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Housing-related support in Wales:  
Understanding employment in the sector.

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4<sup>th</sup> October 2010

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## Executive Summary

### Background

This report was commissioned by Cymorth Cymru and prepared by the Welsh Economy Research Unit (WERU) at Cardiff Business School. The main aim of the research is to examine the economic significance of employment in the housing-related support (HRS) ‘sector’.

Cymorth Cymru is a registered charity and membership body for organisations involved in providing HRS. It represents the ‘sector’ in Wales to government and provides services and strategic support to its membership. One of its responsibilities is to identify research gaps and to help policy makers and the public to understand better the impact of what housing-related support achieves for the people using the services, the communities in which services are located, and ultimately the benefits of a strong housing-related support sector to Wales as a whole.

### Housing-related support

Housing-related support (HRS) is a little known public service that helps people deal with personal challenges that would otherwise prevent them finding and keeping a home and living the life they aspire to. People accessing housing-related support might need it for a short while, for example because they are rebuilding their lives after experiencing domestic abuse; or long term, for example because they are older and becoming vulnerable. The definition for HRS used for the study was,

*“...Housing-related support refers to intervention which seeks to assist individuals who require support to acquire and / or maintain forms of accommodation suitable to their needs and preferences. It is delivered across the full range of tenures and aims to help people stay in their own homes, prevent homelessness or unnecessary admission to more dependent or institutional forms of accommodation, and enable people to enjoy a maximum level of independence...”*

### **An Economic Impact Assessment of the contribution HRS makes as an employer to the Welsh economy**

A growing body of research has demonstrated the contribution HRS makes to the lives of the people accessing services; the key research in Wales indicating that for every £1 spent on HRS, £1.68 is saved across other budgets. The aim of this project however is to quantify the contribution the sector makes to the economy of Wales in its capacity as an employer.

HRS organisations directly employ thousands of people in Wales, with the wages and salaries paid to these workers adding to regional income. Employees spend part of their wages and salaries in the locality on goods and services, which then generate economic demand, further adding to regional incomes.

It is estimated that 9,520 full-time equivalent employees (FTEs) were active in the HRS sector in 2008/9, supported by a total wage cost of £195m. Table E1 also shows that the average yearly gross wage for a full-time employee in the HRS sector was estimated at £20,481.

**Table E1 Summary of Estimates for Housing-related support (HRS) activity in Wales 2008/09**

Income allocated to HRS activity	£216m
Total wage cost for the HRS sector	£195m
Average yearly wage for a full-time worker engaged in HRS	£20,481
Number of HRS workers directly supported (FTEs)	9,520

Welsh Input-Output tables detail transactions between different sectors of the economy and allow the effect of the target sector to be traced through the entire Welsh economy. The indirect induced income impact of HRS is estimated to be £42.1m of additional gross value added (this is an estimate of how much real additional worth accrues to the region in terms of local additions to wages and profits); and additional employment to service this extra demand of 1,198 Full-Time Equivalents (FTEs).

For every 100 full-time persons employed in working on HRS another 12 jobs are supported elsewhere in the economy through their wage spending.

The combined direct and indirect economic impacts of employment in the HRS sector for 2008/9 are shown in Table E2. HRS employment supported £237.1m of gross value added, and an estimated 10,718 FTE jobs in Wales.

Moreover, research has shown that wage expenditure has a high level of retention in Wales, and importantly, the HRS sector provides incomes within some of the less well off areas of the principality.

**Table E2 Estimated Economic Impacts of Employment in the Housing-related support Sector on the Welsh Economy 2008/09**

	Direct Impact: HRS Output from wages/ Employment	Indirect Impact: Induced Income Effect	Total Impact
Gross Value Added (£m)	195*	42.1	237.1
Employment: Full Time Equivalents (FTES)	9,520	1,198	10,718

\* To provide an estimate of the direct GVA impact total wage spend of Welsh HRS organisations was used. This total should be treated as indicative only.

### **Qualitative Findings**

In support of the above work, the research project sought empirical evidence of economic impact derived from a number of means including training and skills transfer or the provision of opportunity which could be directly linked to housing-related support.

### **Training and Skills Opportunities offered through HRS**

Because of the demands of the sector, employees must be versed in a wide range of core competencies ranging from Cognitive Behaviour Therapy, cultural awareness and Mental Health Training. The report identified over 35 training themes routinely supplied to HRS employees.

The report also identified a general requirement for staff to be highly competent in the following generic skills:

- Interpersonal Skills (communications, empathy, listening skills, confidence, articulation),
- Organisational Skills (attention to detail, dedication to the aims and objectives of the employing agency),
- Problem solving skills,
- Self-Motivational Skills (ability to work without supervision, with initiative and under pressure),
- Being anti-discriminatory and without prejudice,
- Having experience of supporting vulnerable people,
- Being able to empower others, and
- Advocacy skills.

### **Employment Opportunities offered through HRS**

Provider organisations also offer opportunities for people using services to enter employment through a number of interventions. HRS routinely helps people tackle issues that inhibit their employability, eg alcohol dependency or literacy/numeracy issues. Some organisation run parallel projects aimed at building confidence or helping people prepare for the workplace. Volunteering opportunities are also offered. For example, in one case an individual who had been sleeping rough for a number of years became a volunteer within the organisation that had provided him with a home and support. This eventually led to employment as a project worker, and finally to a management post.

Because the sector operates within challenging and often disadvantaged parts of society, outside the field of everyday vision, the consequences of its intervention are rarely appreciated.

## **Conclusion**

There are a number of conclusions that can be drawn from this research. Pre-existing research has highlighted that housing-related support plays a crucial role in helping thousands of people each year in Wales tackle the barriers they face to building positive, happy and independent lives. Through doing this, services make a significant positive contribution to national policy objectives in areas such as health and community safety with research indicating that the savings achieved by the sector outweigh the costs.

What this research shows is the positive impact the sector makes on the Welsh economy as an employer both in financial terms, with an indirect induced income impact estimated at £42.1m, as well as in human terms with over 9,500 full-time equivalent employees (FTEs) active in the HRS sector in 2008/9. Moreover, the entry level employment opportunities HRS often offers to people who have been vulnerable and the use of volunteering and in-house training and development as a route through which people can enhance their skills and life chances indicates that HRS plays a significant role in helping some of our citizens who have experienced considerable barriers to employment, enter the workforce.

## 1 Study Objectives

### 1.1 Introduction

The Welsh Economy Research Unit (WERU) at Cardiff Business School has been commissioned by Cymorth Cymru to examine the economic impact of employment in the housing-related support (HRS) ‘sector’ on the Welsh economy.

A number of research projects have been commissioned on the subject of housing-related support. The first to indicate the benefits of the sector in Wales was the Matrix Report<sup>1</sup> for the Welsh Assembly Government, which was useful in helping to demonstrate value for money, and in highlighting the competitive nature of the funding environment whereby large disparities exist in per capita expenditure across Wales.

The Matrix Report then demonstrated the importance of what was being delivered, and as a by-product, the challenges faced by those who were delivering the services.

WERU was invited by Cymorth Cymru to focus on the economic characteristics and contributions of the organisations that deliver HRS. Hence, this report provides estimates of the following, which are found in section 2 of this report:

- Numbers of full-time equivalents in the sector.
- Numbers of employees in the sector.
- Average wages in the sector.
- The induced income impacts of housing-related support wage spend on the broader economy.

A more detailed background to the study methods appears in Appendix 5.

In addition, an objective account of the work of Cymorth Cymru and its members is found in section 3. Section 4 then looks at qualitative elements of employment and best practice in the sector, and reports the findings of this part of the survey, which was also supported by follow-up face to face and telephone contact with a sample of the respondents.

This section also identifies substantial efforts and competencies in the following fields of activity:

- Training
- Working towards Investors in People
- Moving people out of dependency and into work in the support sector
- Best practice, and sharing of best practice

Section 5 provides some concluding comments.

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<sup>1</sup>Matrix research and consultancy (2006) ‘Costs and benefits of the Supporting People Programme, for the Welsh Assembly Government.

## 2 The Economic Significance of Employment in the Housing-related support Sector

### 2.1 Background

This report provides estimates of the economic importance to the Welsh economy of employment in the housing-related support sector. The direct and indirect economic impacts of wages and salaries paid to workers in the Principality are examined for 2008/09.

The objectives of the research included estimating the numbers employed in the sector; calculating an average wage rate for these workers; and arriving at a total wage cost for activities involved in providing HRS. These employment and wage data for the sector were necessary to model direct and indirect economic effects in Wales, here utilising Input-Output table analysis.

As part of its research the Welsh Economy Research Unit has developed the Welsh Input-Output Tables. This resource provides a way of understanding and modelling economic activity in Wales, based on the interactions of companies and other economic actors within the region. Assessments of direct and indirect expenditure impacts can be made with regard to established sectors and new infrastructure.

### 2.2 Numbers employed in the sector: The Income approach to calculating

A relatively large proportion of the income that organisations involved in housing-related support receive (through grants and charitable donations for example) is used to pay staff in Wales for the services they provide. Through discussion with stakeholders operating within the sector, it was estimated that on average 90% of organisations' income was spent on wages (this allows for/includes any payments made to external employees such as training providers). Hence, organisations tended to be very 'lean' and focussed on efficiently funnelling funds through to front line services.

In order to arrive at an estimate of the total number of employees in the sector an understanding of the following components was required:

- The size of the funding streams to organisations in the sector;
- The proportion of those income streams that could be attributed to housing-related support activities;
- An average wage rate for a full-time position in the sector.

**Income streams and their contribution to housing-related support:** Typically, and as expected, questionnaire returns noted that for many organisations the largest component of their income came from Supporting People (SP) funding (*Supporting People Grant* SPG and/ or *Supporting People Revenue Grant* SPRG). Table 2.1 outlines the overall 2008/09 expenditure on SP by local authority in Wales.

All of these SP funds (£132.9m) were assumed to be spent on HRS activities.

**Table 2.1 Supporting People expenditure in Wales 2008/09, by local authority (£1000s)**

	<i>SPG</i>	<i>SPRG</i>	<i>Total</i>
Isle of Anglesey	2245	953	3198
Gwynedd	3605	2620	6225
Conwy	6299	1751	8050
Denbighshire	3894	2853	6747
Flintshire	5440	1770	7210
Wrexham	3571	2376	5947
Powys	4451	1902	6353
Ceredigion	1435	2168	3603
Pembrokeshire	1388	612	2000
Carmarthenshire	3156	3123	6279
Swansea	9701	4578	14279
Neath Port Talbot	1957	2127	4084
Bridgend	3343	2613	5956
The Vale of Glamorgan	1517	1780	3297
Cardiff	5432	14856	20288
Rhondda Cynon Taff	5085	3427	8512
Merthyr Tydfil	788	526	1314
Caerphilly	4115	1859	5974
Blaenau Gwent	787	1183	1970
Torfaen	1264	2221	3485
Monmouthshire	656	1306	1962
Newport	3085	3165	6250
<b>Wales</b>	<b>73214</b>	<b>59769</b>	<b>132983</b>

Source: Welsh Assembly Government (as published in LE Wales report “*Creation of a formula for distributing Supporting Peoples monies to local authority areas*”, April 2009)

In addition to SP funds, organisations provided details of a number of other sources of income that contributed to their HRS activities. These sources included:

- Community Care grant
- Rental income
- Welsh Assembly S180
- Tenancy support schemes
- National Lottery funds
- Service user charges
- Health Board contributions
- Revenue Support Grant
- Other local authority contributions
- Social services contributions
- Other grants and donations

To estimate the size of the other (non-Supporting People) income streams flowing to organisations in the sector, the questionnaire returns were examined in detail. From these the typical make-up of organisations' funding, broken down by different income streams, was determined, and it was possible to derive the proportion of non-SP income compared to SP income.

Here it was estimated that on average just under two-fifths (38.7%) of income relevant to housing-related support was derived from **non-Supporting People** sources, and three-fifths (61.3%) from SP funding. Knowing that the SP component was £132.9m (see above), and that this made up 61.3% of the total, it was possible to calculate the non-SP funding amount:

£132.9m Supporting People is 61.3% of the total housing-related support funding.

Then the remaining 38.7% is equal to:  $(132.9/61.3) * 38.7 = 83.9$

Therefore, the non-SP funding for 2008/09 was estimated at **£83.9m**.

Combining the above calculations together (SP + non SP income) provided a total funding of approximately **£216.8m** allocated to housing-related support activities in 2008/09.

Using the estimation that 90% of this would be used on wages, then a total wage cost for the sector for 2008/09 was estimated at **£195m** (i.e.  $£216.8 * 0.9$ ).

**Average wage rate for full-time position in the sector:** In order to estimate the number of people employed in the sector an average wage rate needed to be calculated. The questionnaire asked for stakeholders completing it to indicate the average wage for a full-time person in their organisation.

Returns were grouped by type of respondent (local authority, housing association or third sector national/local organisation) and weighted to reflect the overall employment breakdown between these organisation types (derived from the questionnaire returns, the membership structure of Cymorth Cymru, and desk-based research on websites etc.)

Using this method the average yearly gross wage for a full-time employee in the HRS sector was estimated at **£20,481**. This is a “gross” wage figure which includes employee and employer costs (National Insurance and pension contributions etc.)

**Deriving numbers employed in the sector (full-time equivalents):** By taking the estimated total wage cost for the sector (£195m) and dividing it by the average wage (£20,481), it was calculated that **9,520** full-time equivalent employees are active in the sector.

**Table 2.2 Summary of Estimates for Housing-related support (HRS) activity in Wales 2008/09**

Income allocated to HRS activity	£216m
Total wage cost for the HRS sector	£195m
Average yearly wage for a full-time worker engaged in HRS	£20,481
Number of HRS workers supported (FTEs)	9,520

**Estimating the number of workers (full-time and part-time combined):** Whereas *Full Time Equivalents* measures total staff numbers expressed as the equivalent in full-time positions, the actual number of people working in the HRS sector will be higher. The extent will depend on the number of part-time workers.

WERU questioned a sample of organisations on the split between full-time and part-time work in their place of employment. Interestingly there was a relatively wide degree of variation here, with small and medium sized organisations, in terms of employee numbers, tending to have proportionally few part-timers, whereas the larger organisations had relatively high proportions of part-time employees.

For example, a large support organisation for people with housing or social care needs reported that three-quarters (75%) of its 800 plus workforce were part-time employees, whilst a small supported housing organisation, with around 30 staff, employed just 4 part-timers (13%).

The sample required weighting to better reflect the sector as a whole. Here the Cymorth Cymru membership was taken as a proxy of the whole sector in order to derive a sector full-time to part-time employee split.

It was calculated that the split for the sector as a whole was around 59% full-time to 41% part-time working.

Using the typical assumption that two part-time positions are equivalent to one full-time, this means that the 9,520 full-time equivalent jobs equates to around 7,065 full-time jobs and 4,909 part-time jobs. That is a total of **11,974 jobs** (see Appendix 3 for detail on this calculation).

### **2.3 Methodology for modelling the economic impacts: Induced Employment**

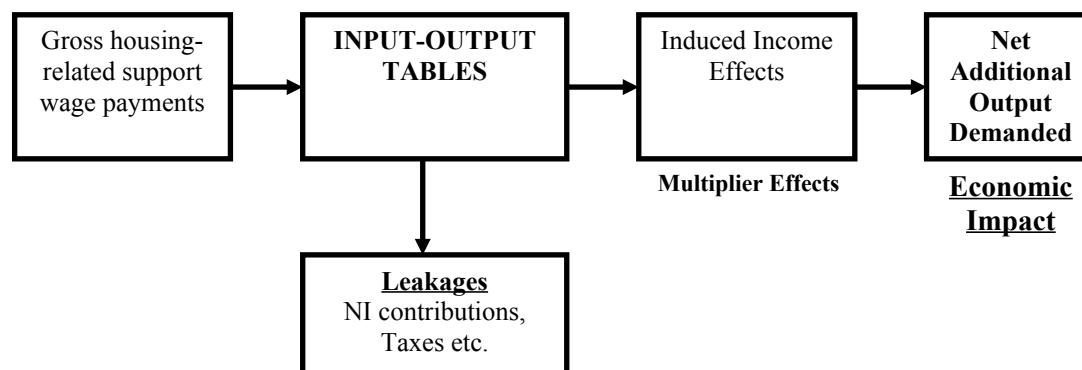
HRS organisations directly employ thousands of people in Wales, with the wages and salaries paid to these workers adding to regional income. This is the direct effect of the wages paid to employees in the sector.

Employees spend part of their wages and salaries in the locality on goods and services, which then generate economic demand, further adding to regional incomes. These are known as indirect *induced income* effects.

Combining the direct and indirect economic impacts of employment in the housing-related support sector enables an estimation to be made of the total impact of the sector.

In order to estimate the economic impact of employment, detailed financial information on organisation income streams was collected through a questionnaire (see Appendix 1). This survey instrument was sent out to organisations identified by Cymorth Cymru, with WERU then collating returns, and modelling wage and employment data.

These data were then placed into the Welsh Input-Output tables which detail transactions between different sectors of the economy and beyond, in order to estimate the impacts of these spending relationships on Wales. The Input-Output tables allow the effect of employment in the target sector to be traced through the entire Welsh economy.

**Figure 2.1 Estimation of Net Economic Impact in Wales**

#### 2.4 Economic Impact of the housing-related support sector

Before placing the HRS total wage spending (£195m) in the Welsh Input-Output tables, allowances were made for leakages in terms of employer costs (estimated at 15% of the total wage spend), and employee tax and National Insurance contributions (a further 25% of the total wage spend).

Wage expenditure has a high level of retention in Wales and, importantly in the case of the HRS sector, provides incomes within some of the less well off areas of the region.

**Indirect Economic Impacts of Employment in the HRS Sector:** The impact on **Gross Value Added**, which is an estimate of how much real additional worth accrues to the region in terms of local additions to wages and profits, is estimated at **£42.1 m**.

The additional employment required to service this extra demand is estimated to be **1,198 Full-Time Equivalents (FTEs)**. This implies that for every 100 full time persons employed in working on HRS another 12 jobs are supported elsewhere in the economy through their wage spending.

**Total Economic Impacts of Employment in the HRS Sector:** Combining the direct and indirect economic impacts of employment in the HRS sector gives the total impact, as shown in Table 2.3 below. Wages in the sector supported a Gross Value Added of around £237m, and an estimated 10,718 FTE jobs in Wales.

**Table 2.3 Estimated Economic Impacts of Employment in the Housing-related support Sector on the Welsh Economy 2008/09**

	<i>Direct Impact: HRS Output from wages/ Employment</i>	<i>Indirect Impact: Induced Income Effect</i>	<i>Total Impact</i>
Gross Value Added (£m)	195*	42.1	237.1
Employment: Full Time Equivalent (FTES)	9,520	1,198	10,718

*\* To provide an estimate of the direct GVA impact total wage spend of Welsh HRS organisations was used. This total should be treated as indicative only.*

### **3 The Work of Cymorth Cymru and its Members**

#### **3.1 Introduction**

Cymorth Cymru is a registered charity and membership body for organisations involved in providing housing-related support. It represents the ‘sector’ in Wales to government and provides services and strategic support to its membership. One of its responsibilities is to identify research gaps and to help policy makers and the public to understand better the impact of what housing-related support achieves for the people using the services, the communities in which services are located, and ultimately the benefits of a strong housing-related support sector to Wales as a whole.

Cymorth began as an informal network in 2001, started employing staff in 2004, and gained charitable status in 2005. It currently has over 100 members, which include local authorities, housing associations, third sector and private organisations. There is also a membership category for organisations that share Cymorth Cymru’s ethos and objectives and who are interested in the work of the sector, while not employing staff who actively deliver housing-related support.

Member organisations of Cymorth Cymru provide social housing, housing-related support, homelessness and supported living services. The focus of this report is housing-related support for which a definition is provided at 3.2.3 below.

The Welsh Assembly, local authorities, housing associations, third sector organisations and private sector organisations are all involved in the design and delivery of housing-related support. The Welsh Assembly sets the national strategic direction and national budget as well as commissioning some services for specific client groups. Local authorities identify needs, commission and provide services for their locality and in some instances across local authority boundaries; and housing associations, third sector and private sector organisations deliver specialist and generic services, both independently and on behalf of authorities, again often across local authority areas. The complexity of these arrangements ensures a broad range of services are delivered but make the activities of the sector more challenging to appreciate and quantify.

In 2003 a new UK funding stream ‘Supporting People’ (SP) was introduced which gave local authorities greater responsibilities and created opportunities for new initiatives, which further increased the pressure on support organisations to clarify how they deliver value for money.

In 2006 WAG commissioned a report on the ‘Costs and Benefits of the Supporting People Programme’ (see paragraph 1.1.2 and 3). This report estimated that over 45,000 people were receiving housing-related support during the financial year 2005/06. The research also concluded that for every £1 spent on housing-related support £1.68 was saved for other areas of public expenditure. It is acknowledged here that these estimates could be subject to revision with improved information.

### **3.2 What is Housing-related support?**

The focus of housing-related support is assisting people to find and keep a home by helping them overcome barriers that would otherwise undermine their ability to do so, and then helping people build the life they aspire to. A safe and secure home environment is held as vital underpinning to building or re-building lives, and enabling those supported to make a positive contribution to their community.

A report by Cymorth Cymru incorporating research from the Centre for Housing Studies, University of Wales Institute Cardiff, noted that investment in support leads to a breadth of savings across a number of areas - including health, the prison service, homelessness provision, the justice system, education and social services.

For the purposes of this study the definition of housing-related support used was:

*“...Housing-related support refers to intervention which seeks to assist individuals who require support to acquire and / or maintain forms of accommodation suitable to their needs and preferences. It is delivered across the full range of tenures and aims to help people stay in their own homes, prevent homelessness or unnecessary admission to more dependent or institutional forms of accommodation, and enable people to enjoy a maximum level of independence...”*

The types of client groups receiving such support include the vulnerable old and young; single parents; families fleeing domestic abuse; people with a history of alcohol or substance misuse; people with learning and/or physical difficulties; those with mental health problems; and ex-offenders. As such, Cymorth members work with some of the most socially excluded and disadvantaged people in Wales to bring sustainable improvements in their quality of life. Without this support, many of these clients would find themselves living in institutions or homeless.

A characteristic of housing-related support is that it works with the person being supported to access a wide range of agencies and services that will help them build the life they aspire to. This requires utilising public services provided by community care and social services, as well as the NHS and probation services, training and education, and in so doing, help to deliver outcomes across different policy agendas.

### **3.3 Benefits of housing-related support/ work of Cymorth (see also Appendix 2)**

With increasing pressure on public monies, the importance of demonstrating the wider benefits of housing-related support has intensified.

The UWIC report suggested that HRS represents an effective use of public funding in a number of ways:

- It supports achievement of a wide range of social policy objectives (health and wellbeing, community safety, education etc)
- It helps vulnerable citizens to live successfully within their communities,
- It avoids institutionalising them or contributing to them becoming homeless,
- It prevents higher additional costs to the public purse later,
- It is pivotal in delivering personalised, seamless services to vulnerable citizens.

The cross-cutting nature of Supporting People funded services, means it is difficult to measure the full extent to which they benefit other budgets. The UWIC Report observed that investment in support had led to a multitude of savings in terms of healthcare, prison services, homelessness provision, the justice system, education and social services.

### **3.4 The Supporting People (SP) Funding Stream<sup>2</sup>**

The SP funding stream was introduced in 2003. It was intended as a simplification of the hitherto more complex funding process, by separating HRS from housing costs and other social and personal care costs. It created opportunities for new initiatives, while at the same time increasing the pressure on support organisations to clarify how they deliver value for money.

In Wales SP is divided into the Supporting People Grant (SPG) and Supporting People Revenue Grant (SPRG).

“Supporting People is the Welsh Assembly Government’s funding stream for the delivery of housing-related support, homelessness and supported living services in Wales. The funding is distributed via two grants. Supporting People Revenue Grant is administered directly by the Welsh Assembly, and Supporting People Grant is controlled and administered by Local Authorities directly to support providers” (WAG, 2006).

Together these funds have enabled HRS to contribute to wider social policy goals. However, UK wide reductions in funding are eroding this expansion. Therefore, the sector is under increasing pressure to communicate the value of what it achieves, and policy makers need to grasp opportunities offered by HRS.

The UWIC report put forward evidence to suggest that SP was making a difference and was a cost-effective way of preventing much greater expenditure being incurred when lives and homes are disrupted. It was their view that SP represented a break from the previous ‘predict and provide’ approach to funding HRS. The Programme offers support regardless of tenure since people can exercise choice about where they live. This breaks the link between support and housing benefit.

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<sup>2</sup> <http://wales.gov.uk/docs/desh/consultation/090212housing-supporting-consulten.pdf>

### **3.5 Supporting People Grant (SPG)**

Local authorities have a larger role and increased responsibilities as a result of the introduction of the programme, with their capacity to implement strategic planning along with localised assessment of need. SPG is paid directly to Local Authorities and covers identified costs within sheltered schemes, community alarm services and community care schemes<sup>3</sup>. All local authorities in Wales have Supporting People teams, employing approximately 150 people across all 22 authorities, which are then the strategic commissioners of the majority of support services in their area. For the majority of services in their location, they set out the service specifications, which are then delivered contractually by service providers.

The Welsh Assembly Government has placed a responsibility on authorities to produce an annual Supporting People Operational Plan (SPOP) that meets the following requirements<sup>4</sup>:

To establish a Plan that sets out the priorities for Supporting People Revenue Grant (SPRG) and evidences unmet need for Supporting People Grant (SPG) using up to date information on demographic issues and levels of need.

To link this Supporting People Operational Plan (SPOP) to the aims and objectives for supported accommodation set out in the five year Homelessness Strategy.

In 2006 the Commission for Social Care Inspection in England found that year on year reductions in SP grant has made it difficult for authorities to plan ahead<sup>5</sup>.

### **3.6 Supporting People Revenue Grant**

The Supporting People Revenue Grant is administered by the Welsh Assembly Government rather than local authorities.

To receive a SPRG funded service, the user must have a housing need that would be likely to lead to that user becoming or remaining homeless, or living in an institutional residential environment.

Grants can only be paid to accredited support providers (ASPs – which may be housing associations, third sector organisations and local authorities), of which there are currently 95 in Wales (see Appendix 4 for a list).<sup>6</sup>

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<sup>3</sup> Caerphilly CBC

<sup>4</sup> <http://www.ssiacymru.org.uk/index.cfm?articleid=1970>

<sup>5</sup> Commission for Social Care Inspection (2006) p 5.

<sup>6</sup> <http://wales.gov.uk/publications/accessinfo/dnnewhomepage/economicdrs/economicdrs2009/sprgi0910safs/?lang=en>

### 3.7 Other Sources of Funding

Some providers also have access to other state funding for the social and personal needs of those who might be within their domiciliary care remit. This funding cannot be used for housing-related support. However, where housing-related support and social and personal care are undertaken on the same premises and sometimes by the same staff, in the interests of efficiency and providing seamless citizen-centred services it is inappropriate to create artificial boundaries where none should exist. It follows that some of the funding (variable across the range of organisations) is used in activities which allow individuals to maximise their potential independence, and that these fractions must be linked to HRS employment. The reverse is also true with HRS funding seamlessly being used to support some personal and social care activity where it would be inappropriate and inefficient not to do so.

The funding of HRS activities of many of the third sector organisations which are detailed in section 4 of this report are also supplemented by charitable donations. For some organisations these sums are substantial, while others have an almost total reliance on public sector funding. Donations/funds come from trusts, lottery funding and private firms and individuals.

### 3.8 Conclusions

The UWIC report suggested that HRS can contribute much to Beecham's vision for public service delivery in Wales. The Beecham Review '*Beyond Boundaries: Citizen-centred Local Services*, (2006) argues that citizens should '*receive high quality, personalized, joined up services, planned across organisational boundaries*' (pg6). This matches the aims and objectives of HRS, and indeed the social care services and activity that are delivered side by side with HRS.

The Assembly Government's Making the Connections<sup>7</sup> policy documents set out the vision for public service reform in Wales. '*Delivering the Connections: From Vision to Action- Our 5 Year Action Plan for Delivering Better Services in Wales*' (WAG, 2005) set out the vision for public service improvement in the Principality.

'*Beyond Boundaries: Citizen-centred Local Services*' (WAG, 2006) urged the Assembly to be ambitious for a bold and challenging transformation of public services. Central to the debate in Wales (whether delivered by public, voluntary or private sectors) is the role of the citizen, the interaction between citizen and services, and connections between service areas that are needed as citizen focus develops.

'*Better Outcomes for Tougher Times: The Next Phase in Public Service Improvement*' (WAG, 2009) outlined subsequent stages in the public service improvement programme.

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<sup>7</sup> WAG Making the Connections policy documents:

<http://wales.gov.uk/topics/improving-services/strategy/?jsessionid=wDG1LxTphXbPJTvpxVtnLHDyVgNb68sdCGPDJLBhphKGWfg8jg48!-726066497?lang=en>

Housing-related support has much to contribute to this agenda by ensuring that some of Wales' most disadvantaged and vulnerable citizens are supported to create a home and lifestyle that enables them to overcome personal difficulties and structural barriers and contribute positively to their community economically and socially.

## 4 Qualitative aspects of employment in the HRS Sector

### 4.1 Introduction

This chapter provides a brief overview of the function and role of Housing-related support agencies, using examples.

The section then reviews the nature of employment in the sector in Wales. This is done with reference to the results of the questionnaire survey (undertaken in January 2010) which explored the range of training, core competencies and experiences of employees undertaking housing-related support work. Where necessary this data has been supplemented by follow up interviews with survey respondents and desk-based research.

### 4.2 An Overview of Support Providers in Wales

Support Providers supply assistance to client groups including:

- Women moving away from domestic abuse;
- Young people leaving care;
- Vulnerable people in need of Supported Living

Some *Housing Associations* (HAs), which are not-for-profit voluntary bodies created to assist in the provision of affordable homes for those in housing need, are also ASPs. They are overseen by boards of volunteers; comprising professionals, local councillors, and tenants. Of Cymorth Cymru's 103 member organisations 26 are Housing Associations. Examples of these are Cardiff Community HA, Cardiff YMCA HA, Rhondda HA and Merthyr Tydfil HA.

Other care and support providers operate within a housing association group structure. For example, Grŵp Gwalia is a leading provider of social housing and care services in south and mid Wales, managing approximately 9,500 units of accommodation. One of the groups of five registered landlords is Gwalia Care and Support, which provides housing-related support to a wide client base of vulnerable people.

**Table 4.1 Examples of UK 3<sup>rd</sup> Sector HRS organisations active in Wales and members of Cymorth Cymru**

Third Sector Organisation	Relevant Facts
Action for Children	Small team of 4 in Wales supporting disadvantaged children
Alzheimer's Society (Wales)	250 UK locations, providing day/home care
Age Concern	Recently merged with Help the Aged. Support Direct Services.
Barnardo's Compass Partnership	Wrexham County Borough project supporting 16-25s with emergency accommodation and care leavers support
British Red Cross	Wales & West Division is headquartered in Birmingham. Short term home care. Total emp. UK = 2755. Total UK volunteers 27K. Total expenditure in Wales = £4.1m
CARE for Wales	Christian Charity
Church Army	Christian Charity
Dimensions	Learning disability support. Operates in South Wales and has 4000 staff in UK
Mind	20 offices in Wales, managing shared housing, resource centres etc, uses some voluntary workers, and also works with HAs

Salvation Army	3 divisions - south & mid, NW (based in Liverpool) and Mid Wales (out of West Midlands Birmingham branch). Provides accommodation/re-settlement (66) units
The Sanctuary Trust	Provides supported housing services, SP is supplemented with private donations, uses volunteers and casual workers
Save the Family	

**Table 4.2 Examples of Key Welsh 3<sup>rd</sup> Sector HRS organisations that are members of Cymorth Cymru**

<b>Third Sector Organisation</b>	<b>Relevant facts</b>
BAWSO	Employs 67 people in Wales. Provides support for women from ethnic minorities.
Cartrefi Cymru	Provides support and care across Wales to older people and people with learning difficulties so that they can live independently in the community. Also support families and support people to access leisure, work and learning
Clwyd Alyn Housing Association	Clwyd Alyn is part of the Pennaf Housing Group, comprising Pennaf Limited and two charitable subsidiaries Clwyd Alyn Housing Association and Tŷ Glas Housing Society. Clwyd Alyn provides a range of support to different client groups across North Wales.
De Gwynedd Domestic Abuse Service	De Gwynedd domestic abuse service provides refuge and support for men, women, children and families fleeing domestic abuse.
Dewis Ltd	Dewis provides supported accommodation, information and advice for young people aged between 16 and 25 in the Neath Port Talbot County Borough
Digartref Ynys Mon	Digartref Ynys Mon provides accommodation for homeless people on the Isle of Anglesey. As well as this, they have an OCN accredited skills project for service users to develop learning and skills
Drive	Drive provides a range of accommodation services for people with disabilities across Bridgend, Cardiff, Merthyr Tydfil and Rhondda Cynon Taff, as well as providing an exciting and innovative employment training service for people with disabilities
Gofal Cymru	Gofal Cymru is a mental health charity currently working across 11 counties in Wales. Gofal Cymru provides innovative support and advice to people experiencing mental ill health.
Gwalia Care and Support	Gwalia Care and Support is the largest directly managed care and support service of its kind in west, mid and south Wales. Annually they care for over 1000 people from different cultural, social, economic and ethnic backgrounds.
Hafan Cymru	Hafan Cymru is a charitable organisation focused on Preventing Abuse and Promoting Independence for women, men and children escaping Domestic Violence and educating the youth of Wales about abuse and its consequences.
Linc Cymru	Linc-Cymru specialises in the affordable housing, social care and health sectors in Wales. Linc Care operates across Wales providing homes and services to older and vulnerable people.
Llamau Ltd	Llamau is a homeless charity, delivering services to socially excluded homeless and potentially homeless young people and vulnerable women in south Wales.
North Wales Housing	North Wales Housing provides over 300 supported housing units for vulnerable people including the homeless, people with drug and alcohol problems, people who experience mental health issues, ex-offenders, people with learning disabilities and young people leaving care.
Rhondda Housing Association	Rhondda Housing Association provides low level housing support for their own tenants and other service users within RCT. They strive to enable individuals and their families to take charge of their lives and help them to cope with the responsibilities of living independently.
Swansea Young Single Homeless	YSYSHP provides a range of housing and support services to young people aged between 16 and 25. YSYSHP is managed by an unpaid Board of Management. Paid staff, led by the Director, carry out the day-to-day work of the organisation.
United Welsh Housing Association	United Welsh is a not-for-profit organisation providing housing and related services to people in South Wales. Their supported housing includes provision for people with learning disabilities, homeless individuals, young people leaving care, women fleeing domestic abuse, those recovering from substance misuse and people with mental health problems.

The independent ‘third’ sector members of Cymorth exhibit great variety in terms of size, specialisation and location. Table 4.1 highlights a number of large pan-UK organisations that have a strong presence in Wales, and are members of Cymorth. These not-for-profit organisations vary in the degree to which their work is slanted towards housing-related support. For example, the British Red Cross is a member of Cymorth Cymru but it is not an ASP in Wales. Its provision of short term home care is only one of many activities it undertakes internationally. It is also unusual in the extent to which it deploys volunteers.

Other third sector organisations have originated in and are active only in Wales in their capacity as Support Providers. They too vary in terms of size and their client group. Examples are listed in Table 4.2. Among these are Cartrefi, Cais Ltd, Drive and Llamau Ltd.

These Wales and Pan-UK Organisations support the housing related needs of a number of client groups, among them abused women (Hafan Cymru), abused black/ethnic women (BAWSO), those with learning difficulties (Dimensions, Gofal Cymru, Cartrefi, and Reach Supported Living), alcohol/drug abuse, (Cais Ltd), young people (Action for Children, Llamau Ltd), vulnerable older people (Linc Cymru).

Cartrefi Cymru was established in 1989 by parents of people with learning difficulties and senior officers from the Welsh voluntary sector. It is a charity and company limited by guarantee. Between 1983 and 1989, following the launch of a ten year strategy for the renewal and improvement of learning disability services, most local authorities were able to execute the Strategy’s principles. However, the need for small-scale accommodation with skilled staff support was not being met. Therefore, Cartrefi Cymru was set up to meet this shortfall across Wales. The organisation works in partnership with local authorities and housing associations, and is now the largest provider of home-based learning disability services in Wales, employing 1000 staff working in over 100 teams from 11 offices.

Mental health charity Gofal Cymru delivers a wide range of services that support independence, health and wellbeing and promote recovery. This includes supporting people to find appropriate housing, to return to work, to manage their finances, improve their daily living skills and access education, training, volunteering and leisure activities. Gofal also offers a range of training and support to employers, lobby to improve mental health policy, practice and legislation and campaign to increase public understanding of mental health and wellbeing.

Llamau specialises in supporting homeless young people (particularly care leavers, young offenders, those at risk of offending and people who have chaotic and disadvantaged lifestyles) and vulnerable women with challenging and complex needs. Through a broad range of services, the organisation’s key aim is to help people gain more independent living skills, move into independent living, and access work, training and education. Working in partnership with other agencies the organisation provides specialist support throughout ten local authorities in South Wales. Services include family mediation, supported accommodation, advice & advocacy, pre-vocational training, tenancy support, tenancy rescue services, assertive outreach and young persons’ advisors schemes.

Clwyd Alyn Housing Association is part of the Pennaf Housing Group and was established in 1978 as a charitable social landlord, to answer the growing housing needs of the community throughout the former county of Clwyd and the District of Aberconwy. Clwyd Alyn has over the last 30 years expanded to manage nearly 5,000 units of accommodation in the unitary authority areas of Gwynedd, Ynys Mon, Conwy, Denbighshire, Flintshire, Wrexham and Powys. The primary role of the organisation is the provision of housing and related care and support for a range of community needs. Within CAHA there are a range of supported housing models of accommodation, to address local homelessness and the needs of those accessing these services, including 24 hour cover schemes for young people aged 16 to 25, a Foyer, a Night Shelter as well as floating support services.

From these few examples it is clear that Cymorth Cymru is a body which represents a wide range of organisations often working outside the boundaries, vision and understanding of advantaged people going about their daily lives. Due to their focus, they work in areas of Wales where there are greater levels of social deprivation, and there is also large variation in their ability to lever in extra funding from other sources.

They share, however, a high level of professionalism and dedication, which is evidenced from the top down to the front line; in the quality of the board members to the range of competencies required and delivered by client-facing staff.

### 4.3 Survey Lines of Enquiry

Table 4.3 below summarises the information that was sought from the questionnaire survey in relation to nature of employment in the sector. Respondents were requested to attempt to provide an inventory of the skills of their housing-related support staff, from those having no qualifications, through the NVQ grades up to Higher education degree or equivalent. It was appreciated that this was difficult under given time constraints and given what would be routinely and accessibly recorded. Hence, there is an expectation that the reported results underestimate the true distribution of qualifications.

Respondents were also asked to list the job related courses/training that their staff required in order to be equipped to perform their roles.

**Table 4.3 Lines of Enquiry**

Line of Enquiry	Description
Skills /Qualifications	Distribution of qualifications from NVQ1 to degree or equivalent
Job Related Training Provision	<ul style="list-style-type: none"> <li>• On the job training.</li> <li>• Formal management training.</li> </ul>
HRS Contributions to economic Independence	Anecdotal evidence of support packages assisting in providing skills to live independently
Personal Core Competencies	Prioritising the key skills needed for HRS work
Best Practice	Management activities that have led to organisational change

Personal core competencies were also probed in order to provide an appreciation of the guiding ethos of employment in the sector. The questionnaire also requested descriptions of cases where housing-related support had led to economic independence.

#### 4.4 Summary of Survey Respondents

25 responses to the questionnaire were received from a total population of Cymorth membership of 96<sup>8</sup> relevant organisations. Table 4.4 below gives a breakdown of respondents by type of organisation, along with brief notes explaining the HRS activity associated with the organisations.

**Table 4.4 Respondent Organisation by Broad Type**

Type of Organisation	Number of responses	No. in total population	Description
Local Authorities	3	22	Strategic delivery of Supporting People Grant (SPG) and Supporting People Revenue Grant (SPRG) if an Accredited Support Provider (ASP).
Housing Associations	8	29	Not all housing associations undertake HRS, but many have within their groups bespoke housing support arms/activities e.g. Gwalia Care & Support (Mid, West & South Wales), and their contribution in this sector is substantial. Other examples of Cymorth HA members include Linc, Rhondda HA, Cardiff Community HA and Wales & West. There are a few examples of housing associations that specialise in support such as Hafan Cymru and Cardiff YMCA.
Third Sector (Charities etc)	14	45	A wide range of third sector organisations play a crucial role in providing housing-related support to particular groups in society. This support is organised at either an all-Wales, UK or local level. Services may be localised according to need, for example GISDA is a local group for youth homelessness in Caernarfon; provided over a range of localities, such as the Wallich or be delivered

<sup>8</sup> 7 organisations out of a total of 104 members were not support providers.

			in a specific area such as SYSHP's services in Swansea.
Total	25	96	

#### 4.5 Survey Results 1: Employment in the Housing-related support Sector: Trends in Formal Qualifications

In total there are 136 staff positions in LAs across Wales working in Supporting People teams. The three local authorities which provided detailed responses represent 10% of the total people. It was clear that while these teams did not, as a rule, undertake bespoke HRS in-house training, they were professionally qualified with two of the three respondents having team members qualified to degree or equivalent.

Eight of the 29 Cymorth member housing associations responded to the survey. It was possible to identify 615 housing-related support qualification holders in the returns. 36% of these were degree or equivalent. Degree subjects included MSc in Housing, and BSc in Supported Housing. Management training included NVQ Levels 3 and 4 in Management, Institute of Leadership and Management Certification in Line Management, and Human Givens (psychotherapy skills) Diplomas.

Fourteen third sector organisations responded to the survey. Some of these respondents represented small branches of a larger all-Wales organisation, while others represented headquarters and were able to provide an all-Wales picture. The responses were examined on a case by case basis, and supplemented by information in the public domain in relation to employed and voluntary workers in order to gain an understanding of the nature of employment. Of the 1158 qualification holders identified 9% had a degree or equivalent. Meanwhile 80% had NVQ Levels 1-5.

The employment backgrounds of board members (non-employed volunteers) are in the public domain. These individuals are highly qualified with relevant professional work experience which they donate freely. They are an invaluable resource in this challenging sector.

Among front line employees actually delivering support services, it was possible to conservatively conclude that those holding a degree or equivalent outnumbered those without qualifications. However, vocational qualifications were dominant in the sector sample.

#### 4.6 Survey Results 2: Job related and In-house Training

The LA responses demonstrated a comprehensive provision of in-house training relating to specific council policies (Health and safety, Equality Impact Assessments, Protection of Vulnerable Adults (POVA), Protection of Children Act (PoCA) but that training for managing the strategic delivery housing-related support services was not available. However, it was understood that generic management training was transferable to the management of welfare and wellbeing services, and this was the norm. There was one instance of an HNC student in Supported Housing.

ASPs (either Housing Associations or third sector organisations) shared with LAs a commitment to core training needs citing established and mandatory training including Induction Programmes, legislation such as PoCA, Leaving care Act, Housing Law, Fraud Awareness, Blood borne viruses, Race Equality, Mental Health Law, Equal Opportunities and Diversity, Health and Safety, and First Aid Training.

Provider training profiles, across the full range of respondents, also reflected the demands made on individuals responsible for delivering front line housing-related support, with support providers showing a strong sense of responsibility that their staff should be fully supported in what are often very challenging roles. Training is provided in response to a particular need or situation, identified during the performance review phases. The list of training undertaken (see 4.6.4) demonstrates both the substantial demands that the sector makes upon its employees and the ability then of employees to respond to these demands.

This training raises awareness and provides employees with a suite of appropriate responses to highly challenging work-based situations. Training, therefore, routinely covers the following themes, depending on the focus of individual organisations:

- Working with Young People with Learning Disabilities
- Child Protection (PoCA)
- Budgeting, Debt/Credit (young people and their money)
- Food and Hygiene
- Cultural Awareness
- Forced Marriage/Honour Crimes
- Verification of Housing Benefit
- Personal Safety
- Understanding LGB Needs
- Welfare benefit training
- Solution Focussed working with service users
- Support Planning
- Risk Assessment
- Breakaway techniques
- ASSIST (suicide intervention training)
- Substance Misuse
- Cognitive Behaviour Therapy
- Fire Awareness
- Confidentiality Issues
- Assertiveness training
- Security Industry training
- Report Writing

- Immigration Issues
- Conflict Resolution and Listening Skills
- Dealing with self harming
- Negotiation skills
- Lone Working
- Employment Support Allowance Training
- Mental Health First Aid Training
- Motivational Interviewing Training
- Working with Confidence Training
- Solution Focused Brief Therapy Training
- ASSIST Training
- Manual Handling Training
- Mental Health Act Training
- Deprivation of Liberty Act Training

#### **4.7 Survey Results 3: Personal Competencies**

While support providers make it their professional responsibility to equip their staff with the necessary tools to perform their roles using training and learning, it is also possible to identify a range of generic skills, qualities and work place experience that are prerequisite for employees to perform competently in the sector. These are:

- Interpersonal Skills (communications, empathy, listening skills, confidence, articulation),
- Organisational Skills (attention to detail, dedication to the aims and objectives of the organisation),
- Problem solving skills,
- Self-Motivational Skills (ability to work without supervision, with initiative and under pressure),
- Being anti-discriminatory and without prejudice,
- Having experience of supporting vulnerable people,
- Being able to empower others, and
- Advocacy skills.

Training in support of these generic skills, was also widely supplied to employees. Wales and West Housing Association, in common with other housing associations augment mandatory training and their in-house induction programmes with communications skills training, in addition to a wide range of training to familiarise employees with their values.

#### 4.8 Survey Results 4: The Relationship between HRS and Economic Independence

The central rationale behind HRS is to encourage vulnerable individuals to find their independence. Where possible and appropriate Support Providers offer service users accredited training programmes to assist them in developing skills to live independently. Support packages also contain assistance on accessing other courses and employment<sup>9</sup>. These sorts of interventions can lead to economic independence.

While it has not been the purpose of this research project to report on the scope and scale of beneficiaries receiving housing-related support, it is possible to recount specific instances of interventions, which have resulted in independence, then demonstrating the process that HRS support workers engage in that leads to tangible outcomes. Examples have been generalised in some instances to protect the identity of support recipients.

Example A: An individual had been in a shared tenancy with a family member. This family member had managed both their financial affairs. The family member got married and left the joint tenancy, leaving the remaining tenant out of depth. HRS was given to help the tenant to explore potential achievable objectives. Following a year of support the tenant moved to a smaller, more cost effective property, which could be managed independently.

Example B: Another referral had fallen into rent arrears, lacking the skills to maintain the tenancy. It had been indicated that the referral would need “supported housing”. However, it soon became apparent that this individual simply lacked confidence and understanding. A support plan was drawn up to enable these skills in the individual. The rent arrears have now cleared and the tenant has developed the capability of sustaining the tenancy with little outside help.

Example C: Often referrals are alcohol dependent. Where this threatens their tenancies, support is given to help reduce the effect of difficult circumstances and chaotic lifestyles so that individuals can maintain their tenancies. In one case an individual who had been on the streets for a number of years, became a volunteer within the organisation that had provided him with a home. This eventually led to employment as a project worker, and finally to a management post. The power of volunteering as a route from unemployment to work is often demonstrated within the sector.

Example D: The organisation Drive endeavours to provide employment to the people it supports. Although these opportunities may be in low paid employment (cleaning etc.) and be for only a few hours a week, these are life-affirming chances, nonetheless. Often strong links develop between the organisation giving the support (to the disabled perhaps), and their family members. It is commonplace for employees to gain an introduction to social care work through such personal connections.

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<sup>9</sup> It was observed by one ASP that the benefit system does not encourage those living in hostel settings to access work, as the shortfall in rent would be excessive.

Example E: One social business run by Gofal Cymru - [www.notjustnuts.co.uk](http://www.notjustnuts.co.uk) - was developed with service user involvement and, as well as promoting links between healthy eating and wellbeing, it provides work experience opportunities which has led to paid employment for one person so far. The organisation also has a project in progress that will provide training, volunteering and employment opportunities to tenants of housing associations, in partnership with four housing associations. It will lead to the setting up of a social business that can tender for housing association repair and maintenance contracts.

Example F: an individual in residential care was returned from an out of country placement to a 24hr supported housing project based in Aberystwyth, and then helped to move from this to a housing association flat receiving low level floating support. The individual has since applied for a position in the organisation.

Example G: A service user of a low level floating support project within a housing association flat applied for a position of support worker within an ASP and is now Practice Leader at a 24hr supported housing project.

Example H: Digartref report many cases of young people accessing college/university and then accessing employment and moving into private letting arrangement. Their volunteers also access training, gain experience and then employment.

Example I: Cadwyn's Nightingale House provides a Home Management class each week that includes financial inclusion issues. Service users who are in arrears are encouraged to attend as part of the Arrears Recovery Procedure. This has seen a reduction of up to 30% in service charge arrears.

Example J: Foundation Housing reports the following successes:

- One service user gained a training placement with Ikea, which then facilitated a training position within another company with more responsibility. This has a strong chance of leading to a permanent position.
- One service user has been helped to get a grant for a hairdressing course to pay for materials/clothes. This individual is now in the 2nd year, and is confident of gaining employment when qualified.
- An ex-carer who had to leave due to depression, has been supported to return to work
- Many service users have been supported to take up educational, training courses, volunteering placements and/or supported with finding employment, returning to employment or staying in employment throughout their support.

Example K: United Welsh reported that within the last 12 months, two tenants of their PREP supported housing projects have engaged in employment opportunities: one tenant is in work and has now come off tenancy support last week; the other, a former tenant of PREP and UW until March this year was supported by the Tenancy Support Service and was offered part-time work at the Beacon centre in St Mellons.

Example L: The Cardiff YMCA reports that 30 homeless service users are in 16 hours a week or more of training or volunteering. This is 50% of the hostel's population.

Example M: North Wales Housing Association reported that one Supported Housing Officer (with her children) was previously a resident at one of NWH's women's aid refuges. The organisation also reported that other members of staff have gained employment with NWH as a result of family members accessing support which made them aware of the employment opportunities the sector offers.

#### **4.9 Survey Results 5: Examples of Best Practice in the Sector**

Across the board, support providers show a commitment to service user involvement, thus helping people to determine and be responsible for, as much as possible, the type of service they receive. However, this is not easy to appreciate or achieve. The encouragement of self-determination is illustrated by Monmouth Drive, which supports 6 individuals in Monmouthshire with complex disabilities, where one tenant acts as a health and safety representative and one is a Member of Drive's service user advisory group.

The organisation also holds service user conferences and events throughout the year to provide engagement opportunities and has service users helping to plan and organise Drive's AGM.

Hafal describe a number of practice initiatives, which are of interest. Short Steps / Camau Fyr is lottery-funded project that seeks to assist people with serious mental illness (SMI) to overcome the barriers that prevent them returning to work or achieving their vocational goals. It is the intention that they are encouraged to take short steps towards a major goal.

Employment Co-ordinators provide individual support to individuals with SMI. They develop recovery-oriented materials on education, training and employment and train staff to guide individuals with mental illness through the barriers to work, again enabling them to achieve their long-term vocational goals. Such projects are devised in partnership with clients.

Hafal clients can also attend pre-vocational confidence building sessions/workshops to help them identify and overcome the barriers that prevent them from participating in vocational activities. The organisation has, furthermore, created networks that identify and develop partnerships with organisations that can be utilised or that can enable individuals to engage/re-engage in learning, volunteering, training and employment.

Llanelli's Women's Aid received capital funding from the Welsh Assembly Government which is intended to fund their "One Stop Shop" at the start of the new financial year 2010. This will incorporate a second hand shop, an internet café, training/conference room and a contact centre. The aim is to offer work experience for the service users supported by the organisation, therefore increasing their confidence and self esteem. Qualified staff will deliver training on basic skills/ life skills. The centre can also generate income by hiring out their conference room, contact centre, and internet cafe.

Cadwyn report the following examples of practice in engaging and enhancing the capacity of staff and people using services:

- Community Education student placement from UWIC.
- Resident Focus Groups - to consult on policies and procedures.
- Residents' Meetings - consultation on all issues affecting service users.
- Children's Meetings - to consult with and get feedback from children and young people.
- Mentoring - existing service users mentoring new service users.
- Nightingale House is in the process of applying for the Green Dragon Award and has signed up to the 1010 Campaign.
- Training opportunities for service users (Educational programme)
- Exchange opportunities for young people

Foundation Housing Group also cite:

- Young service users being supported to take a "journalistic" approach to contributing to newsletter by reporting/interviewing etc
- Service users being included on interview panels for staff, including agency staff and separate interview panels for new project (included front line staff and manager's post)
- Service users being included on interview panels for contractors,
- A service user being 1 of 3 main guest speakers at Foundation's last AGM,
- Gained Investors in People 2003 and again in 2008.

The organisation also notes cases where they have placed staff on higher level professional courses (6 in the last 8 years) over and above the requirements of their current roles; with the specific objective of extending development opportunities as wide as possible. This policy has led to one person taking an acting-up appointment and one internal promotion, and aiding many staff to progress generally. Staff who come in at any level are guaranteed an interview for any internal post that becomes vacant. They also offer secondment opportunities to staff so that they can work in different areas and at an advanced level (e.g. developing new projects).

United Welsh are working with the United Welsh Community Investment team on several projects to assist people, including service users who wish to enter or re-enter the employment market. They are launching training for ex service users in building maintenance skills through a refurbishment project in Cardiff, and are also embarking on a Pathways to Work project to provide a training and then potential employment opportunity in support work. They are fully committed to engaging in activities to support people to gain work related skills e.g. the Fruit and Veg co-op is run from their hostel.

Rhondda Housing Association work in partnership with their own community development to promote and be involved in community initiatives. They maintain the flexibility to take on emergency homeless/housing referral situations immediately. They also work in partnership with a specialist older people agency.

North Wales Housing operate a 'Round a Rownd' scheme. Every member of NWH staff visits their estates and housing schemes monthly, in teams, in order to meet service users. This includes organisational support staff such as finance staff, personnel and administrators. They maintain a profile in their local community through advertising and undertake to resolve community issues "on the spot". These are followed up on a regular monthly basis to build up familiarity and contact.

#### **4.10 A Note on Volunteering**

In terms of FTEs (see section 2) the sector is not large, and even when this figure is adjusted to reflect employment numbers in the sector it still suggests that the ratio of beneficiaries per support worker is high, with over 44,000 service users in Wales<sup>10</sup>.

However, the sector accesses additional people power. Paragraph 4.5.4 noted the freely given professional contribution made by third sector organisation's board members, highlighting the value of philanthropy in the sector. The implication of over 100 member organisations with Cymorth, overseen by boards conservatively averaging 8 members, is substantial in terms of supplementary human capital.

It is not possible to accurately measure the scale of volunteering in the sector, without a mandate to undertake a census. That notwithstanding, there are perceptible variations between providers in terms of the appropriateness of using volunteers and their actual use. For example, LAs and most housing associations who provide services do not tend to use volunteers. There are exceptions, and examples have already been given of organisations such as the Cardiff YMCA which use volunteering as a gateway to employment. Volunteering (excluding board membership) is conservatively estimated here as boosting the 'people power' of the sector by some 5% of the core FTE figure.

#### **4.11 Conclusions**

The purpose of these paragraphs has been to provide an understanding of the sort of activities and processes that are daily undertaken by housing-related support agencies as they pursue their objectives of helping people into independence.

This review of skills, training, and practice initiatives that are under development or are being shared across the sector explain both the need for professionalism and its strong presence in a challenging working environment.

The sector operates outside the field of everyday vision, and the social and economic value of the interventions it undertakes are seldom fully appreciated.

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<sup>10</sup> Matrix research and consultancy (2006) 'Costs and benefits of the Supporting People Programme', for the Welsh Assembly Government.

## **5 Concluding Comments and Suggestions**

### **5.1 Key Points**

The purpose of this report was to evaluate the economic importance of the housing-related support sector in employment terms for Cymorth Cymru. A survey questionnaire (Appendix 1) was sent to all Cymorth Cymru member organisations, numbering 103 at the time of survey in January 2010.

25 organisations responded to the survey, representing one quarter of the membership, picking up around 11% of SP funding (this is excluding LA declared SP due to the wish to avoid any double-counting).

The questionnaire pursued several lines of enquiry. In the first instance it sought estimates of revenue streams dedicated to housing-related support, and average gross wages for full time workers.

Other lines of enquiry included skills, qualifications and training among employees, as well as examples of best practice among employers. Respondents were invited to offer instances of interventions that have led to economic independence among service users. These examples only serve to demonstrate the process, and do not attempt to enumerate the extent of these impacts.

It is estimated that 9,520 full-time equivalent employees (FTEs) were active in the sector in 2008/09, supported by a total wage cost of £195m. The average gross yearly wage for a full-time employee was estimated £20,481.

It was calculated that the full-time to part-time split for the sector as a whole was around 59% full-time to 41% part-time working. Using the typical assumption that two part-time positions are equivalent to one full-time this means that 9,520 FTE jobs equates to around 11,974 total jobs (comprising 7,065 full-time and 4,909 part-time jobs).

Using the Welsh Input Output tables to derive the indirect induced income impacts of housing-related support, the impact on Gross Value Added, which is an estimate of how much real additional worth accrues to the region in terms of local additions to wages and profits, was estimated at £42m. Furthermore, the additional employment required to service this extra demand was 1,198 full-time equivalents.

Therefore, taken together with the Matrix report which estimates the number of beneficiaries of SP to be over 44,000 users (figures estimated for 2005/06) this shows that the sector is highly productive.

The human resources of the sector are further boosted by volunteers. These are hugely important in some organisations such as the Red Cross which relies on volunteers to provide a range of support services such as shopping and paying bills, giving emotional support in times of crisis, facilitating attendance at hospital or doctor appointments etc. – all of which help individuals to maintain their independence. For other organisations, the significance of volunteering lies in its place on the pathway of service users from economic inactivity to activity.

The sector also benefits from the skills and expertise of its board members, which are estimated to number in excess of 800 professionals.

Employment in this sector, as with other parts of care and support, is challenging since the client base is also the most challenged in society. This calls for a resourceful and well trained workforce, equipped with a wide suite of tools from legislation, finance, identifying potential suicides, drug and alcohol abuse, and sensitively helping those with learning difficulties.

Along with these specific competencies, employees must deploy generic skills including self-motivation, communication, empathy, listening, and confidence-building.

## **5.2 Some Suggestions for the future**

The future strategic focus of SP in Wales is as follows<sup>11</sup> :

- Using innovative approaches to social care
- Identifying and addressing the causes of homelessness
- Professionalising the work of providers
- Promoting independence

As the representative body for supporting people providers in Wales, it is Cymorth's role to explain to government the challenges and successes its membership faces and achieves as it works towards these common goals.

This process is most effective with good information. Cymorth will need to examine ways in which it can access and collate information that its membership organisations routinely report internally, in relation to indicators which address this strategic focus, such as new initiatives, training, and even employment numbers. This could do be done by regular surveys or by direct reporting to Cymorth.

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<sup>11</sup> <http://www.assemblywales.org/lco-ld7808-em-e.pdf>

### Appendix 1 Questionnaire

## Cymorth Cymru Employment Survey



*For further information on this survey or if you have any questions regarding it please contact: Neil Roche (rochend1@cardiff.ac.uk) or Jane Bryan (bryanj@cardiff.ac.uk) and 029 20876042.*

Name of Organisation:

Contact Name:  Tel No:

Position:  Email:

**SECTION 1: INCOME & FUNDING**

**1. Please indicate the income your organisation received, net of VAT, in 2008/9 and estimate what percentage of that income was spent on Housing Related Support Services**

	[A] Income (£)	[B] % of Income spent on Housing Related Support Services
<b>TOTAL INCOME</b>		
<b>which came from</b>		
Supporting People Grant / Supporting People Revenue Grant		<b>100</b>
Community Care		
Other (please specify):		

**SECTION 2: AVERAGE SALARY**

**2. Please could you estimate the average yearly salary for a full-time member of your organisation**

We will combine this information with your responses from question 1 to help estimate full time equivalent workers engaged in HRS ( Please give a "Gross" figure i.e. salary including employer's and employee's costs, include National Insurance, Pension etc.)

£

Average Salary in 2008/9

**SECTION 3: SKILLS**

**3. If possible please estimate how many of your HOUSING SUPPORT staff fall into the following qualification categories.**

*If possible, fill in the next column with estimates of the percentage (by each qualification) who have received in-house training.*

*If not possible, please go to Section 4*

Highest Qualification	Total Numbers	Percentage who have received in-house training %
None		
NVQ 1		
NVQ 2		
Trade Apprenticeship		
NVQ 3		
NVQ 4		
NVQ 5		
GCSE grades A* to C or equivalent		
GCE A level or equivalent		
In Higher Education		
Degree or equivalent		

**SECTION 4: HOUSING SUPPORT JOB CHARACTERISTICS**

**4.1. In the box below please provide examples and a brief description of job related training provision in your organisation (if any).**

This may include examples of off-the-job training courses or on-the-job training undertaken by employees during 2009.

**4.2. In the box below can you describe cases where housing related support has resulted in increased levels of economic independence.**

This may include examples of individual cases or examples of enterprises that have developed as a result of housing support.

**4.3 In the box below please provide examples (if any) and a brief description of any current employees who were housing support service users.**

**4.4 In the box below, please provide examples of volunteers and/or employees in your organisation who have family members who are housing support service users.** This may include examples of individuals who joined your organisation because of the connection provided by service users.

**4.5 In the box below, please describe the opportunities for job promotion within your organisation.**

**4.6 In your experience, what do you consider to be the three most important personal competencies necessary for undertaking housing support work?**

**4.7 Can you describe examples of best practice in your organisation**  
(including new initiatives which you know to be unique to your organisation)

Thank you for completing this questionnaire

## **Appendix 2 Additional Background information on Cymorth activities**

### **The Societal Role and Activities of Cymorth Cymru**

Cymorth seeks to increase the profile of its members and help them create the type of environment where better services can be provided. The organisation has strived to achieve its objective “...to raise awareness with the public, partners and policy makers of the centrality of housing and housing-related support to the delivery of citizen focused public services in Wales...” (Source: Cymorth Cymru, Trustees Annual Report 2008), through a variety of avenues.

The Life Begins @ Home awareness raising week involves contributions from Assembly members, ministers and service users throughout Wales. It is held annually and includes presentations, study tours and engagement with the public in order to demonstrate the importance of services which help people to find and keep a home.

Together with the Local Authority Homelessness Network, Cymorth hold the annual Promoting Independence Awards (PIAs) in December. These are open to all organisations that are helping people to gain independence, and are designed to encourage this and develop best practice.

Cymorth has exhibited at conferences held by Shelter Cymru and TPAS Cymru, and contributed directly to those held by Community Housing Cymru and the Chartered Institute of Housing Cymru. It ensures that it is represented at public events such as the Eisteddfod, NHS in Wales conference and has sponsored events at the Hay festival. Additionally, Cymorth has helped increase the profile of housing-related support work through the rest of the UK and Europe, being members of the UK Homelessness Forum and the European network of homelessness organisations (FEANTSA).

An important role for Cymorth is its representation of the housing-related support sector in Wales to the Assembly Government. In this capacity it has contributed to strategic documents on housing, housing-related support and homelessness, as well as being involved in the development of the conditions of the Supporting People Revenue Grant; the development of a national drugs strategy for Wales; the affordable housing Legislative Competence Order (LCO); and being active in the inquiry into poverty and deprivation by the Rural Development Sub-Committee.

Besides campaigning and lobbying on their behalf, Cymorth provides a number of services to its members - these range from the production of reports and briefings on current developments and policy in the sector, to organising networking and information facilitating events, running a website, and producing a members “e-zine”. The organisation has provided staff and organizational development services in order to better meet the needs of its membership.

### **Cymorth Working in Partnership**

Cymorth’s involvement with networks and partner organisations has led to its giving consultation assistance on a variety of issues, including: the strategic direction of the third sector; improving partnership working across health and homelessness; services to homeless young people; and the development of Local health Boards and the voluntary

sector's role in the wider planning processes.

Cymorth have also worked with the Welsh Council for Voluntary Action on issues surrounding the third sector, particularly targeting procurement and commissioning issues. Individual local authorities have benefitted from the organisation's support with, for instance, the provision of an event for front line staff at Cardiff Council.

Relationship building has been further progressed through research projects (with Cardiff University and the University of Wales Cardiff) and work on community safety issues (involving the police and the Community Justice Voluntary Sector Network).

Cymorth has supported the Tai Dysgu a Gwaith (TDG) pilot aimed at helping homeless people engage with learning and work. This is a partnership of 6 housing-related support providers with in-house provision of learning and work, which aims to help homeless and vulnerably housed people into learning and work. Cymorth have enhanced their role in this area by bringing together member organisations with those working on the refurbishment of social housing in Wales. This was done in order to help members' clients access training and employment opportunities through the investment in reaching the Welsh Housing Quality Standard (WHQS).

Relationships with new partners and innovative ways to raise awareness are constantly being sought and developed. They include:

- RISE/ University of Wales, Newport developing and producing a homelessness awareness IT package
- Contributing to the UK Homelessness Forum
- Value Wales – with whom Cymorth has been working on the development of a Procurement Route Planner
- A film on YouTube

Cymorth also ensures that it learns from the experiences and practices of other similar organisations and to this end they have visited providers and commissioners of housing-related support in Scotland in order to share ideas and compare experiences in areas such as priority need, rough sleeper counts, hostel provision and healthcare.

Opportunities are being explored such as collaborative working with SPIN (Supporting People Information Network) and the LA National Homelessness Network; and in the older people's sector with Age Alliance Wales, Age Concern Cymru and NIACE (The National Institute of Adult Continuing Education).

### Appendix 3 - Estimating the number of workers (full-time and part-time combined)

Estimated employment breakdown for sector, part-time/ full-time for different size of organisation

	Full Time employees	Part Time employees	All
Minor sized organisations (<100 employees)	84%	16%	100%
Major sized organisations (>100 employees)	45%	55%	100%

Estimated overall employment split for sector

	Percentage of all employees in sector
Minor sized organisations (<100 employees)	36%
Major sized organisations (>100 employees)	64%
Total	100%

Weighting calculation to find full-time/ part-time split for sector

Weighted Full-Time	$=(0.84 * 36) + (0.45*64)$ 59%
Weighted Part-Time	$=(0.16*36)+(0.55*64)$ 41%
All	100%

Using full-time/ part-time split of 59/41 and having a full-time equivalent workforce of 9,520:

The total number of jobs supported in the sector (x) is calculated by:

FTEs = full time proportion + 0.5(part-time proportion)

$$9,520 = 0.59x + 0.5(0.41)x$$

$$9,520 = 0.59x + 0.205x$$

$$9,520 = 0.795x$$

$$x = 9,520 / 0.795$$

**Total number of employees supported = 11,974**

Allocating out:

Full-time = 59% of 11,974 = 7,065

Part-time = 41% of 11,974 = 4,909

## Appendix 4 Accredited Support Providers (ASPs)

Accreditation Numbers (last updated 29/10/2009)

ASP No	ASP
01	Pontypridd Housing Association *
02	Rhondda Housing Association
03	Tai Trothwy
04	Wales & West Housing Association
05	Taff Housing Association
06	REACH previously Charter Housing
07	Family Housing
08	Young Woman's Housing Association *
09	Pembrokeshire Housing Association
010	Hafod Care Association
011	Cadwyn Housing Association
012	Newport Council
013	Isle of Anglesey County Council
014	Swansea County Council
015	Cymdeithas Tai Eryri
016	Gwynedd County Council
017	Coastal Housing Group (previously Dewi Sant)
018	Newydd Housing Association
019	Wrexham County Council
020	Cymdeithas Tai Hafan
021	United Welsh HA
022	Cymdeithas Tai Cantref
023	Neath Port Talbot Council
024	Monmouthshire County Council
025	Merthyr Tydfil Housing Association
026	Clwyd Alyn Housing Association
027	Cardiff County Council
028	Hafod Housing Association *
029	Bro Myrddin
030	Bridgend County Council
031	YMCA Housing Association
032	Pembrokeshire County Council
033	North Wales Housing Association
034	Mid Wales Housing Association
035	LINC previously Glamorgan & Gwent Housing Association
036	Cynon Taf Housing Association *
037	Ceredigion County Council
038	Conwy County Council
039	Cardiff Community Housing Association
040	Vale of Glamorgan Council
041	Carmarthenshire County Council
042	Denbighshire County Council
043	Caerphilly County Borough Council
044	Blaenau Gwent County Borough Council
045	Habinteg Housing Association
046	Torfaen County Borough Council
047	Llamau Ltd
048	Swansea Housing Association (now Coastal Housing Group)
049	Tai Esgyn Housing
050	Radnor Support Project
051	Rhondda Cynon Taf County Borough Council
052	Powys County Council
053	Montgomery Family Crisis Centre
054	Innovate Trust

055	Gofal Cymru
056	Caer Las Cymru
057	Cymdeithas Tai Clywd
058	Adref Ltd
059	The Wallich previously Wallich Clifford Community
060	SOLAS previously NASH
061	Sanctuary Cornerstone (formerly known as Clwyd Cornerstone Trust)
062	CASH
063	GISDA
064	BAWSO
065	Barnardo's
066	Pontypridd Women's Aid
067	Cartrefi Cymru
068	South Glamorgan Council on Alcohol
069	Merthyr Tydfil County Council
070	Flintshire CC
071	Eastern Valley
072	Torfaen Mind
073	Newport Mind
074	Cardiff Women's Aid
075	Save the Family
076	Pembrokeshire Care Society
077	Foundation Housing
078	Agorfa
079	Church Army
080	CAIS Ltd.
081	Salvation Army
082	Nacro
083	Hafal *
084	Valleys to Coast
085	Anheddau Gwynedd
086	Teen Challenge UK
087	Royal National Institute for Deaf People
088	Welsh Women's Aid
089	Radnorshire Women's Aid
090	Digartref Ynys Mon
091	Cynon Taf Community Housing Group (FAST TRACK APPLICATION)
092	Coastal Housing Group
093	Shelter Cymru
094	DASU
095	Merthyr Valley Homes (fast track application)

Source: Welsh Assembly Government (Supported Housing and Homelessness Policy Team, Dept for Environment, Sustainability & Housing))

## Appendix 5

### Supporting Notes to the Methodology

The core objective of this report is to estimate the economic contribution of employment in housing-related support in Wales. This estimation process is complicated by a number of facts.

First, Housing-related support (HRS) activities are undertaken by a very wide range of organisations. Some of these organisations are very small, employing only a handful of people, while others are much larger, with dedicated teams also working exclusively on HRS.

Three groups of organisations work to deliver HRS. Each of these exhibits varying degrees of involvement in HRS activity. For example, many housing associations do not undertake any housing-related support, while others are fully dedicated to it (for example, Cardiff YMCA), while in others HRS work is conducted from a bespoke division (Gwalia Care and Support).

Local Authorities each play an important strategic role in distributing the Supporting People Grants (SPG). This distribution function is undertaken by generally small Supporting People teams dedicated to this work. These people are not in the 'front-line', but are rather commissioning agents.

However, most Local Authorities and Housing Associations have opted to be Accredited Support Providers (ASPs), and these deliver frontline services themselves, in addition to commissioning the services from independent service providers, paid for out of Supporting People Revenue Grants (SPRG). Where support and care services are provided together within Supported Living projects these are registered with CSSIW (Care and Social Services Inspectorate Wales).

The purpose of this research is to estimate employment in the sector. Cymorth Cymru requested all its membership to participate in the study including local authorities, who in turn were asked to circulate the questionnaire to non-members.

The definition of HRS is necessarily broad, and reflects the fact that in the field interfaces are common between HRS as defined and other community care services that support people's personal needs as well as their housing needs.

Without a full census, which is outside the remit and resources of this project, it is only feasible to develop estimates using repeatable assumptions. These estimates should be considered only as a starting point in understanding better the human resources that are dedicated to this work in Wales.

The research work to date undertaken by UWIC and others has helped to explain the costs and benefits linked to the activities undertaken by the sector, finding evidence that HRS interventions can be associated with substantial cost savings in the longer run when the full social, health and justice ramifications are taken into account.

The work reported here focuses on the nature, scale and scope of work done in the sector and also considers the wider economic consequences in order to provide a better

understanding of the value of the sector.

In order to inform the estimation process the Cymorth membership was requested to complete a survey questionnaire (see Appendix 1). The questionnaire was designed with consultation to the steering group. The questionnaire sought wages and employment data, as well as estimates of the type and quantity of funding secured and linked to HRS.

In addition to the quantitative elements associated with HRS, there are many important qualitative attributes linked to the work undertaken that are reviewed in this report. Data relating to this was also collected in the questionnaire survey (Appendix 1). Respondents were invited to account for, as far as reasonably possible, the skills and qualifications held by staff, as well as job related training available within their organisation. Given the specific challenges of work undertaken in the sector it was also considered important to gain an understanding of the perceived levels of professionalism required and deployed by staff working in the field.

Respondents were also requested to consider specific cases where interventions have led to increased economic dependence. Finally, the survey probed the possibilities that were known to exist for HRS users to enter employment through the HRS interface.

Where possible accounts of best practice were explored and these were used to produce case studies communicating the nature, value and challenges facing the sector in terms of human resources.