

# Evaluation of DfEE Funded Pilots for Rough Sleepers: Off the Streets and Into Work

Gillian Squirrell  
Centre for Learning in Alternative  
and Community Contexts



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# Evaluation of Employment and Training Based Pilots for Rough Sleepers Aged Over 25

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## Executive Summary

Between June 1999 and April 2000 the DfEE funded three innovative projects based in London and delivered through two large and established homeless agencies, St. Mungo's and St. Botolph's and a training provider, Training for Life. These pilot projects were intended to work with rough sleepers and those with experience of rough sleeping to help them to address, in a holistic fashion, the factors and barriers that may be holding them back from entering the workplace or joining into purposeful activities that may better prepare them for vocational activities, such as training or voluntary work. The projects were intended to explore new ways, routes and combinations of delivery and to highlight problems that agencies and their clients faced in trying to realise the overarching project goal of moving from street or homeless past into settled living.

The projects each took a different approach to working with this hard to engage client group. St. Mungo's developed a mentoring programme, delivered by professional mentors with specialist backgrounds in vocational guidance, homelessness, mental health and benefits. St. Botolph's devised a pre-vocational training programme to encourage their clients back into engagement with regular learning activities. These would be supported by personal target setting sessions and reviews and professional vocational guidance sessions.

Training for Life began to deliver a peer mentoring programme in which mentors and mentees would share a common background of homelessness and related issues. The mentors would have moved from homelessness into employment or training and into settled living and would be able to model such new lifestyles and help the mentees to determine how they would overcome similar hurdles to get to become more settled.

This report outlines the range of problems that the projects faced in trying to realise their project plans. These included issues of:

staffing – recruitment, development and retention.

management – this worked at several levels the overall management of the three projects; the responsiveness of the host organisation to providing for the project nested within its existing operation, so staffing the project, providing resources, managing its policies to accommodate a short term project; and finally management at the local level of the project where many of the project managers were not experienced and were faced with trying to deliver a more complex project than they had hitherto managed.

clarity of definition – there were problems in defining what was to be delivered and how it was to be differentiated from other offers to homeless clients. There were problems in developing the systems to support the programmes, such as assessment of needs.

recruitment of clients - one project, (St. Botolph's ) open to all clients and operating initially without clear selection criteria made it hard for the project to realise its goals by targeting the scarce resource at those who would be most likely to benefit. Other projects had problems in recruiting clients, either those who were suitable (as peer mentors) or those who were attracted to the project in the face of a number of other mentoring projects that were on offer.

defining outcomes – the clients presenting to these programmes had many and often complex needs. The project plans were written in terms of numbers of clients progressing through the project, completing certain stages and some attaining the project goals of purposeful activities. This meant that there was some pressure on the projects to realise outcome goals from the outset and perhaps to think about outcomes in terms of the project plan. However it was clear that distanced travelled was a more appropriate measure, that time and length of engagement in a project was hard to prescribe and that the nature of the outcome was dependent upon individual needs and starting point.

short-term funding – the nature and length of the funding, that it was for nine months and that subsequent funding was seen as being dependent upon the pilot project performance may have created unnecessary pressures and made it harder for the exploratory and innovative nature of the projects to be fully explored.

The projects did not develop as was written in the project plan. There were fewer numbers accessing the projects; there was more limited client throughput; there were few who moved into purposeful activity. The projects raised issues about the most appropriate assessment of clients, initial and on-going; client selection; the projects raised questions about the viability of peer mentoring and of the importance of not admitting to a programme too chaotic a group if progress towards further training was to be realised. The projects discovered that some clients, those caught early on in homelessness, those keen to move out of homelessness and those who were ready to try again to make a transition from homelessness to being housed, did respond to training activities, to review and guidance sessions, to goal setting and to asking for help. These clients often had a number of their other issues controlled or being addressed. Clients could not respond to training or vocational activities unless they were settled in their accommodation or had alcohol or drug abuse under control. Physical health, mental health and a sense of being able to access better housing were all more important to this group than training, vocational guidance or voluntary work per se. The projects found, however, that timing the offers of help with these aspects of life in concert with the resolution of health and housing issues meant that they had a chance for significant impact.

## **1.Introduction**

### **1.1 Background and Aims of the Pilots**

1.1.1 Between June 1999 and March 2000 the Department for Education and Employment (DfEE) funded three pilot projects. These were intended to explore holistic models of employment-focused provision for rough sleepers over 25.

1.1.2 The pilot projects were delivered following recommendations by the Social Exclusion Unit on measures to reduce rough sleeping through policy development special initiatives. The pilots examined ways to bridge the gap between life on the streets and employments and settled living. The pilot providers sought to discover effective ways to meet the guidance and vocational development needs of a group of adults traditionally labelled as hard to engage. Rough sleepers and homeless people often have chaotic life-styles and have many and complex problems. As a group they present many challenges to those agencies that work with them.

1.1.3 The pilots were co-ordinated and managed by Off the Streets and Into Work (OSW), the agent for FOCUS TEC, the contract holder. The pilot providers were St. Botolph's; St. Mungo's , two established multi-functional charitable homelessness agencies, and Training for Life, a charitable vocational training provider. The pilots offered pre-vocational development programmes (St Botolphs); mentoring programmes using professional mentors (St. Mungo's), and peer or buddy mentors (Training for Life). The individual pilot projects are discussed in sections two to five.

### **1.2 Purpose of the Evaluation**

1.2.1 The evaluation was commissioned to run from the outset of the pilots' delivery from 1<sup>st</sup> June 1999 to the 30<sup>th</sup> June 2000, with fieldwork being conducted between July 1999 and March 2000. The evaluation intended to provide an independent assessment of:

- The short-term impact and benefits of the pilot schemes
- Elements of the schemes that work and of those that do not
- Longer-term effects of the schemes, in order to inform future provision

1.2.2 The evaluation was intended to offer an informed picture of the pilot provision including issues such as:

- The nature and extent of clients' engagement
- Clients' perceptions of what was offered to them through the pilots
- Factors which enhanced or reduced client motivation
- Barriers clients may have faced in moving on into employment or training
- The nature of the aftercare offered to clients when they moved on from the pilot schemes, and its impact on motivation to maintain successful transitions
- Effectiveness, efficiency and value for money
- The management and operation of such projects for this client group

- Suggestions for similar holistic future provision
- 1.2.3 On-going data collection and analysis was intended to inform the pilot projects, the DfEE and Rough Sleepers Unit (RSU) about the work being undertaken and its potential for development.

### **1.3 Evaluation Design**

1.3.1 Initially the evaluation was designed in line with the timetable proposed by the DfEE. This indicated three distinct data collection phases:

- Phase I, July/August 1999 - collecting baseline data and developing familiarity with the projects.
- Phase II, November/ December 1999 - considering impact issues with the first cohorts of clients that were engaged in and had graduated from the pilot projects.
- Phase III, February/March 2000 - addressing subsequent impact issues on cohorts of graduates from the pilots. Issues of transition from the pilots, and the successful management of clients' moves into employment or related training, were the focus.

1.3.2 The evaluation was primarily qualitative, making extensive use of interviews, engaging in observations and undertaking reviews of materials produced and resources used. Baseline and transition information was collected to inform the qualitative data.

### **1.4 Final Scope and Conduct of the Evaluation**

1.4.1 A number of issues confronted the pilots at their outset and these slowed their initial progress. These issues included:

- Delays in finalising and letting the contracts. The pilots felt that this reduced effective project time from 12 to 10 months and heightened pressures to deliver programme outcomes
- Problems in recruiting clients
- Problems in recruiting staffing and in covering staff absence
- Problems generated through projects' perceived pressures to be seen to be delivering the agreed programme outcomes at the expense of undertaking lead-in tasks such as: project definition; staff development; devising procedures and policies, and defining the expectations of project staff and intended clients.

1.4.2 In response to the slow start the decision was by the Steering Group to run the evaluation continuously, in order to gain greatest exposure to the range of clients and their experiences of the programmes.

#### **1.4.3 Numbers and types of clients**

1.4.3.1 In terms of the numbers and range of clients interviewed, the evaluation was more limited than was intended. This was the result of a more limited throughput of clients than that projected in the tender specification. The tender projected contact with about 198 to 218 clients, the number actually seen was closer to 90. Some clients also accessed several projects. There were double and - in a few cases - triple counting. The lower numbers resulted from difficulties in engaging these clients and restricted marketing.



1.4.3.2 Few clients accessing the projects in the case of these three projects meant that a smaller number than predicted progressed from the programmes into purposeful activity. This has impacted on the possibility of investigating the management and support of transition. There has been no possibility of commenting on the longer-term effects of the programme as those who did move into purposeful activity did so to the close of the pilot programme.

1.4.3.3 The smaller client base also impacted on the range of types of clients interviewed for the evaluation. While the interviewees reflect the traditional profile of rough sleepers and homeless people, there has not been an opportunity to explore, in any depth, issues pertaining to gender and ethnicity. It was assumed that a larger client base would have yielded a greater number of female clients and clients from different ethnic backgrounds.

#### 1.4.4 Sources of data

1.4.4.1 The following have been interviewed, where appropriate:

- Managers in the host organisations
- Project managers/co-ordinators
- Project staff
- Other staff in the organisations with an interest in the projects
- Clients
- Staff in related agencies

1.4.4.2 The following activities were sampled where they ran.

- Staff training
- Team meetings
- Guidance sessions
- Client training sessions
- Programme sessions
- Programme development days

1.4.4.3 The following documentation has been consulted, when available:

- Marketing materials, fliers and notes for staff in various organisations
- Policies
- Job descriptions
- Client assessment and tracking materials
- Team minutes
- Session plans

#### 1.4.5 Focus of the evaluation

1.4.5.1 The evaluation focused on:

- Staff development, team meetings and project communication
- Inter and intra project working
- Programme delivery within the parent organisation and its culture
- Client and staff perceptions of the programme and its development
- Issues of client move-on
- Issues of managing referrals and relationships with other agencies
- Issues of VFM
- Quality of provision and its monitoring

## **1.5 This Report**

1.5.1 The report includes a further six sections:

Section Two contextualises the work of the pilots

Sections Three to Five explore in detail the work of the three pilot projects

Section Six addresses lessons that can be drawn from the pilot projects

Section Seven offers conclusions and recommendations

## **2. The Context in which the Pilot Projects Operated**

### **2.1 Introduction**

2.1.1 This section offers background information on three areas against which to consider the functioning of the pilots and their outcomes.

- Key features of the intended client group
- The overarching management of the pilot projects
- The project life cycle and its impact on these pilots

### **2.2 Features of the Client Group**

#### 2.2.1 Introduction

Some characteristics of the client group that the projects intended to work with are outlined below. This section draws both on the interview data and on some of the research literature. While reading about these client characteristics it is worth reflecting on how these may have impacted on the content and delivery of the programmes; recommendations about length of programme; developing selection criteria for the clients; measuring programme readiness of clients and impacting on issues such as: client engagement; retention and measuring programme success. Aspects that are explored include:

- Characteristics of rough sleepers in the research literature and how the projects' client base matched these
- Presenting issues of rough sleepers as detailed in the literature, and how the projects' client groups matched this
- Accommodation issues and their impact on moves on into employment and training
- Rough sleepers and employment
- The meanings and value that employment and learning had for the interviewees
- Issues in client selection

#### 2.2.2 Profiling Rough Sleepers

2.2.2.1 Researchers into homelessness and rough sleeping give clear profiles of the likely problems and histories of those who have experienced such episodes. There are consistencies in accounts offered. For example, as Randall (1998) notes:

- "Many rough sleepers have multiple needs and there is a particular problem of those who suffer from both mental illness and alcohol abuse"
- "Around 90% of rough sleepers are male and a similar proportion are white UK or Irish ethnic in origin"
- About 40% of rough sleepers are between 26 and 40 (Randall and Brown, 1999)
- Older rough sleepers tend to have alcohol problems. Younger rough sleepers misuse drugs (Randall and Brown, 1999)

2.2.2.2 St. Mungo's and St. Botolph's clients were over 25 years, some (2) of those at TFL were under 25. The majority of clients were in their 30s and 40s, with some accessing St. Botolph's and St. Mungo's's being in their 50s and 60s (4). Aside from 6 clients, all were male. The half dozen women accessed St. Mungo's and TFL. There were a small number of Black, African-Caribbean and European clients (15), some of whom identified as British, others had arrived in the UK for work. A dozen were refugees and asylum seekers.

2.2.2.3 The interviewees reflected the profile of rough sleepers in the research literature, i.e. white and male, in their third and fourth decades, presenting issues of substance abuse and mental health distress.

### 2.2.3 Problems that Rough Sleepers may Face

2.2.3.1 The literature explores "relevant states", or predispositions to potential homelessness, and "triggers", i.e. those precipitating factors which in conjunction with risk states may plunge people into a housing crisis (see Crane 1997; Randall, 1998; Randall and Brown, 1999). Relevant states include:

- Being in prison and contact with the criminal justice system
- Being in care
- Being in the armed forces
- Lack of qualifications
- School exclusion
- Mental health distress
- Substance misuse
- Physical or sexual abuse
- Unemployment
- Marital or relationship breakdown
- Poor social support and inadequate support networks
- Debt and financial difficulties
- Failure to properly move into and establish a new tenancy arrangement
- Being a neighbourhood nuisance to such an extent that this may lead to eviction

2.2.3.2 Triggers include:

- Increased alcohol or drug use
- Increased mental health distress
- Leaving the parental or marital home in haste at a time of crisis and without planned alternative accommodation
- Leaving care without subsequent support
- Eviction
- Debt and financial crisis
- Leaving prison without planned support

2.2.3.3 Many of the interviewees accessing these projects had experienced a number of the relevant states and triggers as listed above. Some had mental health issues and some had experienced physical or other abuse. The older men tended to have, or to have had, alcohol problems. Among the women,

alcohol was the preferred substance misused, if misuse was an issue for them. Some people had experienced care, delinquency and early contacts with the criminal justice system. Some had histories of limited schooling, fractured or no employment. Some were ex-offenders and a number of younger men were managing or still engaging in substance abuse.

2.2.3.4 People had found themselves homeless through debt, broken relationships, escalating substance misuse, release from prison, insecure or temporary (often seasonal or casual) employment.

2.2.3.5 A number of the interviewees were still engaged in substance misuse, or experiencing mental health distress. A few were committed to living in insecure (squat) accommodation, or on the streets. Some people in this group did not remain engaged in the programmes, or engaged to a limited extent.

2.2.3.6 The complexities of the issues and experiences that were presented by the pilot projects' clients and the interconnections between these problematic issues raises questions about the length of interventions and their holistic nature in order that interventions be designed and delivered to be most effective.

#### 2.2.4 Refugees and Asylum Seekers

2.2.4.1 Some interviewees sought asylum, others were refugees. They presented with different relevant states and triggers to those indigenous homeless. These clients were mainly living in hostels and seeking assistance from the Professional Mentoring (St. Mungo's) Team. Some, through their experiences - for example of fleeing from civil or other wars - had developed what had become for them problematic coping strategies, like substance misuse. These problems needed to be addressed in addition to assisting these people with housing and employment related issues.

2.2.4.2 Many people in this group needed help to: manage within another culture; develop English language skills; come to terms with issues of changed or reduced status and identity. For example, there were professional people such as doctors and teachers whose qualifications were not recognised and who were not, therefore, allowed to practice in this country. In consequence, these highly skilled people were reduced in their life experiences and opportunities. Many of this group were unaware of the London job market, or did not have the skills to fit them for employment in jobs other than hotel, catering and other such casualised, poorly paid work.

#### 2.2.5 Accommodation

2.2.5.1 Accommodation was a dominant issue for all of the interviewees. Many spoke of poor or insecure accommodation in terms of its contribution to their feelings of lost self-esteem and self-control. Problematic accommodation could contribute to continuing or to reviving substance misuse. For a number of interviewees accommodation militated against them trying to gain employment or more systematic training. Reasons for this were offered which included: a hostel's timetable; the chaotic and disturbed nights

that were experienced in some hostels or the high rents charged by hostels and peoples' inability to pay these other than through Housing Benefit. Some interviewees felt that trying to resolve their accommodation issues took so much time that it reduced their motivation to address other issues.

2.2.5.2 The majority of those accessing the projects were living in hostel, housing association or council properties, few were rough sleeping or squatting. The three clients on TRACKS who were squatting or rough sleeping had no intention of changing their accommodation, nor seeking employment.

### 2.2.6 Rough Sleepers, Employment and Learning

2.2.6.1 Only 38% of rough sleepers have any type of educational qualification compared with the national average of 66% of the population (Anderson et al 1993). Disrupted schooling, exclusions, truanting, failures to fit with school systems, teaching and learning styles unsuited to individual needs, undetected or undiagnosed problems that affect learning are possible reasons for low or no educational attainment. Poor educational attainment reduces individuals' chances to access good and stable employment and so training opportunities that extend a worker. Failure to access stable employment may mean entry into cycles of casual and poorly paid employment with periods of unemployment.

2.2.6.2 The interviewees thought that people stigmatised through their criminal histories; experiences of mental health distress and experiences of substance abuse and experiences of homelessness are less likely to be attractive to some employers. Randall and Brown (1993) found 90% of rough sleepers unemployed with a third unemployed for five years or more and with 10% of the total rough sleeping population never having had employment.

2.2.6.3 Of the interviewees, a small minority had had professional or white-collar work (4), a few had run their own businesses (6); and some had histories of consistent employment in areas such as security and bar-work. The majority had histories of more casual or seasonal employment. This included working in building and allied trades, warehousing, sales, holiday camps and hotels, factory and assembly work and fast food outlets. Some had employment histories featuring activities such as the sex industry or drug trading. A minority had not experienced any employment.

2.2.6.4 Amongst the asylum seekers and refugees there were doctors and teachers. There were also those with no employment histories because when they began to flee their homes they were very young.

2.2.6.5. The previous employment experiences of some of the clients informed their future aspirations. A number who had had steady employment in the past felt that should they re-enter the employment market that they would like to do so in a completely different employment area. This was in part tied into concerns and fears that previous employment had led them to fail and into homelessness and in part because the homeless experience had

been so formative. For these people working in community based work presented them with an opportunity to make use of their experiences.

2.2.6.6 Some of the younger clients especially were keen to gain well-paid employment and IT seemed the route into this. Many clients irrespective of age thought that the best experiences that the pilots could offer was training in IT or brokering access to IT courses.

2.2.6.7 Some (5) were keen to work for themselves as this was, they thought, a route that would give them maximum control over their lives.

2.2.6.8 The small minority of young people involved in drug dealing expressed concerns that to break with such income-generating activity would rid them of their status as more powerful people within their circle of homeless and insecurely housed clients. It would also reduce their significant disposable income.

2.2.6.9 For others, employment - whether paid or unpaid - was nothing of interest. This group consisted of some in their 50s and 60s; some who described themselves as medically unable to work, and some for whom living alternative life-styles was of greater attractiveness than seeking employment. A number felt little incentive to work. Some felt that the withdrawal of benefits following employment would lead to a lower income, to being unable to pay hostel and other rents, and to an overall reduction in their standard of living.

2.2.6.10 The interviewees were asked many questions about the role that education and training had played in their lives and the ways in which any learning with which they were currently involved was impacting on their lives. Many accounts of learning described feelings of failure, humiliation and of being let down by formal education. They did not want to re-enter formal education. They offered the following suggestions as ones that would make learning activities work well for them as adult learners. The listing of these suggestions does not suggest any order of priority or importance.

- They wanted to be treated as adults
- They wanted to have a role in deciding their learning programme
- They were keen that the programmes should reflect their starting points and learning needs
- They felt that teaching staff should value their experiences
- They did not want anyone supporting, running or delivering the programmes to be judgemental
- They wanted to develop individual skills and interests as well as work with a group
- They liked to learn in a co-operative environment and to share their experiences
- They valued learning in a situation where there were no right and wrong answers
- They enjoyed being able to do things that they had not done before e.g. art

- They wanted to do things that they thought would be of value or would help them to better manage their lives e.g. managing their money
- They wanted to be up to date in their skills, largely for employment purposes, so IT featured highly
- They wanted to get some recognition or qualification for their learning
- They wanted discussion based activities to be challenging
- They never wanted to be undermined in a learning situation again
- They were clear that learning should extend and challenge them

2.2.6.11 The clients offered many positive comments about learning activities that they had tried as part of the pilots. These are discussed in sections 3 to 5.

### 2.2.7 Presenting problems and client selection

2.2.7.1 This section on the pilots' target group has explored features such as: past experiences; issues that cause homelessness; common problems; issues related to accommodation and experiences of education and employment. For those involved in designing and delivering the pilot programmes many issues about this client group need to be recognised. These include:

- Accommodation that engenders a sense of lack of safety, may undermine work on controlling substance misuse and may militate against trying to lead a more regular life-style
- Experiences that have been socially isolating and led to levels of distrust of others, a disinclination to become involved with others and to loss of or limited development of social skills
- A preoccupation with getting safe and secure accommodation that dominates over other issues such as training or employment
- Meeting other life needs such as benefits; primary health care and clothing before tackling employment and training
- Financial disincentives to employment or training if benefits are affected
- A history of often poor or unhappy learning experiences
- Histories of irregular employment or failed employment
- A low or dated skills base for employment
- Life styles that do not support employment readiness
- Mental health, physical health, addictions or other issues that may make following goals or meeting milestones difficult

2.2.7.2 Given the challenges presented by the client group the programme managers needed to think carefully about what they offered, what they expected of clients and the selection criteria for clients so that the projects' resources were well used and effectively targeted. The pilots also had to consider how to best to assess the progress of clients on programmes, taking into account issues of partial or sporadic engagement.



## **2.3 The overarching management of the pilot projects**

2.3.1 The pilot work delivered through the three specialist agencies was managed by Off the Streets and Into Work (OSW). OSW serves to link together and to develop a range of services to encourage employment preparation for homeless and insecurely housed people. OSW encourages development work and the delivery of programmes, vocational guidance and employment brokerage.

2.3.2 OSW was expected to co-ordinate the pilots; to provide monitoring and evaluation of the pilots and to feed outcome and other data to the DfEE, RSU. It was expected to link the pilots into other provision for homeless people to encourage complementary and developmental rather than repetitive services.

2.3.3 Issues arose about the extent to which the management role was performed by OSW and the ways in which the three projects were able to work together. One pilot project senior manager commented:

There were problems at the start up. Some of the lead in time should have been spent on partnership working; looking at the nature of integration and working on the issues of integration, organisational structures and cultures.

There was a fundamental misconception at the outset. Were there to be points of connection, significant integration or one integrated project ? It was not thought through.

2.3.4 The development of the pilots took place against a backdrop of uncertainty about direction, and the extent of joint or partnership working expected of them.

## **2.4 The project lifecycle and its impact on the pilot projects**

2.4.1 The projects were funded for twelve months but were in effect operational for ten following the delays in contract letting. They were hosted by organisations familiar with marginalized and/or homeless people. The expectation was to set up and deliver more holistic and enhanced employment focused programme that would test effective, innovative interventions with hitherto unsettled and potentially chaotic adults. This was an ambitious project aim and doubly so given the timescale.

2.4.2 The demands of the project were compounded by the tensions faced by most community and voluntary sector projects that centre on anxieties about future funding and the need to demonstrate hard and quantifiable outcomes. The concern with outcomes militated against investing time in initial development work. Some project staff suggested that issues such as client tracking; clarifying what was being offered, staff development, and marketing, were not effectively addressed early on.

2.4.3 Short term funding also made it hard to think about how the projects should evolve, how they might link into other types of provision and make a strategic contribution to the offer to homeless people. In the event there was a funding extension.

2.4.4 The short-term nature of funding has consequences for service users. There can be difficulties for some of the users in being asked to engage with and commit to programmes that are future oriented and yet may cease before work with clients was completed. Limited funding makes it hard to move clients on from serial service use into more progressive service users. Working with a difficult and chaotic group with complex needs may require longer-term focused and phased interventions that require clients to attain negotiated and appropriate outcomes but that provides on-going support to attain such outcomes.

2.4.5 The following three sections consider each pilot project under the headings of

- Background information
- Intended and actual provision
- Staffing of the pilots
- Clients recruited to the project
- Development issues
- Project outcomes both the intended and actual ones

## **3. St. Botolph's's TRACKS**

### **3.1 Introduction**

3.1.1 TRACKS was sited at the Aldgate Advice Café and managed by St. Botolph's. St. Botolph's is a long established charity working with single homeless people. The Aldgate Advice Café offers day centre facilities and hosts a range of advice, counselling and guidance teams. St. Botolph's provides outreach, resettlement and floating support teams to help people at all stages of housing need. St. Botolph's provides some accommodation. The organisation offers vocational training through Pathways, which TRACKS complements.

3.1.2 TRACKS was a first stage for those who wished to begin to change; to help a broad range of people develop greater confidence, self-esteem and the skills to move on to purposeful activity or work.. Locating TRACKS within the Aldgate Advice Cafe was thought advantageous for reasons including:

- It would run in a place familiar to many homeless and insecurely housed people
- Learning could be a normal part of the activities of the café and not as something exceptional, done elsewhere or behind closed doors
- The range of support and advice services readily to hand meant that issues emerging from a learning session or from client reviews could be referred on to a specialist
- Expertise was at hand to help with a potentially difficult client group

### **3.2 Overview of Provision**

3.2.1 The programme was designed to offer staged development; from an initial assessment of programme readiness, through a series of personally defined and negotiated milestones, to the final goal of move on to effective and productive activity. The emphasis for this project, according to the tender specification, was on planned progression according to agreed action plans and milestones.

3.2.2 The programme was to run for four mornings (10.00 to 12.30) each week. Follow-up one to one sessions were planned for the early afternoon and a users meeting was planned for Fridays. Morning sessions would cover on each day one of the following areas:

1. Basic Skills, e.g. IT, numeracy, literacy and communication
2. Employment and Training, e.g. study skills, Health and safety, decision making and problem solving
3. Independent Living Skills, e.g. health, self-reliance and self-worth
4. Social and Interpersonal skills

3.2.3 These modules were to be delivered through a range of learning activities in order to engage as many people as possible. In addition there were monthly social events that the clients elected to do. In the event the proposed modules did not all run.

### **3.3 The staffing**

3.3.1 The programme was managed by a full-time co-ordinator<sup>1</sup>. The programme was supported by a full-time advice and guidance worker who helped with project administration; ran some one-to-one reviews and supported clients in the learning sessions. Up to four sessional teachers delivered basic skills, art, drama and life skills.

3.3.2 Several staffing issues affected the development of the project. These included: the professional background and experience of the co-ordinator, the project's ability to manage staff absence and to succession plan, and the reliance on sessionally paid staff to deliver programme sessions. These issues are explored below.

### **3.4 The clients**

3.4.1 St. Botolph's was the first of the three projects to be fully running. It achieved this through recruiting clients who were already accessing the facilities of the Advice Café, i.e. they were not recruited to the project on the basis of selection criteria to meet a clear project plan. The absence of such criteria for the first six months, and continual recruitment from amongst Advice Café users, led to the programme being populated with a number of arguably inappropriate clients. These included people with significant mental health issues, those not intending to work because of their age or life-style choices, and people who were continuing to substance misuse and who were not ready to stop such misuse. Such people were not in a position to benefit from a programme with vocational outcomes. Of the 20 on the programme, four clients were more employment-oriented and sought a vocational programme. The huge span of ability, levels of current achievement, aspiration, employment experience and employment readiness amongst group members exerted a profound impact on the development of the project, the nature of the programme and its delivery.

3.4.2 Over the life of the project the scheme worked with 20 people, with an average group size of 6-8. Of this group all were male and one was non-white. Ages ranged from late 20s to 60s.

Clients' presenting issues included:

Mental Health (4)

Learning disabilities (2)

Alcohol abuse (8)

Experience of criminal justice system (3)

No employment (2)

Deemed for the purposes of benefit payments to be unfit for work (3)

Illegal employment (1)

Manual and casual employment (5)

Marital breakdown (3)

Failed own business (3)

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<sup>1</sup> The co-ordinator role was taken by two people over the life of the project. They exerted profound impact on the project. The first was not full-time, the second was and the project benefited from closer attention and a greater focus on delivering the project.

3.4.3 Several clients presented with these issues. Other issues which were presented by clients included: sexual abuse, poor physical health, being a refugee, estrangement from families, having no close support, and anger problems.

3.4.4 The clients' highest academic achievements included an overseas teaching qualification, CSEs, GCEs and an HND. Others had left school with no qualifications and some had not remained in school until they were of leaving age. A couple of course members had learned to read later on in life.

3.4.5 The employment aspirations of some group members were well developed; two wanted to run their own businesses; one to get into some form of social work, possibly with the homeless. One wanted to develop IT, another wanted to work in horticulture.

3.4.6 Two others suggested that they might seek employment in a voluntary capacity, for example counselling alcoholics or working in a charity shop. However their health problems were too great to permit them to seriously consider such options. Others wanted no employment because of their age or life-style choices.

3.4.7 The complex and profound issues presented by clients and the initial policy of open access to the programme meant that the programme staff had many problems in developing a working group and effectively assessing and meeting clients needs.

### **3.5 Development of the Programme**

3.5.1 Several factors shaped the programme, including: the staff and their interests; programme co-ordinators and the clients recruited to the programme. The four clear phases to the pilot are described below.

3.5.2 *Start up; July to September:* This initial phase was marked with tensions between some group members and between some staff and clients. This was not surprising given the fact that a disparate group of clients unused to working with others were being gathered together to work together as a team on a regular basis.

3.5.3 Other tensions arose because some of what was promised as part of the programme was not forthcoming. For example access to IT equipment and the payment of the incentives scheme were particular issues about which clients complained. Throughout the programme there was an insufficiency of IT equipment and no IT trained staff to teach the clients. A half dozen clients were well aware of the importance of developing IT skills if they were to have involvement in the labour market in voluntary or paid capacities. Some of the clients were intolerant of issues of project start-up and adamant about seeing everything in place from the outset of the programme. This view made a number of the User Group meetings full of friction.

3.5.4 Programme start up problems included a lack of a coherent plan for programme delivery, no selection criteria for clients and a dearth of assessment materials to assess clients' needs on entry and to support progress reviews. This caused problems for sessional tutoring staff who felt a lack of direction. Sessional staff by their very terms of employment are only contracted for periodic work. This exacerbated communication and the development of project coherence. This led to a situation where each tutor was working according to personal interest and drawing on past experience. In some cases tutoring experience was limited and this did affect the ability of staff to manage groups.

3.5.5 The programme initially evolved according to individual staff interest rather than assessments of clients' needs meant that it had a heavy emphasis in two of its modules on a therapeutic approach. This clients found problematic. They were being asked, within two-hour training sessions, to confront their feelings and address very difficult issues. This proved challenging and uncomfortable, as commented:

Me and Philip [the tutor] are on a different planet.  
What's he doing trying to make us talk about things like  
that ?

3.5.6 Some clients commented on the inexperience of tutors. Others felt they were being asked to make themselves vulnerable in an unsafe environment. They described the lack of safety in terms of: the tutor's control over the group; the co-ordinator's overall command of the programme and the fact that they may not trust other group members. Finally, the physical environment was not perceived to be safe. The accommodation used for training was the TV area, which could only be partitioned from the rest of the café by display boards. Thus anything said in session could be overheard and anyone could walk in.

3.5.7 The close of this period was marked by client concerns that the programme seemed repetitive in terms of styles of teaching and learning, and the fact that sessions would generate predictable responses from other clients:

It's like a train, just built to go down one track. It can't  
manoeuvre. I can't see where it's going. It's stalled

3.5.8 *October to November:* During this period the group began to cohere. Issues that had been very contentious, for example paying the incentive allowance to participants, had been resolved. Positive comments were made about the programme becoming more structured, with greater attention paid to one-to-one review sessions. However, critical comments were made about the type of work taking place within sessions. There was further staff loss and Basic Skills went from the programme.

3.5.9 During this period four people joined the programme. Two had severe housing and/or health issues and seemed unable to benefit from a vocational programme. Two others were more focused on developing their skills and thinking about employment. These two, serious in their commitment to the programme and to their own progression, exerted a significant impact on the group and drew in some other clients.

3.5.10 *December to February*: This period was marked by the arrival of the new co-ordinator, who began with a review of the accumulated concerns of staff and clients and the development of systems to manage the programme. This work included:

- A review of the purpose of TRACKS and its intended outcomes
- Work on tracking individual progress and setting goals with clients
- The identification of progression points for clients
- Increasing the emphasis on life skills and reducing the individual therapeutic approaches in sessions
- Creating greater coherence between sessions
- Emphasising the value of one-to-one reviews
- Emphasising the importance of clients moving on from TRACKS
- Seeking to strengthen the links with the other DfEE pilot projects

3.5.11 At the Christmas break three participants dropped out of the scheme. These faced serious housing and mental health complications and had not, at any time, expressed an interest in employment, further training or activity-based programmes. Two others with serious alcohol problems were increasingly failing to access the scheme and ceased to do so in the New Year.

3.5.12 The remaining clients (5) generally responded well to several areas of development work. They liked the greater emphasis on action planning, on reviews and on having their progress monitored. They liked the links between the sessions, which meant greater depth to ideas and their development. They enjoyed the acquisition of skills and information. A number were most positive about the links that were established with TFL and St. Mungo's. Several clients spoke positively about the Professional Mentoring scheme that they were accessing, and from which they had found voluntary placements and an Access programme. These clients were thinking about their future courses and employment:

It's challenging and is developing you. It's got more interesting in the last few weeks. The drama and the writing are beginning to link together

3.5.13 Towards the close of this period the group was splitting into two. One group was more serious minded and concerned with their own progression. The other seemed less so, but was accessing TRACKS as a place of safety and regularity in their lives. One client was completely committed but had such serious mental health issues that he was unable to link into the developmental opportunities provided by TRACKS.

3.5.14 Those concerned to work effectively were annoyed at those who failed to engage in discussion work and tried to keep it shallow. This group was also critical of those who did not attend regularly, or those who showed up only for sessions of personal interest.

3.5.15 Hearing about the closure of the programme in March encouraged several clients to plan moving on. So by the beginning of March, four clients had progressed to acting on clear and coherent plans for their personal and vocational development.

3.5.16 *March Closure*:. During the final pilot phase interviews, several clients spoke about how the pressure of leaving and the extensive support provided by the Professional Mentoring project and the weekly goal-focused reviews, meant that they had clear move on plans, had placements and were already involved in working with other organisations. They were not clinging to the project, nor were they trying to think of ways to remain within the homeless and day centre culture. These four clients were keen to mix with other people and to lead more regularised lives. The push-factors of the closure of the pilot project and the focused exit management provided by the co-ordinator and support staff were combined with the effective pull-factors of a sense of future by joining other organisations. Two also had a glimpse of new lives borne through a move from hostel to shared accommodation. The combinations of push and pull factors had interesting implications for considering issues such as:

- Creating time bound and highly goal focused programmes
- Building in regular reviews
- Determining what types of people may benefit most from holistic and vocationally focused programmes
- The types of people to select as mentors to encourage move on
- The role of peer encouragement and support to help people to move on

3.5.17 This phase also witnessed some re-planning, in preparation for the next phase of the project. This included thinking about the curriculum to be offered, its staffing, the principles underpinning the content of the programme, and its focus.

## **3.6 Project Outcomes and Perceptions of the Project**

### **3.6.1 Introduction**

3.6.1.1 There were several types of project outcome. These included student successes in terms of progression to other activities e.g. volunteering; an Access course; a range of self-reported and observed changes in behaviours and attitudes in for example, communicating with and working with others and some skill acquisition. Project outcomes also included testing certain variables, albeit not in a controlled way. These variables included the use of incentives; action planning and goal setting; exploring differences between therapeutic and life-skills approaches; the impact of different types of staff and clients on the development of the programme



3.6.1.2 There were a number of positive outcomes from the programme. These were, however, shaped in number and nature by the clients selected for the programme and by the fact that there was a very limited period of focused action planning and review. Those clients who prospered were the ones who had tackled their substance misuse; who had had histories of consistent employment and memories of having had a home and possessions; disposable income; more regular lifestyles and choice. They were clear that these were desirable aspects to bring back into their lives.

3.6.1.3 Several clients made limited or little progress, while some made none. This limited progress or lack of progress may be attributable to the dominance of mental health or other issues. It is arguable that these clients were not ready for a vocationally oriented programme. In reviewing project outcomes there was some debate with project staff about the possibility of a programme that was pitched at another level focussing more on life and social skills and without any intended vocational outcomes.

3.6.1.4 The programme has highlighted the labour intensity of working with this client group, part of which results from the importance of developing such basic habits as regular attendance and developing interpersonal skills. The programme has demonstrated the importance of progression and creating routeways. Analysis of the clients has made clear the complexity of the issues that they present with, and the range of agencies with which they are often concurrently engaged. This makes it hard to unravel the impact of one intervention in isolation, or to explore the effects of one intervention on others. To effectively comment on such issues would require a longer evaluation.

### 3.6.2 Move on and progression

3.6.2.1 At the close of the pilot phase there were four success stories in terms of a move on from TRACKS into purposeful activities. Four people had progressed into other training and learning situations. Two were accessing TFL, one of whom was also volunteering. He felt that he was gaining work-place experience, increased confidence and self-esteem from getting back into the discipline of working and mixing with “members of the public, not just homeless people or people on the day centre scene” (Male, 40s).

3.6.2.2 A third was about to complete an Access Course and was considering taking an IT programme to upgrade his skills. The Access course, although unsuccessful in that it did not meet expectations, was a useful learning experience. He decided that he was not academically inclined and that his vocational interests, having been shaped by the profound experience of homelessness and loss, now lay in the area of community and voluntary work. The fourth was engaged in voluntary work one day a week, in a city farm. He intended doing full-time voluntary work there, to develop a deeper understanding of this area of employment. His experiences of homelessness which he understood as a cause of his past employment and lifestyle led him to seek employment in a totally new employment area.

3.6.2.3 All four of the more successful TRACKS members were accessing additional help through the Professional Mentoring project. The combinations of interventions and the effects of successful re-housing and managing substance abuse issues need to be taken into account when thinking about the efficacy of any single intervention. In the case of these four men. Three were managing their alcohol abuse problems. Two had recently been re-housed. A third was already in his own settled accommodation and the fourth was promised help to re-settle. These four as they described themselves were in a state of readiness to manage their employment and training needs and to re-gain their own locus of control within themselves.

### 3.6.3 Developing Skills and Disciplines

3.6.3.1 Other outcomes of TRACKS related to self-reported gains in confidence, in self-esteem, in skills and in increased tolerance of differences in others. The participants described their skills gains in terms of reviving skills that had been neglected while they were homeless or living in hostels, and the development of new skills:

It's self-development. It's re-kindling skills that you once had but hadn't employed for a long time -

I'd not done art since school. I did not realise how much I would like it. I think that some of the paintings are quite good really

3.6.3.2 Others spoke of the importance of the programme in regularising their lives:

It takes discipline to get here. I want to be a respectable citizen and to get a job. This is helping me to think about what I can do

I couldn't discipline myself. It's a commitment coming here

3.6.3.3 Several members of the group spoke of their gains in terms of their improved interpersonal skills:

It has made me more tolerant as a person. You have to cope with all types.

3.6.3.4 The TRACKS programme provided a challenge to undertake activities that would not otherwise have been done:

It has challenged me. I never thought that I would be sitting in a room with a load of men doing drama and reading from books

### 3.6.4 The Role of Incentives

3.6.4.1 Several incentives were offered for participation in TRACKS: free lunches, a weekly underground pass and a payment scheme. The participants were supposed to pay 20p per session. This was to be matched by a tax free £1 for each session. The clients were not aware of paying for sessions, but were aware of the £1 they gained. For five interviewees, the underground pass and free lunch was of major significance. All appreciated the money. However, the incentives were not sufficient to keep any of them in the programme when counter attractions or pressures prevailed. For example, continuing to drink.

3.6.4.2 Some clients thought that the removal of incentives would lead to a more effective project, as attendance would then be genuine rather than based on inducements.

### 3.6.5 Initial screening and on-going assessment of commitment

3.6.5.1 As the project progressed there was greater screening of clients. This led to people joining the programme who were more committed to developing themselves and their skills and who were clear that TRACKS would help them to do this. These people presented with fewer extreme problems, were easier to integrate into group learning activities. These clients contributed to group coherence and to its development.

3.6.5.2 Issues of selection criteria and better targeting programme resources were areas of intense discussion for project staff. Questions were raised such:

- Should a minimum threshold be set for participation in a pre-vocational programme ?
- What provision should be made for people who fall below a minimum threshold for a vocational skills programme ?
- How should gains in terms of self-esteem or improved communications be measured ?
- What issues in relation to managing client dependency may face project staff running programmes for vulnerable people with limited self-esteem, and high levels of complex needs ?
- Should programmes be bounded in terms of time and outcomes ?
- How far should continued participation be based on meeting personal outcomes and action plans?

3.6.5.3 Alongside staff discussions about client selection and assessing on-going client suitability there were clients who were extremely vocal about their concerns that participants should be screened prior to entry, should conform to attendance requirements and should be making demonstrable progress.

### 3.6.6 Learning styles and learning areas

3.6.6.1 TRACKS evolved in what it offered in terms of content and delivery. Over the ten month period, the clients thought that staff had developed a more winning combination of content and style. Clients offered the following as examples of things that they valued about the programme. Their ordering

should not be taken as being indicative of importance. They are elements that were valued and were valued in combination.

- More links between sessions and, therefore, the opportunity to continue to explore ideas
- Greater structure to sessions
- A sense that the sessions were relevant to their current and future lives
- The tutoring staff having greater control over the sessions so that participants could feel safe, that their contributions were valued and that the sessions developed and did not stagnate
- Engaging in work that went beyond discussion to involve reading, writing, developing role plays, finding out about new skills, ways of managing situations and discovering useful information
- Investigating their own areas of interest and having tutor support to do so
- Having structured action planning and review sessions
- Having the Professional Mentoring project run alongside the TRACKS programme
- Flexibility in the TRACKS programme to enable them do other things in their week, such as taking a day out to do voluntary work or resolving benefits or accommodation issues
- The approachability of staff
- The fact that emphasis was on the sharing of ideas rather than on right and wrong and - if the discussion was well managed - the regard for each other's experiences

### 3.6.7 Work that would have been valued

The participants identified a number of areas which they would have liked as part of their programme. These included:

- More IT equipment and training.
- Opportunities to gain qualifications that employers would have valued. The examples that were offered were IT skills and qualifications in English and Maths.
- The chance to do more independent work, facilitated by a tutor
- The chance to consider employment-related skills, like the management of interviews, in greater depth
- The chance to develop literacy and numeracy skills and to become more financially literate.

### 3.6.8 The ethos of the programme

3.6.8.1 During the course of the project there was the opportunity to explore the effects of running the programme with a more therapeutic base and then with a more of life-skills orientation. This "testing" was inadvertent, being based on staff interests rather than planned. Staff and clients noted that it was important that clients have the opportunity to explore issues and personal experiences such as loss, self-esteem and identity. They noted that exploration of such issues and any appropriate referrals to continue such

exploration, helped people to build a base on which to think about their lives and their vocational development. However clients were highly critical of anything more than exploration. They were critical of those occasions in groups when they had been asked to engage with deeply personal issues. Tutors acknowledged that a two hour session in an open group does not really enable any therapeutic work. While challenge is important to encourage people to face aspects of selves and to acknowledge patterns of behaviour, the extent and nature of such activities demand careful consideration.

### **3.7 Summary**

St. Botolph's has demonstrated:

- That the content was relevant to some of the group
- That there should be criteria to select clients likely to benefit
- There may be a need for other programme activity for clients who are not ready for pre-vocationally oriented activity
- Clients have a need to have entry-exit action plans so that they can see their progress
- Training cannot be offered in isolation. Clients need help with other problems

## **4. St. Mungo's Professional Mentoring Project**

### **4.1 Introduction**

St. Mungo's describes itself as the largest organisation working in London with homeless adults and rough sleepers. It provides supported housing, hostels, cold weather shelters and specialist care homes. It runs a range of support services: outreach and floating support, resettlement, advice and vocational guidance services. In the past it has run an employment agency. St. Mungo's offers training activities. The Professional Mentoring programme developed from the vocational guidance work that it had been undertaking for four years as part of Off the Streets and into Work. It was part of the STEPS programme of occupational guidance and training and described by St. Mungo's as the largest of its kind in the UK.

### **4.2 Provision**

4.2.1 The Professional Mentoring programme was intended to offer people with complex needs, but with an interest in their personal change and development, a more detailed, longer-term and holistic guidance service than is usually possible under funding arrangements. This allowed the mentors to reach a wider group of clients than those who may usually be attracted to a vocational guidance worker. It was intended that clients would access support and guidance on an as-needed basis, moving on from the mentoring scheme once something had been achieved or if personal circumstances dictated, and then returning to the mentoring process to realise new goals or to gather new information.

4.2.2 The original specification highlighted the need for groupwork sessions in which certain skills, identified through clients' needs assessments, could be taught and developed. Examples suggested in the tender documentation included: assertiveness and self-presentation skills. Such groupwork sessions did not run.

### **4.3 The Staffing**

4.3.1 There was a project co-ordinator with a reduced caseload and two full-time equivalent mentors. The professional mentors were based in specific locations and each one sought to develop a reasonably large client base in that location and to develop an awareness amongst potential clients of the mentoring project. The clear location base meant each mentor could develop a full understanding of the range of services offered in that locality. Each worker's case load was estimated to be eight clients, with several clients in reserve as past clients or on the waiting list<sup>2</sup>. An annual throughput of 100 people was intended although this was not realised owing to staffing issues.

4.3.2 The skills mix and past experience of the Professional Mentoring team was planned as a strength allowing for the sharing of multi-disciplinary

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<sup>2</sup> In practice all the Professional Mentors thought that trying to manage caseloads of more than eight clients was not practicable. Many of the mentees presented with complex issues that required much time. The remaining time was needed to build up waiting lists and to advertise the project.

expertise and skills at team meetings in relation to individual cases, for intra-team referrals and in order to help resolve issues. Areas in which the team had expertise included: rough sleeping and cold-weather shelters; housing and other benefits; mental health; vocational guidance, interest in refugees and language issues, and interest in women.

4.3.3 A number of staffing issues impacted on the project's development and its ultimate ability to deliver. These issues included: recruitment of staff; cover for absence and protracted staff absence. The impact of staffing issues was experienced mainly in the areas of the consistency and size of caseloads; the overall numbers of people passing through the mentoring programme and the pace at which developmental work could be undertaken.

#### **4.4 The Clients**

4.4.1 Those accessing the Professional Mentoring project constituted a very diverse group in the following respects:

- Accommodation – this included: hostel dwelling; sleeping in friends' accommodation; living in shared accommodation; supported housing and council accommodation
- Employment experience – this included; refugees with professional status but unable to practice; those with experience of regular work; those who had casual or no work histories
- Age range – this ranged from mid 20s to 60s.
- Ethnic origins and country of birth. There were a number of refugees, foreign nationals seeking employment and British-born white and African Caribbean
- Aspirations - Some mentees sought paid employment or voluntary work, some wanted to return to things they had previously done or had always aspired to do. Others sought to try new activities or courses either to help them to better manage their leisure time or to develop their vocational opportunities

4.4.2 In addition, a few women accessed the scheme. The Mentors worked to encourage women to access the scheme by visiting a women's day centre and hostel.

4.4.3 Reasons for accessing and ways of accessing the Professional Mentors were diverse. Some mentees were lonely and unhappy in their living accommodation and liked short but regular contacts with their mentor to resolve day-to-day issues. Others wanted vocational guidance. Some clients wanted their mentor to sort out specific issues like benefit concerns or to arrange a language course. Some wanted their mentor's support at interviews, or when visiting possible voluntary work placements. For some mentees, their mentor represented a life-line in managing alcohol issues or in helping them to keep focused on targets they had set themselves. The mentor's continued commitment to their client was described in terms of: "someone shows me that they have got faith in me to succeed".

4.4.4 The frequency and length of contacts were neither prescribed nor predictable. A number of people needed regular face-to-face contact, while others liked a combination of phone and face-to-face contact. Some were keen to meet to resolve an issue and then to move away from mentoring.

4.4.5 For many their mentor represented competence and wisdom. Many commented upon the speed with which a mentor could find something out, or resolve an issue. For some interviewees, mentors were able to help with travel, or with bursaries for equipment or course fees. The mentors were seen to take a lot of trouble to sort out arrangements. Service users frequently praised mentors for demonstrated commitment to meeting their needs, and for their “humanity” and “approachability”.

#### **4.5 Project Development**

4.5.1 Many of the project’s problems centred on staffing issues and these problems held back the scope and extent of project development work and the volume of clients that could access the project. Early staff issues centred on: initial delays in appointing staff to the project, and in the mentors transferring from previous areas of responsibility to the mentoring posts. Role confusion inherent in the slow move from one series of responsibilities to another, combined with the pressure to continue to see clients, resulted in limited time to plan the new project and resolve key issues. Subsequent staffing problems arose through two long periods of staff absence that was not covered by additional staff.

4.5.2 Despite such problems the project team, in its full and depleted forms, met regularly to review clients and try to resolve developmental issues. It engaged with a range of significant and substantive issues, some of which are explored in the next section.

#### **4.6 Outcomes and Perceptions of the Project**

##### 4.6.1 Introduction

There are two main types of outcome from this project. Firstly, the gains that individual clients made. Secondly, the project generated a deeper understanding of the processes and operation of a professional mentoring model.

##### 4.6.2 Individuals’ views of the benefits of the Professional Mentoring process

4.6.2.1 Many positive comments were made about the time that the mentors spent in brokering arrangements; the speed with which they were able to access and provide information, and their familiarity with a range of sources of help, agencies and other service providers. Mentors were confronted with a large range of issues:

She is sorting out practical things. She helps me with my health issues



For alcoholics I don't think that people know how to support them. It's not just posters, it's someone to talk to and take an interest

4.6.2.2 The work of the mentors in "acting as a sounding board for your ideas", in helping people to think about their futures in a more positive way, inspired further positive comment:

It's brainstorming with you. You get relevant information and good feedback on your ideas

4.6.2.3 A number of the mentees found working with a mentor challenging because they were not used to thinking positively about themselves or taking their futures seriously:

I want to look to the future. With my key worker it's always looking at the past. I don't want to always be looking at the past

I can see myself by the summer being ready for the next step

4.6.2.4 The faith that mentors showed in their client's ability to undertake and achieve something, helped keep several more vulnerable people on track:

He helps me. I am looking for a voluntary job now and that will enhance (sic) me by getting me work experience. This I will be able to show to an employer. He has said with work experience I will be able to get a job

Drinking like that meant that [meant that] I had no structure in my life. This is helping me. I am hoping to get voluntary work. There's not a lot I can do because of my health, not just the drink but... She took me over to the volunteer unit so we could look at jobs. There were a couple that I liked

4.6.2.5 The mentees valued the fact that they were able to manage the extent of contact:

She's more like a link person now. She's at the end of the phone and will always call back

X is brilliant. When I stress out I get on the phone to her

She is there for support. When I had a bad time I was really depressed ... helped me through that

### 4.6.3 Insights into the Mentoring Process

#### 4.6.3.1 The project has raised a range of complex issues, including:

- Managing dependency and knowing when to terminate the mentoring relationship or move it on to a more arms-length basis. Professional Mentors noted the danger that both mentor and mentee could become dependant on the relationship, and/or the mentor may not be alert to a growing dependency
- Not putting pressure on the mentee to do more than they are comfortable with managing. Many mentees have mental or physical health issues; many have not been in any form of learning situation or regular work placement. Professional Mentors spoke at some length about the importance of challenging and helping the mentee to set realistic goals, that would stretch but not over-pressurise the mentee.
- Ensuring that agreed goals reflect the mentee's values base and not that of the mentor.
- The role of paperwork in planning with and supporting the mentee. In the Professional Mentoring project, paperwork was offered to some mentees but not to others. Debates in staff meetings occurred about the value of a mentoring log, so that mentor and mentee could record the outcomes of the session, including agreed actions.

4.6.3.2 The project has illustrated the importance of developing effective networks between a range of service providers, in order to avoid a replication of services and wasteful expenditure of scarce resources. The mentoring project highlights the importance of tracking a client's service use and encouraging goal setting and progression as they access each service provider.

4.6.3.3 Like the other projects, this one explored client selection criteria. It opted for commitment to change constituting the main criterion. However, this raised a series of issues including putting clients under pressure (see above), and thinking more creatively about how to measure project outcomes (see below).

4.6.3.4 The Professional Mentoring project has amply demonstrated the amount of time that professional mentoring programme takes, if it is to be valued by the mentees. Clients' issues and problems are often complex and may require contacts with a range of agencies not all of which may be co-operative. Working with many agencies, like other activities with the mentees, such as form filing or support at interviews was time consuming but may not have a clear quantifiable outcome. The Professional Mentoring project raises issues about measuring the effectiveness of the process, its quality and impact.

4.6.3.5 Related to the issue of counting or charting outcomes, is that of how to value a process that helps manage damage to individuals, i.e. that manages a range of social and other costs. The Mentoring Programme - with its holistic approach - worked with people with a range of mental health and dysfunctional behaviours, as well as with those oriented towards the

workplace or other purposeful activity. The programme helped people begin to control dysfunctional or destructive behaviours by working on other activities they might undertake, providing consistent support and helping to develop aspirations.

#### **4.7 Summary**

The Professional Mentoring project has demonstrated the value of more holistic guidance on employment, health and social issues. It has highlighted the need for clear entry/selection and exit strategies and goals, to reduce dependence on the caseworkers. The need to network with additional services is clear. Complexities experienced through the project have highlighted the resource and time intensiveness of such work. Given the intangible nature of many project outcomes which makes success difficult to measure, delivery should not be linked to outputs.

## **5 Training for Life Peer Mentoring**

### **5.1 Introduction**

5.1.1 Training for Life (TFL) is a charitable training organisation. It assists socially excluded people to develop workplace skills and attitudes. TFL adopts a holistic approach in working with clients, encouraging them to balance developing vocational skills with developing better understandings of healthy lifestyles and life choices. As an organisation it actively promotes clients' physical development and well being, through its provision of access to gym facilities. The organisation is keen to ensure that its clients are equipped to manage Information Communication Technologies.

5.1.2 TFL wanted to build on its experience of mentoring, developed through New Deal contracts. It sought to explore peer mentoring for those who were or who had been homeless. The premise behind peer mentoring was that those people who have experienced homelessness and dispossession, mental health distress, issues of substance abuse and other problems related to insecure housing or homelessness, would be best placed to support others moving out of cycles of homelessness and possible agency dependency. It was assumed that moving on from homelessness and joblessness demanded mediating many changes and challenges and this could be a large, difficult and isolating task. It was suggested that working with a peer mentor could make the negotiation of transition less isolating, and so sustain motivation.

### **5.2 Provision**

5.2.1 It was intended that six mentors would be trained in June 1999, to work with up to twelve mentees from July 1999 to March 2000. Training was to be offered to both mentors and mentees, to enable them to develop the skills and understanding needed to manage the mentoring relationship. This was to include work on communication skills and boundary setting.

5.2.2 In thinking through management issues relating to the peer mentoring programme, fortnightly peer meetings, supplemented with electronic communications, were suggested. These meetings were to be held at a safe site where mentor and mentee could be monitored.

5.2.3 TFL ran several promotional, awareness raising and training events for mentors. These events covered:

- Communication skills, with emphasis on listening skills
- The mentoring relationship and expectations of mentor and mentee
- Developing personal rules for conducting the relationship
- Understanding limits of personal competence

5.2.4 A number of information giving sessions were run to inform potential mentees about the project, at e.g. St. Botolph's, Camden Jobtrain and Riverside. Several social events were arranged to encourage possible mentees to consider getting involved in the scheme, e.g. a visit to a pantomime and a Christmas party. One or two mentors found their own mentees, but no formal pairings were organised.

### **5.3 Staffing**

5.3.1 The project was staffed by one trainer who managed all training and marketing events from July through to December. He was supported by others within TFL. However, as his job was not wholly funded through the DfEE contract, he was engaged in a range of other activities.

### **5.4 Clients**

#### The Mentors

5.4.1 The programme initially trained a number of clients from Watford New Hope Trust (5), and one man referred by St. Mungo's. These men had little in common. Two were under 25, had histories of convictions and were dealing with drug dependency issues. Three had histories of alcoholism and were still drinking; one man was an ex-heroin addict with experience of mental health issues, who had been convicted. Three from this initial tranche wanted to act as mentors, but gave up when no mentees were available. Three others dropped out very early on for personal reasons or reasons owing to their dependencies.

5.4.2 Subsequent recruits (4) also dropped out for reasons relating to their substance misuse or housing issues. Two recruited late in the year were prepared to continue, but there were no clients. Of the 12 recruited as mentors, two were non-white and one was a woman. Two were under twenty-five and the remainder ranged from 30-50s, the bulk of the group being in their 40s.

5.4.3 This group recruited as mentors raised several important issues that help develop thinking about the concept of peer mentoring. As a group they were needy and much of their motivation to undertake mentoring stemmed from meeting personal needs. These issues are explored further in 5.6 on outcomes. Those who remained on the programme were keen to tell people of their mistakes and how to avoid making them. A couple had difficulty in dealing with people who had the same alcohol and drugs problems as themselves. They described their feelings as ones of intolerance towards what they saw as self-inflicted problems. As a group they could be described as being too close in experience, and in resolution of their issues, to the target group of mentees.

#### The Mentees

5.4.4 A number of problems were faced in attracting people to be mentees. There appeared to be a simple reluctance to be mentored by people in a similar position to themselves. There were many other mentoring schemes that were on offer to homeless people and it is possible that these ones, offering work with more established mentors were more attractive.

### **5.5 Development of the Programme**

5.5.1 The planned development of the project was not achieved for the following reasons:

- Staff changes early on in the project
- Staff re-deployment during the autumn period

- The lack, according to TFL, of time devoted to effective partnership working and the cultivation of partnerships during the lead-in period
- The different cultures of homelessness agencies and training providers geared to empowerment and employability
- The lack of referrals from the two other pilot projects
- The need to spend much time and, therefore, financial resources on marketing the project
- The lack of interest amongst homeless people approached to become mentees
- The nature of those who opted to be mentors

5.5.2 TFL recruited and trained up to a dozen possible mentors from July to November 1999, ten of whom had dropped out of the programme by early 2000 due to personal issues, like substance dependency, and the lack of mentees.

5.5.3 The recruitment of mentees had been intended to start simultaneously with the recruitment and training of mentors. Attempts were made in September to seek mentees, but by October there were still none. A proposed advert had not been placed in the homelessness press because OSW was to filter mentees into the project. This did not happen. During autumn the project leader was deployed to other work and attempts to find mentees did not recommence until late November and December when overtures were made to a range of organisations working with homeless people. These organisations included: Riverside; St. Botolph's; Providence Row; Lancaster Row; The Passage; Beacon and Camden Jobtrain.

5.5.4 This process of recruiting mentees caused much frustration for the mentors. One man said, "I've been told to go out and look for my own [mentee]"; two mentees were found this way.

5.5.5 Frustrations also arose for mentors from the lack of clarity about the project's intended development and what they could expect. One mentor said:

What's the next step for me? I am not really sure what this is about. I have been looking for books on mentoring. There's no literature here. There should be something to help me to get it clear in my own mind.

5.5.6 The project as originally conceived was discontinued in January 2000. However TFL continued to work with the homeless by accessing other funding to undertake training programmes. Funding for the DfEE pilot was exhausted in the autumn. While the project did not develop as intended, it did yield valuable insights into interesting issues. These are explored below in the outcomes section.

## **5.6 Outcomes and Perceptions**

### 5.6.1 Introduction

5.6.1.1 The mentors made some gains from the training process. Several were prompted to think about their own futures. Three clients felt positive about the training they experienced and opted into further training activities.

5.6.1.2 The project also yielded a number of key learning points, including:

- The nature of peer mentoring and its appeal
- Selecting appropriate mentors
- Knowledge of the client group
- Staffing and, therefore, costing of the project

### 5.6.2 Possible pitfalls in peer mentoring

5.6.2.1 Perpetuation of inappropriate cultures -TFL wanted to use those with experiences of homelessness to assist others in their move from homelessness into work. While this aim seems reasonable, there are inherent problems in trying to realise it. Firstly, the mentees need to be motivated to move from homelessness into employment. Secondly, the mentors need a breadth of experience to draw upon. This experience should include that of moving into and maintaining employment and settled living.

5.6.2.2 Speaking of those volunteering to mentor, the TFL trainer commented:

These ex-rough sleepers aren't in stable employment - why? They aren't managing their personal time... they don't manage boundaries. How confident are we that their past behaviours and influences are not driving the sessions. How much do we know about how rough sleeping has influenced what they do?

5.6.2.3 This raises interesting issues about the appropriacy of those who wanted to mentor as role models, and the possibility of perpetuating chaotic lives and cultures of living as marginalized people. The TFL trainer noted that there were a number of mentoring projects open to homeless and other unemployed people within London. He was concerned that this seemed to simply move the same experiences and issues around the same group of people, without anyone really moving forward. By the close of the project he was concerned that it was just the latest trend: "Mentoring's a new thing. It's hard to track down New Labour's ideas".

5.6.2.4 The TFL trainer perceived several outcomes from trying to launch mentoring, including:

- The importance of those acting as mentors
- The plethora of mentoring schemes on offer
- The purpose and structure of mentoring
- The needs levels of those who may be attracted to mentoring and a consideration of other and more appropriate ways of meeting these

### 5.6.3 The nature of the mentors

5.6.3.1 The mentors who volunteered themselves were described by the project manager as being very needy. He suggested, “to be a mentor you need to be established ... you need to be self-aware and to be clear about what you are doing. There needs to be structured living and to be moving towards, or to be engaged in, purposeful activity”. An effective mentor, then, demands “awareness of self - to know how you see and manage the world”. Such awareness would involve being flexible within personal frames of reference; a stage which the trainer thought the mentors were not yet at.

5.6.3.2 The reports offered by those who wanted to undertake mentoring revealed a range of motives. These included: a desire to do good; eagerness to prevent people from making the same mistakes as themselves, meeting personal needs in terms of communicating with others, and having a sense of being needed. One potential mentor said:

Mentoring it's like sports coaching like a series of corrective actions – It's someone who facilitates someone else, to bring out the best but not to get too involved, not like a friend or family. I like to see the results of my work. I have a high opinion of myself and do not do anything that is not healthy. I need involvement, communication....I'm 56, I don't want to go to my grave not having done things. Part of this is for me.

5.6.3.3 He wanted to be a mentor and did not want to be employed: ” I can't think that I want to make the effort. I am 56. What job could I get? I've the life of Riley really, I have a room it's all I want. I have my food provided. The money's deducted from my salary [Job Seekers Allowance]”. Questions could be raised about whether such a mentor constitutes a good role model for mentees.

5.6.3.4 Others spoke of their own needs being met through the mentoring, including that to put something back:

I'd like to try and....it's hard to explain. It'll help me mentally as well. If I can help someone it may give me some mental satisfaction. I feel a tormented soul, family break up and the business. If I can hear other people's problems then I would realise that I'm not the only one

Hopefully it would help someone talking to me – but it might also get me out of my own depression – take me out of my own situation

5.6.3.5 Several interviewees were clear that they had learnt from their own mistakes and thought it would be useful to speak about them, to point their mentees in the right direction:



The on-going thing is that I have been an alcoholic. I have managed to sort myself out. If I was mentoring someone who was an alcoholic I would put my experiences across to them to help them to get back into society and sort themselves out. I would feel I was wasting my time and energy, I - I would feel let down if they didn't

#### 5.6.4 Staffing and costings

5.6.4.1 One outcome of the work was the speed with which it became clear that the project was inappropriately funded. The resources were spent during the autumn period, prior to any peer mentoring taking place the money having been spent on training for mentors and marketing the programme.

5.6.4.2 There were, perhaps, miscalculations in anticipating a ready take-up of mentoring and mentee roles. This may have been based on lack of awareness of its appeal to the homeless community, limited awareness of cycles of homelessness and times to intervene in a targeted way, on the marketing strategy employed, or on the fact that many other mentoring schemes were already in place.

5.6.4.3 Lessons learned included that it was more labour intensive to have to seek out clients for the project, who required training and support. Once the scheme was underway, had it been, there would have been costs inherent in supporting those in the mentoring relationship, to ensure against abuses of power, that difficult issues were dealt with, and that neither mentor nor mentee left the session without debriefing.

5.6.4.4 The programme was not supported by mentoring diaries, sets of expectations or definitions. It is possible that expending some resources would have been of value, and may be a necessary outlay for future programmes. The process of constructing such resources may also have helped to sharpen clarity of vision about the operation of the peer mentoring programme.

### **5.7 Summary**

The Peer Mentoring programme has demonstrated the following:

- Mentors and mentees cannot select themselves. A peer mentoring programme needs an objective assessor to select people and manage meetings. It is not easy to match people with similar life experiences and some are too close in experience to determine who should take on which role. Further research is needed to establish criteria for selecting both.
- There is no shortage of people wanting to be mentors, but they are difficult to select due to unresolved problems. People do not appear that willing to be mentees.
- Mentoring is not a cheap option. It demands much staff time to set up, manage expectations, train individuals and supervise staff.

- Peer mentoring should be supported by professional mentoring.
- A buddying system may be a better option for this client group; to give peer support and help people work on social relationships

## **6. Lessons Learned**

### **6.1 Introduction**

Lessons drawn from the three pilot projects can be grouped under the headings of:

- Individual pilots and their host organisations
- Management and staffing issues
- The nature and timing of interventions for the client groups

### **6.2 The pilots within their host organisations**

The pilot projects presented a number of challenges to the host organisations. These included:

- The fact that the resources and accommodation provided by the host organisation that were, at times, insufficient or unsuitable.
- The client group presented challenges to organisations that had not worked with such groups before. Such organisations needed to better understand cycles of homelessness and change and the targeting of effective interventions
- For those organisations that had previously worked with the homeless, changes in the nature of provision mean that organisations need to consider how to better support new projects that challenge the traditional cultures . This may have required different staff, staff development, or other ways of assessing client needs, tracking progress and working on developing different criteria to monitor progress
- Policy development was needed in relation to the expenditure of scarce resources. There was some resistance to better targeting of resources in organisations that had cultures of an open-door policy and extending help to all
- These pilot programmes required rapid responses in terms of staffing them and undertaking development work. This was found difficult by some organisations.

### **6.3 Management and staffing issues**

6.3.1 A range of management issues arose at all levels of the projects. Questions were raised about the overall conception of the three projects and the ways in which they could have been better steered, to ensure the greatest possible synergy.

6.3.2 The demands placed by overall project management on projects, to keep to throughput targets, can be questioned for their appropriacy as a means of measuring the successes of these innovative pilot projects. Project staff suggested that a slower build up to delivery would have enabled more time to be invested in the lead-in tasks, which may have resulted in more effectively executed projects. Less emphasis on throughputs would, at a minimum, not have meant revisiting start-up issues mid-term.

6.3.3 Management issues arose at host organisation level. These included: the responsiveness of organisations to succession planning issues and to cover for staff absence. Questions were also raised about the

responsiveness and ability of organisations to develop policies and provide resources to support short-term pilot projects that had to deliver within a limited time frame.

6.3.4 At a local level the pilot projects were often managed by untrained or inexperienced staff, who may have required more training and support in project management issues. In some cases co-ordinating staff undertook several roles within the organisation, which militated against the pilot being given the attention necessary to develop the work effectively.

6.3.5 More general staffing problems included:

- Staff absences and failure to plan for or to effectively cover these
- The inexperience of project staff and the need to offer more intensive and immediate staff development
- Lack of clarity about the purpose of the project and, therefore, the policies and practices that rolled out from this. This left staff at delivery points working inconsistently, or making up their own missions for the project
- Some staff were not trained for their, which had implications for the quality of programme delivery
- In some instances, staff in post exerted greater impact on the nature of delivery than did the overall project rationale

## **6.4 Project Management**

A number of lessons can be drawn from the pilots in terms of project management. These included:

- Ensuring clear lead-in time in order to plan and develop policies
- Investing time in marketing strategies that ensured approaches were made to the client group most appropriate for the service on offer
- Spending time devising a programme that clearly differentiated the new service offered from previous ones and other services offered by the organisation, and by organisations nearby
- Investing time in staff development and team meetings, to ensure coherence in approach
- The need for effective project management and the allocation of time to management tasks, so work progresses and staff are not frustrated by the regular re-occurrence of the same, unresolved issues
- Ensuring adequacy of resources; both human and physical
- Developing in-house monitoring systems and setting clear success criteria so project development can be charted and understood

## **6.5 The client group**

6.5.1 Considering the complexities inherent in working with this particular client group and tracking project success, a number of issues need to be taken into account. These include:

- The heterogeneity of the client group, which implies differences in provision and approach, perhaps within the same project

- The length of time it may take to bring people up to a starting point, before they can embark on any programme that might lead to tangible outcomes. This may mean having tiered programmes for clients to access, but only offering these to clients who can be assessed as having the potential to benefit from such
- Difficulties in contacting and engaging such a group and the need to think about a range of methods of promoting innovative programmes
- The difficulties of measuring the effectiveness of all the time that is necessarily invested in a range of client related tasks but which may not obviously lead to a clear outcome
- The diversity and number of needs presented in any group and the range of demands that this places on workers
- The time required to unravel presenting needs, in order to most effectively determine which needs should be targeted at any one time
- The time wasted when clients do not turn up for interviews and appointments
- The time involved in helping clients manage periods when they experience relapses, or are unable to manage themselves or fulfil their plans, due to experiencing, for example, mental health or other health-related issues
- The difficulties in shifting the locus of control for many of the clients away from external circumstances and back to themselves

6.5.2 While many of these learning points may seem obvious, they may not have been known and could not have been tested without the pilot projects.

## **7. Summary and Recommendations**

### **7.1 Introduction**

This final section of the report reiterates key areas of learning from the projects and suggests areas needing further investigative work.

### **7.2 Key Issues and Learning Points**

7.2.1 The report has not been able to comment on transition issues faced by people who have progressed from the pilots. The few who were moving on were doing so at the close the pilot phase. The evaluation has, however, been able to comment on issues faced by the projects as they developed their programmes, some of which are outlined briefly below.

7.2.2 Issues common to all projects were those of developing a clear focus for provision, setting clear and realistic project outcomes and, therefore, determining selection and marketing criteria for the programmes. Each of the projects floundered on one or more of these areas and faced the consequences.

7.2.3 Another key issue was that of paying attention to lead-in time and tasks. The pressure all pilots felt to deliver their target numbers meant that many skipped lead-in tasks and tried to undertake several of these at an interim stage. Mechanisms for calculating success, in terms of something other than throughput, demands further consideration.

7.2.4 The projects all highlighted the importance of investing time in assessing potential clients and their needs. Problems were faced by programmes that delivered what staff thought clients needed, rather than what clients self-identified. TRACKS and the peer mentoring project both experienced this.

7.2.5 A number of issues arose relating to organisational readiness to support projects such as these. The organisation needs to be responsive to the short-term nature of pilot projects, and the importance of staffing and resourcing such projects. The organisation should have policies in place to support different types of work, with different intended outcomes, with the same client group. Pilots laboured under issues of insufficient staff; physical resources and problems in developing strategies for assessment and client tracking. The pilots needed to be able to respond as issues were identified, but some were unable to do so, being bound into their parent organisation.

7.2.6 Assessment of clients' readiness and the charting of progress was a problematic issue for some pilots. In some it required re-considering the use of resources and may have meant withdrawing support from particular clients. In others, such as peer mentoring, it may have demanded the re-classification of clients, in this case from mentors to mentees, as their needs levels and readiness for the project were assessed. A number of interviewees spoke positively of the process of assessment and action planning. In many cases, clients appeared willing to be put under pressure to effect changes in their lives, as long as they had necessary support. Conversely the importance of re-framing thinking about clients, in terms of their vulnerability to pressure,

arose in relation to some clients wanting to be intellectually challenged by the peer mentoring training and by TRACKS.

7.2.7 The pilots all demonstrated the time intensity of work with these clients, the importance of looking at individuals and of working with their presenting and other issues. The pilots have demonstrated the need to devise measures of success that do not only hinge on calculations based on tangible outcomes, such as completed action plans.

### **7.3 Recommendations**

The pilots have highlighted several issues that require attention. The following recommendations could be put into place at little cost.

1. Programmes need to be based on a clear assessment of the needs of intended beneficiaries. The programmes need to take into account the range and level of alternative local provision, to ensure against duplication.
2. Programmes should support clients to develop and progress away from the services and cultures of homelessness. Programmes should be assessed according to their contribution to routeways out of homelessness, rather than their contribution to the number of serial and non-progressive services used by homeless and insecurely housed people.
3. There should be overall tracking of clients' accessing of services, the goals set within each area of services accessed, and the clients' achievements against each goal. Reasons for failures and successes should be shared between services within the bounds of confidentiality.
4. The importance of lead-in time should be stressed and costed into budgets, with clear expectations that lead-in tasks are completed. There should be mechanisms to monitor completion of such tasks
5. Tracking of client progress, and helping clients track their progress, remain weak areas. Many transferable skills and personal competences fall outside the assessment procedures often employed. Thus alternative ways to assess such skill acquisition are needed.
6. Project management and project development skills cannot be assumed. Investment needs to be made in staff training in project management and in organisational awareness raising about the demands of meeting the demands of specific and short-term projects.
7. The links between innovative work and the host organisation need to be made explicit, with the latter developing policies and finding the resources to support innovations. Innovation should therefore become integral to the organisation's work.

8. Funding organisations need to appreciate the complexities of the client group and consider carefully how they might measure project success and development. The range of areas may include the development of effective networks with complementary providers; the marketing of provision to a wide range of potential clients, and developing strategies to empower them to become self-sustaining.
9. Projects should be sufficiently and effectively staffed. Staff need to be trained and given clear expectations against which they can evaluate their progress and be evaluated. Staff short-falls, in terms of absence or lack of expertise, should be compensated for if team leaders and host organisations wish to deliver quality programmes.
10. The vision of the co-ordinator or manager is vital; to ensure clarity in the purpose of the project, and the communication of clear aims to staff who deliver the project.



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