE that they felt contributed to its success:

- Management and delivery by specialised providers who have wide experience of homeless people and have internal referral routes that support access to the target group;
- A learning programme that brings together IT English and maths with 'soft' pre-employability skills, flexibly delivered by tutors who understand the needs of the target group;
- A bespoke learning programme that moves at the pace of participants and includes the co-production of individual learning goals subject to regular review;

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<sup>2</sup> See 'Dashed hopes, lives on hold Single homeless people's experiences of the Work Programme', Ben Sanders, Lígia Teixeira and Jenna Truder, Crisis, June 2013; 'The Programme's Not Working Experiences of homeless people on the Work Programme', Crisis, 2012.

- Access to specialist teams and staff, and external organisations who can offer volunteering, work placements and support entry into employment; and
- Dedicated management alongside strong and supportive strategic guidance and governance arrangements delivered through the STRIVE steering group.

## **SUSTAINABILITY AND UPSCALING**

Both providers and stakeholders felt that there was sufficient need and potential demand for STRIVE-type provision to make the case for upscaling. They described a number of key features of the delivery model that they felt should be replicated to ensure the success of any future programmes. In addition to the features described above interviewees highlighted the importance of good partnership working with key agencies to establish clear referral pathways at the outset, links into JCP and effective engagement with local employers. The importance of establishing clear outcomes for the programme, including soft outcomes, and standard ways of measuring these was also highlighted.

### **Qualitative assessment of outcomes**

The qualitative assessment of outcomes aimed to compare the short to medium term outcomes achieved by STRIVE participants with those of a similar cohort who had not accessed the programme. Instead, they were supported through three different services provided by another specialist homelessness provider: the Thames Reach Employment Academy; Lewisham Reach; and two hostels. The evaluation did not set out to compare services but rather to assess the value of STRIVE compared to a 'business as usual' scenario.

The two cohorts were interviewed at a baseline point and six months later. There was a degree of drop-out between baseline and progression interviews and data is only presented for those participants who were interviewed twice (referred to as the 'progression cohort'). Interviewees were sufficiently matched in terms of demography, experiences of homelessness and distance from the labour market to make comparisons feasible.

Analysis of interview data showed that participants could be categorised into three groups according to the outcomes they had achieved in the six months between baseline and progression interviews:

**Category 1:** those entering and sustaining part or full time employment, or a full time apprenticeship.

**Category 2:** those moving closer to the employment market through achievement of one of more of the following: a qualification; attendance on or completion of other courses; completion of or on-going volunteer or work placement.

**Category 3:** for the STRIVE cohort those who may still be on STRIVE but without achieving a qualification or accessing any alternative training or work/volunteer placement. For the non-STRIVE cohort those who may or may not still be on the course they were on at first interview but without achieving a qualification or accessing any alternative pre-employment training or work/volunteer placement.

Participants in all three categories may or may not have achieved an improvement in housing status and/or reported improved wellbeing or other 'soft' outcomes.

Findings show that STRIVE has successfully delivered outcomes to the majority of participants including those with higher support needs and more complex barriers to progression. Thus three quarters of STRIVE participants in the progression cohort (n=21 75%) fell into either category 1 or category 2 with many of those in the latter category achieving outcomes despite reporting multiple barriers to progression. This compares to just under half of the non-STRIVE cohort (n=11 48%) who fell into these categories. Furthermore, these participants tended to be better qualified than STRIVE participants and less likely to report multiple barriers.

Those in category 1, whether STRIVE or non-STRIVE, tended to be more motivated to gain employment and had experienced homelessness, or the threat of homelessness, as temporary; and a consequence of adverse circumstances that included domestic violence, illness and debt due to unemployment. Participants accessing either STRIVE, or the Employment Academy, highlighted the value of routine and structure that attendance on courses had given them and the impact of this on their self-esteem, confidence and general wellbeing. This is mirrored in the qualitative findings of the process evaluation<sup>3</sup>. The two participants in the non-STRIVE cohort who had not accessed the Employment Academy reported achieving outcomes through recourse to their own networks and personal resources rather than through the support of an external agency.

Findings indicate that STRIVE has been successful in achieving a range of outcomes that represent progression towards the labour market along with 'soft outcomes' such as improved self-esteem, confidence and motivation. In this respect, STRIVE appeared to be more successful than the 'business as usual' group. Many of the STRIVE participants in category 2 reported making progression for the first time highlighting the holistic role that STRIVE had played in helping them to move forwards. A smaller proportion of non-STRIVE participants fell into this group and of those that did all but one had accessed the Employment Academy. Like STRIVE, the Employment Academy is clearly able to support people in achieving training outcomes; although the participants in the non-STRIVE group falling into this category were more likely to cite multiple sources of support including JCP. The non-STRIVE participant not accessing the Employment Academy cited the Jobcentre as his key source of support.

Only a quarter of STRIVE participants (25% n=7) were identified within category 3 compared to just over half (52% n=12) of the non-STRIVE participants. These interviewees represented those who are more difficult to help, having medium to high support needs including a combination of enduring mental and physical health problems and recovery from drug or alcohol addiction. Participants in the STRIVE group were more likely to report the achievement of soft outcomes than their non-STRIVE counterparts. Thus five of the seven STRIVE participants in this category reported improvements in confidence, self-esteem and motivation because of their attendance on STRIVE and one reported an improvement in housing status. This compares favourably to the non-STRIVE group as none of those recruited from either Lewisham Reach or the hostels reported any

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<sup>3</sup> For detail please see section two below and Lucy Loveless, Philippa Hughes and Fleur Nash (2016) *STRIVE Evaluation: final process report*. (MHCLG London)



outcomes, while two of the four recruited from the Employment Academy reported no outcomes.

In conclusion STRIVE appears to have delivered more positive outcomes for its participants than those in the 'business as usual' group with the majority of participants in reporting positive forward progression. Their accounts place a high value on a range of outcomes achieved including qualifications, access to wider opportunities, greater stability and structure, better social connectivity, more secure housing and improvements to confidence, motivation and general wellbeing.

## **Value for Money (VfM) assessment**

The VfM analysis assessed STRIVE in terms of the "3E's": economy; efficiency and effectiveness.

**Economy:** The total expenditure for the programme over the two years covered by the evaluation (2014-2016) was £310,000 during which time STRIVE supported 121 individuals. The programme received £297,000 of funding and in kind costs (£13,000) were low. The average cost of supporting an individual through STRIVE was £2,600. Overall costs differed slightly between the two providers, however this comes with the caveat that while management costs were allocated to Crisis the pre-employment manager funded through STRIVE had a cross provider remit. The literature review found few examples of comparable programme evaluations and there is thus a limited evidence base for comparisons. This limited evidence indicates that the cost per person going through STRIVE is slightly higher than some interventions but lower than others.

**Efficiency:** The efficiency of STRIVE has been assessed by comparing the outcomes achieved by the programme to its cost. The average cost per outcome achieved is estimated to be £1,400. Again the literature review found little comparable literature on the cost per outcome with most evidence providing costs associated with improving housing situations or those associated with sustained employment. Costs associated with the latter are considerable higher than the costs associated with the achievement of the range of STRIVE outcomes.

**Effectiveness:** The effectiveness of STRIVE was assessed by comparing the inputs to the additional impacts the programme has achieved using a Social Return on Investment (SROI) approach. A comparison of the total value of the impacts to the total cost of the programme shows that the benefits that accrue from the outcomes achieved are higher than the costs of delivering the programme. The overall Return on Investment is estimated to be 1:1.87. This means that for every £1 invested in the programme there are £1.87 of benefits to the economy. Testing the assumptions underpinning the approach show the findings are relatively robust. This demonstrates that STRIVE represents value for money.

# 1. Introduction

STRIVE (Skills, Training, Innovation and Employment) was a pilot pre-employment and skills programme designed to support single homeless people in London to progress towards the labour market. The pilot programme was delivered by two specialist providers of homelessness services: St Mungo's and Crisis Skylight. STRIVE had been jointly funded by the Ministry of Housing, Communities and Local Government (MHCLG) and the Department for Business, Innovation and Skills (BIS)<sup>4</sup> initially for two years from April 2014, but with an additional third year's funding bringing the pilot to an end in April 2017.

In August 2014 MHCLG commissioned ICF to undertake a comprehensive process and impact evaluation of the STRIVE pilot. The evaluation team has worked in association with sector research experts at the Centre for Housing Policy, University of York. Different options were considered for the impact evaluation, described in this report. Because a quantitative approach was not possible a qualitative approach was trialled.

This is the final report of the evaluation and follows an earlier final process report submitted in 2016<sup>5</sup> This report provides a summary of key findings from the earlier process evaluation with a subsequent value for money assessment and analysis of findings from the qualitative impact evaluation approach.

## Overview of the STRIVE pilot

Launched in April 2014, STRIVE was designed as a pilot programme to provide single homeless people with basic skills and pre-employment support to move them into or closer to the labour market. The programme was targeted at single homeless<sup>6</sup> people in London meeting the following criteria:

- Claiming Jobseekers Allowance (JSA) or Employment Support Allowance (ESA), or equivalent legacy sickness benefits. ESA claimants include those who are in both the WRAG and the non-WRAG;
- With sufficient listening and speaking skills (i.e. not in need of ESOL support);
- Not fast-tracked for, currently on or having completed the Work Programme<sup>7</sup>; and,
- Without complex mental health issues.

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<sup>4</sup> BIS has since become part of the new Department for Business, Energy and Industrial Strategy

<sup>5</sup> Loveless L., Hughes P., and Nash F. (2017) *STRIVE Evaluation: Final process report* (MHCLG London)

<sup>6</sup> The law (Housing Act 1996 as amended by Homelessness Act 2002) defines somebody as homeless if they do not have a legal right to occupy any accommodation or if their accommodation is unsuitable to live in. This can cover a range of circumstances, including, but not restricted to: having no accommodation at all, for example sleeping rough; having accommodation not reasonable to live in even in the short-term (e.g. because it is of a very poor standard, there is a threat of violence or due to health reasons); having a legal right to accommodation that you cannot access (e.g. illegal eviction), or living in accommodation with no legal right to occupy (e.g. having no option but to live in a squat or stay on the sofas or floors of friends or family).

<sup>7</sup> Launched in 2011 the Work Programme is the main government payment-by-results welfare to work programme

The pilot programme was initially funded for two years (since extended to three) by the Ministry of Housing, Communities and Local Government (MHCLG) and the Department for Business, Innovation and Skills (BIS) with a target to support 100 participants in the first two years of funding (April 2014- end March 2016). The evaluation was commissioned for these first two years and this is the focus of this report.

STRIVE was designed in response to an evidence base that suggested that the Work Programme – which has been the main Government programme for supporting people into work – was “not as effective for homeless clients as it could be”.<sup>8</sup> This was identified as being due to the greater support needs that some homeless people have, which require greater resources to move them towards and into employment. This creates greater financial risks for providers (Work Programme and other mainstream providers) whose funding is related to outcomes.

In addition, an important premise of STRIVE was that organisations experienced in specifically supporting homeless people across their range of needs are best placed to help them develop basic skills and progress towards employment. As such two specialist homelessness providers were commissioned to deliver the programme: St Mungo’s and Crisis Skylight.

Each provider has evolved a slightly different delivery model based on the differing needs of their client groups and the particular resources each organisation is able to draw on to support participants. Common features of the two delivery models include:

- Referral and initial engagement primarily through internal routes but also externally and through Jobcentre Plus (JCP).
- Delivery of a taught component featuring a combination of IT, English and maths adapted to the individual learning needs of participants. At Crisis Skylight this is/was delivered through a series of ten week blocks of teaching spaced throughout the year. At St. Mungo’s, STRIVE was delivered on a ‘roll-on: roll-off’ basis so that clients may be enrolled onto the programme at any point in the year. At Crisis teaching was delivered in small groups while at St Mungo’s the taught component is/was delivered both through group sessions and on a one-to-one basis.
- Employability and vocational skills were embedded in the course content of both providers. At St. Mungo’s additional pre-employment support was provided by their Employment Team; at Crisis participants were offered access to a Crisis Employment Coach and/or Progression Coach.
- At both St Mungo’s and Crisis STRIVE was embedded within a wider structure of specialist support which aims to ensure participants’ broader wellbeing, support and employability needs were met.

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<sup>8</sup> Conclusions of the Work and Pensions Committee, ‘Can the Work Programme work for all user groups? First Report of Session 2013-14’ (2013)

# Overview of the STRIVE evaluation

The overarching aim of the STRIVE evaluation was to assess whether the pilot programme does or does not work in improving the employability skills (including 'soft skills' and basic English, maths and IT) of single homeless people, thereby supporting them towards sustained employment.

Following an initial inception and feasibility stage a mixed methods approach to the evaluation was agreed. This involved three key methodological streams of data gathering and analysis:

- **A process evaluation:** involving in-depth interviews with delivery staff, senior management, participants and sector stakeholders; alongside collection and analysis of programme data provided by both Crisis and St. Mungo's. The broad aims of the process evaluation were to: assess whether, why, for whom and in what circumstances STRIVE 'works'; explore and evidence the reasons why STRIVE did or did not 'work' in its design, implementation and delivery and; explore implications of the above for the scalability of STRIVE.
- **A qualitative assessment of outcomes:** developed because a quantitative approach was not feasible and involving a set of baseline and progression interviews with a sample of STRIVE participants as well as a similar cohort who had not accessed STRIVE. The broad aim of the qualitative assessment of outcomes was to provide insight into the particular contribution of STRIVE to outcomes achieved by participants compared to a 'business as usual' group.
- **A value for money assessment:** involving a literature review, modelling exercise and sensitivity analysis. The broad aim of the value for money assessment was to determine the economy, efficiency and effectiveness (the "3E's") of the STRIVE intervention.

## Method and approach

### *Process evaluation*

The process evaluation involved two rounds of case study fieldwork and stakeholder interviews undertaken in years one and two of the pilot programme. The first round was undertaken during January and February 2015 and the second during January and February 2016. Both phases involved:

- Case study visits to each provider where semi-structured, face-to-face interviews were undertaken with senior management, (n= 6) delivery staff (n= 8) and participants (n=39). Interviews with participants were followed up by focus groups to further explore and check findings.
- Collection and analysis of cumulative STRIVE programme management information (MI), including information on: participant demographics; benefit status; experience of homelessness; distance from the labour market (measured by educational status, literacy and numeracy assessments and employment history); STRIVE

performance including data on reach, retention and outcomes achieved; and Outcome Star assessment data<sup>9</sup>.

- Semi-structured telephone interviews with stakeholders representing relevant government departments (MHCLG, BIS, DWP), Jobcentre Plus (JCP) and the homelessness provider sector (n=10).

Detailed findings from the process evaluation are reported in ICFs final process report.<sup>10</sup>

### ***Qualitative assessment of outcomes***

The original evaluation design included a quantitative quasi-experimental approach to measuring the impact of the programme. However, following the feasibility and scoping phase of the overall STRIVE evaluation it was concluded that a statistically robust quantitative assessment of impact would not be possible given the small numbers of participants moving through the programme. Instead the trialling of a qualitative approach was agreed, which set out to compare the short to medium term outcomes achieved by STRIVE participants with those of a similar cohort who had not accessed the programme. Non-STRIVE participants were recruited via three Thames Reach services: the Employment Academy, Lewisham Reach and Graham House Hostel.

The following interviews were achieved:

- Face-to-face baseline interviews with STRIVE participants on a rolling basis from May 2015 until June 2016 (n=47);
- Face to face baseline interviews with non-participants from three Thames Reach centres on a rolling basis from May 2015 until June 2016 (n=37);
- A mixture of face-to-face and telephone progression interviews with those STRIVE participants undertaking the baseline interviews six months after they had left the programme (n=28) ; and
- A mixture of face-to-face and telephone progression interviews with non-STRIVE participants undertaking the baseline interviews at a proxy date equivalent to STRIVE participants six months after they had left the programme (n=24)

### ***Value for money assessment***

A value for money assessment was undertaken to assess the economy, efficiency and effectiveness (the “3E’s”) of the STRIVE intervention:

The tasks involved in this assessment were:

- **A literature review:** to identify benchmark measures, the relationship between outcomes and impacts, proxy monetary values for impacts and the latency of impacts;

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<sup>9</sup> The Outcome Star is a suite of tools used to measure and support progress for service users in a range of contexts, which can be adapted for work with different client groups. All versions consists of a series of scales based on an explicit model of change, using graphical representation to allow the service user and worker to plot where the service user is on their journey. See <http://www.outcomesstar.org.uk/>

<sup>10</sup> Lucy Loveless, Philippa Hughes and Fleur Nash (2016) STRIVE Evaluation: final process report

- **A modelling exercise:** to calculate unit costs, cost per outcomes achieved, the value of impacts and a Return On Investment calculation; and
- **A sensitivity analysis:** where some of the assumptions used in the calculations are varied, to provide a range of values between which the true value of the programme can be said to lie between.

## Structure of the report

The remainder of this report is structured as follows:

- Section 2 provides a summary of the findings from the process evaluation presented in the STRIVE Evaluation Final Process Report;<sup>11</sup>
- Section 3 presents the findings from the qualitative assessment of impact;
- Section 4 provides detail of the Value for Money assessment exercise;
- Section 5 brings together a set of overall conclusions from the different components of the evaluation.

The report is supported by the following annexes

- Annex 1 which provides a technical description of the methodology used for the value for money assessment;
- Annex 2 which provides a table showing outcomes achieved by STRIVE participants up to and including the end of December 2016.

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<sup>11</sup> Lucy Loveless, Philippa Hughes and Fleur Nash (2016) *STRIVE Evaluation: final process report* (MHCLG London)

## 2. Process evaluation: summary of key findings

### Introduction

The process evaluation had a longitudinal design involving two phases of fieldwork over two years (2015-2016). Results from the first phase were presented in an interim report submitted in March 2015 and were primarily formative, providing learning to the programme as it developed into its second year. Results from the second phase are presented in full in the 2016 final process report of the evaluation.<sup>12</sup> This section presents a summary of the key points from that final process report.

### Aims and focus of the process evaluation

The broad aims of the process evaluation were to:

- Assess how, why and under what circumstances STRIVE ‘works’: exploring how well STRIVE has met its aims and objectives, across all stages of the ‘participant journey’ and from a range of perspectives;
- Explore and evidence the reasons why STRIVE did or did not ‘work’ in its design, implementation and delivery: exploring drivers, challenges and barriers to success, intended and unintended outcomes from a range of perspectives; and
- Explore implications of the above for scalability of STRIVE: through identifying elements of successful programme design and implementation and exploring their scalability to a larger programme of support

Year two of the process evaluation involved the following areas of evaluation activity undertaken between January and March 2016:

- The collection and analysis of cumulative management information (MI) data available to end February 2016<sup>13</sup>;
- Semi-structured, face-to-face interviews with senior management and delivery staff at both Crisis Skylight and St. Mungo’s;
- Semi-structured, face-to-face interviews with STRIVE participants; and
- Semi-structured telephone interviews with wider stakeholders representing the relevant government departments, JCP and the homelessness provider sector.

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<sup>12</sup> Lucy Loveless, Philippa Hughes and Fleur Nash (2016) STRIVE Evaluation: final process report

<sup>13</sup> Please see appendix 3 for outcomes achieved by STRIVE to end December 2016

# The STRIVE delivery models

## Crisis Skylight: key features of the delivery model

- **Referral and initial engagement:** Referrals may be made by JCP and other providers of homelessness services. However, the majority of participants come to STRIVE via internal referral or informally by word of mouth.
- **Enrolment and assessment:** Prior to the start of provision there is an enrolment week advertised internally and externally and through word of mouth. Eligibility and suitability are assessed informally during enrolment, followed by a more structured assessment of learning needs using standard initial assessment tools designed by ForSkills<sup>14</sup>. The choice of tools has been reviewed over the course of the pilot to make assessment shorter and less formal. Formally, assessments were from the Basic Skills Agency and had 72 questions plus a narrative to complete which proved too onerous for the target group. Following initial assessment, the tutor works on a one-to-one basis with participants to co-produce an individual learning plan (ILP). Individual learning goals and progress made towards them is then informally reviewed on a regular basis.
- **Delivery of taught component – IT, English and maths:** At Crisis Skylight, STRIVE is delivered through a series of ten week blocks of teaching spaced throughout the year, with an intensive summer course piloted in 2015. The taught component is delivered in small groups that enable the tutor to tailor learning to individual needs and interests. The content of each course thus varies and tutors are able to accommodate a range of abilities, as well as the varied and sometimes complex needs of the client group. Participants receive a minimum of six hours contact per week and basic skills are accredited.
- **Other pre-employment support:** Employability and vocational skills are embedded in the course content and can be augmented through internal and external volunteering and work placement opportunities. Participants also have access to a Crisis Employment Coach whose role is to support access to volunteering and employment opportunities.
- **Supporting wider needs:** STRIVE is placed within a wider structure of support which works to ensure participants' broader wellbeing, support and employability needs are met. A participant may be assigned a housing, employment and/or progression coach depending on identified needs. Progression Coaches use the Outcome Star to assess and monitor wider support needs and the achievement of 'soft' outcomes
- **Progression/exit:** Exit from STRIVE occurs when a participant leaves the service or when they progress to full time further education, work or the Work Programme. Until this happens clients continue to be considered as STRIVE participants.

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<sup>14</sup> For Skills is an independent e-learning provider for English, maths and ICT assessments.



## St Mungo's: key features of the delivery model

- **Referral and initial engagement:** Participants may be referred to STRIVE externally via JCP and other homelessness providers. However, the overwhelming majority come via internal referral from St Mungo's hostels and their Recovery College<sup>15</sup>.
- **Enrolment and assessment:** At St. Mungo's, STRIVE is delivered on a 'roll-on: roll-off' basis so that clients may be enrolled onto the programme at any point in the year. Initial assessment is informal and followed up by a more structured diagnostic assessment using standard tools designed by OCR<sup>16</sup>. Like Crisis St Mungo's began by using the Basic Skills Agency assessments but quickly reviewed this introducing the shorter OCR tools, which they considered to be more user-friendly. The tutor will also have informal conversations with the client about their learning history, interests and goals, bringing this information together to negotiate an individual learning plan (ILP). The ILP is reviewed regularly and informally as the course progresses. The STRIVE tutor also uses the Outcome Star and Crisis feedback form to review the development of soft skills including motivation and self-confidence.
- **Delivery of taught component – IT, English and maths:** The taught component is delivered through group sessions at two different St Mungo's centres, as well as on a one-to-one basis in line with participants' needs and preferences. Course content brings together literacy, numeracy and IT in a bespoke format designed around individual abilities and interests. The course tutor has been supported by a volunteer who is an ex-client of St Mungo's and a qualified teacher.
- **Other pre-employment support:** As with Crisis, employability and vocational skills are embedded in the course content. STRIVE participants' can also access St Mungo's Employment Team that has good links with a number of other training providers as well as organisations offering work placements and volunteering opportunities
- **Supporting wider needs:** At St Mungo's, STRIVE sits within a wider structure of specialist support to homeless people. This means that participants can easily be referred to other St Mungo's services. Information on the wider needs of individual can also be shared (as appropriate) to ensure clients receive optimum support.
- **Progression/exit:** As at Crisis, exit from STRIVE occurs when a participant progresses to full time further education, work or the Work Programme – although a person can return to STRIVE at any point if they so wish. Hence a participant will continue to be considered as part of STRIVE once they have finished the taught component and may remain for as long as the programme continues.

The STRIVE programme was coordinated and led by the pre-employment programme manager employed through Crisis. Strategic direction and governance was provided through a STRIVE steering group with representation by stakeholders from across the

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<sup>15</sup> St Mungo's Recovery College provides free courses to people who have experienced homelessness.

<sup>16</sup> Oxford, Cambridge and RSA

three government departments (MHCLG, BIS and DWP), the two providers, JCP and the homelessness sector.

## Participant profile

Both providers collect data on STRIVE participants' characteristics through the First Contact Form. Data is self-reported and provided on a voluntary basis. This means some data is missing and sample sizes for some variables are small. That given, the demographic profile of participants and their current and previous homelessness status is broadly similar across the two providers. A 'typical' participant is a white-British male (52% of participants identified as 'white British' and 67% as male) aged over 40 (average age of participants is 42 years), with a self-reported disability and a current and past history of homelessness. Over a third (36%) of all participants reported having experience of rough sleeping, a quarter (25%) had lived in hostel accommodation and a further quarter (25%) had experience of sofa surfing with family and friends<sup>17</sup>.

All STRIVE participants are claimants with almost equal numbers claiming JSA and ESA (WRAG and non-WRAG). Data collected also indicates that STRIVE participants face multiple and significant barriers to education, training and volunteering. These barriers include no former employment history (16%), long absence from the labour market (75% have been away from the labour market for longer than one year), low levels of educational achievement (30% for whom there is data report no previous qualifications), and a range of mental and physical health problems (66% have a self-reported disability).

## Delivery and performance

STRIVE successfully met (and over-achieved) its original target of 100 participants across the two providers in the first two years of the pilot. Data demonstrate a low rate of 'dropout', with only 16% (n= 18) disengaging early without achieving an outcome.

Analysis of MI data collected to February 2016 shows the programme has progressed 15 individuals into work, representing 14% of the total cohort. This compares favourably to available evidence on the performance of the Work Programme that demonstrates, at best, a 4% success rate in moving homeless people into work<sup>18</sup>. A further 19 (17%) have progressed onto external education courses and 17 (15%) have engaged in volunteering. The data also gives evidence of general progression, including improvements in literacy and numeracy, the achievement of qualifications and improvements in individuals' living situations. Collectively, nearly three-quarters of all participants achieved a positive outcome with only a minority, 16%, failing to engage in any significant way<sup>19</sup>.

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<sup>17</sup> Data supplied does not specify over what period this was experienced

<sup>18</sup> See '*Dashed hopes, lives on hold Single homeless people's experiences of the Work Programme*', Ben Sanders, Lúgia Teixeira and Jenna Truder, Crisis, June 2013; '*The Programme's Not Working: Experiences of homeless people on the Work Programme*', Crisis, 2012

<sup>19</sup> Since this report was written further outcomes have been achieved by STRIVE participants. A table of outcomes achieved to end December 2016 is presented in appendix 3.

**Table 2.1 Performance summary**

<b>Delivery Organisation</b>	<b>Total No. of participants</b>	<b>Total number of successful programme completers* including those who left early but progressed into education/employment</b>	<b>Total number of clients who achieved any positive outcome *</b>	<b>Disengaged early and did not progress to further education or employment</b>	<b>Clients who did not disengage early or are still enrolled on the programme</b>
Crisis	66	26% (n=17)	74% (n=49)	15% (n=10)	59% (n=39)
St Mungo's	44	32% (n=14)	68% (n=30)	18% (n=8)	50% (n=22)
STRIVE overall	110	28% (n=31)	72% (n=79)	16% (n=18)	55% (n=61)

*Source: Crisis and St Mungo's Broadway MI data (n=66/44). Self-reported for Crisis, amalgamation from various sources (self-reported and MI) for St. Mungo's Broadway*

## Provider perspectives on implementation and performance

### Rationale

Providers identified three key problems that STRIVE was intended to address: a gap in basic skills provision for the target group, by bringing together English and maths with IT; the need to support progression towards wider learning and participation; and the lack of a point of access to statutory basic skills funding. There was very little emphasis placed on the earlier, design rationale of supporting homeless people to develop their skills to enable effective participation in the Work Programme. Therefore, a key aim for providers has been to enable participants, where possible, to progress from STRIVE into mainstream education, volunteering and employment.

### What worked well?

Providers reported that they felt that STRIVE has been an effective intervention and that the success of its delivery model is due to a combination of the following key features:

- Internal referral routes that support access to the target group;
- The provision of holistic support that works to remove multiple barriers to progression;
- A learning programme that brings together IT English and maths with 'soft' pre-employability skills in one package (making it unique in terms of other courses delivered by both providers);

- Delivery by tutors who understand the needs of the target group and provide bespoke curricula based on the abilities and interests of individual learners;
- Assessment of learning needs and co-production of individual learning goals that are regularly reviewed;
- A flexible approach that can accommodate the pressing concerns and needs of participants;
- A combination of small group work and one-to-one support;
- Course length and intensity that is both manageable for those with complex needs while challenging enough to develop real skills and enable progression;
- A positive forward looking approach; and
- Access to specialist teams and staff, and external organisations who can offer volunteering, work placements and support entry into employment.

From the provider perspective the success of the programme has been underpinned by a combination of:

- Wide and specialised experience of the client group together with internal expertise and ability to support participants with wider housing and wellbeing needs;
- Established partnerships between providers, external organisations and employers who can support progression through provision of further training and pre-employability support, voluntary work placements and employment opportunities;
- Leadership and coordination by a dedicated manager with experience of the sector and the wider policy context in which homelessness and pre-employment support is located; and
- Strong and supportive strategic guidance and governance arrangements delivered through the STRIVE steering group.

## **Key challenges**

The majority of referrals to STRIVE have been through internal referral routes despite concerted efforts in the first two years of the programme to promote referral through external routes and in particular JCP. There had been an aspiration at the start of the programme to secure referrals from JCP (with a low target of five referrals agreed), supported by outreach and the active involvement of a JCP representative on the STRIVE steering group. Multiple explanations were given for the problems faced in securing referrals from JCP including: difficulties in communicating the 'STRIVE message' to front line staff; pressure on staff to meet competing targets and limited contact time with clients; lack of experience of the target group and subsequent inability to identify homelessness; and reluctance on behalf of the target group to disclose homelessness status. The reasons for low referral rates from other services are not clear but interviewees suggest this may be due, in part, to a reluctance within parts of the sector to move beyond traditional roles and to consider longer term more focused outcomes for clients.

The programme was able to recruit slightly over the original target of 100. Over-recruitment was a built-in strategy to counterbalance drop-out, which in practice was lower than expected. Nonetheless, providers described challenges in applying the eligibility criteria that related to participation on the Work Programme. They argued that those who were either completers of or currently on the programme should be eligible for STRIVE as those participants for whom this was the case were generally unaware that they had or were attending the programme.

While participant retention and outcomes have been good, providers identified insecure housing and enduring physical and mental health as key challenges for the programme in retaining and supporting participants to progress towards measurable and sustained outcomes.

Providers identified the achievement of soft outcomes such as increased confidence, motivation and self-esteem as a critically important component of the STRIVE programme. However, internal processes for capturing these outcomes was limited to use of the Outcome Star – a tool designed to support assessment and planning which does not represent a robust way of capturing soft outcome data. Both providers are working to improve and strengthen processes for measuring and reporting these outcomes during the programme extension.

## Stakeholder perspectives on implementation and performance

### Rationale

Stakeholders representing different government departments articulated different rationales for the STRIVE pilot. Three key issues were variously highlighted: the failure of the current Work Programme to tackle the barriers to employment faced by homeless people; the need to pilot an alternative model of delivering basic skills/pre-employment support to the target group; and using the pilot as a means of exploring upscaling of the model to different areas.

### What worked well?

Stakeholders were not generally conversant with detail of the delivery of STRIVE. However, they generally felt that the programme had performed well and delivered a range of participant outcomes with low drop-out rates. The programme was also described as having successfully achieved the objective of drawing down statutory funding to deliver basic skills to the target group.

Stakeholders felt that STRIVE had been well managed and led. They spoke very positively about the role of the STRIVE steering group highlighting the productive working relationships that have been forged between government departments and providers.

### Key challenges and learning

Stakeholders described the setting up of and then establishment of referral routes onto the programme as the biggest challenges faced by the pilot despite acknowledgement that the target of 100 participants over two years had been reached. While the majority of referrals

were from internal sources a small number were also secured through JCP and the initial target of five referrals through this route was achieved. Stakeholders discussed a number of challenges faced in securing referrals from JCP including: barriers to revealing homelessness status; the low profile of STRIVE compared to other targeted provision; and the issue of restricted eligibility.

Interviewees also stressed the importance of establishing more effective soft outcome measures as these are the outcomes valued and promoted by providers.

## Participant experiences

A total of 39 STRIVE participants were interviewed between June 2015 and February 2016. These interviewees were representative of the demographic profile of participants at the programme level. They reported a range of enduring mental and physical health problems and other significant barriers to employment including current and past histories of homelessness, low or no qualifications and patchy employment histories in low skilled jobs. The majority of interviewees had been recruited to STRIVE via internal mechanisms and had received previous support from their STRIVE provider.

### What worked well?

The importance of the relationship established between participants and STRIVE tutors emerged as a consistent theme. Interviewees also commented on the quality of teaching, highlighting the way tutors were able to motivate students and offer a personalised style of learning. Interviewees stressed how much they valued the one-to-one support but also enjoyed being part of a group. The majority felt that they were given work that suited their needs and at the right level to ensure that real learning took place.

The majority of STRIVE participant interviewees reported receiving a range of additional support from their STRIVE provider. This included help with benefits and managing finances, support with housing, and with emotional wellbeing. Support received was described in very positive terms by interviewees and often contrasted with more negative experiences elsewhere.

Whilst some participants reported that they felt ready to move on relatively quickly from STRIVE, for others progression was experienced as a staged process involving a prolonged period of engagement with the programme or re-entry into STRIVE when problems were encountered further down the line. Almost half of interviewees were in receipt of ESA, which means that for many, working is unlikely to be an achievable outcome for the short to medium term. Unstable life circumstances, a lack of stable accommodation, and enduring mental and physical health problems were typically described as barriers to progression by interviewees.

The majority of interviewees reported that one of the main benefits of participating in STRIVE was that it had increased confidence in themselves and in their ability to achieve. For some this was in turn identified as having led to greater self-motivation to access further training and education, volunteering, and/or employment. Many reported that STRIVE had helped them to regain confidence and self-belief that they had lost due to negative or traumatic life circumstances.

## What could be improved?

The majority of interviewees felt the taught component was pitched at the right level but some made suggestions for improvement, most commonly increasing the length of courses and making courses cover particular skills or be taught in more depth. Another common suggestion for improvement was for more tutors, with some interviewees pointing out that the classes were mixed ability, which they felt demanded more individual tutors.

## Sustainability and upscaling: provider and stakeholder perspectives

The majority of stakeholders felt that there was sufficient need and potential demand for STRIVE to make upscaling desirable. However, a minority questioned the strategic fit of STRIVE-type provision in a re-configured policy landscape that is still being determined. The most significant policy changes that will need to be taken account of include: the evolution of the existing Work Programme to a new 'Health and Work Programme'; the devolution agenda and future localisation of skills funding; and changes to the benefit system including the final roll out of Universal Credit and the new role for Work Coaches at JCP. Providers and stakeholders described a number of key features of STRIVE provision that they felt should be replicated in any future upscaling. These were:

- Delivery by a specialist organisation that is able to respond flexibly to individual needs through a combination of group based and one-to-one learning;
- Provision of key worker type support that addresses wider needs including housing and mental health;
- Facilitated access to specialist employment and training information and guidance;
- Taught components delivered by experienced tutors who understand the client group. Small group sizes that foster positive group dynamics and facilitate the development of social skills and interaction while still accommodating individuals on a one-to-one basis;
- A curriculum that combines IT, English and maths that is adapted to cope with mixed abilities and takes account of individual learning styles and interests;
- Being motivational and forward-looking with attention paid to the development of employability and soft skills;
- Good partnership working in place that enables clear referral pathways to be established at the outset, provides links into JCP and engages effectively with local employers;
- A clear and shared understanding of what STRIVE is and what it aims to achieve so that STRIVE can be marketed effectively;
- Agreement on the intended short and medium term outcomes for STRIVE with established metrics and processes for measuring these.

# Conclusions and recommendations for potential upscaling

## How, for whom and in what circumstances does STRIVE 'work'?

Analysis of programme MI and interview data from providers, stakeholders and participants provides evidence that STRIVE has been a successful and well received programme to date. It has exceeded its recruitment target and nearly half of all participants have progressed to either education, volunteering or employment to date.

Participation figures indicate that there is a need for STRIVE. Need is indicated by distance from the labour market in terms of low qualifications and limited work experience of the majority of participants. Demand is more difficult to assess and internal referral and word of mouth have proved important for recruitment.

The two STRIVE providers have evolved slightly different delivery models as a reflection of the needs of their client groups: those recruited via St Mungo's generally having higher support needs than those at Crisis. These do however, share a number of features considered critical for success with this target group. They are: flexible, informal support; personalised and client-led learning; progress that is reviewed, recorded and recognised; learning that is embedded in a matrix of complimentary support; a positive ethos and future orientated; and delivered by friendly and experienced staff with knowledge of the client group.

STRIVE participants often face multiple and significant barriers to education, training and volunteering. These barriers, which are common to homeless people across the UK, include no or limited former employment history, long absence from the labour market, low levels of educational achievement, a lack of stable accommodation, and a range of mental and physical health problems. MI data and participant interviews provide evidence of the extent to which STRIVE has helped overcome barriers to progression and enabled participants to achieve employment and education outcomes as well as less tangible, but equally important improvements in motivation and self-confidence.

The success of STRIVE has been supported by cross-departmental buy-in to the programme and representation on the STRIVE steering group. The programme has also benefited from strong management and leadership.

## Recommendations for future upscaling

- Any plans for roll-out must consider the presence of a suitable local provider infrastructure with the capacity to provide support across a range of needs.
- Consideration needs to be given to STRIVE's strategic 'fit' within the evolving Work and Health Programme, the devolution of skills funding to the local level and the changing roles of JCP staff.
- The critical elements of programme delivery described above would need to be included in future provision.



- Collaborative working arrangements with JCP and the wider homelessness sector will be important to ensure clear referral pathways into any future STRIVE programme.
- Any future STRIVE provider would need to show evidence of engagement with local employers, including an understanding of their perspective on offering jobs to people with a history of homelessness.
- Future providers would preferably be able to demonstrate an understanding of the importance of volunteering to older adults as a first step towards employment, as well the ability to source and negotiate volunteer placements either internally or externally.
- There is a need to establish a broad set of metrics to demonstrate success. This needs to go beyond a simplistic focus on the achievement of employment and education outcomes. The ability to assess the achievement of soft outcomes and the tools/methodology for doing so, also need to be considered.

### 3. Qualitative assessment of outcomes

The section begins with a description of the method and approach taken to explore the outcomes achieved by participants on STRIVE compared to a similar group of people in a non-STRIVE cohort. It then provides an analysis of qualitative data collected through a series of longitudinal interviews with both groups supported by illustrative case studies. Names and recognisable details of case study participants have been changed to preserve anonymity. The qualitative exploration of outcomes presented here should be contextualised within the broader qualitative process evaluation<sup>20</sup> to provide insight into how support received through STRIVE translates to both 'hard' and 'soft' outcomes.

#### Method and approach

As described in the introduction, the original evaluation design included a quantitative approach to measuring net impact of the programme using a matched comparator group recruited through St Mungo's hostels. The aim was to assess the impact of STRIVE against the counterfactual i.e. to examine what could have happened if STRIVE had not been available.

The feasibility of this was explored in the inception and scoping stages of the evaluation and it was concluded that a statistically robust quantitative assessment of impact would not be possible given the small numbers of participants moving through the programme. Both MHCLG and BIS were keen to pursue alternatives to the original quantitative design and asked ICF to trial a qualitative approach, which set out to compare the short to medium term outcomes achieved by STRIVE participants with those of a similar cohort (being supported by another specialist provider, Thames Reach) who had not accessed the programme. It should be noted that the evaluation did not set out to compare and make judgement about the differences between services offered through Thames Reach and STRIVE. Instead the aim was to explore what sorts of pathways a similar cohort might follow in the absence of STRIVE in order to yield insight into the value of STRIVE versus a 'business as usual' scenario.

Participants in the non-STRIVE group were recruited via three Thames Reach services. These were chosen to provide a cohort of people similar to the STRIVE cohort and receiving a range of different forms of support. All three services work with homeless people that include those who fit the STRIVE eligibility criteria i.e. single, claiming JSA or ESA (both WRAG and non-WRAG) homeless or vulnerably housed or with a history of homeless and with low to moderate support needs:

- The Employment Academy, which supports vulnerable, including homeless, adults to find employment and access training. The Academy provides a range of services including: help with basic English, Maths and IT; opportunities for volunteering; pre-employability training; and a painting and decorating course for long-term unemployed, homeless and vulnerable people;

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<sup>20</sup> Lucy Loveless, Philippa Hughes and Fleur Nash (2016) STRIVE Evaluation: final process report: MHCLG London

- Lewisham Reach: a floating support service for vulnerably housed adults that includes a weekly drop-in; and
- Two hostels: Thames Reach Greenwich providing accommodation and support to homeless adults with low to moderate support needs with former histories of substance use; and Graham House providing accommodation and support to former rough sleepers.

People accessing both Lewisham Reach and the Thames Reach hostels do so primarily because of their risk of, or actual, homelessness and not to actively seek employment support. The Thames Reach Employment Academy provides a similar range of services to that offered through STRIVE and is therefore more, although not directly, comparable to STRIVE.

The original methodology was ambitious in its design and scope and aimed to achieve a total of 65 baseline and 46 progression interviews with STRIVE participants and a total of 78 baseline and 46 progression interviews with non-STRIVE participants. Baseline interviews were scheduled to take place on a monthly rolling basis; with progression interviews undertaken six month post-STRIVE completion and at an equivalent proxy date for non-STRIVE interviewees. Participants at baseline were asked for consent to be contacted at six months and to fill out a 'license to locate' form detailing how they might be contacted. All participants were offered a high street shopping voucher as an incentive to take part.

Given the scale of this ambition and the likely challenges faced in recruiting interviewees the approach was piloted and subject to three and six month review. This was to enable us to compare and review the profile of the two groups and to ensure that the process was working effectively and not creating undue burden on the two STRIVE providers, Thames Reach or the evaluation team.

At the three month review it was clear that the comparator group were not sufficiently matched to the STRIVE group. At this stage, participants were recruited through Thames Reach's Employment Academy and tended to be closer to the labour market than STRIVE participants, having higher qualifications and more recent employment histories. Furthermore, as they were all accessing employability support they did not adequately represent a 'business as usual' cohort. It was therefore agreed that recruitment would be extended to include three additional venues - Lewisham Reach and the two hostels. At the six month review challenges with achieving the anticipated numbers of baseline (and by extension numbers of progression) interviews were identified. It was therefore agreed to revise these figures downward and take a series of measures to boost participant numbers. These included weekly outreach to Lewisham Reach and the Thames Reach hostels and renewed efforts to locate interviewees through key worker contacts.

The following numbers of interviews were achieved:

- Face-to-face baseline interviews with STRIVE participants on a rolling basis from May 2015 until June 2016 (n=47);
- Face-to-face baseline interviews with non-participants from three Thames Reach centres on a rolling basis from May 2015 until June 2016 (n=37);

- A mixture of face-to-face and telephone progression interviews with those STRIVE participants undertaking the baseline interviews six months after they had left the programme (n=28) ; and
- A mixture of face-to-face and telephone progression interviews with non-STRIVE participants undertaking the baseline interviews at a proxy date equivalent to STRIVE participants six months after they had left the programme (n=23).

Progression interviews were designed to cover the following themes:

- How members of the STRIVE cohort had engaged/were engaging with STRIVE/other services and the nature of support received;
- How and what support the non-STRIVE cohort were accessing/had accessed and the nature of support received;
- The positive outcomes reported at progression by both cohorts including gains in housing stability, health and wellbeing, employment, training and social inclusion;
- The contribution of STRIVE and other services to reported outcomes; and
- Barriers to progression including physical and mental health, housing instability and other life circumstances.

## **Approach to data analysis**

Interviews were recorded and written-up in a common template. Quantifiable data (including participant demographics, housing status, qualifications and employment history) was entered into an excel spreadsheet. This data is presented in detail in annex 1 and provides a description of the characteristics and needs of the STRIVE and non-STRIVE cohorts.

Qualitative data was subject to thematic analysis. A preliminary coding framework was designed through discussion at an evaluation team meeting and on the basis on the evaluation aims. Following an iterative coding process across the team, a final coding framework was designed and applied to the data.

## **Findings**

### **Participant profile**

This section provides a brief summary of the characteristics of the STRIVE and non-STRIVE participants derived from self-reported data collected at interview. Data was collected at both the baseline and six month follow up interviews and covered basic demographic detail (age, gender, and ethnicity), experiences of homelessness and distance from the labour market assessed through claimant status, employment history and qualifications achieved. The analysis presented here refers to participants at follow up referred to as the progression cohort:

- The progression cohorts were well matched in terms of gender with approximately two-thirds of each group being male;

- STRIVE participants were slightly more likely to identify as ‘White British’ (61%) compared to their non-STRIVE counterparts (48%);
- The STRIVE group tended to be slightly younger on average than the non-STRIVE group although the majority in both groups were aged over 40;
- The STRIVE group were marginally more likely to claim ESA than their non-STRIVE counterparts (61% compared to 52%) although the latter were more likely to report health problems or a disability (78% compared to 69% in the STRIVE group);
- A higher proportion of the non-STRIVE progression cohort were living in private rented accommodation (30% compared to 7%) while the STRIVE cohort were more likely to be living in hostel accommodation (46% compared to 26%). This reflects the fact that Lewisham Reach provides support to those at risk of eviction who are likely to be living in privately rented accommodation.

In summary while there were some small differences between the groups they were sufficiently matched to enable a comparison of the different outcomes and pathways they had followed between baseline and progression interviews.

## Outcomes and progression

During progression interviews members of the STRIVE and non-STRIVE groups were asked to discuss the outcomes they had achieved and progression made in the six months since first interview. Achievement of concrete outcomes - including attendance on courses, qualifications gained, entry into employment and change in housing status - were discussed alongside perceptions of improved confidence, self-esteem and motivation. Some interviewees reported achievement of multiple outcomes with a minority reporting no outcomes. A summary of these responses is presented numerically in in Table 3.1 below.

**Table 3.1 Self-reported outcomes at progression**

Cohort	‘Hard’ outcomes				‘Soft’ outcomes	Accommodation	No outcomes reported
	In work/full time apprenticeship	Volunteering or work placement	Education or training	Gained qualification	(improved confidence, motivation, etc.	Reported stable accommodation	
STRIVE	18% (n=5)	32% (n=9)	78.5% (n=22)	53.5% (n=15)	71% (n=20)	86% (n=24)	3.5% (n=1)
Non-STRIVE	20% (n=5)	20% (n=5)	41.5% (n=10)	12.5% (n=3)	25% (n=6)	83% (n=20)	33% (n=8)

Source: Impact assessment qualitative interviews. Base: Total=51; STRIVE=28; Non-STRIVE=23

Analysis of the data shows that members of both cohorts could be divided into three broad categories, based on the outcomes they had achieved:

- Category 1: those entering and sustaining part or full time employment, or a full time apprenticeship.
- Category 2: those moving closer to the employment market through achievement of one or more of the following: a qualification; attendance on or completion of other courses; completion of or on-going volunteer or work placement.
- Category 3: for the STRIVE cohort those who may still be on STRIVE but without achieving a qualification or accessing any alternative training or work/volunteer placement. For the non-STRIVE cohort those who may or may not still be on the course they were on at first interview but without achieving a qualification or accessing any alternative pre-employment training or work/volunteer placement.

Participants in all three categories may or may not have achieved an improvement in housing status and/or reported improved wellbeing or other 'soft' outcomes.

Analysis of the qualitative data showed that across these categories, experience of progression varied between members of each cohort. Wherever they were recruited from, participants described varied, sometimes highly individualised journeys that were contingent upon their particular life circumstances and the nature of the support they had been able to access.

### **Category 1 participants**

Participants in this category were all in employment at the time of second interview with the exception of one non-STRIVE participant who was on a full-time apprenticeship. Five participants in each of the STRIVE and non-STRIVE cohorts were in this category. As a general finding those who had been on STRIVE tended to be further from the labour market at baseline than non-STRIVE participants<sup>21</sup>.

STRIVE participants in this category tended to be further from the labour market than their non-STRIVE counterparts. Three held Level 2 qualifications or equivalent, one had unspecified overseas qualifications with the fifth having only entry level qualifications. This latter participant had no work experience within the last five years unlike the remaining four who had all engaged in work at some point. Of these five STRIVE members; three were homeless at baseline and two in private rented accommodation. Three of these interviewees reported health barriers to securing employment and one had recently served a custodial sentence.

For the non-STRIVE participants, three had been recruited via the Employment Academy and two via Lewisham Reach. Both those recruited via Lewisham Reach were educated to NVQ level 5+ equivalent and had accessed the service because of insecure housing and risk of eviction at baseline. Of the three recruited from the Employment Academy, two reported holding NVQ level 2 equivalent qualifications and the third NVQ level 5+ equivalent qualifications. These interviewees had been variously housed at baseline in either supported housing, private rented accommodation or social housing. Two reported

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<sup>21</sup> Although it should be noted that, as with other observations, this could be due to random chance and is not a statistically valid finding

enduring mental and physical health problems as barriers to employment. At baseline, all five had been in paid employment within the previous five years.

Commonalities between the two cohorts centred on their motivation to progress and achieve employment.

STRIVE cohort interviewees clearly identified that attendance on STRIVE had provided them with the motivation and confidence to look for and gain employment.

Jake<sup>22</sup> was sofa surfing and had had a recent experience of prison at first interview when he first engaged with STRIVE, having been referred there by his probation officer. At the time of his second interview, Jake was in full-time employment with a well-known hotel group. He described how STRIVE had given him the skills and confidence to put his life on a more positive track and achieve employment:

*“If I didn’t attend [STRIVE] I wouldn’t have had the motivation to get off my backside... it has helped me better my skills and given me more confidence in IT and English... the courses were really good... the teachers help people achieve what they want to achieve.”*

In the following case study Kirsten provides an illustrative example of someone whose life has been knocked off course by homelessness and how, given the right support delivered at the right time, was able to achieve a return to stability and employment. While Kirsten was motivated to gain work in catering and had previous experience in this field, the time she had spent homeless had had a major impact on her self-confidence and esteem. Her attendance on STRIVE had helped re-build this and opened up opportunities to gain the qualifications and experience she needed to achieve her goals. The case study shows how STRIVE was able to respond flexibly to Kirsten’s individual needs providing her with a suitable volunteering opportunity and part-funding for her NVQ Level 3 catering qualification, leading to employment.

### **Case study 1: Kirsten**

#### **Kirsten**

Before STRIVE, Kristin (48) was claiming ESA and had been homeless in the last three years. She is originally from America where she had gained qualifications equivalent to NVQ level 2. In the last five years she had engaged in catering work and when she joined STRIVE she was in the process of completing her NVQ level 3 Catering and Hospitality qualification supported by Crisis Skylight. Kristin was also enrolled on both Excel and NVQ Level 2 Food and Safety courses.

On STRIVE Kirstin gained qualifications in IT, Maths, English alongside Excel and PowerPoint. She *“did all the training and used all the resources that STRIVE and Crisis offered”*. Crisis also had also part-funded her NVQ Level 3 Catering and Hospitality qualification. She took the opportunity to volunteer at the Crisis café for six months to build up her experience and confidence before going into work as *“there is a different feel working in the UK, I wanted to know what it would be like”*. Kristin now has a permanent job as a chef, where she works four to five days a week. She came to STRIVE *“specifically with the aim to get more skills and experience to get a job”* and felt that it gave her the *“confidence to get a job”*. Without STRIVE Kirstin would have tried to look for similar courses, but feels that she would not have been able

<sup>22</sup> All names used are pseudonyms.

to access as many courses offering higher levels of qualifications. She feels that *“the tools I gained from STRIVE were very useful”*.

Through their Employment Academy, Thames Reach are also able to support similarly motivated individuals to achieve employment outcomes by helping them to access courses, gain qualifications and volunteer. In the following case study, Dave, like Kirsten, had previously led a relatively stable life, with the addition of having been fully employed in the years prior to becoming homeless. Although highly qualified and experienced, Dave found himself homeless after experiencing mental health problems. Through support received at Thames Reach he has been able to move into paid employment with ambitions to move out of supported housing and into his own accommodation in the near future. Dave notes that attendance at Thames Reach gave his life structure, something that STRIVE participants similarly highlight as important.

### **Case study 2: Dave**

#### **Dave**

Dave (44) had been in full time employment for most of his life before suffering severe depression and a breakdown. He had been evicted from his home and was living in supported accommodation and claiming ESA at baseline interview. In the past he has experienced depression and anxiety and been hospitalised twice for trying to commit suicide. Dave worked as a professional classical dancer for fourteen years and then moved into PR and communications for hotels. He has qualifications equivalent to NVQ Level 5+. At the time of baseline interview Dave had been on the work ready program at Thames Reach Employment Academy and was volunteering as a peer supporter at Thames Reach. Dave felt that the course *“changed my life...it gave me structure... it empowered me to get out... if I had thought two months ago what would I be doing now? I would have never thought this, ever, not only has this place [Thames Reach] changed my life, it got me out of the place I am at the moment, it put structure back into my life, I feel more empowered, I can talk about myself a bit more”*.

Since the baseline interview Dave now has a job, offering a client perspective in the contracts and business team at a homelessness charity. His contract has been extended and he hopes it will be made permanent. He found this job through his key worker at Thames Reach. He is still receiving NHS support with his mental health but wants to live on his own again: *“I think it is time to move back on to my own again... I have all the right structures in place... I feel like I have dealt with all the things I needed to deal with and don't want to be in that position again”*.

The two interviewees recruited via Lewisham Reach who fitted into this category were both at risk of eviction at first interview; one because of ill health that had left her unable to work and the other due to unemployment and a housing benefit deficit. Both were qualified at level 5+ or equivalent with previous experience of employment. At second interview one was self-employed and the other in full time employment, but both had achieved this through a combination of self-help and support from people within their own social networks rather than via an external agency.



### Case Study 3: Emmanuel

#### Emmanuel

Emmanuel (34) is originally from Nigeria where he was educated to degree level. At baseline interview he was claiming JSA and at risk of eviction from private rented accommodation as he was unable to meet the full rental cost. He was looking for work but lack of well-paid job opportunities left him unemployed. He accessed Lewisham Reach for housing advice when threatened with eviction by his landlord. At progression interview Emmanuel had gained an NVQ Level 3 qualification in business studies and had become self-employed. He was still attending FE college and had applied for a student loan to help him continue his studies. Emmanuel had achieved this largely unaided although helped with advice from Lewisham Reach about how to maintain his accommodation:

*“They [Lewisham Reach] gave me some advice about how to approach my landlord and what I needed to do...I’m an independent person and the rest I’ve achieved off my own back so to speak”*

#### Category 2 participants

The majority of STRIVE participants (57% n=16) fell into this category at their six month follow up interview having moved closer to employment through the achievement of one or more qualification, attendance on/or completion o, other courses and/or experience of volunteering or work placement. A smaller number of non-STRIVE participants were in this category (26% n=6).

Participants in this category tended to be further from the labour market at baseline than those in category one and were more likely to report enduring mental and physical health problems, instability in housing status or a return to former substance use.

Of the 16 STRIVE participants fitting into this category; eight had no previous qualifications at baseline and five had Level 1 qualifications with the remaining three qualified at Level 2. Of these, one had no experience of paid work, three had had no work experience within the last five years while the remainder had some experience of low paid and insecure work in this time. All participants reported further multiple barriers to employment including enduring physical (n=7) and/or mental health problems (n=7), and/or a history of or current alcohol/drug use (n= 6). Two had also had recent experience of prison and seven were still living in hostel accommodation.

Non-STRIVE participants fitting into this category tended to be better qualified with one educated to level 5+ another to Level 4, two at Level 2, one at Level 1 and the sixth with unspecified qualifications gained abroad. Four of the six had had recent work experience with the other two not having worked for over five years. Three of these participants reported mental and physical health barriers to employment. One was in a hostel, another in supported housing with the remainder (four) in rented accommodation.

Whilst not achieving an employment outcome, STRIVE participants in this category had moved closer to the labour market. Most had achieved qualifications on STRIVE and/or through other courses internal to St Mungo’s or Crisis including Level 2 English, Levels 1 and 3 maths and Excel software. In addition, several had also accessed a range of external training courses including those in painting and decorating, construction, health

and social care, gardening, health and safety and pre-employability training. They were also far more likely to report the achievement of soft outcomes such as improved self-confidence and motivation (87.5% of those in this category n=14) than non-STRIVE participants (28% of those in this category n=2).

Nina's experience on STRIVE illustrates how important the development of self-confidence and greater social connectedness can be to moving forward. For Nina the social support that she has gained through participating on STRIVE has had a positive impact on her wellbeing and general quality of life.

#### **Case Study 4: Nina**

##### **Nina**

Nina (42) was living in a hostel and claiming ESA at baseline. At second interview, she had moved into rented accommodation, onto JSA and was actively looking for employment. She had achieved an English qualification on STRIVE and was still being supported by a life coach at Crisis who was helping her look for jobs and volunteering placements and giving her additional tutoring. Nina reflected that *"without [STRIVE] I would have been stuck... I wouldn't know what to go for"*.

As well as her qualification in English Nina benefited from the social interaction that she enjoyed on STRIVE which has given her new-found confidence:

*"I do miss STRIVE... it is a great class to be in. But we [friends who met on STRIVE] see each other and go for a drink... we meet up in the city even though we live far apart... before [STRIVE] I was very quiet and withdrawn... now I am out going and chatty with everyone... [STRIVE] brought my confidence back together...it helped me trust people again"*.

In the following case study Peter describes how STRIVE was able to support him in a number of ways to progress. Like Nina, he values the opportunity it gave him to mix with others and build his self-confidence as well as acting as a gateway to achieving qualifications and providing support to look for work. Peter contrasts this with his experiences of the Jobcentre, which he describes as limited in their capacity to provide the more holistic support that he needs.

#### **Case study 5: Peter**

##### **Peter**

Before STRIVE, Peter (54) was claiming JSA and sofa surfing with family and friends. He had previously been claiming housing benefit, which was cut when he got a job. He could not afford to pay the rent on his flat so was evicted. He then lost his job as the company moved too far away. He had qualifications equivalent to NVQ level 2 and had been working in a warehouse. He was not accessing any other support.

Since STRIVE Peter has moved into private rented accommodation, which Crisis helped him find. He has gained his painting and decorating level 1 qualification and his CSCS (construction skills and certification scheme) card, which Crisis funded. He still sees his progression coach from STRIVE who is helping him find employment, with job applications and with volunteering opportunities at Crisis. At the time of the progression interview, Peter had applied for two jobs and was waiting to hear whether he had been successful. STRIVE gave Peter *"a lot of motivation"* and help him learn *"how to mix with people"*. The worker who referred Peter to

STRIVE told Peter that since STRIVE *"I was radiating... I looked different... I was doing really well"*.

Without STRIVE Peter explains feels that *"I don't think I would have been alive now... I was on rock bottom... the Jobcentre tries but doesn't try hard enough... they are not interested enough"*.

For many of the individuals identified within this category, this was the first time that they had made progress in a positive direction. However, as they were more likely than category 1 participants to have enduring mental and physical health problems, histories of drug/alcohol use and continued experience of homelessness they required more intensive and sustained support to achieve longer-term outcomes.

Many of these interviewees reported achieving positive outcomes for the first time in their histories of homelessness. They reported that STRIVE had helped them to regain confidence and self-belief that they had lost due to negative or traumatic life circumstances. The following case studies provide illustrative examples of how STRIVE can support people in a holistic way to progress for the first time. While both Tina and Zac face ongoing and significant challenges to achieving employment, they have nonetheless made considerable progress since accessing STRIVE. They report improved confidence and motivation and a greater sense of wellbeing as well as developing new skills and gaining qualifications.

### **Case Study 6: Tina**

#### **Tina**

Before STRIVE, Tina (51) was claiming ESA and living in social housing. She was recovering from a drug addiction, has Hepatitis C and post-traumatic stress disorder. Tina had no previous qualifications as she *"left school at an early age because I was raped"*. After school, she started training in social care but did not complete this. In the last five years, she had done some paid work as a lorry driver. Tina had been attending a community drug and alcohol service as she became addicted to a range of prescribed drugs during her treatment for Hepatitis C. At the time of the progression interview, Tina was still suffering ill health due to her Hepatitis C and compromised immune system. She attends a Hepatitis C support group.

On STRIVE Tina gained her Level 2 English and Level 3 Maths qualifications. She still accesses STRIVE but cannot do so regularly due to her health. Tina feels that *"STRIVE has really helped me progress in English... now I am more confident in my writing, spelling and punctuation, I understand sentences"*, and that *"learning has been good for me as I am more open now I have got more confidence, so I look forward to going back and maybe picking up the IT side of it"*. STRIVE supported Tina to access and complete an eight-week peer and mentoring course run by an external provider. She feels that she *"never would have attempted [a course] before as I had no confidence... because I didn't understand punctuations and sentences... through [STRIVE] it gave me the confidence to actually go and do something"*. Tina would like to do some volunteering in the future when her health permits it, *"I am hoping as soon as my health improves that I can go and do a lot more"* (she hoped to complete her treatment by summer 2016). She feels that STRIVE has *"helped me find my way, very slowly, but in my heart of hearts I see me getting back into employment, I see me getting over the hurdles in front of me, I wouldn't have done that without any of this"*.

Tina particularly valued the holistic support: *"I feel like I am being nurtured"*, and *"they seem to know if I do need support they know where to signpost me, I have not had this before, in recent*

*years there has been no signposting and I have not known where to go and who to see". She feels that STRIVE has been a "stepping stone to help my get back my life".*

## Case Study 7: Zac

### Zac

Before STRIVE, Zac (36) was claiming ESA and living in a hostel. At baseline, he reported that he had mental and physical health problems: depression; problematic alcohol use; and knee and stomach problems. Zac had recently come out of prison following a conviction for unspecified alcohol related offences. He did not have any qualifications and had never worked. At second interview and since completing the taught component of STRIVE, Zac had attended an external painting and decorating course and applied for inclusion on a volunteering scheme - specifically for people who had been in prison. He feels that STRIVE has improved his confidence and writing skills, making him more attractive to employers.

Zac described how STRIVE had put structure into his life acting as an alternative to simply drinking all day long. Without STRIVE Zac *"used to drink... I would probably keep on drinking. Waking up in the morning [to attend STRIVE or courses] is good for me because if I didn't go out anywhere I would most probably go back to drinking"*.

Of the six non-STRIVE participants within this category, five had attended the Employment Academy and the sixth Lewisham Reach. These participants had received support from a variety of sources including the Jobcentre:

- Three of those recruited via the Employment Academy had accessed courses at local further education (FE) colleges, one of whom cited the college and the Employment Academy as his key sources of support; another his employment coach at the Jobcentre while the third felt she had accessed her course through her own motivation and effort.
- The fourth participant recruited through the Employment Academy had attended a computer course there and cited the Academy as his main source of support.
- The final participant, recruited via Lewisham Reach, had attended a four-week forklift truck-driving course and had attended the Work Programme. He cited the Job Centre as his key source of support.

Tom provides an example of someone who the Employment Academy has supported to progress closer to the labour market. In many ways Tom is similar to participants in category 1, being motivated to progress and closer to (though yet to enter) the labour market than many other interviewees.

## Case Study 8: Tom

### Tom

Tom is aged 44. He was claiming JSA and still living in a hostel at his progression interview. At baseline, he had qualifications equivalent to NVQ Level 2 and had engaged in some paid labouring work in the last five years. In between his baseline and progression interviews, Tom

had attended the Work Programme and completed two more painting and decorating courses at the Employment Academy, where he achieved a further qualification. He was about to have an interview for an apprenticeship at the time of the progression interview. Tom explained that Thames Reach had helped him find these courses and that he now felt ready to apply for apprenticeships.

Unlike Tom, Sally requires more intensive support from a range of agencies to deal with the multiple challenges that she faces. Sally has achieved education and training outcomes through attendance on courses, but this has proved a challenge and she feels she would benefit more through accessing more specialised support. The support that she has had from the Thames Reach Employment Academy, while important, represents a small part of the mosaic of support she receives from other services.

### Case Study 9: Sally

#### Sally

Sally (56) is claiming ESA and living social housing. She has diagnosed schizophrenia and mentioned that her GP has told her that she is overweight and has high cholesterol. She has qualifications equivalent to NVQ level 4. Sally has not engaged in any paid work in the last five years. At baseline, she was accessing the Employment Academy and receiving support from mental health services for her schizophrenia. In between the baseline and progression interviews Sally completed a course in retail and at progression was attending an ILM (Institute of Leadership and Management) level 3 business course at Lewisham college. She had also been to the charity Mind to receive support with her mental health and meet other people with experiences similar to her own. Sally found the business course at Lewisham College through the college prospectus. She is struggling with the course as feels that *"it is hard to draw up a draft for what they want"* and because *"I can't connect up on the course with other students... there are lots of different interests, we don't all work at one pace"*. She thinks that she would benefit from additional support from mental health services. She would like to do some volunteering but does not have the time while studying on the business course. She says she would like to study to be a social worker in the future.

### Category 3 participants

Participants in this category had not achieved any defined outcomes between baseline and progression interviews, with the exception of an improvement in housing status which some, but not all, had achieved. Interviewees from the non-STRIVE cohort were more likely to fall into this category (52% n=12) than STRIVE participants (25% n=7). Four of the non-STRIVE interviewees had been recruited via the Employment Academy, five from Lewisham Reach, two from the Graham House hostel and one from the Thames Reach Greenwich hostel.

Of those in the STRIVE cohort, four were still actively engaged with the programme and the other three were not actively engaged with either STRIVE or any other service.

Of those in the non-STRIVE cohort, four had completed a course at the Employment Academy but without achieving a qualification - although two reported improved confidence and self-esteem. The remaining eight (i.e. those recruited via either Lewisham

Reach or a hostel) reported achieving no outcomes including no improvement in self-esteem, confidence or motivation.

Both STRIVE and non-STRIVE participants in this category were further from the labour market than those in the other two with few qualifications and little experience of employment. They also tended to have relatively high support needs and face multiple and entrenched barriers to progression that were unlikely to be resolved in the short to medium term.

In the STRIVE group:

- Four had no qualifications and had not worked in the last five years. Three of these participants reported enduring mental and physical health problems along with recovery from drug or alcohol addiction as barriers to employment. All four had had recent experiences of entrenched homelessness although two had recently been housed in social housing at baseline. These tenancies had been sustained at progression. The other two participants were homeless at baseline and remained homeless at second interview.
- One participant had Level 2 qualifications but no former employment history. He described himself as still recovering from drug addiction. This participant had a three-year history of homelessness and was still homeless at time of second interview.
- One participant was educated to Level 3 or equivalent. He had been in the army and experienced stress related fits although deemed fit for work and claiming JSA. Between first and second interviews, he had moved from hostel accommodation into a social housing tenancy.
- The final STRIVE participant in this category had Level 5 equivalent qualifications but had not worked in the past five years. This person reported a continuing struggle with problematic alcohol use and was still claiming ESA. This participant was housed through a housing association that he had sustained between baseline and progression interview.

STRIVE participants were more likely to report achievement of soft outcomes than the non-STRIVE group. Five of the seven reported improved confidence, self-esteem and motivation as a direct result of their participation on STRIVE. Interviewees in this category described how STRIVE had provided them with structure in a previously chaotic life, and “*a reason to get up in the morning*”. This had contributed to an improvement in quality of life including a better sense of wellbeing and motivation.

The following case study describes how one participant had used STRIVE as a stepping-stone to further progress.

### **Case Study 10: Nick**

#### **Nick**

Before STRIVE, Nick (59) was claiming ESA and living in a hostel. He was taking medication for stress-related fits. He had previous qualifications equivalent to NVQ Level 3 and had been a

paratrooper in the army. Before joining the army, he had worked as a painter and decorator. Nick was receiving support from the Veteran's Association at the time of baseline interview.

Since STRIVE, Nick has moved out of London and is now living in social housing. The Veteran's Association had helped him find this accommodation. At the time of the progression interview, Nick was just about to move from ESA to JSA. His health had improved and he was feeling a lot more positive about the future. He was about to start looking for work again. Nick feels that STRIVE "gave me something to get up for in the morning... you had something to go and do, something positive whereas before that I was just getting up and wondering what I was going to do". On STRIVE he learnt how to use a computer: "it gave me the confidence knowing I would go down there and I knew how to use the computer".

For Nick, STRIVE gave him "a foothold, so from there on I could go to the next level".

Of the 12 non-STRIVE participants fitting into this group:

- Three participants had no qualifications and had had no experience of employment in the last five years. All three cited enduring health problems, lack of qualifications, low self-esteem and poor motivation as barriers to progression. Two had attended courses at the Employment Academy both of whom were in hostel accommodation at baseline and at progression. The third was recruited via Lewisham Reach and had been in private rented accommodation at baseline but sleeping rough at progression and likely to have been using drugs. This person also reported that he was no longer in receipt of benefits.
- Two participants reported having qualifications at Level 1 or equivalent but with no experience of employment in the last five years. One was recruited via Lewisham Reach and living in social housing at both baseline and progression. The other was recruited via Graham House hostel and had moved into supported accommodation between baseline and progression. Both were claiming ESA and reported ongoing problems with substance use, depression, lack of qualifications, low self-esteem and poor motivation as barriers to progression.
- Three participants reported having qualifications at Level 2 or equivalent with some experience of work in the past five years. One of these interviewees was recruited via Lewisham Reach having accessed the service following a recent diagnosis of cancer and being at risk of eviction from private rented accommodation as a consequence. This interviewee had moved into hostel accommodation at progression and was claiming ESA. The second interviewee was recruited via Thames Reach hostel and reported poor mental health as well as on-going recovery from problematic drug use for which he was receiving support from statutory drug and alcohol services. The third interviewee was recruited via the Employment Academy and was attending a course in painting and decorating at baseline and progression that he had accessed with support from the Academy but without having achieved a qualification as yet. This interviewee was living in social housing and claiming ESA for health reasons including anxiety and panic attacks at both baseline and progression.

- Two participants in this category were educated to Level 3 or equivalent both of whom were recruited via Lewisham Reach. One had had no paid work in the last five years and reported enduring physical health problems and alcohol use as barriers to employment. He had been claiming ESA at baseline but at progression had had his benefits stopped and was appealing his 'fit for work' decision by the Jobcentre. The second interviewee had accessed Lewisham Reach as he was at risk of eviction at baseline. He was claiming JSA but reported that he suffered from depression and that this was a barrier to work. At progression he was living in hostel accommodation and had been referred to drug and alcohol services for support. Neither of these interviewees reported any positive outcome.
- One participant was educated to Level 4 or equivalent and had worked for two of the previous five years. At baseline he was claiming ESA having recently suffered from two strokes which had left him with some paralysis. At baseline he was living in supported housing but at progression was a tenant in social housing reporting that the local authority had supported him with finding this. On-going health problems meant that he was still claiming ESA and not looking for work.
- The final participant in this category was not willing to disclose details of his qualifications or employment history and appeared to be under the influence of alcohol at the time of his progression interview.

The experiences of participants in this category, whether recruited via STRIVE or through the different Thames Reach services, illustrate how difficult and complex progression can be. While many had aspirations for the future, they were having to deal with multiple problems including enduring mental health problems, illness, and insecure housing. For many paid work was not something that they could contemplate at this point in their lives, needing support to stabilise health and housing before being able to move on. Individual case studies suggest that the sort of structured support offered by either STRIVE or the Employment Academy was valued and can, although not always, lead to improvements in wellbeing. By way of contrast, those not accessing either did not appear to be receiving support at the level of intensity needed to effect a positive progression.

The following case study provides an illustrative example of someone falling into this category but facing a set of problems too challenging to overcome in the short-term. It also demonstrates the critical importance of stable accommodation as a foundation for progress towards other outcomes.

### **Case Study 11: Megan**

#### **Megan**

At baseline Megan (59) was claiming JSA and living in private rented accommodation. She had qualifications equivalent to NVQ Level 2 and was working as a teaching assistant before being signed off sick. At the time of baseline interview her flat was about to be repossessed and she was struggling to find accommodation. At the time of the progression interview Megan reported that she had been moved out of her flat into a hostel and had been diagnosed with cancer. She was subsequently claiming ESA- *"I am still in a hostel, I am about to start chemo, and the hospital have told me it's not advisable to be having treatment in the circumstances I am living*



*in. Yet the council, I have given them all the information from the consultant I am still waiting for an answer, I don't know why it's taking them so long to rehouse me into a proper, affordable residence”.*

Megan is not focused on getting back into work as is she is just hoping for her health to improve and to find a stable home *“where I can live normal again – I need stability, I need to have a future”.*

Joyce is also claiming ESA and living in hostel accommodation. She faces health barriers to employment but has still benefited in other ways through her participation on courses offered through the Employment Academy. The key features of the support she highlights at the Employment Academy are similar to those valued by the STRIVE participants who have received one-to-one input.

### **Case Study 12: Joyce**

#### **Joyce**

At both baseline and progression Joyce (48) was living in hostel accommodation and claiming ESA because of a heart condition and enduring mental health problems. At progression Joyce was still attending a literacy course at the Employment Academy (she had been on the course for a year) delivered on a one-to-one basis: *“It's one on one sessions... that's what I love about it... nobody else pestering me”.* Joyce explained that the tutors at the Employment Academy were *“really so supportive”* and that the course had made her feel more confident *“my reading and writing has improved a heck of a lot...it has made me more confident”.* Although she had not gained any qualifications since baseline interview she said that *“I wish I could work towards a qualification”* and that she might like to do other courses in future.

In the next case study, Rob provides an example of someone who might benefit from the type of support offered through either STRIVE or Thames Reach when ready to take up the opportunity.

### **Case Study 13: Rob**

#### **Rob**

At baseline Rob (38) was claiming ESA and living in Thames Reach hostel accommodation. Rob mentioned that he had had previous problems with drug use and had, at some point in the past, gone through a rehabilitation process. At progression interview Rob was living in temporary shared accommodation and his key worker at Thames Reach was helping him to find his own place to move into. Rob had moved from claiming ESA to claiming JSA. His key worker had mentioned the Work Programme to him but he explained that *“at the time she mentioned it I wasn't in a great place”.* Although now claiming JSA Rob explained that *“I am having some troubles with depression and anxiety... nothing really physical though”.* Since baseline he had continued to be supported by his key worker who he described as *“really great, would help you... she is very supportive”.* Rob has aspirations to get his flat and find a job. He explained he would like to work with people who have issues with drugs and alcohol and that he was interested in attending a peer mentor scheme: *‘so that I can impart some of the stuff I have gone through over the years and stuff, and if that can help somebody in some*

*way I would like to make use of that'. In the short-term however "my nerves stop me... the only that stops me doing these courses is my nerves, I have got problems with my nerves".*

## Discussion and conclusions

The qualitative assessment of outcome presented here forms part of a 'mixed methods' approach that triangulates evidence from a range of evaluation activities:

- Qualitative fieldwork with STRIVE participants
- Providers and stakeholders
- Collection and analysis of programme data; and
- A value for money assessment (presented in the following section).

Inferences from the qualitative assessment of outcomes need to be contextualised within the findings of the wider evaluation to consider whether, and how, STRIVE 'works'<sup>23</sup>.

Analysis of the data collected for this component of the evaluation examined the outcomes for STRIVE and non-STRIVE participants divided into three broad categories. Participants in all three categories may or may not have achieved an improvement in housing status and/or reported improved wellbeing or other 'soft' outcomes. To recap:

Category 1: represents those entering and sustaining part or full time employment, or a full time apprenticeship;

Category 2: represents those moving closer to the employment market through achievement of one or more of the following: a qualification; attendance on or completion of other courses; completion of or on-going volunteer or work placement; and

Category 3: represents those in the STRIVE cohort who may still be on STRIVE but without achieving a qualification or accessing any alternative training or work/volunteer placement. In the non-STRIVE cohort it includes those who may or may not still be on the course they were on at first interview but without achieving a qualification or accessing any alternative pre-employment training or work/volunteer placement.

Findings show that STRIVE has successfully delivered outcomes to the majority of participants including those with higher support needs and more complex barriers to progression. Thus three quarters of STRIVE participants in the progression cohort (n=21 75%) fell into either category 1 or category 2 with many of those in the latter category achieving outcomes despite reporting multiple barriers to progression.

Just under half of the non-STRIVE cohort (n=11 48%) fell into either category 1 or 2. These participants tended to be better qualified than STRIVE participants and less likely to report multiple barriers.

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<sup>23</sup>For details of the qualitative process evaluation please see Lucy Loveless, Philippa Hughes and Fleur Nash (2017) *STRIVE Evaluation: final process report* (MHCLG London)

Those in category 1, whether STRIVE or non-STRIVE, tended to be more motivated to gain employment and had experienced homelessness, or the threat of homelessness, as temporary; and a consequence of adverse circumstances that included domestic violence, illness and debt due to unemployment. Those accessing either STRIVE or the Employment Academy highlighted the value of routine and structure that attendance on courses had given them and the impact of this on their self-esteem, confidence and general wellbeing. This is mirrored in the qualitative findings of the process evaluation presented in section one above.

The two participants in the non-STRIVE cohort who had not accessed the Employment Academy reported achieving outcomes through recourse to their own networks and personal resources rather than through the support of an external agency.

Findings indicate that STRIVE has been successful in achieving a range of outcomes that represent progression towards the labour market along with 'soft outcomes' such as improved self-esteem, confidence and motivation. In this respect, STRIVE appeared to be more successful than the 'business as usual' group. Many of the STRIVE participants in category 2 reported making progression for the *first* time highlighting the holistic role that STRIVE had played in helping them to move forwards. A smaller proportion of non-STRIVE participants fell into this group and of those that did all but one had accessed the Employment Academy. Like STRIVE, the Employment Academy is clearly able to support people in achieving training outcomes; although the participants in the non-STRIVE group falling into this category were more likely to cite multiple sources of support including JCP. The non-STRIVE participant not accessing the Employment Academy cited the Jobcentre as his key source of support.

Only a quarter of STRIVE participants (25% n=7) were identified within category 3. These participants represented those who are more difficult to help, having medium to high support needs. All seven reported a combination of enduring mental and physical health problems and recovery from drug or alcohol addiction as barriers to progression. They were also relatively far from the job market having few or no qualifications and/or no work experience within the last five years. Nonetheless, five of the seven reported improvements in confidence, self-esteem and motivation because of their attendance on STRIVE and one reported an improvement in housing status.

Just over half (52% n=12) of the non-STRIVE participants fell into category 3. Like their counterparts in the STRIVE group they reported multiple barriers to progression. These participants, however, were less likely to report achievement of soft outcomes – none of those recruited from either Lewisham Reach or the hostels reported any outcomes, while two of the four recruited from the Employment Academy reported no outcomes. This is not to say that these individuals had not been supported through these avenues. Their narratives reflect the scale of the challenge they face in progressing forward and indicate that they would benefit from more intense and multi-faceted support. The two who did report positive outcomes highlighted the value placed on bespoke one-to-one support, features that chime with those reported by STRIVE participants.

In summary, STRIVE appears to have delivered more outcomes for its participants than those in the 'business as usual' group. Whilst the majority of participants in the STRIVE cohort may not have achieved an employment outcome they do report positive forward progression. Their accounts place a high value on a range of outcomes achieved including qualifications, access to other opportunities, greater stability and structure, better social

connectivity, more secure housing and improvements to confidence, motivation and general wellbeing.

The evaluation has not been able to establish whether or not these outcomes could have been achieved elsewhere. Participants in the non-STRIVE cohort also report the achievement of positive outcomes, in particular those who have attended the Employment Academy and these include some individuals with more challenging support needs. However, for those who were recruited to the non-STRIVE group from alternative venues the achievement of outcomes appears contingent upon those individuals' original starting positions, their social networks and capacity to take up affordances offered by other services.

## 4. Value for money assessment

This section presents the findings from the evaluation's value for money exercise. A detailed technical description of the approach taken is provided in Annex 2.

### Analysis of programme costs

The STRIVE programme was funded through three main sources: The Department for Work and Pensions (DWP); the Skills Funding Agency (SFA)<sup>24</sup>; and the Ministry of Housing, Communities and Local Government (MHCLG). The total value of funding to the programme was £297,000 over the two years to the end of March 2016.

The funding was evenly distributed across both years. The majority of the funding came from the SFA (51%) and MHCLG (46%). Crisis received nearly three quarters (73%) of the total funding each year (see Table 4.1).

### Expenditure

The expenditure of the programme is presented in Table 4.3, showing a breakdown of expenditure by nine categories. The largest expenditure items are for project management (37%) and for Skills coaches (37%).

The difference between the levels of funding for the two providers is due to project management costs. Crisis received £69,000 per year for project management costs, whereas St Mungo's did not receive any funding for this activity<sup>25</sup>.

### In-kind costs

The expenditure discussed above presents how the budget for the programme was used. However, in order to successfully achieve the outcomes and impacts of the programme additional resources were utilised by both providers. The evaluation team asked the providers to estimate the nature and cost of these resources. For both Crisis and St Mungo's, these costs were additional staff time provided by staff who were not paid through STRIVE; and time donated by volunteers. There were no other in-kind costs reported, such as transportation costs, free room hire or equipment costs.

The value of the in-kind costs for the programme are presented in Table 4.4. This shows that the in-kind costs are small compared to the overall budget for the programme (4% of total expenditure). The level of in-kind contribution was slightly higher at Crisis than at St Mungo's, which was due to higher staffing costs at Crisis.

The total estimated cost of the programme is presented in Table 4.1 below:

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<sup>24</sup> The Skills Funding Agency merged with Education Funding Agency on 1 April 2017, to become the Education and Skills Funding Agency.

<sup>25</sup> It should be noted that the pre-employment manager funded through STRIVE and employed by Crisis worked across the programme. Costs averaged out across both providers are therefore more representative.

Table 4.1 Total budget for the programme, 2014-15 to 2015-16, (£000)

<b>Source</b>	<b>Crisis</b>	<b>St Mungo's</b>	<b>Total</b>
MHCLG	137	0	137
SFA	76	76	153
DWP	4	4	7
In-kind	7	6	13
<b>Total</b>	<b>224</b>	<b>86</b>	<b>310</b>

Table 4.2 Budget by funder

Source	2014-15 (£000)			2015-16 (£000)			Total (£000)		
	Crisis	St M	Total	Crisis	St M	Total	Crisis	St M	Total
MHCLG	69	0	69	69	0	69	137	0	138
SFA	38	38	76	38	38	76	76	76	153
DWP	2	2	4	2	2	4	4	4	7
Total	109	40	149	109	40	149	217	80	297

*Management Information from Crisis and St. Mungo's*

Table 4.3 Budget by expenditure item

Source	2014-15 (£000)			2015-16 (£000)			Total (£000)		
	Crisis	St M	Total	Crisis	St M	Total	Crisis	St M	Total
Project Manager	55	0	55	55	0	55	110	0	110
Skills coach	28	28	55	28	28	55	55	55	110
Outcomes star licence	0	0	0	0	0	0	0	0	1
Workshops delivery costs	1	1	2	1	1	2	2	2	4
Employment workshops client travel	1	1	2	1	1	2	2	2	3
Travel costs for clients for coaching	3	3	6	3	3	6	6	6	13
Travel costs for clients for literacy / numeracy	6	6	13	6	6	13	13	13	25
Qualification and other costs	1	1	3	1	1	3	3	3	5
Project mg/governance	14	0	14	14	0	14	27	0	27
Total	109	40	149	109	40	149	217	80	297

*Management Information from Crisis and St. Mungo's*

Table 4.4 In-kind contribution

Source	2014-15 (£00)			2015-16 (£00)			Total (£00)		
	Crisis	St M	Total	Crisis	St M	Total	Crisis	St M	Total
Additional staff time	30	26	56	30	26	56	60	52	112
Volunteer time	5	5	9	5	5	9	9	9	19
Other in-kind contribution	0	0	0	0	0	0	0	0	0
Total	35	31	65	35	31	66	69	62	131

*Management Information from Crisis and St. Mungo's; Annual Survey of Hours and Earnings (2014 to 2016); ICF calculations*

## Analysis of monetary value of outcomes achieved

The value for money analysis of the STRIVE programme consists of an assessment of the “3E’s”, namely assessing for an interventions economy, efficiency and effectiveness.<sup>26</sup> These are presented below.

### Economy

The economy of the programme assesses whether the programme providers delivered the best quality of provision at the best price. The expenditure of the programme is presented in Table 4.1 above, showing a total of £310,000 of expenditure over two years. In these two years, STRIVE supported 121 individuals. Therefore, the average cost of support per individual is almost £2,600. This is presented in Table 4.5. The average cost for St. Mungo’s is lower than for Crisis despite Crisis supporting more participants. This is due to the project management costs allocated to Crisis although it should be noted that the pre-employment manager employed by Crisis had a programme-wide remit.

Table 4.5 Cost per person supported, 2014-15 to 2015-16<sup>27</sup>

	Total cost (£)	Total individuals supported	Cost per person (£)
Crisis	224,100	78	2,900
St Mungo’s	86,300	39	2,200
Unknown	-	4	-
Total	310,400	121	2,600

A literature review identified few examples of programme evaluations that targeted a similar client group and had similar aims to STRIVE. This meant that comparing the economy of the programme to existing interventions was difficult. Most programmes targeting homeless individuals had the main aim of improving housing outcomes, rather than also targeting, or primarily targeting employment and education outcomes.

One programme which also targeted employment outcomes was the In Work Staying Better Off Programme (2011)<sup>28</sup>. It provided support and guidance to participants as well as workshops to help them gain employability skills. The programme operated in London and provided support to 170 individuals. The total funding (excluding in-kind contributions) was just over £240,000. Therefore, for a lower level of funding the programme was able to provide support for a higher number of individuals than the STRIVE programme.

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<sup>26</sup> <https://www.nao.org.uk/successful-commissioning/general-principles/value-for-money/assessing-value-for-money>

<sup>27</sup> All monetary figures are rounded to the nearest £100. The Management Information for February and March 2016 was not disaggregated by provided, therefore there are four programme participants where the provided could not be determined.

<sup>28</sup> White, L. and Doust, R. (2011), Coaching into employment: Evaluation of the In Work Staying Better Off Programme, Crisis.



A study by the National Development Team for Inclusion ((NDTI), The Cost Effectiveness of Employment Support for People with Disabilities, 2013<sup>29</sup>) conducted a meta-analysis of programmes that aimed to support individuals with disabilities into employment. This included programmes targeting those with mental health problems and learning difficulties. This research found that the average cost per person supported was just over £1,700, which is slightly lower than the cost per person of STRIVE (not including in-kind contributions).

The EmployAbility service in Ireland is a national employment service dedicated to improving employment outcomes for jobseekers with a disability<sup>30</sup>. The service was evaluated in 2016. It estimated that the average cost per client supported was between £3,200 and £3,700.<sup>31</sup>

## Efficiency

The efficiency of STRIVE has been assessed by comparing the outcomes achieved by the programme to its cost (thus, the outputs derived from the programme inputs). The programme MI collects information about the outcomes achieved by the providers. These are:

- Improvement in housing situation;
- Employment outcomes;
- Volunteering outcomes;
- Qualifications achieved;
- Progression to further learning; and
- ‘Soft’ outcomes (such as self-esteem, motivation and feeling less isolated)

The outcomes achieved are discussed in more detail in the final process report and summarised above in Section 2. The programme collected data on the soft outcomes achieved by participants. However, these outcomes have not been included in the Value for Money analysis. This is because they are assumed to be stepping-stones towards the outcomes listed above and because of difficulties with consistent measurement. All other outcomes have been used in the analysis of efficiency and monetised as part of the assessment of effectiveness.

Table 4.6 presents the assessment of the efficiency of the STRIVE programme. The average cost per outcome achieved is estimated to be £1,400. The cost per outcome

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<sup>29</sup> Greig, R., Chapman, P., Eley, A., Watts, R., Love, B. and Bourlet, G. (2013), The Cost Effectiveness of Employment Support for People with Disabilities: Final Detailed Research Report, National Development Team for Inclusion.

<sup>30</sup> Indecon International Economic Consultants (2016), Evaluation of EmployAbility (Supported Employment) Service, Department of Social Protection, Republic of Ireland.

<sup>31</sup> Using an exchange rate of €1:£0.81, taken from xe.com (exchange rate from 30/06/2012 – a mid-point from the evaluation). Average cost per client in the report was between €3,996 and €4,644

achieved was higher at St Mungo's than at Crisis. This is because participants at Crisis achieved a larger number of qualifications compared to St Mungo's who record improvements in literacy and numeracy through assessment rather than on a qualifications basis.

Table 4.6 Efficiency of the STRIVE programme, 2014-15 to 2015-16<sup>32</sup>

	Total cost (£)	Total outcomes achieved	Cost per outcome (£)
Crisis	224,100	162	1,400
St Mungo's	86,300	44	2,000
Unknown	-	18	-
Total	310,400	224	1,400

A literature review undertaken by the evaluation team found little comparable literature on the cost per outcome. In contrast, many evaluations provided the costs associated with improving housing situations.

The NDTI (2013) research above provided costs per outcomes achieved from their meta-analysis of programmes supporting people back to work. The average cost per outcome achieved was £8,200. However, this only included gaining or retaining jobs outcomes, and not qualifications achieved, and progression to further learning or volunteering outcomes.

The evaluation of the EmployAbility service in Ireland found that the average cost of supporting an individual with disabilities into sustained employment was just below £11,000.<sup>33</sup> Again, the outcomes measured in this evaluation were limited to sustained employment.

### **Effectiveness: comparing costs and impacts**

The effectiveness of STRIVE has been assessed by comparing the inputs to the additional impacts the programme has achieved. This has been done using a Social Return on Investment (SROI) approach. More details of the approach can be found in the technical annex accompanying this report (see Annex 2).

The impacts of the programme have been calculated using the additional outcomes achieved. The STRIVE MI provides information on the gross outcomes achieved (returned to below). However, some of these outcomes would have been achieved in the absence of the programme. For example, we can expect that some individuals would have obtained employment without the programme intervention. Therefore, the additional outcomes achieved (the outcomes which would not have been achieved in the absence of the programme) were calculated.

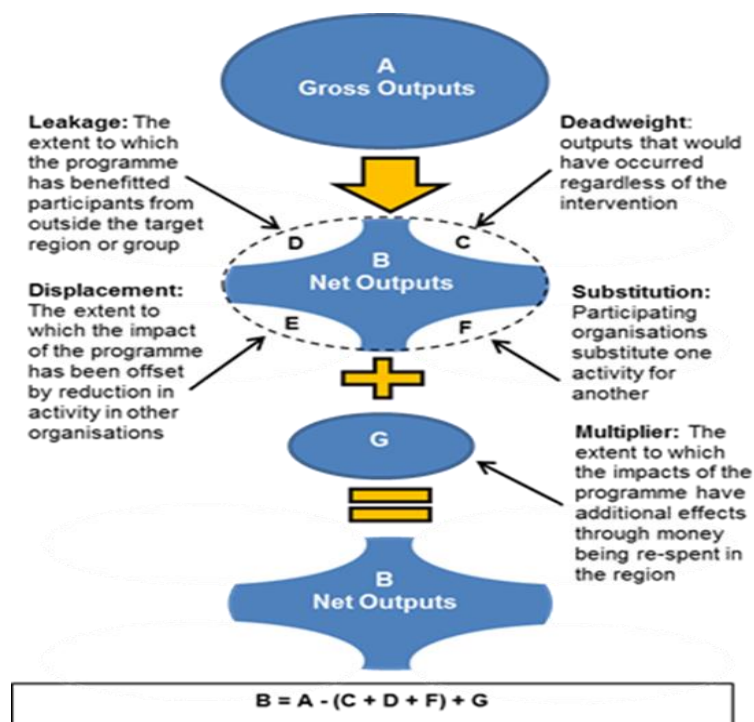
The original evaluation design included a quasi-experimental approach to estimating the additional outcomes STRIVE achieved. This would have allowed a statistically robust

<sup>32</sup> All monetary figures are rounded to the nearest £100. The MI for February and March 2016 was not disaggregated by provider, therefore there are four programme participants for whom the provider could not be determined.

<sup>33</sup> Using an exchange rate of €1:£0.81, taken from xe.com (exchange rate from 30/06/2012 – a mid-point from the evaluation) - average cost per client in the report was €13,582

analysis of the impact the programme had on participants. As discussed above, due to difficulties the small number of participants this analysis was not possible. Therefore, an approach of converting gross impacts (for example total number of people entering sustained employment) was converted to net impacts using an assessment of the additionality of the programme. This approach is highlighted in Figure 4.1. The additionality effects (deadweight, substitution, displacement, leakage and the multiplier effect) were assessed based on a review of the available literature<sup>34</sup> and the findings from the qualitative elements of the evaluation.

Figure 4.1 Approach to assessing additionality



The value for the additionality factors are presented in table 4.7 below, which includes the rationale behind selecting these factors.

Table 4.7 Additionality factors

Additionality factor	Value	Rationale
Deadweight	22%	Low/medium – this is because many of the participants were not the hardest to reach of homeless individuals, and some were not long-term unemployed. However, despite this, the vast majority of participants still had multiple needs. This means that in the absence of the programme, the majority of participants would have struggled to achieve the outcomes.

<sup>34</sup> Please note that the evidence base is weak in this area. Using qualitative findings and information from the literature is a less robust measure of additionality than using a comparator group and quasi-experimental approach. However, in the absence of a comparator group, we believe that this is the most appropriate way to measure the additional impact of the programme.

<b>Additionality factor</b>	<b>Value</b>	<b>Rationale</b>
Substitution	4%	Medium – this is because some funding from within the organisation has been used on the STRIVE programme outside the budget, which could have been used on other activities.
Displacement	29%	Medium – there are other skills programmes run at educational facilities and homeless charities which could have provided similar activities to the STRIVE programme.
Leakage	0%	It is assumed that there is no leakage
Multiplier	1.00	No multiplier effects are assumed

The SROI approach has used the outcomes listed in the efficiency section above. Table 4.8 below shows a summary of how the outcomes achieved are related to the impacts used in the analysis and the monetary value that was used. For more details about the assumptions used in the calculation, see the technical annex 2.

Table 4.8 Impacts of the STRIVE programme

<b>Outcome</b>	<b>Impact</b>	<b>Relationship to outcome</b>	<b>Monetary value</b>	<b>Source for monetary value<sup>35</sup></b>
Employment	Reduction in JSA payments	57%	£73 per week	Department for Work and Pensions
	Reduction in ESA payments	43%	£109 per week	
	Employment effects taper in a linear manner to year 5	50% of employment achievements sustained to year 5		
Volunteering	Value of voluntary work to the economy	100% for 520 hours per year <sup>36</sup>	£6.88 per hour	Annual Survey of Hours and Earnings (2015)
	Volunteering effects taper in a linear manner to year 5	30% of employment achievements sustained to year 5		
Qualification achieved	Increase in the productive value of the labour force, personal benefit (potential increase in earnings)	100% (per individual obtaining qualifications)	£212 per year	<ul style="list-style-type: none"> <li>• BIS Research paper 195; increase of 2%</li> <li>• Annual Survey of Hours and Earnings (2015)</li> </ul>
	Increase in the productive value of the labour force, personal benefit (potential increase in tax receipts)	100% (per individual obtaining qualifications)	£18 per year	<ul style="list-style-type: none"> <li>• BIS Research paper 195; increase of 2%</li> <li>• Annual Survey of Hours and Earnings (2015)</li> </ul>
Progression to further education	Increase in the productive value of the labour force, personal benefit (potential increase in earnings)	50% of individuals moving to FE	£1,196 per year	<ul style="list-style-type: none"> <li>• BIS Research paper 195; increase of 10%</li> <li>• Annual Survey of Hours and Earnings (2015)</li> </ul>

<sup>35</sup> All references are cited in the technical appendix 1.

<sup>36</sup> Assumed to be 20 hours per week for 26 weeks per year.

Outcome	Impact	Relationship to outcome	Monetary value	Source for monetary value <sup>35</sup>
	Increase in the productive value of the labour force, personal benefit (potential increase in tax receipts)	50% of individuals moving to FE	£104 per year	<ul style="list-style-type: none"> <li>• BIS Research paper 195; increase of 10%</li> <li>• Annual Survey of Hours and Earnings (2015)</li> </ul>
Improvement in accommodation status	Reduction in healthcare utilisation	1.28 admissions per outcome	£138 per healthcare admission	NHS Reference Costs 2015-16
	Reduction in offending behaviour	30%	£3,645 per year	<ul style="list-style-type: none"> <li>• Assumed to be minor crimes, shoplifting.</li> <li>• MHCLG, 2012</li> <li>• GDP deflators, HM Treasury</li> </ul>
	Reduction in demand for sheltered accommodation	100% for six months each year	£235 per week	Crisis, 2015

The monetary value for each impact in each year has been calculated in the same way. The net outcome relating to the impact has been multiplied by the relationship between the outcome and impact. This is multiplied by the monetary value of each impact.

All of the impacts of STRIVE are assumed to be sustained for five years. The impact on employment and volunteering are assumed to reduce over the course of the three years, with only a proportion of the outcomes sustained until year five (see table 4.8). The impacts in future years have been discounted at a rate of 3.5%, in line with guidance in the HM Treasury Green Book<sup>37</sup>. The discounted values for each year were then summed together to give a Net Present Value (NPV) of each impact.

Table 4.9 presents the monetary value of the impacts of STRIVE. The totals for Crisis and St Mungo's are very similar, despite the differences in the actual number of outcomes achieved. This is due to the outcomes achieved by St Mungo's having higher monetary values (qualifications achieved) than those achieved by participants at Crisis (volunteering and progression to Further Education).

Table 4.9 Monetary value of impacts (NPV, 5 years, £000)<sup>38</sup>

	Crisis	St Mungo's	Unknown	Total
Reduction in JSA	33	41	0	74
Reduction in ESA	37	56	0	83
Improvement in productivity – earnings	36	3	3	42
Improvement in productivity – taxation	3	0	0	4
Reduction in A&E admissions	3	1	1	5
Increase in voluntary work	35	77	12	124
Reduction in offending	16	8	8	33
Reduction in sheltered housing demand	91	46	46	183

<sup>37</sup> The Green Book: Appraisal and Evaluation in Central Government: HM Treasury London: TSO

<sup>38</sup> All monetary figures are rounded to the nearest £1,000. The Management Information for February and March 2016 was not disaggregated by provided, therefore there are four programme participants where the provided could not be determined.

	<b>Crisis</b>	<b>St Mungo's</b>	<b>Unknown</b>	<b>Total</b>
Improvement in productivity due to accessing FE – earnings	9	18	3	30
Improvement in productivity due to accessing FE – taxation	1	2	0	3
<b>Total</b>	<b>264</b>	<b>242</b>	<b>73</b>	<b>579</b>

The total value of the impacts has been compared to the total cost of the programme. This shows that the benefits that accrue from the outcomes achieved are higher than the costs of delivering the programme. The overall Return on Investment is estimated to be 1:1.87 – for every £1 invested in the programme there are £1.87 of benefits to the economy. Table 4.10 presents this by provider. This shows that the STRIVE programme offers value for money.

Table 4.10 Comparison of costs

	<b>Total cost (£000)</b>	<b>Total value of impacts (£000)</b>	<b>Return on Investment</b>
Crisis	224	264	1.18
St Mungo's	86	242	2.80
Unknown	-	73	-
<b>Total</b>	<b>310</b>	<b>579</b>	<b>1.87</b>

## Sensitivity analysis

A sensitivity analysis has been carried out to show how the costs and benefits attributed to STRIVE vary with changes to the underlying assumptions used in the calculations. It means that we can present a range of figures between which it can be confidently stated that the true costs and benefits lie between. These are presented in Table 4.11. More details on the variation in the assumptions are presented in Annex 2.

Table 4.11 Assumptions varied in the sensitive analysis

<b>Assumption to be varied</b>	<b>Low value</b>	<b>Central value</b>	<b>High value</b>
<b>Costs</b>			
Value of volunteer time	£6.56 (2014-15) £6.84 (2015-16)	£6.74 (2014-15) £7.00 (2015-16)	£7.90 (2014-15) £8.11 (2015-16)
Value of staff time	£16.16 (St. Mungo's) £18.59 (Crisis)	£18.47 (St. Mungo's) £21.24 (Crisis)	£19.89 (St Mungo's) £22.88 (Crisis)
<b>Impacts</b>			
Deadweight	40%	22%	10%
Substitution	12%	3.8%	2%
Displacement	35%	29%	13%
Impact on productivity from qualifications	1%	2%	3%
Sustainability of employment outcomes	Assumed 25% of employment outcomes are sustained until year five	Assumed 50% of employment outcomes are sustained until year five	Assumed 60% of employment outcomes are sustained until year five
Sustainability of volunteering options	Assumed 20% of volunteering options are sustained until year five	Assumed 30% of volunteering options are sustained until year five	Assumed 50% of volunteering options are sustained until year five

Assumption to be varied	Low value	Central value	High value
Impact on A&E admissions	A reduction of 1 A&E admission per person who is no longer homeless per year	A reduction of 1.28 A&E admission per person who is no longer homeless per year	A reduction of 1.66 A&E admission per person who is no longer homeless per year
Impact on offending	20% of persons who are no longer homeless who previously committed crime now do not.	30% of persons who are no longer homeless who previously committed crime now do not.	40% of persons who are no longer homeless who previously committed crime now do not.
Cost of accommodation	£108 per week	£235 per week	£235 per week

Through varying the assumptions in this way, the results of the analysis change. Table 4.12 below presents the total costs and benefits of STRIVE using the lower and higher value assumptions. This shows that even when using the assumptions that estimate lower values of the costs and impacts of STRIVE, the benefits of the programme are still equal to the costs. When the higher value assumptions are used, the benefits are the programme are estimated to be considerably larger than the costs.

There is much more variation in the estimated benefits than the estimated costs. This is because the majority of the cost data is taken from programme MI, rather than calculations based on assumptions.

Table 4.12 Comparison of costs

	Low estimate	Central estimate	High estimate
Total Cost (£000)	309	310	312
Total impact of the programme (£000)	274	579	1,206
Return on Investment	0.89	1.87	3.87

This analysis indicates that despite the variations in the assumptions in the sensitivity analysis, the benefits of the STRIVE programme are close to equalling the costs under the most pessimistic of assumptions, and most likely are higher than the costs. This provides further evidence that the programme offers value for money.

## Conclusion

The VfM analysis has assessed STRIVE in terms of the “3E’s”: economy; efficiency and effectiveness.

**Economy:** The total expenditure for the programme over the two years 2014-2016 was £310,000 during which time STRIVE supported 121 individuals. The programme received £297,000 of funding and in kind costs (£13,000) were low. The average cost of supporting an individual through STRIVE was £2,600. Overall costs differed slightly between the two providers, however this comes with the caveat that while management costs were allocated to Crisis the pre-employment manager funded through STRIVE had a cross provider remit. The literature review found few examples of comparable programme evaluations and thus limited evidence base for comparisons. This limited evidence indicates that the cost per person going through STRIVE is slightly higher than some interventions but lower than others.

**Efficiency:** The efficiency of STRIVE has been assessed by comparing the outcomes achieved by the programme to its cost. The average cost per outcome achieved is estimated to be £1,400. Again, the literature review found little comparable literature on the cost per outcome with most evidence providing costs associated with improving housing situations or those associated with sustained employment. Costs associated with the latter are considerable higher than the costs associated with the achievement of the range of STRIVE outcomes.

**Effectiveness:** The effectiveness of STRIVE has been assessed by comparing the inputs to the additional impacts the programme has achieved using a Social Return on Investment (SROI) approach. A comparison of the total value of the impacts to the total cost of the programme shows that the benefits that accrue from the outcomes achieved are higher than the costs of delivering the programme. The overall Return on Investment is estimated to be 1:1.87. This means that for every £1 invested in the programme there are £1.87 of benefits to the economy. Testing the assumptions underpinning the approach show the findings are relatively robust demonstrating that STRIVE represents value for money.



## 5. Summary of key findings and conclusions

This chapter brings together the key findings and conclusions from all three components of the evaluation.

**STRIVE successfully met its recruitment target** of 100 individuals over the first two years (2014-2016) of the pilot programme. The majority of participants were recruited via internal referral routes despite efforts made to promote referral through JCP and other partners including alternative providers of homelessness services. The target of five referrals via JCP was however, met.

**The target group was reached** with participants fitting the eligibility criteria by being single, in receipt of JSA or ESA, vulnerably housed or with current or recent experience of homelessness. A 'typical' participant was a white-British male aged over 40, with a self-reported disability and a current and past history of homelessness. While not a homogenous group the majority reported multiple and significant barriers to employment making them unlikely to succeed on the Work Programme as it was being delivered at the inception of the pilot. STRIVE has had a low dropout rate (16%), indicating that it was able to recruit suitable as well as eligible participants who actively engaged.

**Providers and stakeholders articulated a clear rationale for STRIVE.** Both groups identified a number of problems that they felt STRIVE could and should address: a high level of need for basic skills support for homeless people alongside gaps in appropriate, accessible provision<sup>39</sup>; evidence that indicates homeless people are poorly served by the existing Work Programme<sup>40</sup>; and, problems experienced by the homelessness sector in accessing statutory funding to support basic skills and pre-employment provision. In addition, a key aim of the pilot was to explore whether pre-employment and basic skills support to single homeless people is best delivered by specialist third sector organisations that provide a range of other support to homeless people.

**STRIVE has successfully delivered outcomes for its participants.** Programme data for the two years 2014-2016 shows that nearly half of all participants had progressed to either education, volunteering or employment. By end of February 2016, the programme had progressed 15 individuals into work, representing 14% of the total cohort. A further 19 (17%) had progressed onto external education courses and 17 (16%) had engaged in volunteering. This represents a considerable achievement given that 66% had a self-reported disability, 45% (for whom there is data) had either no qualifications or were educated at or below Level 1 and, of the total recorded, 75% had been unemployed for over a year. The STRIVE employment outcome compares favourably to available evidence on the performance of the Work Programme that demonstrates, at best, a 4%

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<sup>39</sup> St Mungo's Broadway (2014) Reading Counts: Why English and maths skills matter in tackling homelessness.

<sup>40</sup> Dashed hopes, lives on hold Single homeless people's experiences of the Work Programme', Ben Sanders, Lígia Teixeira and Jenna Truder, Crisis, June 2013; 'The Programme's Not Working Experiences of homeless people on the Work Programme', Crisis, 2012

success rate in moving homeless people into work<sup>41</sup>. The data also gives further evidence of general progression including improvements in literacy and numeracy, the achievement of qualifications and improvements in individuals' living situations. Collectively, nearly three-quarters of all participants achieved a positive outcome with only a minority, 16%, failing to engage in any significant way.

**STRIVE has also delivered 'soft' outcomes but these have not been well captured by programme MI.** Qualitative participant data collected as part of both the impact assessment and process evaluation demonstrate that STRIVE has delivered a range of 'soft' outcomes. These principally include self-reported improvements in confidence, self-esteem, motivation, social connectedness and general wellbeing. Over the course of the evaluation STRIVE providers captured the achievement of 'soft' outcomes using Outcome Star<sup>42</sup>. However, data from this was inconclusive, as very small numbers of participants had completed the second assessment required in order to measure distance travelled.

**The qualitative assessment of impact approach trialled suggests STRIVE is more successful in progressing participants than a 'business as usual' comparator group.** The qualitative assessment of impact presents evidence that a group of STRIVE participants are more likely to report a range of outcomes that represent general progression than their counterparts in a non-STRIVE group. In both groups, those who were closer to the labour market and more highly motivated were able to achieve positive outcomes including employment. However, STRIVE appeared to achieve better results with those who were further from the labour market and who faced additional barriers to progression including physical mental health problems and recovery from drug or alcohol use. As well as 'soft' outcomes, participants in the STRIVE group were more likely to enter a volunteering or work placement, achieve a qualification or complete a training or educational course than those in the 'business as usual' group.

**Participants were overwhelmingly positive about their STRIVE experience.** There were a number of aspects of STRIVE that participants particularly valued. These included: a flexible learning environment; high quality of teaching; one-to-one support; programmes of learning tailored to the individual's level; and support with wider needs. Interviewees frequently highlighted the value of 'soft' outcomes, in particular improved self-confidence, better life structure and 'a reason to get out of bed in the morning'. Many participants face complex barriers to progression. Qualitative data provides evidence of the extent to which STRIVE has supported many of its participants to begin to overcome some of these and move forward, often for the first time. However, progression was not always experienced as a linear process and many interviewees faced challenges that were not likely to be overcome in the short to medium term.

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<sup>41</sup> See 'Dashed hopes, lives on hold Single homeless people's experiences of the Work Programme', Ben Sanders, Lígia Teixeira and Jenna Truder, Crisis, June 2013; 'The Programme's Not Working Experiences of homeless people on the Work Programme', Crisis, 2012

<sup>42</sup> Outcome Star represents a subjective measure of a number of wellbeing and life status variables scored according to an individual's self-reported perception and experience. The tool is designed to support assessment and planning, encouraging dialogue between client and assessor. It has not been designed as a standardised measure of the wellbeing and soft skills variables that it covers (motivation, social connectivity, mental health etc.). As a subjective tool it is therefore not a robust way to make comparisons between individuals.

**The STRIVE programme provides value for money:** The VfM exercise assessed STRIVE in terms of the “3E’s”: economy; efficiency and effectiveness. The literature review supporting the assessment of economy and efficiency found few examples of comparable programme evaluations and thus a limited evidence base for comparisons. Available evidence suggests that the cost per person going through STRIVE is slightly higher than some interventions but lower than others. The average cost per outcome achieved STRIVE is estimated to be £1,400. This covers the full range of outcomes reported in programme MI but excludes the achievement of ‘soft’ outcomes. Whilst not directly comparable the literature review shows that this is lower than the costs associated with achieving employment outcomes for vulnerable adults by other programmes. The overall Return on Investment is estimated to be 1:1.87. This means that for every £1 invested in the programme there are £1.87 of benefits to the economy. Testing the assumptions underpinning the approach show the findings are relatively robust demonstrating that STRIVE represents value for money.

**STRIVE has provided a vehicle for drawing down mainstream skills funding:** One of the original aims of the STRIVE pilot was to improve access to mainstream Skills Funding Agency monies by third sector organisations who frequently use their funding to deliver skills training to homeless people. This is based on the premise that this group are unlikely to access mainstream provision and are therefore this likely to benefit from this funding stream. This aim has been met.

**Features of the STRIVE delivery model that underpin success can be identified.**

These features were also identified by providers and stakeholders as critical for any future replication or upscaling of the programme:

- A service provided by sector experts who have access to the target group and understand the barriers to progression faced by homeless people;
- Courses delivered by skilled, experienced and trusted staff in informal settings;
- Flexible, holistic provision that accommodates and meets the particular support needs of homeless people;
- Bespoke learning that covers a range of learning needs and is delivered in small groups that foster good group dynamics;
- A motivational and forward looking approach with attention paid to the development of employability and soft skills;
- Delivered by providers who are linked to employers and able to offer volunteering and work placement opportunities either internally or externally; and
- Robust programme management and governance arrangements. The success of STRIVE was also supported by cross-departmental buy-in and representation on the STRIVE steering group.

**STRIVE and other pre-employability provision for homeless people face challenges and limitations.** The STRIVE target group typically face multiple barriers to progression

into education, training and paid work commonly including a combination of: low level qualifications and little or no employment history; continued or regression to former alcohol/drug use; poor mental and/or physical health; insecure housing; low self-confidence; social isolation; and a history of offending. There are also obstacles presented by the external environment including a lack of affordable housing and low insecure paid employment options. This combined make progression and in particular, gaining and sustaining employment challenging. Furthermore, evidence shows that there are greater financial costs to providers working with vulnerable groups due, not only to their higher support needs, but also because longer-term and secure funding is required in order to achieve sustainable outcomes.<sup>43</sup>

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<sup>43</sup> See for example BIS (2013) Research to assess the impact of further education funding changes relating to incentives for training unemployed learners. BIS Research Paper Number 96.

# Appendix 1: Demographic profile of the STRIVE and non-STRIVE participants

Data was collected through qualitative interviews with participants at baseline and at a six month follow-up. These participants form two groups:

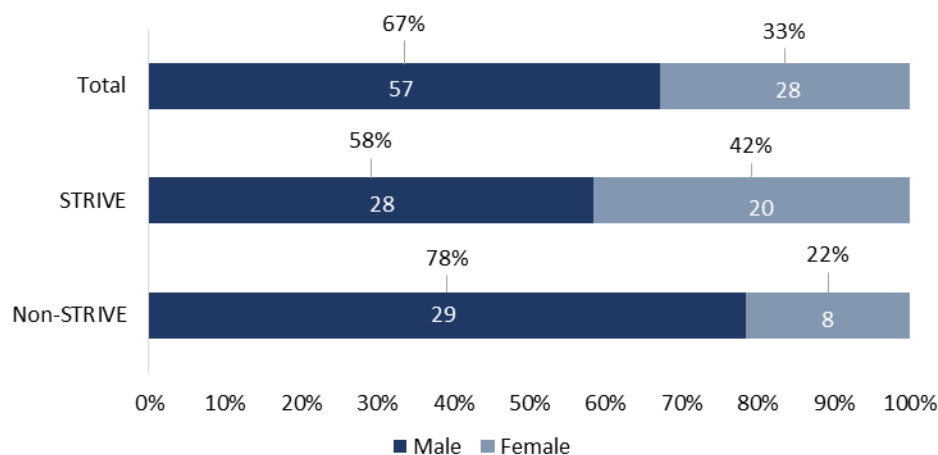
- The **baseline sample** group: this refers to **all** participants who took part in the **baseline** qualitative interviews; and,
- The **progression cohort**: this refers to those participants who took part in both **baseline and follow-up** qualitative interviews.

## Participant profile: basic demographics

Figures A1.1 to A1.6 below summarise the basic demographic detail of STRIVE and non-STRIVE participants of the baseline and progression cohorts.

As figure A1.1 demonstrates, men represent approximately two-thirds (67%) of the initial sample of participants and women a third (33%). Men made up a greater proportion of non-STRIVE participants (78%) compared to STRIVE participants (58%).

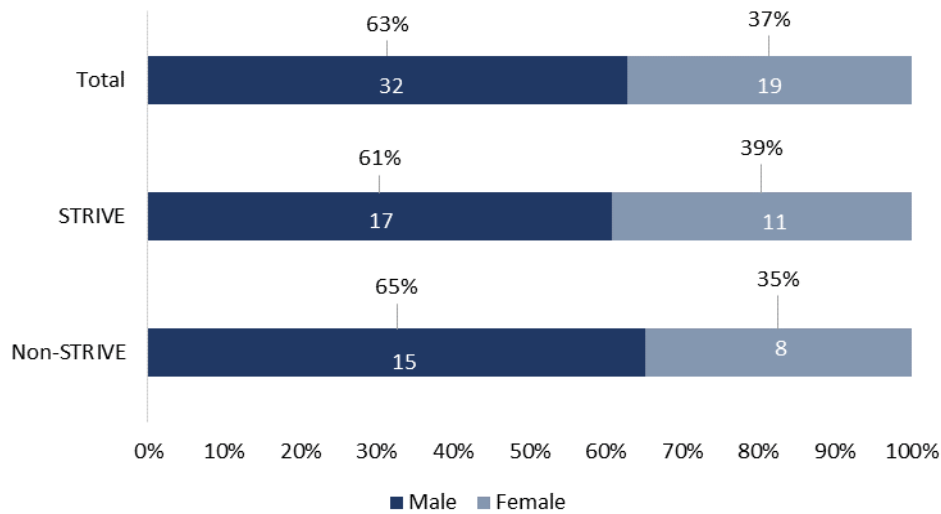
**Figure A1.1 Gender of STRIVE and non-STRIVE participants from the baseline sample**



Source: Impact assessment qualitative interviews taken at baseline. Base: Total=85; STRIVE=48; Non-STRIVE=37

Figure A1.2 shows that, overall, nearly two-thirds (63%) of the progression cohort were men; this is similar to the baseline sample groups. However, the difference in the ratio of men and women in the STRIVE and non-STRIVE progression cohort was smaller than that of the STRIVE and non-STRIVE participants in the baseline sample making the former a better matched sample.

**Figure A1.2 Gender of STRIVE and non-STRIVE progression cohort**

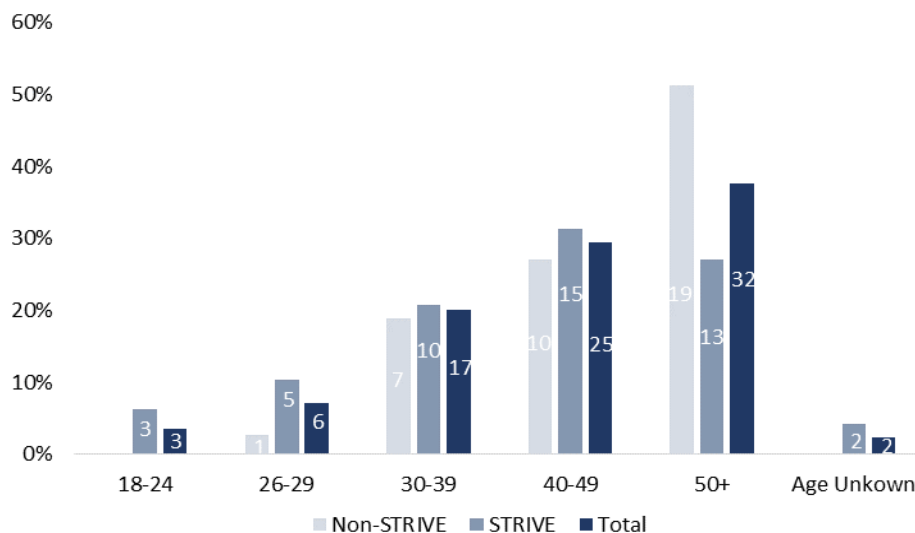


Source: Impact assessment qualitative interviews taken at baseline. Base: Total=51; STRIVE=28; Non-STRIVE=23

Figure A1.3 shows the age of the STRIVE and non-STRIVE participants from the baseline sample by age group. The age of participants ranged from 19 to 62, with average age of the baseline sample being 45 years-old. The average age of the STRIVE participants was slightly lower (43 years-old) than the overall average of the total baseline sample, whilst the average age of the non-STRIVE participants (48 years-old) was higher than the overall average of the total baseline sample.

Over half the non-STRIVE participants were over 50 years-old, whilst the largest age group of STRIVE participants were between 40 and 49 years-old.

**Figure A1.3 Age of STRIVE and non-STRIVE participants from the baseline sample**

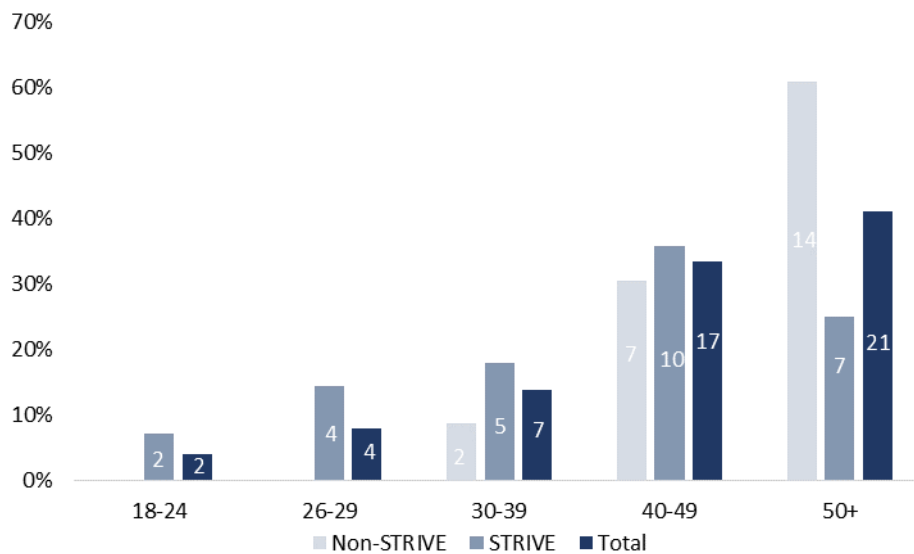


Source: Impact assessment qualitative interviews taken at baseline. Base: Total=85; STRIVE=48; Non-STRIVE=37

Figure A1.4 shows the age of the STRIVE and non-STRIVE progression cohort by age group. Like the baseline sample group, the age of the STRIVE and Non-STRIVE progression cohort ranged from 19 to 62 years; however the average age was slightly higher (46 years-old). The average age of the STRIVE progression cohort participants remained the same (42 years-old); however, the average age of non-STRIVE progression cohort participants was higher (50 years-old).

Nearly two-thirds (61%) of the non-STRIVE progression cohort participants were over 50 years-old, whilst a quarter of STRIVE progression cohort participants were 50 years-old and a third were between 40 and 49 years-old.

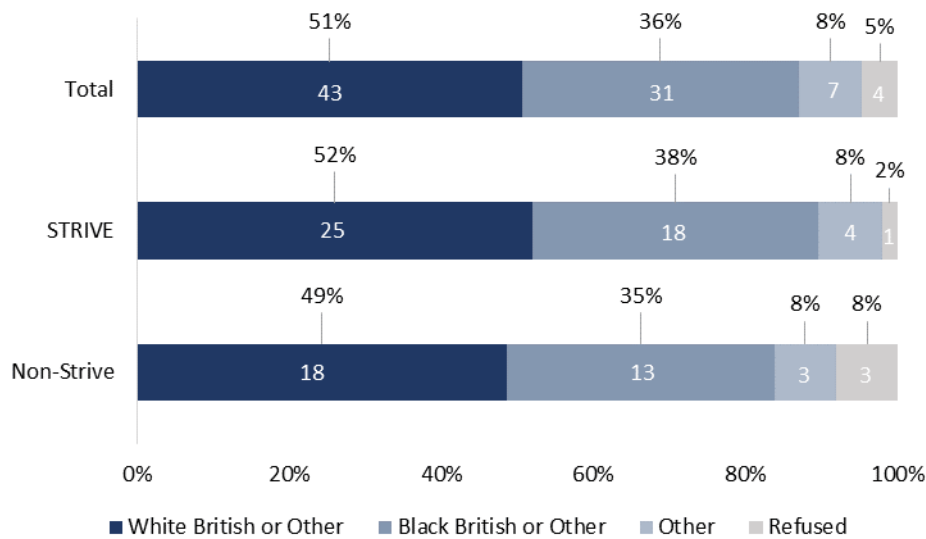
**Figure A1.4 Age of STRIVE and non-STRIVE progression cohort**



Source: Impact assessment qualitative interviews. Base: Total=51; STRIVE=28; Non-STRIVE=23

Figure A1.5 shows the ethnicity of the STRIVE and non-STRIVE participants in the baseline sample group. Around half (51%) of the sample described their ethnicity as 'White British or Other', whilst over a third (36%) described their ethnicity as 'Black British or Other'. A small number of participants described themselves as 'Other' (8%) or refused to comment (5%). There was little difference in ethnicity between the STRIVE and non-STRIVE participants.

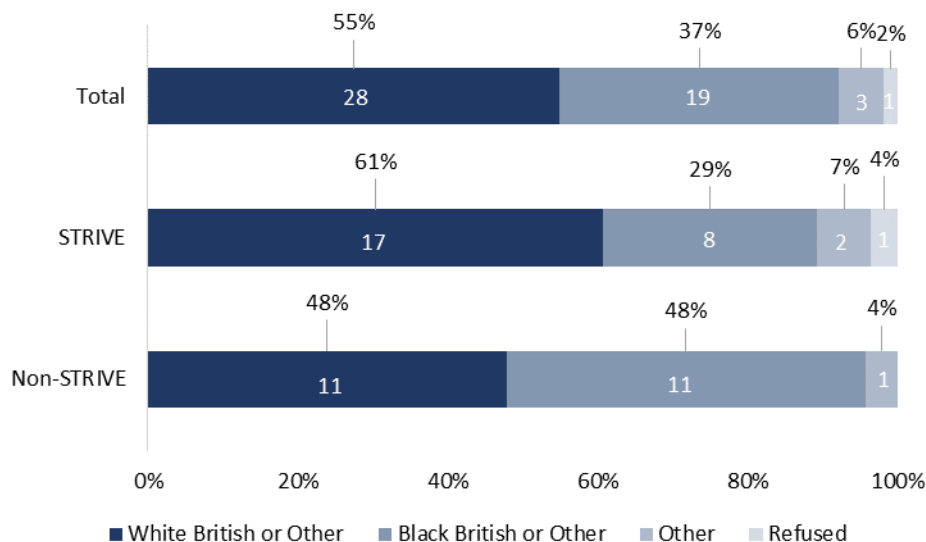
**Figure A1.5 Ethnicity of STRIVE and non-STRIVE participants from the baseline sample**



Source: Impact assessment qualitative interviews taken at baseline. Base: Total=85; STRIVE=48; Non-STRIVE=37

Figure A1.6 shows the ethnicity of the STRIVE and non-STRIVE progression cohort. There is little difference between the progression cohort and the baseline sample. However, there is some difference between the STRIVE and non-STRIVE progression cohort participants. A greater proportion of these STRIVE participants described their ethnicity as 'White British or Other' (61%) compared to the non-STRIVE participants (48%), A greater proportion of non-STRIVE participants described their ethnicity as 'Black British or Other' (48%) compared to the STRIVE participants (29%).

**Figure A1.6 Ethnicity of STRIVE and non-STRIVE progression cohort**



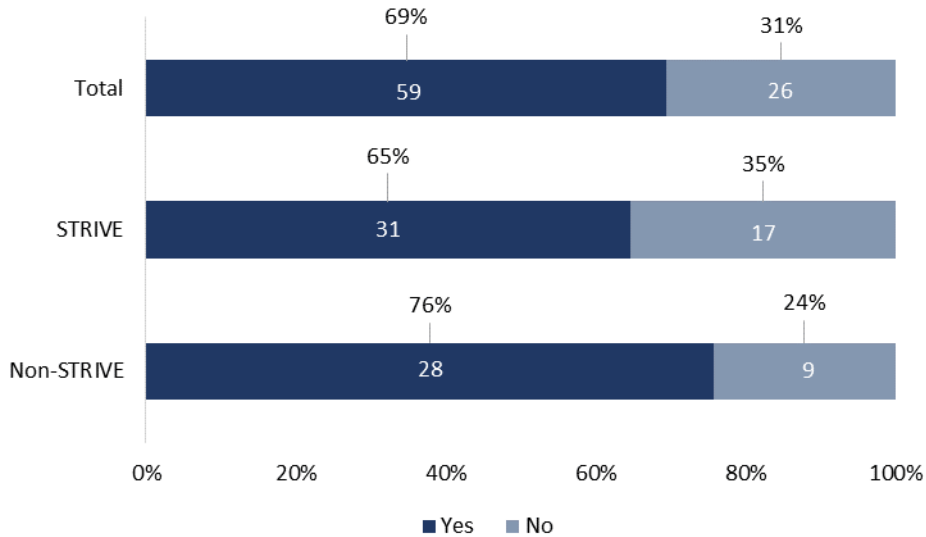
Source: Impact assessment qualitative interviews. Base: Total=51; STRIVE=28; Non-STRIVE=23

Figure A1.7 shows the rates of self-reported health problems/disability among the STRIVE and non-STRIVE participants in the baseline sample. In total, over two-thirds (69%) of participants reported health problems/disability. A greater proportion of non-STRIVE



participants reported health problems/disability (76%) compared to STRIVE participants (65%).

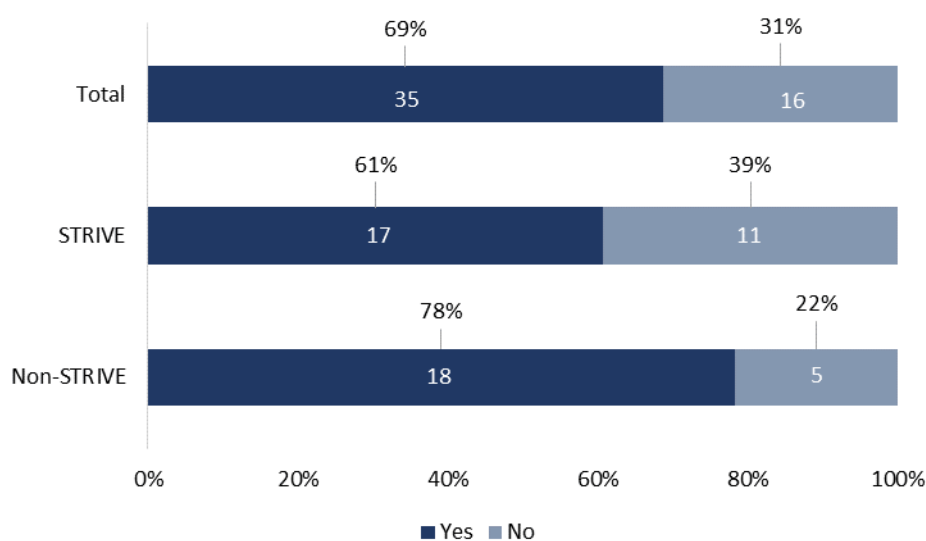
**Figure A1.7 Self-reported health problems/disability of STRIVE and non-STRIVE participants from the baseline sample**



Source: Impact assessment qualitative interviews taken at baseline. Base: Total=85; STRIVE=48; Non-STRIVE=37

Figure A1.8 shows the rates of self-reported health problems/disability among the STRIVE and non-STRIVE progression cohort. In total, there was no difference in rates of self-reported health problems/disability between the progression cohort and participants in the baseline sample. However, a slightly larger proportion of non-STRIVE progression cohort participants (78%) reported health problems/disability compared to STRIVE progression cohort participants.

**Figure A1.8 Self-reported health problems/disability of STRIVE and non-STRIVE progression cohort**



Source: Impact assessment qualitative interviews. Base: Total=51; STRIVE=28; Non-STRIVE=23

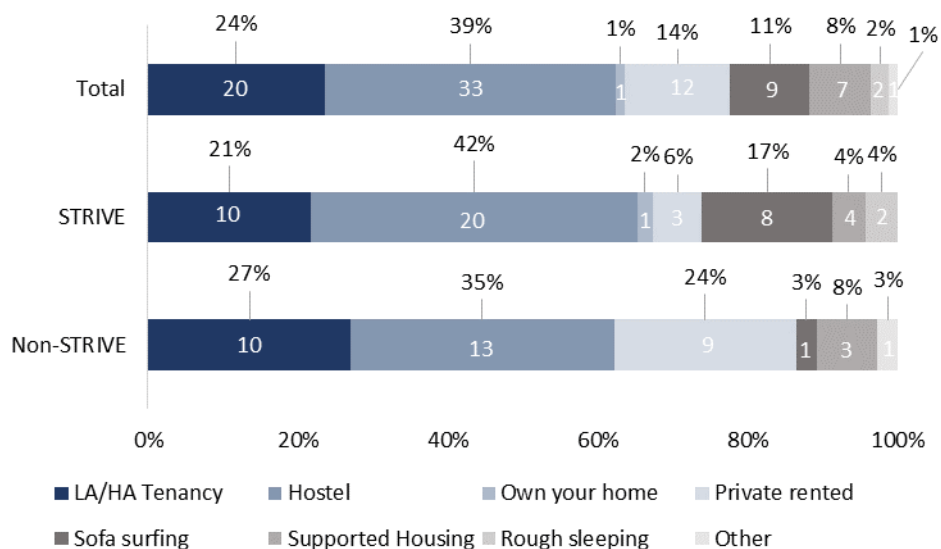
### Participant profile: accommodation and benefits

The homeless criteria for inclusion in the STRIVE pilot and the evaluation is broadly defined and includes those who are currently homeless, those who have experienced homelessness in the last two years and those who are vulnerably housed and at risk of imminent homelessness.

Figure A1.9 shows the accommodation status of the STRIVE and non-STRIVE participants in the baseline sample. In total, over a third (39%) of the baseline sample were living in a hostel, nearly a quarter were living in a local authority or housing association tenancy, whilst over one in five were living in private rented accommodation (14%) or sofa surfing (11%). Others were either living in supported housing (8%), sleeping rough (2%) or living in their own home (1%).

A greater proportion of STRIVE participants were living in a hostel (42%) and sofa surfing (17%) compared to Non-STRIVE participants (35% and 3% respectively), whilst fewer were housed by the local authority or housing association (21%) or living in private rented accommodation (6%) compared to non-STRIVE participants (27% and 24% respectively).

**Figure A1.10 Type of accommodation of STRIVE and Non-STRIVE participants from baseline sample**

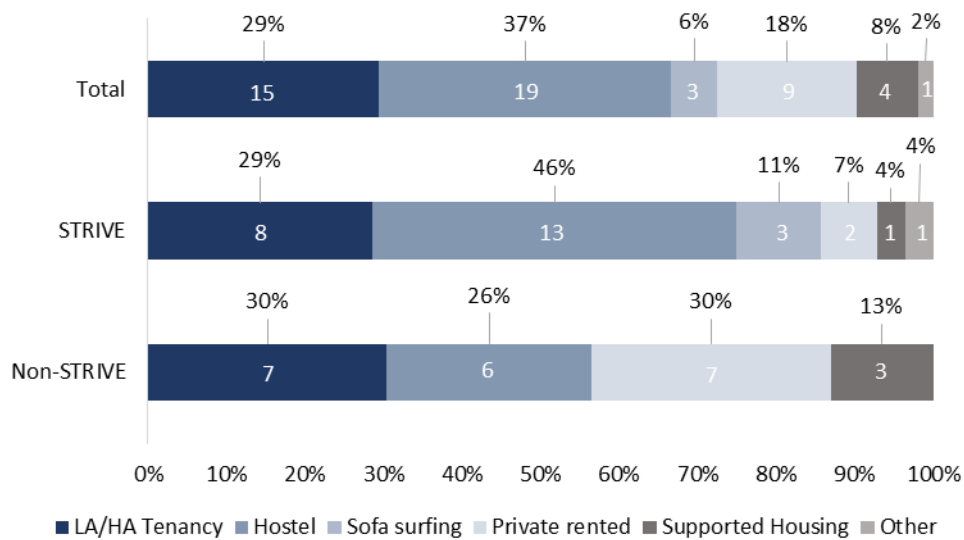


Source: Impact assessment qualitative interviews taken at baseline. Base: Total=85; STRIVE=48; Non-STRIVE=37

Figure A1.11 shows the accommodation status of the STRIVE and non-STRIVE progression cohort. In total, over a third (37%) of the progression cohort were living in a hostel, over a quarter (29%) were accommodated by a local authority or housing association, whilst nearly one in five (18%) were living in private rented accommodation. Others were living in supported housing (8%), sofa surfing (6%) or sleeping rough (2%).

A greater proportion of STRIVE participants were living in a hostel (46%) compared to non-STRIVE participants (26%), whilst similar proportions of STRIVE and non-STRIVE participants were accommodated by a local authority or housing association. More non-STRIVE participants were living in private rented accommodation (30%) compared to STRIVE participants (11%). This is likely to be a reflection of where they were recruited from, as Lewisham Reach provides housing advice to vulnerably housed adults facing eviction from the private rented sector.

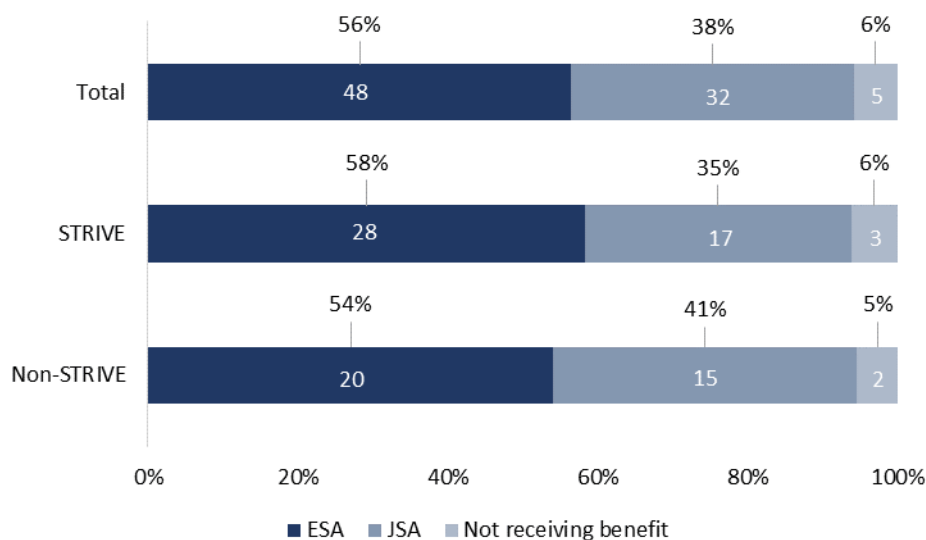
**Figure A1.11 Type of accommodation of STRIVE and non-STRIVE progression cohort**



Source: Impact assessment qualitative interviews. Base: Total=51; STRIVE=28; Non-STRIVE=23

Figure A1.12 shows the type of benefits claimed by the STRIVE and non-STRIVE participants from the baseline sample. In total, over half of participants were claiming ESA (56%) and over a third were claiming JSA (38%) whilst a small number were not receiving benefits (6%). A greater proportion of STRIVE participants were claiming ESA (58%) compared to non-STRIVE participants (54%), whilst fewer STRIVE participants were claiming JSA (35%) compared to non-STRIVE (41%).

**Figure A1.12 Type of benefits claimed of STRIVE and non-STRIVE participants from the baseline sample**

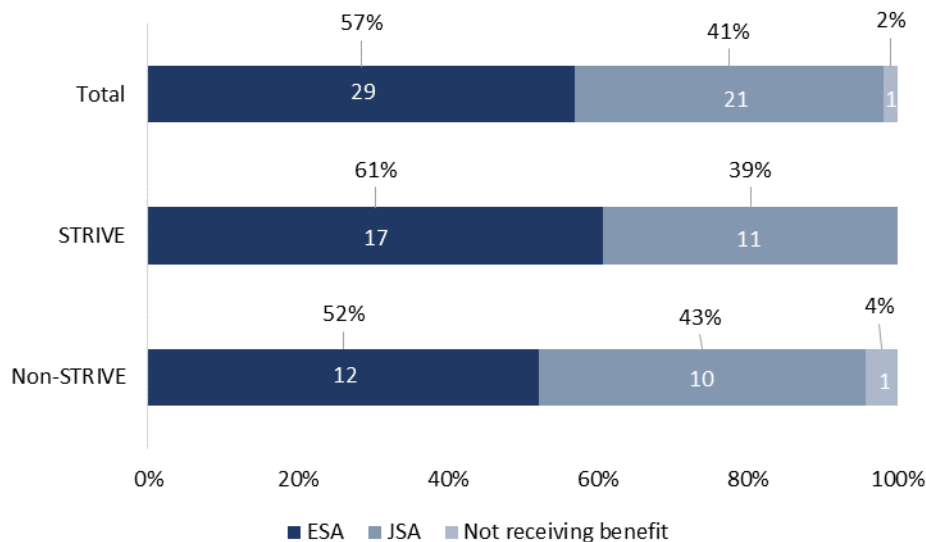


Source: Impact assessment qualitative interviews taken at baseline. Base: Total=85; STRIVE=48; Non-STRIVE=37

Figure A1.13 shows the type of benefits claimed by the STRIVE and non-STRIVE progression cohort. In total, over half of the progression cohort were claiming ESA (57%) compared to JSA (41%), whilst only one person was not receiving benefits (2% of

progression cohort). Similar to the baseline sample group, there were more progression cohort STRIVE participants claiming ESA (61%) compared to non-STRIVE (52%), whilst more non-STRIVE participants were claiming JSA (43%) compared to STRIVE participants (39%).

**Figure A1.13 Type of benefits claimed of STRIVE and non-STRIVE progression cohort at baseline**



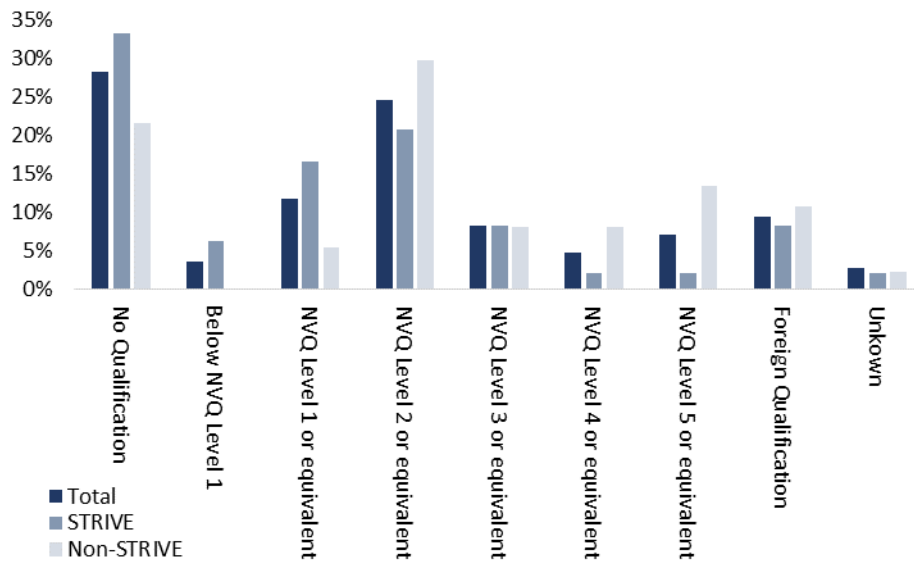
Source: Impact assessment qualitative interviews. Base: Total=51; STRIVE=28; Non-STRIVE=23

**Participant profile: distance from labour market**

Educational attainment can give some indication of an individual’s distance from the labour market and may also identify barriers to progressing in both education/training and employment.

Figure A1.14 shows the highest level of qualification obtained by the STRIVE and non-STRIVE participants from the baseline sample prior to engaging in the STRIVE programme. In total, over a quarter (28%) of participants had no qualifications, whilst a quarter had an NVQ Level 2 qualification or equivalent. A greater proportion of STRIVE participants had no qualifications (33%) compared to non-STRIVE participants (22%), whilst a greater proportion of non-STRIVE participants had an NVQ Level 2 qualification (30%) compared to STRIVE participants (21%).

**Figure A1.14 Highest level of qualification prior to STRIVE programme: STRIVE and non-STRIVE participants from baseline sample**

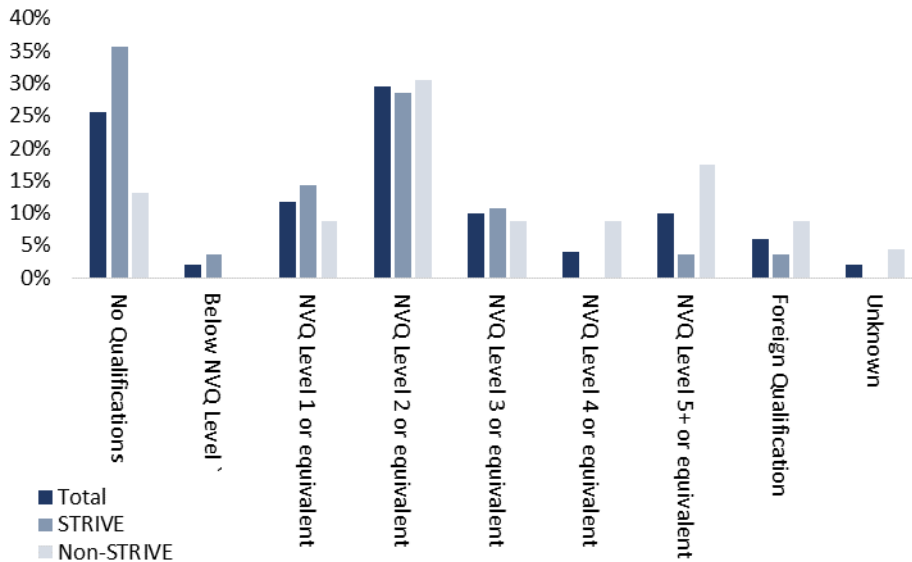


Source: Impact assessment qualitative interviews taken at baseline. Base: Total=85; STRIVE=48; Non-STRIVE=37

Figure A1.15 shows the highest level of qualification obtained by the STRIVE and non-STRIVE progression cohort prior to engaging in the STRIVE programme. In total, a quarter of participants had no qualifications, whilst nearly a third had an NVQ Level 2 qualification or equivalent. A greater proportion of STRIVE participants had no qualifications (36%) compared to non-STRIVE participants (13%), whilst the proportion of STRIVE and non-STRIVE participants with an NVQ Level 2 qualification or equivalent was similar (29% and 30% respectively). There was also a greater proportion of non-STRIVE participants with an NVQ Level 5 qualification or equivalent (17%) compared to STRIVE participants (4%).

This shows that the non-STRIVE participants were more likely to have better educational attainment prior to the STRIVE programme.

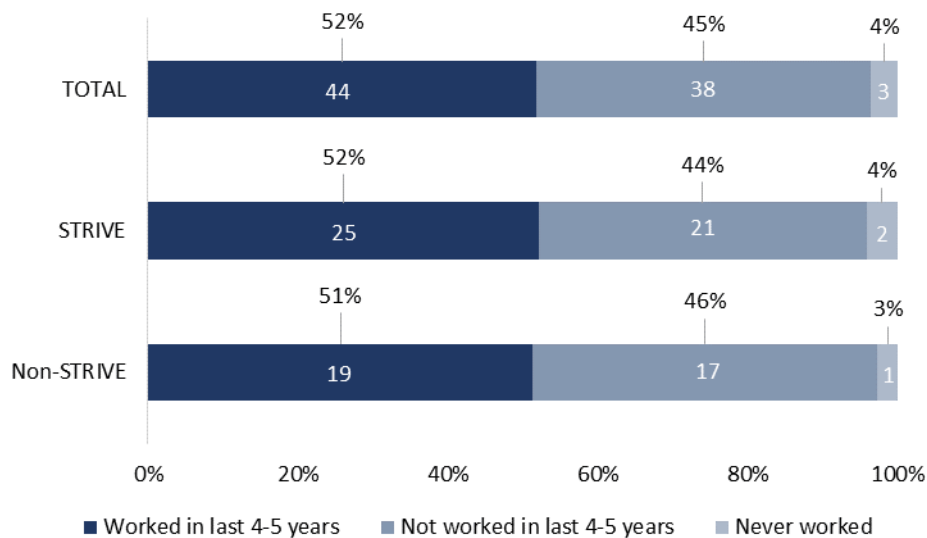
**Figure A1.15 Highest level of qualification prior to STRIVE programme: STRIVE and non-STRIVE progression cohort**



Source: Impact assessment qualitative interviews. Base: Total=51; STRIVE=28; Non-STRIVE=23

Recent employment history is also an indicator of an individual’s distance from the labour market. Figure 3.16 shows the engagement in paid work in last five years of the STRIVE and non-STRIVE participants from baseline sample. In total, over half (52%) of participants had engaged in paid work in the last 5 years, compared to under half (45%) who had not engagement in paid work in the last 5 years and a small number (4%) who had never worked. There was little difference in engagement in paid work between the STRIVE and non-STRIVE participants.

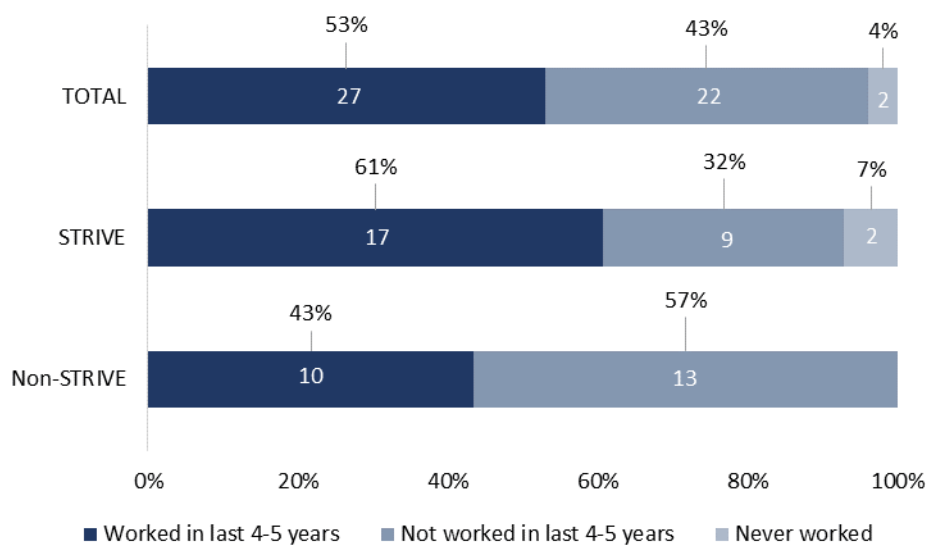
**Figure A1.16 Engaged in paid work in last five years of STRIVE and non-STRIVE participants from the baseline sample**



Source: Impact assessment qualitative interviews taken at baseline. Base: Total=85; STRIVE=48; Non-STRIVE=37

Figure A1.17 shows engagement in paid work in the last five years of the STRIVE and non-STRIVE progression cohort. In total, over half (53%) of participants had engaged in paid work in the last five years, with under half (43%) of participants who had not engaged in paid work in that time and a small number who had never worked (2%). A greater proportion of STRIVE participants (61%) had engaged in paid work in the last five years compared to non-STRIVE participants (43%).

**Figure A1.17 Rates of employment in last five years of STRIVE and non-STRIVE progression cohort**



Source: Impact assessment qualitative interviews. Base: Total=51; STRIVE=28; Non-STRIVE=23



# Appendix 2: Value for Money

This technical annex presents the approach to measuring the Value for Money of the STRIVE programme.

## Value for money

The approach to Value for Money calculations assessed the “3E’s” of the STRIVE programme, namely assessing for an interventions economy, efficiency and effectiveness.<sup>44</sup> These are:

- **Economy:** Did programme providers deliver the best quality of provision at the best price?
- **Efficiency:** Outcomes as observed would be related to costs. Were outcomes achieved in the most efficient way?
- **Effectiveness:** This measure would relate programme impacts to programme costs.

In order to collect evidence and undertake the Value for Money calculations, the following tasks were undertaken:

- **A literature review.** This was carried out to identify benchmark measures, the relationship between outcomes and impacts, proxy monetary values for impacts and the latency of impacts;
- **An assessment of the qualitative research,** to triangulate the findings from the literature review;
- **A modelling exercise** to calculate unit costs, cost per outcomes achieved, the value of impacts and a Return On Investment calculation; and
- **A sensitivity analysis,** where some of the assumptions used in the calculations are varied, to provide a range of values between which the true value of the programme can be said to lie between.

## Economy

The economy of the programme was assessed by examining the unit cost of provision on the programme. For this, the total cost of the programme was divided by the number of participants, to discover the average cost per participant. Due to limitations in the data, it was not possible to estimate the cost per person per activity. Findings from the qualitative research were also used to identify whether the programme had purchased high quality activities or services for the lowest possible price.

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<sup>44</sup> <https://www.nao.org.uk/successful-commissioning/general-principles/value-for-money/assessing-value-for-money>

## Efficiency

The efficiency of the programme was assessed by examining the costs required to achieve outcomes. The cost per outcome was calculated by dividing the total cost of the programme by the total number of outcomes achieved. Unfortunately, it was not possible to attribute different costs to individual outcomes. The approach to calculating efficiency only used the following outcomes:

- Improvement in housing situation;
- Employment outcomes;
- Volunteering outcomes;
- Qualifications achieved; and
- Progression to further learning.

The soft outcomes achieved were not included in the analysis. This is because they are assumed to be stepping stones towards the outcomes listed above.

The unit cost was then compared to the achievement of similar programmes, identified through the literature review.

The efficiency of the programme used a qualitative, as well as quantitative approach. As well as the cost per outcome achieved, findings from qualitative research with providers and other stakeholders were used as supporting evidence of the efficiency of the programme.

## Effectiveness

The effectiveness of the programme was assessed using the net outcomes, and relating these to impacts. A description of how the net outcomes were calculated is provided below. A Social Return On Investment (SROI) methodology was then used to assess the effectiveness of the programme. This approach is described in detail below.

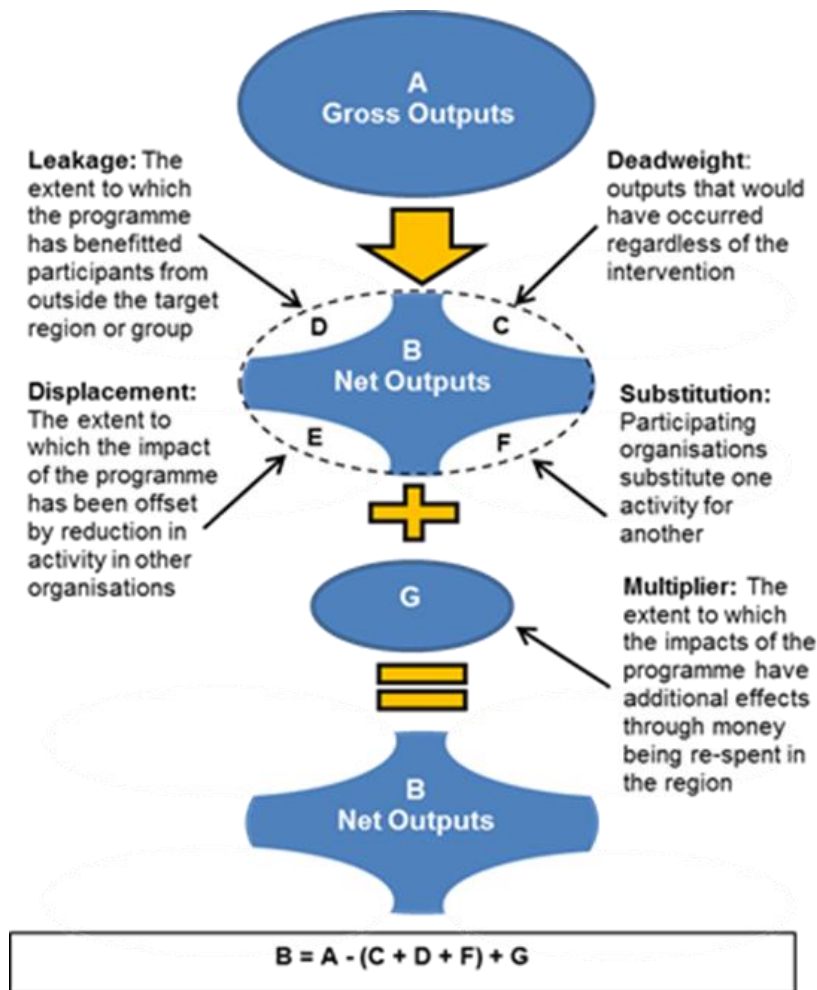
### **Measuring the additional impact of the STRIVE programme**

The original proposal included a quasi-experimental approach to measuring the impact of the programme. This would have allowed a statistically robust analysis of the impact the programme had on participants.

However, due to difficulties collecting data to form a comparator group and the small number of participants, this analysis was not possible. Therefore, the approach of converting gross impacts into net impacts using an assessment of the additionality of the programme has been used. This is highlighted in Figure A2.1. The additionality effects (deadweight, substitution, displacement, leakage and the multiplier effect) have been

assessed using information from existing literature and findings from the qualitative fieldwork.<sup>45</sup> These are presented in Table A2.1.

**Figure A2.1 Approach to assessing additionality**



**Table A2.1 Additionality factors**

Additionality factor	Description	Value	Rationale
Deadweight	The outcomes which would have been achieved by participants in the absence of any programme.	22%	Low / Medium – this is because many of the participants were not the hardest to reach of homeless individuals, and some were not long-term unemployed. However, despite this, the vast majority of participants still had multiple needs. This means that in the absence of the programme, the majority of participants would have struggled to achieve the

<sup>45</sup> Please note that the evidence base is weak in this area. Using qualitative findings and information from the literature is a less robust measure of additionality than using a comparator group and quasi-experimental approach. However, in the absence of a comparator group, we believe that this is the most appropriate way to measure the additional impact of the programme.

<b>Additionality factor</b>	<b>Description</b>	<b>Value</b>	<b>Rationale</b>
			outcomes.
<b>Substitution</b>	The resources dedicated to the programme by the organisations running STRIVE which could have been used for other activities	4%	Medium – this is because some funding from within the organisation has been used on the STRIVE programme outside the budget, which could have been used on other activities.
<b>Displacement</b>	The outcomes which could have been achieved by other organisations providing similar services to the same client group, but were not achieved due to the STRIVE programme taking place.	29%	Medium – there are other skills programmes run at educational facilities and homeless charities which could have provided similar activities to the STRIVE programme.
<b>Leakage</b>	The outcomes achieved by participants outside the target group	0%	It is assumed that there is no leakage
<b>Multiplier</b>	How the impacts have additional effects on the economy.	1.00	No multiplier effects are assumed

The additionality multipliers have been taken from research by BIS (2009)<sup>46</sup>, and values for People and Skills interventions at a local level have been used for deadweight, substitution and displacement. Leakage and multiplier effects were informed by a qualitative assessment.

### **Identifying scale of impact**

A literature review was carried out to identify the impacts the programme would have on participants, and the likely scale of the impacts. The following impacts were identified and have been used to calculate the monetary value of the programme:

- A reduction in benefits claims, both Job Seekers Allowance (JSA) and Employment and Support Allowance (ESA). This is due to the programme supporting individuals into employment.
- An increase in voluntary work among participants. Individuals undertaking voluntary work make a contribution to the economy through the hours they contribute.
- An increase in the productive value of the workforce. This impact is generated by individuals completing qualifications, which make them more employable and more productive when they are in work. This will benefit the individual through being able

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<sup>46</sup> BIS, (2009) Research to improve the assessment of additionality

to take home higher wages, the Government through higher tax receipts and employers and the economy as a whole through higher output. A similar approach was taken to assess the impact of individuals entering Further Education, with a different multiplier and monetary value being used.

- A decrease in the demand for sheltered housing. The programme helps participants to improve their housing situation, which will reduce the demand for sheltered housing.
- A reduction in offending behaviour. An increase in employment and improvements in the housing situation of participants decreases the likelihood that these individuals will offend (for minor offences, such as shoplifting). This will reduce the costs associated with crime (criminal justice costs, costs to victims etc.).
- A decrease in healthcare utilisation. Individuals who are homeless and unemployed have a higher average healthcare utilisation than the general public. By improving the housing and employment situation of participants, as well as increasing their mental health, the programme will reduce the demand for healthcare services.
- The impacts and monetary values for the analysis are presented in 0 below.

The SROI approach uses the monetary proxies to calculate the value of the impacts achieved by the programme. The quantity of outcomes achieved will be multiplied by the monetary value of the impact and the relationship with the impact. All impacts are measured over five years. The monetary value for future years will be discounted at a rate of 3.5%, in line with the guidance in the Government's Green Book.

**Table A2.2 Assumptions used for the Social Return on Investment calculation**

Outcome	Impact	Relationship with outcome	Monetary value	Duration	Rationale
Change in Employment	Change in JSA payments	For every participant who finds employment, 57% are assumed to have been claiming JSA	£73.10 per week	Assumed that participant would remain unemployed for entire period of analysis in absence of STRIVE.  Assumed that 50% of employment outcomes are sustained until the end of the five year period, decreasing in a linear trend from 100% in the first year.	The programme helps people who are further from the labour market access work. These people are likely to struggle to find work in the absence of the programme, therefore are likely to remain unemployed in the absence of the programme.
	Change in ESA payments	For every participant who finds employment, 43% are assumed to have been claiming ESA	£109.30 per week	Assumed that participant would remain unemployed for entire period of analysis in absence of STRIVE.  Assumed that 50% of employment outcomes are sustained until the end of the five year period, decreasing in a linear trend from 100% in the first year.	The programme helps people who are further from the labour market access work. These people are likely to struggle to find work in the absence of the programme, therefore are likely to remain unemployed in the absence of the programme.

Outcome	Impact	Relationship with outcome	Monetary value	Duration	Rationale
Change in voluntary work	Change in voluntary work	Every stint of voluntary work by a participant of the programme	£6.88 per hour	Assumes participant provides voluntary work for 20 hours per week, 6 months of the year for duration of period analysed.  Assumed that 30% of voluntary work outcomes are sustained until the end of the five year period, decreasing in a linear trend from 100% in the first year.	Voluntary work carried out by participants is assumed to be relatively low skill labour, therefore the value placed on it is low (from ASHE, 2015)
Qualifications achieved	Change in productive value <sup>47</sup>	Qualifications achieved by participants increase their productive value by 2%; 92% of the change in productive value is for the individual / wider economy. <sup>48</sup>	£212 per year	Increase in productivity maintained for entire duration of the period analysed.	Achieving a qualification is a proxy measure for increases in skill level. An increase in skill of individuals will make them more productive in the labour market. This increase in production can be measured as an increase in estimated potential earnings, which can be split between the benefit which

<sup>47</sup> BIS (2014) Estimation of the labour market returns to qualifications gained in English Further Education

<sup>48</sup> The total number of qualifications achieved (which is used in the assessment of efficiency) is different to the total number of qualifications achieved per person. There have been more qualifications achieved at Crisis than there are participants. Therefore, in order to estimate the number of individuals who had achieved a qualification, detailed individual level data for a selection of participants was examined. This suggested that over three quarters of participants at Crisis had achieved a qualification. The number of participants estimated to have achieved at least one qualification at Crisis has been calculated by dividing the number of qualifications achieved by two, which is approximately 87% of participants.

Outcome	Impact	Relationship with outcome	Monetary value	Duration	Rationale
	Change in tax receipts from change in productive value	Qualifications achieved by participants increase their productive value by 2%; 8% of the change in productive value is for the Government through taxation	£18 per year	Increase in productivity maintained for entire duration of the period analysed.	<p>would be returned to the individual and the benefit which would be returned to the Government through higher tax receipts. The level of qualification achieved by individuals is assumed to be below level 2.</p> <p>The calculation assumed an annual level of productivity of £11,500 prior to achieving the qualification. Participants achieving more than one qualification receive the same change in productivity. Level of productivity based on earnings from ASHE.</p>
Change in housing status	Change in demand for sheltered housing	Every participant who experiences an improvement in housing situation will demand less sheltered housing.	£235 per week	Assumes in the absence of STRIVE each participant would demand sheltered housing for 6 months every year, for the duration of the period analysed <sup>49</sup>	<p>Individuals who have improved their housing status will no longer need to demand sheltered housing. Therefore resources that were previously used for sheltered housing for these individuals can be directed to others.</p> <p>Note that this is not necessarily a reduction in the number of sheltered housing places being used, as any decrease in demand by these individuals will be taken by other homeless individuals.</p>

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<sup>6</sup> Pleace, N. (2015) At what cost? An estimation of the financial costs of single homelessness in the UK



Outcome	Impact	Relationship with outcome	Monetary value	Duration	Rationale
	Change in offending behaviour	30% of participants are estimated to commit minor crimes such as shoplifting prior to intervention. For all individuals who experience an improvement in housing situation, 0% are assumed to commit crime. <sup>50</sup>	£3,645 per individual crime committed. <sup>51</sup>	Assume participants committed one crime per year prior to the STRIVE intervention for the entire period.	Given the client group, it has been assumed that relatively low level crimes were being committed by the client group. This has been estimated to be shoplifting, and one crime per year.
	Change in healthcare utilisation	It is assumed that on average homeless individuals attend A&E 1.66 time per year, and a member of the general public attends 0.38 times per year. Participants who achieve an improvement in housing situation are estimated to reduce the number of A&E attendances from 1.66 to 0.38 per year.	£138 per attendance <sup>52</sup>	The decrease in healthcare utilisation is assumed to persevere for the entire duration analysed. No data source or literature exploring the impact on mental health, primary or community care utilisation.	Individuals who improve their housing situation are less likely to attend A&E departments. The reduction in healthcare demand is estimated to be 1.28 episodes per person per year. <sup>53</sup>

<sup>50</sup> Reeve, K. (2011) The hidden truth about homelessness;

<sup>51</sup> MHCLG (2012) Evidence review of the costs of homelessness. £3,500 in 2012, inflated to 2015 prices using GDP deflators.

<sup>52</sup> Department of Health (2015) NHS Reference Costs 2014 to 2015

<sup>53</sup> Homeless Link (2014) The Unhealthy State of Homelessness: The Health Audit

Outcome	Impact	Relationship with outcome	Monetary value	Duration	Rationale
Progression to Further Education	Change in productive value <sup>54</sup>	50% of individuals who progress to FE are estimated to complete course and achieve an increase in productivity. It is assumed productivity increases by 10%. 92% of the change in productive value is for the individual / wider economy.	£1,196 per year	Increase in productivity maintained for entire duration of the period analysed.	<p>Individuals attending FE are assumed to be studying towards further qualifications. It is assumed that individuals attending FE will be studying towards a full level 2 qualification. Achieving a qualification is a proxy measure for increases in skill level. An increase in skill of individuals will make them more productive in the labour market. This increase in production can be measured as an increase in estimated potential earnings, which can be split between the benefit which would be returned to the individual and the benefit which would be returned to the Government through higher tax receipts.</p> <p>The calculation assumed an annual level of productivity of £13,000 prior to achieving the qualification. Participants achieving more than one qualification receive the same change in productivity. Level of productivity based on earnings from ASHE.</p>
	Change in tax receipts from change in productive value	50% of individuals who progress to FE are estimated to complete course and achieve an increase in productivity. It is assumed productivity increases by 10%. 8% of the change in productive value is for the Government through taxation	£104 per year	Increase in productivity maintained for entire duration of the period analysed.	

<sup>54</sup> BIS (2014) Estimation of the labour market returns to qualifications gained in English Further Education

## Calculations

The calculation of the monetary value of each of the impacts follows a standard approach, which is presented in formulas below:

$$NO_{i,t} = GO_i * (1 - d) * (1 - s) * (1 - dis) * (1 - l) * m$$

Where:

$NO_{i,t}$  : Net outcome achieved for each time period;

$GO_i$  : Gross outcome achieved

$d$  : deadweight;

$s$  : substitution;

$dis$  : displacement;

$l$  : leakage; and

$m$  : multiplier effect.

and:

$$NPV_i = \sum_{t=1}^{t=5} (NO_{i,t} * R_i * MV_i * dr_t)$$

Where:

$NPV_i$ : Net Present Value of the impact

$t$ : time period (in years)

$NO_{i,t}$ : Net outcome achieved for each time period;

$R_i$ : relationship between the outcome achieved and impact (described in 0);

$MV_i$ : Monetary value of each impact (described in 0); and

$dr_t$ : discount rate for each time period.

## Return On Investment

The monetary value of the impacts was compared to the investment required for the impacts to be achieved. This was calculated by dividing the value of the impacts by the value of monetary inputs required to achieve them. It is presented as a ratio - for every £1 invested in the programme £X of return were generated. The formula below represents the calculation used for the Return on Investment:

$$ROI = \frac{\sum_i NPV_i}{TC}$$

Where:

ROI: Return on Investment

$\sum_i NPV_i$  : The sum of each individual impact

TC: Total cost of the programme

## Sensitivity analysis

A sensitivity analysis, where key assumptions used to calculate the impact of the STRIVE programme were varied was carried out. A complete list of the assumptions that were varied is presented in Table A2.3. All calculations were carried out in exactly the same way as for the main calculations.

**Table A2.3 Assumptions to be varied in the sensitivity analysis**

Assumption to be varied	Low value	Central value	High value	Reason / source
<b>Costs</b>				
Value of volunteer time	£6.56 (2014-15) £6.84 (2015-16)	£6.74 (2014-15) £7.00 (2015-16)	£7.90 (2014-15) £8.11 (2015-16)	Values taken from ASHE; 10 <sup>th</sup> percentile of residential care for low estimate; 20 <sup>th</sup> percentile for central estimate; 25 <sup>th</sup> percentile for high estimate
Value of staff time	£16.16 (St. Mungo's) £18.59 (Crisis)	£18.47 (St. Mungo's) £21.24 (Crisis)	£19.89 (St Mungo's) £22.88 (Crisis)	Central estimate based on seven hour working day; high estimate based on 6.5 hours; low estimate based on eight hours. Wage information provided by St Mungo's and Crisis.
<b>Impacts</b>				
Deadweight	40%	22%	10%	A range of values based on BIS, (2009) Research to improve the assessment of additionality. People and Skills interventions and qualitative findings.
Substitution	12%	3.8%	2%	A range of values based on BIS, (2009) Research to improve the assessment of additionality. People and Skills interventions and qualitative findings.
Displacement	35%	29%	13%	A range of values based on BIS, (2009) Research to improve the assessment of additionality. People and Skills interventions

				and qualitative findings.
Sustainability of employment	25% of jobs are sustained until the end of year five	50% of jobs are sustained until the end of year five	60% of jobs are sustained until the end of year five	A range of sustainability values based on the profile of the target group
Sustainability of voluntary work	20% of voluntary work outcomes sustained until end of year five	30% of voluntary work outcomes sustained until end of year five	50% of voluntary work outcomes sustained until end of year five	A range of sustainability values based on the profile of the target group
Value of voluntary work	£6.88 per hour	£6.88 per hour	£7.81 per hour	Values taken from ASHE; 10 <sup>th</sup> percentile of all sectors employment for low and central estimates; 20 <sup>th</sup> percentile for the high estimate.
Impact on productivity	1%	2%	3%	Central estimate based on BIS (2014) Estimation of the labour market returns to qualifications gained in English Further Education impact for qualification below level 2. High and low estimate +/- 1p.p.
Impact on A&E admissions	A reduction of 1 A&E admission per person who is no longer homeless per year	A reduction of 1.28 A&E admission per person who is no longer homeless per year	A reduction of 1.66 A&E admission per person who is no longer homeless per year	Central estimate based on Homeless Link (2014) The Unhealthy State of Homelessness: The Health Audit. High estimate assumes individual with improved housing situation has zero A&E attendances. Low estimate assumes individual with improved housing situation has 0.66 attendances per year.
Impact on offending	20% of persons who are no longer homeless who previously committed crime now do not.	30% of persons who are no longer homeless who previously committed crime now do not.	40% of persons who are no longer homeless who previously committed crime now do not.	Central estimate based on Reeve, K. (2011) The hidden truth about homelessness. High and low estimate +/- 10p.p.
Cost of sheltered accommodation	£108 per week	£235 per week	£235 per week	Central and high estimate based on medium intensity intervention; low cost

				<p>based on low intensity intervention.</p> <p>Pleace, N. (2015) At what cost? An estimation of the financial costs of single homelessness in the UK</p>
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All calculations in the sensitivity analysis were carried out using exactly the same methodology as set out in A2.1. Only the assumptions described in Table A2.3 have been altered.

# Appendix 3: Outcomes achieved by STRIVE participants at from programme inception to end December 2016

Table A3.1 below provides outcome data for STRIVE participants complete to end December 2016. A total of 157 participants had enrolled onto STRIVE since its inception in April 2014 with only 12% (n=19) failing to engage. The percentage of participants moving into employment had remained at 14% (n=22) as reported in the final process report.

	Number of homeless clients who:-	April 2014- March 2016	April 2016 December 2016	Total April 2014 December 2016
	Enrolled on STRIVE	121	36	157
	Did not engage with the pilot and dropped out	17	2	19
	Took part in basic skills training	121	36	157
	Number of qualifications or accreditations in basic Maths, English or IT / other accreditations / RARPA achieved	153	135	288
	Took part in volunteering	21	6	27
	Obtained employment	18	4	22
	Moved into independent living	9	7	16
	Moved out of rough sleeping	3	0	3
Outcomes	Progressed into further education	20	0	20



	Number of homeless clients who:-	April 2014- March 2016	April 2016 December 2016	Total April 2014 December 2016
	Reported improved work-related skills such as time management and communication	82	19	101
	Reported increased self-esteem and confidence in seeking work	81	14	95
	Reported increased motivation in seeking work	75	16	91
	Reported feeling less isolated	103	14	117
	Report that STRIVE was useful and would recommend it to others	98	0	113

Source: project management information: STRIVE n=157