

## **The DAWN Project evaluation 2007**

SENIOR, P., BUCHANAN, J., BAKER, S. and EVANS, M.

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The  
DAWN  
Project  
Evaluation  
2007

Professor Paul Senior  
Professor Julian Buchanan  
Sally Baker  
&  
Martin Evans

## Acknowledgement

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We would like to thank the staff at the CAIS Data Centre for their cooperation in answering our queries and providing access to the questionnaires, forms and databases. Also thanks to Anne Newhall, Edwina Charlton and Ben Pagett who helped coordinate everything. Particular thanks go to the service users who gave up their time and shared something of their difficulties and experiences of receiving help. We would also wish to thank all those that took the time to complete the online questionnaire, for those who attended the various focus groups and meetings.

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## Executive Summary

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1. The DAWN project is an umbrella organisation that brings agencies together across North Wales and beyond to develop joined up services that are supported by satellite venues from existing partnership facilities. The partnership unites agencies who have a shared vision to tackle social exclusion by providing an accessible, rapid and seamless service that bridges the gap from exclusion to mainstream further education, training and employment for hard to reach client groups.
2. This process and outcome research evaluation has been jointly conducted by the Hallam Centre for Community Justice at Sheffield Hallam University and the Social Inclusion Research Unit at University of Wales, NEWI.
3. Since the last evaluation there has been a very significant increase in the number of service users accessing the DAWN partnership.
4. The project has successfully attracted:
  - service users from rural areas (26%).
  - more young people aged between 16-24 yrs (784 compared to 303).
  - a greater proportion of Welsh speaking service users (25% compared to 18%)
  - an increase in the proportion of female service users (27% compared to 20%)
  - a greater proportion of self referrals (41% compared to 30%).
  - more people who have difficulties with drugs and alcohol.
5. The project has found it difficult to help service users to secure full time employment. This is not unexpected given that the partnership attracts people with multi faceted problems for example 44% have no qualifications and 29% have problems with drugs and 49% have problems with alcohol, and almost half had been unemployed for 2 years or more.
6. As the project has become established a greater range of interventions are available and uptake has increased - over 16,000 interventions were provided to service users counselling and training accounting for more than half (56%)
7. The project has exceeded its target and assisted 148 people into full time employment compared to 37 in the previous evaluation

8. The project aimed to get 238 people into voluntary work and achieved this for 39 people.
9. Greater emphasis was placed upon harm reduction and offending reduction (870 interventions compared to 425 interventions).
10. Staff from all agencies felt overall that being part of the DAWN project had improved service delivery
11. The vast majority of staff felt they had a clear/very clear understanding of the aims of DAWN projects and indicated high levels of committed to the partnership.
12. The overwhelming strength provided by the DAWN partnership was seen as the multi agency approach that enabled better access for service users:

*“A wealth of expertise and knowledge brought together through multi-agency working, with the same client groups.”*

*“Sharing of resources. Improved seamless provision for clients with no duplication of services - money spent on the right provision”*

13. It was also seen to have expanded services and improved service delivery:

*“A higher increase in referrals. Better understanding to others of what we have to offer”*

14. The main weakness identified concerned issues of communication, partnership decision making and especially funding worries:

*“Poor management of the project; lack of leadership; poor communication from some partners; lack of standardised procedures”*

*“Funding uncertainty. Overly bureaucratic”*

*“[issues are] funding, too much paperwork, high staff turnover*

15. However, 70% of respondents felt that coordination had improved:

*“It has helped them move from addressing certain issues and moving on to solutions without being lost in the system”*

*“In a positive way - bringing agencies and workers together to help and support clients.”*

16. The partnership has matured and understanding between agencies has improved and criticism is generally constructive



17. The appointment of a Service User as a DAWN Worker has been a positive step in the right direction.
18. An analysis of this fieldwork undertaken between October and December 2006 raised a number of key thematic issues:
  - Defining what constitutes the DAWN Partnership
  - Key Organizational Processes
  - Developing case co-ordination
  - Expanding outreach work
  - Marketing, publicity and communication
  - Responding to new commissioning processes
  - Pan-Wales aspirations
19. An understanding of what constitutes the DAWN Partnership is still not wholly shared. There was broad agreement that DAWN had matured as a partnership and that there was closer integration and that networks were stronger.
20. Corporate identity is enhanced where the management structure works well. The current managerial relationships in DAWN are characterised as one of 'matrix management'. Matrix management structures require clear lines of accountability.
21. Given that all agencies have their own individual responsibilities it can be difficult to balance agency and DAWN interests. Some respondents felt that partners often still had a more agency-focused approach to DAWN and were uncertain of their corporate commitment.
22. There was broad agreement that the new independent Chair acted as a critical friend to the DAWN Partnership and some felt it as the 'best thing that's happened' as it enabled 'cages to be rattled organizationally'.
23. Defining the partnership in a more integrated fashion and enhancing the capacity for interchange between partners was vital to its further development.
24. The role and function of the recently created position of DAWN Manager has caused confusion in terms of dual accountability and the focus of the post. To some extent this position has become an unfair focal point for any criticism and frustrations that individuals may have in respect of the partnership. Attention needs to be given to the potential conflicts of accountability and the role and purpose of this post. Some structural adjustments in terms of leadership and management of DAWN are necessary.
25. The Management Board has to be seen as the clear lead for DAWN which can give clear messages to the operational staff. Agency senior managers must ensure that those messages are communicated to their staff.

26. The appointment of a Service User as a DAWN worker is an important step. This initiative encourages a more seamless approach to service delivery enabling messages from service users to be communicated both ways.
27. Some respondents believed the current case management model had 'died a death;' and was no longer fit for purpose. It is clear that the original model was not widely supported and change is needed.
28. Feedback loops, which ensure that the outcomes of assessments are communicated through to the referral agency and the results of the intervention are fed back, are important to maintain and develop further.
29. A model of case management developed for the DIP project has helped move the partnership forward. This is the creation of a corps of generic workers from all the agencies who take initial and on-going responsibility for individual service users and refer across the mini-teams created to ensure holistic provision is developed.
30. There are mixed messages about what are is the purpose of the LSD meetings. This needs clarifying.
31. There was still an expectation that people had to travel to receive support. This was echoed by the Service Users Group. Resourcing can be problematic and some of the ideas for accommodation had not progressed.
32. In those agencies where staffing was stable there had been few opportunities to develop welsh speaking staff numbers.
33. The development of a portacabin at Altcross Prison known as the North Wales Resettlement Group was serving as a coordinating point for the work of DAWN in prison. This was seen by all as a very useful.
34. Marketing was not seen as a strength of the partnership. It was not orientated to provide a modern service and its outputs were questioned. The website had been slow to develop and was still inaccessible. This needed urgent resolution.
35. The uncertainty accompanying government changes was unsettling for each partner sometimes in different but often complementary ways. There is no doubt that DAWN is in a very good position to benefit from the proposed changes. Many respondents were very optimistic about the partnership. A protocol had been developed since 2004 to assess the way in which new partners would be included in DAWN.

36. The respondents took somewhat different stances to expanding the partnership across the whole of Wales. All agreed that this issue needed a strategic resolution so that clarity over ways forward could be obtained.
37. The key drivers which can propel the Partnership forward in the coming years are:
- Probation commitment
  - Maturing partnership
  - Survival and development
  - New commissioning horizons
  - Pan-Wales orientation
  - Service user engagement
  - Prioritising clients above agency
38. A recurring theme throughout this evaluation has been the need to address the organizational model within which DAWN operates.

## Recommendations

1. Given that so many service users have multiple difficulties and are not ready to work, the partnership should seek to identify indicators and measurements which identify progress towards employability as well as measure the number of service users who secure employment.
2. The partnership should consider the how they can best engage people living in the area whose first language is neither Welsh nor English particularly given the recent influx of people from EU countries.
3. DAWN should consider encouraging service users to learn Welsh as a second language, especially in those areas where Welsh language is commonly spoken.
4. Improve communication between operational staff and the management group. A more direct link to the Management Board from a representative of the Operational Group would help communication channels.
5. Improve communication and involvement from service users in respect of determining and shaping service delivery.
6. Improvement need to be made in respect of the LSD and the case management model which no longer appear to be effective in enhancing service delivery.
7. Improve leadership, communication and marketing of the DAWN partnership. This may be assisted by developing a web site which also hosts a regularly updated intranet.
8. Re-assess the most appropriate organisational model of DAWN given a) the changing social, economic and political climate, and b) the evolving and maturing nature of the DAWN partnership.

9. The management role of the DAWN manager needs resolving as practitioners find themselves caught between two sets of management structures.
10. The desire to move towards a pan-Wales operation needs clear strategic planning.
11. Improve data collection and data coding.
  - a. The 'barriers questionnaire' needs refinement to enable more accurate data collection.
  - b. Recording the nature of disability would help the partnership take positive action when developing service delivery.
  - c. Include information which would indicate the numbers of clients successfully accommodated, as this would give a better indication of DAWN's effectiveness in the area of homelessness.
  - d. Provide a shared definition of homelessness in order to better track the number of homeless clients and avoid under reporting.
  - e. Base-line data to gauge progress on the numbers of Welsh-speaking staff requires immediate action.

## The Researchers

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This research has been jointly conducted by the Hallam Centre for Community Justice at Sheffield Hallam University and the Social Inclusion Research Unit at University of Wales, NEWI. The two centres have collaborated together in Wales over the past five years in a range of research and evaluation projects in addition to delivering the professional training degree for probation officers, continuing professional development of youth justice workers, and publications in Journals. Professor Paul Senior (Hallam Centre for Community Justice) brings considerable knowledge and expertise in respect of partnerships and the role of the voluntary and community sector and the current political context of collaboration and contestability, while Professor Julian Buchanan (Social Inclusion Research Unit) brings extensive experience as a national and international contributor to knowledge and understanding concerning problem drug use and social exclusion.

**Professor Paul Senior** is Director of the Hallam Centre for Community Justice and Visiting Professor at the University of Wales, NEWI. Paul has been involved in professional education and research for twenty-five years. His professional background is in the Probation Service where he worked heavily in the youth offending field, in resettlement and in partnerships. Between 1995 and 2001 he also worked as a freelance consultant working on many projects with the Home Office, Community Justice National Training Organisation, CCETSW and other national organisations. In addition he is used to leading projects and working to timescales and deadlines. Professor Senior is in a unique position of being both policy developer and involved in implementation of policy. This has been particularly the case in relation to probation officer training and the professional training of other groups within the criminal justice system and most recently in work undertaken for the Government Office in Yorkshire and Humberside on developing a strategy for Resettlement (Senior 2003) and in a major national ESF-funded EQUAL project on the employment, education and training needs of women ex-offenders (O'Keeffe, 2003). A Home Office report '**Enhancing the role of the Voluntary and Community Sector: A Case Study of the Yorkshire and Humber Region**' published in January 2005 has now formed a centrepiece for the strategic engagement of the voluntary sector in NOMS work. He has published widely on resettlement, probation practice and criminal justice policy making.

**Professor Julian Buchanan** is a founder member of the Social Inclusion Research Unit with expertise in substance misuse; criminal justice and social reintegration. Prior to joining NEWI, he worked at the University of Central Lancashire and the University of Liverpool where he conducted a number of evaluation projects for NHS Blackpool, Merseyside Probation Service, Transit, Drug Free and Bootle Maritime City Challenge. In the late 1980s he worked as a drugs specialist and was founder member of one of the largest interagency community drugs team in the UK. He is Deputy Editor of the Probation Journal and has researched and published widely on the subject of problem drug use and social policy. He recently co-edited a book '**Effective Practice in Health and Social Care: A Partnership Approach**' published by Open University Press which has become a best seller.

**Sally-Ann Baker** is Lecturer in research and an associate member of the Social Inclusion Research Unit, NEWI. She has expertise in research methods and service evaluation and an interest in Public Health and Health Promotion. Based in the Centre for Health and Community research at NEWI since 1998 she has been involved in a range of projects such as 'An evaluation of the Student Assistance programme' for Wrexham LEA, An Evaluation of the Heart of Flintshire for FCC, Hearts and Minds for Wrexham LHB. Sally has a number of joint publications and presented at National and international conferences. In addition she has acted as an evaluation consultant for projects funded by the Inequalities in Health fund of the Welsh Assembly Government, and is currently a member of the NEW NHS Trust Internal review panel, a committee responsible for research governance in the Trust.

**Martin Evans** CQSW, BA, MA, is a Senior Lecturer in Criminal Justice at University of Wales, NEWI. He worked in Merseyside as a probation officer and senior probation officer and has extensive experience having worked in the community, at the Liverpool Magistrates and Crown Courts and a number of years managing a team of welfare staff at HMP Liverpool. Martin draws upon his lengthy experience in training, practice teaching and research. He has co-authored an article on anti-racist practice teaching and more recently collaborated with a psychology lecturer in a study on gender and Pre-Sentence Reports subsequently published in the Howard Journal for Penal Reform.

### DAWN

The DAWN project is an umbrella organisation that brings agencies together across North Wales and beyond to develop centres of excellence across the region, supported by satellite venues that are able to exploit existing partnership facilities. It unites agencies who have a shared vision to tackle social exclusion by providing an accessible, rapid and seamless service that bridges the gap from treatment to mainstream further education, training and employment for hard to reach and often excluded client groups. Within 24 hours of referral clients are seen by a DAWN assessor. The assessor explains the range of services that are available to the client and refers them on to agencies to ensure they receive appropriate support and guidance.

### The Partnership

The partnership currently comprises the following agencies:

- CAIS Ltd
- NACRO
- The Duke of Edinburgh Award
- The Prince's Trust
- SOVA
- Shelter
- Working Links
- Altcourse Prison
- North Wales Probation Service
- North Wales Local Health Boards

The partnership seeks to provide:

- Help with wider social problems
- Help to move towards qualifications and employability
- Assistance in dealing with addiction
- Help to reduce offending behaviour
- Advice and information
- Social support & mentoring
- Social skills, confidence building and self esteem
- Counselling & group work
- An individualised package of care.
- Positive life-style changes encouraged

## **Aim of the research evaluation**

To evaluate and assess the outcomes and processes of the DAWN partnership

## **Objectives**

1. To examine and analyse the outcomes and impact upon the clients of the DAWN partnership since the last evaluation.
2. To analyse the strengths and weaknesses of the operation of the DAWN partnership.
3. To assess whether the partnership is best equipped to respond to the changing socio-political climate for the funding and delivery of services.

## **Process**

This evaluation assesses the progress and impact of the DAWN partnership since the last evaluation June 2004. In addition to the DAWN data available in respect of client outcomes the research includes; interviews with key senior stakeholders; a questionnaire to all members of the partnership; focus groups with managers and workers, and a workshop with service users.



### Social disadvantage & exclusion

Reducing inactivity and engaging individuals in meaningful activity is recognised as important not just for those directly involved, but also for the wider community. Individuals who engage in anti-social behaviour, criminal activity and/or problem drug use not only damage their own life opportunities but also threaten the stability of local communities and undermine the local economy. However, the majority of those with drug problems who are caught up in the criminal justice system are disadvantaged individuals with multiple difficulties who need help to socially reintegrate (Buchanan 2006). The Social Exclusion Unit (SEU) recognises that without support many of these people end up in prison. Research by the SEU (2002) on prisoners found that 1 in 4 prisoners has been 'in care', most prisoners have spent more time out of work than in work, half are in need of basic adult education, most have limited skills to pursue employment, and more than two thirds of prisoners have a substance misuse problem. If prison is not to become an inevitable pathway, then the drivers of social exclusion will need to be tackled. The SEU (2004 p. 103) describe these as:

*'a complex interplay of demographic, economic, social and behavioural factors that are linked and mutually reinforcing. It is cumulative and often intergenerational. The risks of social exclusion are not evenly shared but concentrated in the poorest individuals and communities.'*

Assisting those most at risk of exclusion is not easy due to the multilayered nature of their problems, the engrained patterns of behaviour and the widespread prevalence of drugs. Between 2002 and 2003 the total number of drug offences in England and Wales rose by 5% to 133,970, while Class A offences (heroin, cocaine, LSD and ecstasy) rose by 6% (Kumari & Mwenda 2005:1). Recent data from the NHS indicates that 46% of all 16-24 years have used an illicit drug at some point in their life (NHS 2006 p. 2).

### Collaboration and partnership approaches

In order to begin to tackle these problems during the past decade there has been growing recognition of the need for agencies to work together to divert young people away from drugs, crime and anti social behaviour (Audit Commission 1998, Senior 2003). Recognition of the importance of partnership has been reinforced in the all Wales drug strategy document *which argued that it was 'essential that key agencies including health, social services, education and the criminal justice agencies, as well as the voluntary and private sector, work together .. to promote collaboration between the key agencies and to forge strong links with other multi-agency partnerships' (NAW 2000 p.8)*. A range of schemes and collaborative arrangements have subsequently emerged, such as the Drugs Interventions Programme (DIP) to tackle the problem and to ensure those with difficulties are able to access the opportunities

available to them. However, the government recognises the most vulnerable need help to achieve their full potential and, through the provision of additional support, is seeking to encourage local communities and agencies to work together to assist vulnerable young people (Home Office 2004).

A number of partnerships have in recent years been established to support vulnerable people and promote social inclusion (Carnwell & Buchanan 2005). Umbrella organisations, such as the DAWN partnership, have brought together a range of different agencies to provide a coordinated service. DAWN, brings together the leading substance misuse and offender rehabilitation agencies in order to provide rapid response, assessment and referral to an appropriate service provider dealing with a wide range of issues such as substance misuse, offending behaviour, relationships, housing, debt, family, health, training, self esteem, education and employment issues. Such services aim to bridge the gap to enable people to move from inactivity to meaningful activity, and help people become better equipped to take advantage of opportunities within mainstream education and employment. However, partnership work aimed at assisting drug users is complex and not without many challenges, including relationship issues, resourcing, and conflicting philosophies, agendas and priorities (Buchanan & Carnwell 2005). The nature and context of partnerships will alter as funding and processes and procedures for new collaborative arrangements change. The development of the DAWN Partnership has taken place at a time of turmoil and change in the organisation of correctional services (Carter 2003). In some ways the DAWN Partnership is a model of a mixed economy of provision building on the strengths of different parts of the sector but in a context where commissioning and contestability regimes can stretch a commitment to partnership. It is important therefore for partnerships to be flexible, self critical and open to independent evaluation.

This research assists in that process by providing an independent evaluation of progress to date. It includes data in respect of the impact the DAWN partnership has upon clients' lives, a critique of the inter agency collaboration and contextualises the partnership within the present social and political climate.

## Findings from the Dawn Data Set

This section of the report details an analysis of DAWN data the purpose of which was to describe project activity, outcomes and make comparisons against the 2004 evaluation. The data presented in this section include registrations between the 1<sup>st</sup> November 2004 and 1<sup>st</sup> December 2006. Information was provided as a Microsoft Access database; to protect clients and comply with Data protection the data base was anonymous as personal identifying features were removed.

Descriptive data analysis was employed, with frequency, percentage, and Chi-Square ( $\chi^2$ ) analysis<sup>1</sup> calculated where appropriate. Data was compared against the 2004 evaluation and the targets supplied by DAWN. Some difficulties were encountered with the database and not all variables were amenable to statistical analysis or could be compared against the targeted figures, such problems where they occurred are identified in the report and should be seen as a limitation of the current analysis. Unless otherwise stated the analyses relate to registrations made in the reporting period and not the number of clients.

### Number of registrations

Over the period November 2004 to December 2006, 2,015 clients accounted for 2243 registrations; most clients registered once (1905, 94%), however 110 (6%) registered between 2 and 9 times. Forty Four percent of registrations (987) were active as of 1<sup>st</sup> of December 2006.

As detailed in table 1, it is apparent that registrations have more than doubled in the current reporting period, and there has been an increase in the proportion of females registering with the project. These findings suggest that the project has become better known through effective marketing and that client and agencies feel that the project has something to offer.

*Table 1. Number of DAWN registrations by gender*

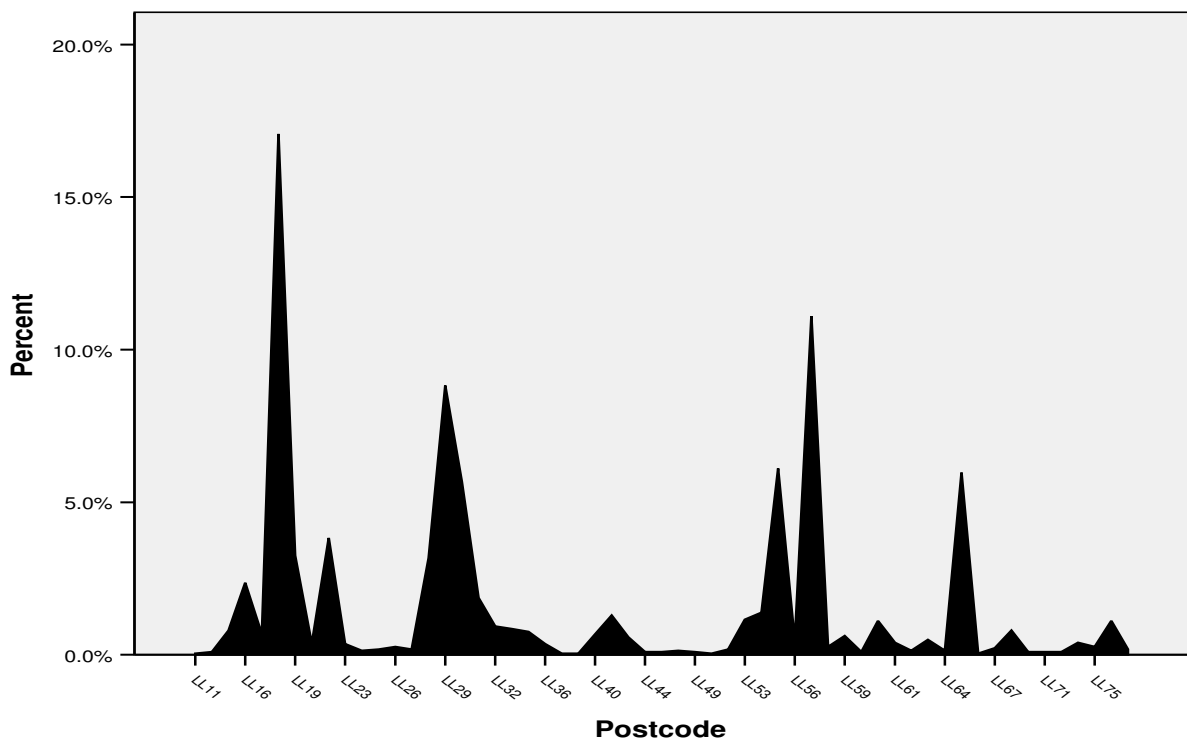
<b>Number of Clients September 2002 to November 2004</b>	<b>Number of Clients 1<sup>st</sup> November 2004 to 1<sup>st</sup> December 2006</b>
Female 211 (20%)	Female 623 (27%)
Male 845 (80%)	Male 1618 (73%)
Total 1056 (100%)	Total 2243 (100%)

<sup>1</sup> This statistical test is used to examine differences between groups, a p value of 0.05 or less suggests that differences are significant

## Area of residence

With the exception of a small number (6), most lived in Conwy, Denbighshire, Gwynedd and Ynys Mon, similar to the 2004 evaluation, the greatest proportion of clients resided in Conwy (31%, 692), whilst Ynys Mon had the fewest registrations (14%, n=315). Gwynedd accounted for 28% (315) and Denbighshire 27 % (296). When the 2006 data was compared against that reported in 2004 some differences were detected. Registrations in Conway had decreased by 4.7 %, whilst Ynys Mon and Denbighshire had increased, Ynys Mon by 3% and Denbighshire by 4%.

Figure 1 shows residence by postcode<sup>2</sup>. From the graph a number of clusters are apparent and although a full postcode analysis has not been undertaken it is clear that that these correspond with the more highly populated areas served by the partnership such as Colwyn Bay LL 29, Llandudno LL30 and 31, Rhyl LL18 , Prestatyn LL19, Bangor LL57, Holyhead LL65. Twenty five percent of the sample however reported living in rural areas (see section on rurality) and these findings suggest that the project is effective in both the urban and rural setting.



*Fig. 1. Percentage of clients living within postcode areas LL11-LL78 (2006 data set)*

## Initial referring organisation

As found in 2004, clients were referred to DAWN by a wide range of organisations in 2006, 60 different organisations were listed. Many had small numbers of referrals and 36 had referred fewer than 5 people, 20 of these once only. Table 2 details the most popular referral routes and compares the 2004 and 2006 data sets.

<sup>2</sup> To maintain anonymity only the first four digits have been used e.g. LL55.

As can be seen from the table, probation, self referral and CDAS were the most frequent sources of referral; however as can be seen from the table there are some differences between 2004 and 2006 data. The proportion of self referrals increased markedly, and there are some different organisations noted such as CARAT, Social Services, Touchstone, GISDA, Community service.

The increase in self referral could be due to a variety of factors such as increased awareness of DAWN across the sector, and the provision of services which are relevant, accessible and of use to prospective clients.

**Table 2. Most frequent methods of referral - a comparison of 2004 and 2006 data sets (rank ordered)**

2004			2006		
	Frequency	%		Frequency	%
Probation	417	34.6	Self	925	41.2
Self	359	29.8	Probation	635	28.3
CDAS	135	11.2	CDAS	148	6.6
Ty Newydd	57	4.7	Carat	114	5.1
DTTO	31	2.6	Hafan wen	49	2.2
Prison	22	1.8	G.P	45	2.0
NACRO	19	1.5	Ty newydd	37	1.6
Digartref	13	1.1	Altcourse	36	1.6
Hafan Wen	13	1.1	Community service	32	1.4
CAIS	12	1.0	Gisda	24	1.1
G.P.	12	1.0	Social services	19	.8
Mental Health	11	.9	Touchstone	18	.8

### Age of clients

In 2004 clients were aged between 16 and 84 (with an average age of 34.49 years). Figures for 2006 were broadly similar with ages ranging from 10 to 82 (average of 32.26 years). As with the 2004 data set ages were skewed towards the younger age groups and 50% of clients were 30 years or under.

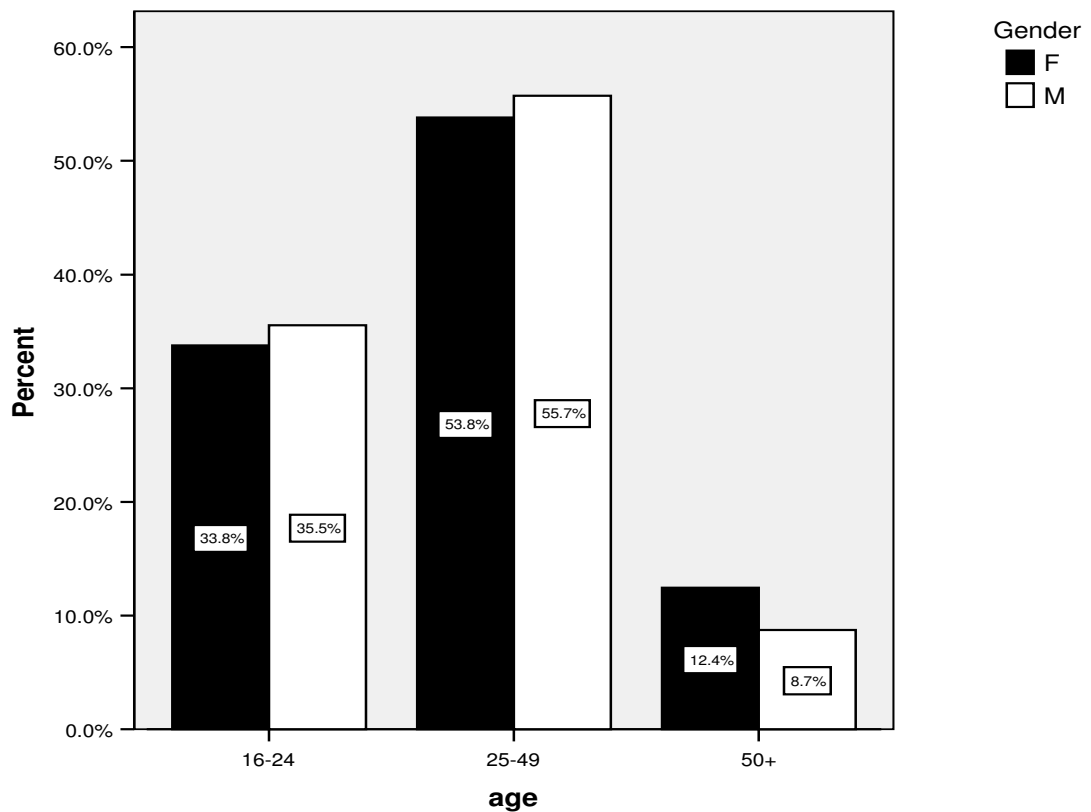
Table 3 compares the percentage of clients within each age group as can be seen from the table the proportion of 16- 24 year olds registered increased by 10% in 2006, whilst the % registrations by the other age groups had decreased. In 2004 there was concern that there were fewer younger clients than anticipated, these findings suggest that subsequent targeting of the younger age groups have been more successful

**Table 3. Frequency and percentage of clients within each age group (age at registration) comparison of 2004 and 2006 data sets**

	2004		2006	
	<i>Frequency</i>	<i>%</i>	<i>Frequency</i>	<i>%</i>
Under 16	0	n/a	7	0.3%
16-24 years	303	25%	784	35%
25-49 years	749	61%	1234	55%
50 and over	169	14%	218	9.7%
<b>Total</b>	<b>1221</b>	<b>100%</b>	<b>2243</b>	<b>100.0</b>

As reported in 2004 more males registered with the project and an examination of the proportion of males and females revealed a significant difference between the age groups ( $\chi^2$  7.013, 2df; p=0.03). As can be seen from figure 2, a greater percentage of 16-49 year olds were male however for the over 50s the situation was reversed. These trends were similar to the 2004 evaluation

**Fig. 2. Proportion of males (n=1615) and females (n=619) aged 16-24, 25-49 and 50 plus registered with the Dawn project (as of 1<sup>st</sup> December 2006)**



## Ethnicity and Language

As was predicted in the original bid most registrations (98%) were made by those who described themselves as white. However, it is not known to what extent the project may have been working with émigrés from the EU and other countries.

One point two percent (47) needed training in English as a second language, and most of this group (75%) lived in and around Bangor and 23% in Ynys Mon. All of these respondents described themselves as white, 49% (23) were Welsh first language users and 51% (24) did not speak Welsh. The finding suggests although some Welsh speakers wanted to improve their English skills those who were not Welsh speakers possibly had another first language and might have recently arrived in the area from another EU country. Currently data collection does not permit the further breakdown to identify nationality or first language usage other than Welsh and English.

In 2004 18% of the sample were Welsh speakers by 2006 this had increased to 25% (572). Seventy five percent of these lived in Gwynedd and Ynys Mon and as can be seen from table 4, the proportion of Welsh speakers registered from each county had increased. Such progress reflects the emphasis the project places on delivering a bilingual service.

Of those who did not speak Welsh or spoke it poorly (180) 8% indicated that this was a barrier, the extent to which it was a barrier was related to area of residence ( $\chi^2$  94.484, 3df;  $p=0.00$ ) and was more of an issue with those living in areas where Welsh is more likely to be spoken. This suggests that DAWN could do more in promoting the learning of Welsh as a second language by directing individuals to language training.

*Table 4. Number and percentage of Welsh Language speakers in each county*

	Conwy	Denbighshire	Gwynedd	Ynys Mon	Total
2006	76 11.0%	46 7.7%	303 47.7%	147 46.7%	<b>572</b> <b>25.5%</b>
2004	44 10.2%	16 5.4%	110 32.9%	46 32.2%	<b>217</b> <b>18%</b>

## Disability

The proportion with a disability recorded in 2006 is slightly lower than reported in 2004, 14% (312) compared to 16.7% (198). As in 2004 there was little difference between the proportion of males (14.4%, 233) and females (12.7%, 79). When examined by age, 65% were aged 24-49. From the data it is difficult to determine the nature of disabilities or if individuals are registered. Such information could be useful when developing service provision.

## Target groups

The project had targets for the following; those living in rural areas, single parents/carers, those without homes, returnees to the labour market and those who misuse drugs and alcohol. The data was collected by way of the 'barriers questionnaire', however, the lack of specificity of the questions and the sensitive nature of some information required may have affected the validity and the reliability of the data collected. It is thought that there could have been some under reporting, specifically in response to the questions relating to offending behaviour, drug, and alcohol misuse. The following findings should therefore be treated with some caution.

### a) Committed criminal offence in the past

In 2004 it was reported that 582 (48%), 93 women and 489 men had committed a criminal offence; this was substantially lower than hoped, although it was probably a little unrealistic to suggest that all those registering with the project would be offenders. This target was revised and by 2006 a slight increase in the proportion of offenders was noted with 57.6% (1289) registered by December 2006, 1071 were male, 220 women. The total was 10% short of the targeted 1440. Of these, 40% had been referred by probation and 32% were self referrers. However as discussed in 2004 the wording of the question may have resulted in a number of clients under reporting their offending behaviour especially if not referred by organisations within the criminal justice system.

### b) Rural residence

There was little difference between the data sets in terms of rurality. In 2004, 302 (25%) comprising 92 women and 210 men lived in a rural area, this exceeded the target set for that period. By 2006, 593 (26%) reported living in a rural area, this again exceeded the target of 431 set for the period (431). Having such coverage of rural areas shows the impact of the outreach element of the project.

### c) Single Parents/Carers

As reported in 2004 the number of single parents/carers exceeded the targets initially set, 167 (14%) were a single parent/carer, 95 (57%) female and 72 (43%) male. By 2006 a lower proportion of single parents was observed (199, 9%); this was 8.5% lower than the anticipated target of 234. Similar to 2004 a difference between the sexes was identified 125 (62%) female and 73 (38%) males. This would be expected as women are more likely to be a single parent and/or carer than men.

### d) Returning to employment after two years

In the 2004 report 243 had registered with the project and were hoping to rejoin the labour market, 55 of these were women and 188 men. Progress against the target was poor as it had been projected, that 394 would have registered from this group. By 2006 it was envisaged that 881 would be returning to the labour market following unemployment of 2 years or more. As in 2004 fewer responded to the question about returning to the labour market than anticipated, and 29% (202) of the target was achieved (28 women, 175 men).

However as stated in the 2004 evaluation report, a problem with the way this information is collected has affected the accuracy of the data. Further exploration



of the data set suggests some inconsistency which has led to underreporting, it was found that of the 791 (656 males, 135 females) who were seeking employment 238 had been unemployed for 2 or more years.

### e) Homeless

In the 2004 evaluation it was reported that 362 (25.1%) people without a permanent home should have registered with the project (337 men and 25 women). Fewer homeless clients however\* registered during this period than anticipated (202, 16.8%), 42 women and 160 men). It is unclear from the data how homelessness is defined and it is possible that there may be some under reporting.

From the current data 422 (18.8%), 318 men and 105 women indicated that they were homeless, this exceeds the target set of 315 for the period and shows a decrease on the above data. Additionally there was a slight increase in the proportion of women declaring themselves to be homeless. 21% in 2004 compared to 25% in 2006. It is not clear why this might be the case however, it is suggested that this has been due to an increased emphasis on targeting this group. One area in which the data set could be improved is to include information which would indicate the numbers of clients successfully accommodated, as this would give a better indication of DAWN's effectiveness in the area of homelessness.

### f) Drugs and alcohol misuse

For the period 2004 to 2006 it was anticipated that 1260 would have problems with drugs or alcohol; at the time of the current analysis 1763 (78%) reported having such problems 29% (653) with drugs and 49% (1110) with alcohol. This exceeds the target set for the period.

As can be seen from table 5 some differences are apparent between the 2004 and 2006 data. Although the proportion reporting problems with drugs had not changed there has been an increase in the percentage of those reporting alcohol or drugs and alcohol. Similar to 2004 a significant difference ( $\chi^2$  37.804, 1df;  $p=0.00$ ) was noted between the genders with more women (60%) reporting difficulties with alcohol compared with men (45%), furthermore the percentage of those registering alcohol misuse has increased in both sexes (in 2004 46% females and 38% males were reported) . Conversely in 2006 women appeared less likely to have a problem with drug misuse, 22% compared to 31% of males ( $\chi^2$  18.790, 1df;  $p=0.00$ ).

The findings suggest that the project has made good progress in attracting drug and alcohol misusers. But the significant variations between male and female service users suggest this is an area that warrants further investigation and may have implications for service delivery.

*Table 5: No. & % of registrations related to drug and alcohol misuse, (2004 and 2006)*

	<b>2004 (no. and % of respondents)</b>	<b>2006</b>
Alcohol misuse	494 (41%)	1110 (49%)
Drug misuse	357 (29%)	653 (29%)
Drug and alcohol misuse	91 (11%)	316 (28%)

### **Level of Education on registration**

Within the ESF submission it was not known what level of qualification, if indeed any, clients may have. As can be seen from table 6, over 44% in 2004 and 2006 reported that they had no qualification at the time of registering with the project. There was however a difference in the proportion of those with an NVQ level 1 qualification and other qualifications between the two data sets, more level 1 qualification and fewer 'other' qualifications are reported in 2006. This is due to improved coding of qualification made in response to the 2004 evaluation report.

In the other category a range of qualifications, level and subjects were specified, such as GCSE, O and A levels, City and Guilds, BTEC, higher degrees etc were reported, most of which could have been categorised as a NVQ level or equivalent.

*Table 6. Level of educational qualifications held by clients on registration with the project 2004 & 2006 data*

	<b>2004</b>		<b>2006</b>	
	<b>Frequency</b>	<b>%</b>	<b>Frequency</b>	<b>%</b>
None	993	44.7	515	44.2
NVQ Level I	762	34.0	95	8.2
NVQ Level II	223	9.9	88	7.6
NVQ Level III	136	6.1	37	3.2
NVQ Level IV	50	2.2	15	1.3
NVQ Level V	21	.9	8	.7
Other	50	2.2	405	34.8
<b>Total</b>	<b>2235</b>	<b>100.0</b>	<b>1163</b>	<b>100.0</b>

### **Proportion of clients employed**

In the 2004 evaluation 204 (16.8%) were employed on registration (66 male, 204 female), this was higher than predicted. Although unemployment across all age

groups was high, younger clients were more likely to be unemployed than the older age groups ( $\chi^2$  7.587, 2df; p=0.023).

The pattern of employment was similar in 2006, with 339 (15.1%) being in employment on registration however this was slightly lower than the target of 360 set for the period. As in 2004 younger clients were more likely to be unemployed ( $\chi^2$  15.695, 2df; p=0.000).

### Gender and age differences in employment rates

In the last report (2004) it was noted that employment varied according to age and gender. More females in the 16-24 age group (94.1%) were unemployed, while this appeared to be a higher rate than their male counterpart this difference was not significant. For the 25-49 age group, however, the situation was reversed with 23% of females being in work compared to 16.4% men ( $\chi^2$  4.016, 1df; p=0.044). This trend although apparent in the 50 and over age group (with 21.3% of women in employment compared to 18.3% of men) was not statistically significant.

The 2006 analysis revealed some small differences to that reported above; as can be seen from table 6 no difference was detected in employment rates between males and females aged 16 to 24. However, as in 2004, a significant difference ( $\chi^2$  6.624, 1df; p=0.010) was found between males and females aged 25 to 49, with a higher percentages of women in work on registration, however no difference was apparent in the 50 plus age group.

**Table 7. Employment status by age group and gender (Number and percentage) 2006 data set**

Age Group	Gender	Not Employed	Employed
16-24	Male	509 88.7%	65 11.3%
	Female	186 89%	23 11%
25-49	Male	763 84.8%	137 15.2%
	Female	261 78.4%	72 21.6%
50 +	Male	114 80.9%	27 19.1%
	Female	62 80.5%	15 19.5%

### Length of time unemployed before registration

1904 of the sample were unemployed on registration (1389 men, 513 women, 2 gender missing) 1796 provided information about the duration they had been unemployed. As can be seen from table 8 38% (684) had been unemployed for 3 years or more before registering with the project, this proportion was lower than reported in 2004 when 49% were recorded as having been unemployed for 3

years or more. A small number (32) in the current evaluation had never worked, were unable to do so for health reasons or had retired.

**Table 8. Length of time unemployed before registration (2004 and 2006)**

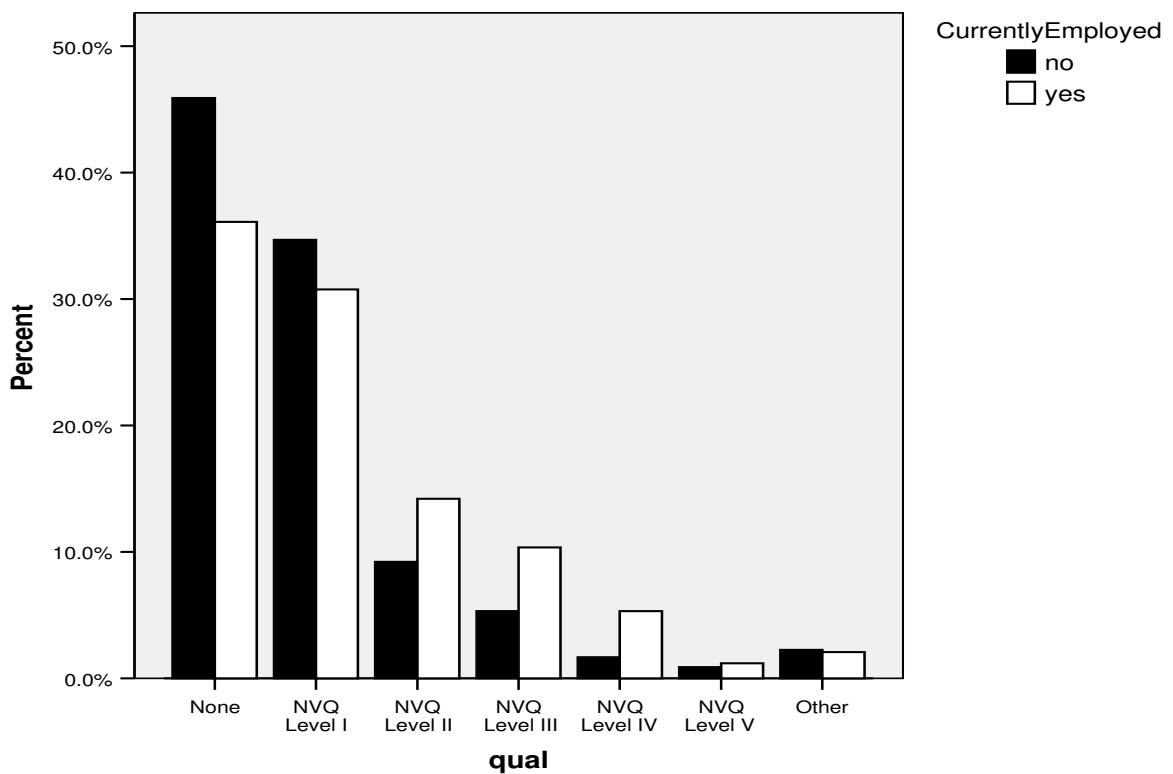
	2004		2006	
	Frequency	Percent	Frequency	Percent
Under 6 month	170	17.1	292	16.5
7 - 12 months	136	13.7	257	14.6
13 - 24 month	123	12.3	347	19.7
25 - 36 month	77	7.7	183	10.4
Over 36 month	490	49.2	684	38.8
<b>Total</b>	<b>996</b>	<b>100</b>	<b>1763</b>	<b>100</b>

### Employment and educational level

As can be seen from figure 3, a higher percentage of those in employment had lower level or no qualification, which suggests they were perhaps employed in low skilled lower paid occupation. Those qualified to NVQ level 2 and above were more likely to be employed than those with no qualification or NVQ level 1 ( $\chi^2$  43.848, 6df; p=0.000).

This pattern was similar to the findings of the 2004 evaluation, however in the current analysis a higher percentage of NVQ level 1 were recorded, this as noted previously was due to improved data coding.

**Fig. 3. Employment status and level of education, 2006 data (n=1163)**

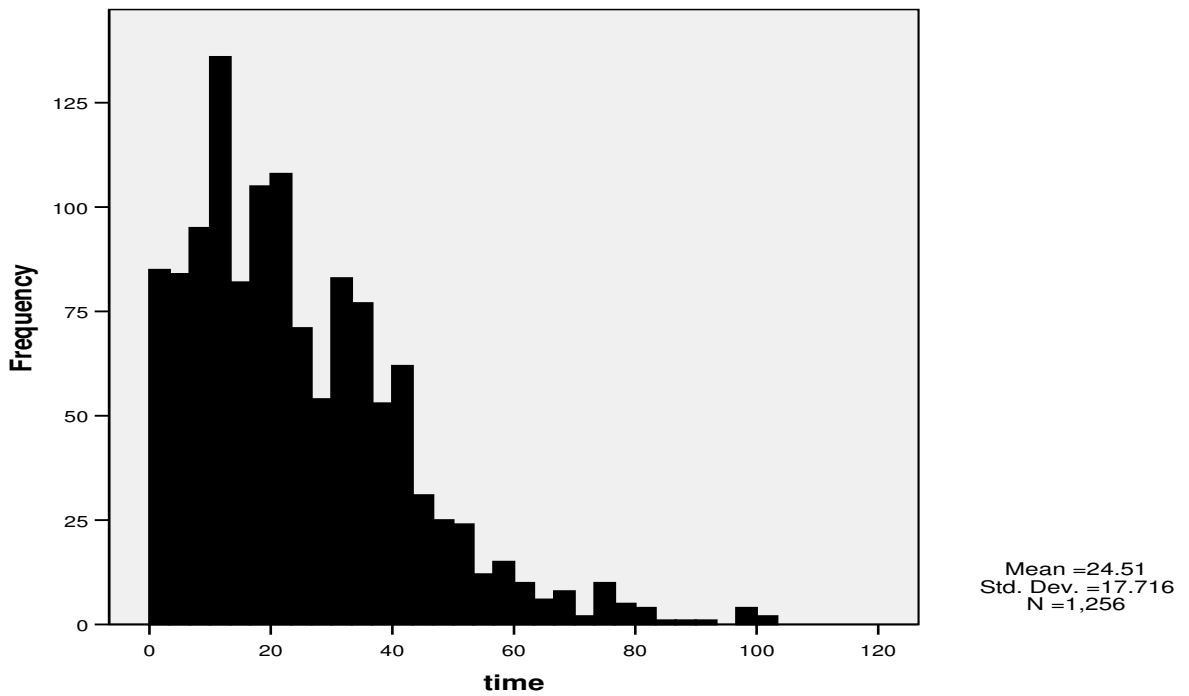


## Length of time registered with the DAWN project

### Number of weeks on the project

In the original project proposal it was predicted that clients would spend an average of 10 weeks registered with the programme, in the 2004 evaluation it was reported that clients spent a mean of 26.2 weeks (ranged 0.14 to 77.4 weeks, median 25 weeks). The 2006 analysis shows a slight difference, and with a decrease in the mean registration length to 24.51 although the range has increased (range 0 to 102 weeks, median 21 weeks).

**Fig. 4. Histogram of the number of weeks registered on the with the DAWN Partnership, 2006 data**



### Internal referrals

Table 9 details the number of referrals made internally by the parent organisation

**Table 9 Frequency of internal referrals by organisation**

	Frequency	Percent
NACRO	1,555	47
CAIS	1,010	31
DUKE OF EDINBURGH	241	7
Princes Trust	235	7
CAIS - HAFAN WEN	126	4
SOVA	123	4
<b>Total</b>	<b>3290</b>	<b>100.0</b>

### Project Activities

A range of interventions are available to clients including advice and guidance, counselling, group work, registration, residential rehabilitation, PCI assessment, motivational enhancement therapy, detoxification, training and volunteer mentoring.

In 2004 5,294 separate interventions were recorded, counselling and group work were the most common interventions. In comparison, 16,095 were recorded

between November 2004 and December 2006, the frequency of these interventions is detailed in table 10. As can be seen counselling and training accounted for over 50% of activity.

The average length of interventions has decreased over time; in 2004 a mean of 8 hours was reported. By 2006 this was 5.38 hours (range 1 minute to 816 hours). The length of intervention ranged from 1 minute to 816 hours (mean 5.38), this was less than reported in 2004 when a mean of 8 hours was reported.

In 2004 it was reported that 77% (929) had action plans; by 2006 this had increased to 92% (2063), closer to the targeted 100%. In 2004, 29 (2%) were recorded as having produced a CV; by 2006 180 (8%) were recorded as having done this showing an increase on the previous evaluation. Over the period of 2004 to 2006, 459 (20%) were recorded as having received work advice and 350 (16%) were given assistance with job searching and 847 (38%) were recorded as actively seeking employment.

*Table 10. Frequency and type of intervention 2006 data set*

	Frequency	Percent
Counselling	4,578	28.4
Training	4,381	27.2
Volunteer mentoring	1,585	9.8
Advice and Counselling	1,391	8.6
Group work	1,163	7.2
Registration	763	4.7
Assessment	729	4.5
Administration	665	4.1
Work advice given	271	1.7
Detox	221	1.4
Motivational enhancement therapy	153	1.0
Job search activities	108	.7
PCI assessment	83	.5
Residential rehabilitation	1	.0
<b>Total</b>	<b>16,095</b>	<b>100.0</b>

### **Courses completed and qualifications gained**

It was reported in 2004 that less were in education and training than had been anticipated, and this pattern was evident from the 2006 data and performance against the targets set was poorer than predicted. The targets set for the period 2006 indicated that 656 would have completed some training or gained a qualification. The current finding indicates good progress against target, as 570 (87%) (this figure includes 51 in further education) did complete a training course or obtained a qualification and despite being lower than expected this none the less suggests that good progress is being made in enabling clients to become drug and alcohol free, or to reduce their offending behaviour by increasing chances of employment.

## Client Outcomes

Outcomes relating to employment, educational and other activity are summarised in table 11 below; as can be seen from the table, progress against targets is variable. Compared to 2004 more clients were in employment than would have been expected and this possibly reflects targets which were less ambitious than those initially set for the project. However, it would appear that fewer are in voluntary work than anticipated.

The project deals with many who are socially excluded therefore prior experience of education, poor literacy skills or lack of confidence and drug/alcohol misuse could act as deterrents to education. However more were in training than anticipated suggesting that the project is effective in surmounting these barriers to education. Further exploration is warranted to evaluate current provision and potential barriers from the client's perspective.

Six clients (2.9%) were reported to have died, of these one was age under 24; whilst the others were aged between 29 and 40 this figure was the same in 2004 and overall the proportion of deaths has fallen from 0.4% to 0.2% in 2006.

It would appear from the data that some progress has been made in offending and harm reduction. In 2004 offending reduction outcomes were 7.59% of total registrations and harm reduction was achieved by 27.49% of clients. By 2006, the figure for offending reduction had increased to 15% of those registered; however the percentage of harm reduction had fallen slightly to 24.78%. No change was identified in the proportion of those receiving a custodial sentence; this was 2.9% for 2004 and 2006.

The findings presented in the table however may be of limited value and may not be a reliable indicator of progress against target; as it is suspected that there could be some under reporting partly because of difficulties in following clients up once they have left the project. It is not clear from the data set at what point in a client's career that this is collected as information is available for both active and closed cases.



**Table 11. Client outcomes by employment at registration with the DAWN project**  
(targets relate to 2004 to 2006)

	<b>Outcomes as at 6<sup>th</sup> March 2005. (Target in brackets)</b>	<b>Outcomes as at 1<sup>st</sup> December 2006. (Target in brackets)</b>
Full-time employment	37 (97)	148 (32)
Part time employment	13 (26)	34 (15)
Self-employment	3 (1)	9 (0)
Voluntary work	15 (0)	39 (238)
Further education, training and other government programmes	230 (253)	570* (488)
<i>Death</i>	6	6
<i>Prison custodial</i>	36	71
<i>Left the area</i>	66	125
<i>Treatment rehab</i>	268	0**
<i>Offending reduction</i>	92	372
<i>Harm reduction</i>	333	598
<i>CJS</i>	9	10
<i>Non custodial sentence</i>	1	1
	<b>Total 811</b>	<b>Total 1,183</b>

\* includes internal and external training

\*\* This figure would suggest that treatment rehab is categorised differently and recorded under interventions

## Discussion

The current analysis of the DAWN project data shows that progress has been made since 2004. A greater number of registrations have been made throughout the reporting period and the project has shown some success in attracting females, younger age groups and the homeless plus an increase in self referrals. These findings suggest that there is a greater awareness of the project now that it has become better established and that both agencies and clients may believe that the project has something to offer them. The area in which the project operates comprises both urban and less well populated rural areas, coverage across both is good suggesting effective outreach working, and better targeting of drug and alcohol misusers.

Increased registrations from Welsh speakers indicate the provision of a bilingual service. For some non Welsh speakers living in Welsh speaking areas this was a problem, however it is not clear to what extent these individuals are directed to appropriate language courses. Moreover a small number of white non English/Welsh first language users were identified suggesting some clients might

be recent incomers from Eastern Europe, an issue which may need further investigation as could have implications for future service delivery.

As the project has become established a greater range of interventions are available and uptake has increased, however the numbers of those completing training courses and gaining qualifications slightly lower than expected. From the data provided it is not clear if individuals started courses but did not complete or failed to attend, this is a potential limitation of the data and further investigation is warranted to identify any problems in training provision.

The project has attracted more homeless individuals, however it is not clear what level of success the partnership has had in facilitating re-housing, and further evaluation is therefore required.

It is suggested that there have been some gains in project outcomes since the previous report. More are in employment and there have been changes in offending and harm reduction, this is also reflected in a lower proportion of client deaths and the percentage going to prison. However, the difficulties inherent in collecting information from clients once they have left the project means that the data presented may not reflect an accurate picture.

Some difficulties were experienced with the database, and there were some concerns regarding the reliability and validity of some data collected, which is likely to have led to under reporting. The data base was not originally designed with the current analysis in mind and as a result there was some incompatibility between data sets. Whilst some amendment had been made to tools and methods of coding since the last evaluation many of the difficulties surrounding the data collection and data coding are still present and recommendations made previously still apply.

## Findings from the Online Survey

The online survey (Appendix 1) was designed to give all staff within the DAWN partner agencies the opportunity to provide some confidential feedback on their understandings and perceptions of the DAWN partnership. An email was sent to all agencies with a web link that enabled quick and easy access to the online questionnaire – this email was then circulated to all staff. Electronic completion took around 10-20mins to complete and as there was no paperwork nor any envelopes or postage involved it was anticipated that this method would lead to a higher response rate than traditional paper based questionnaires. A paper based questionnaire was available for any member of staff not having access to the internet or preferring to complete a paper version but no requests for a paper version were made.

A total of 35 staff members across the different agencies completed the online survey. This would appear to be a good response rate although it is difficult to know precisely how many staff could be included across the agencies see themselves as active 'partners' within the DAWN project. All agencies were represented although some agencies were better represented than others (Figure 5). 24 questionnaires (67%) were completed by CAIS staff and a further 5 (14%) were compiled by staff from NACRO.

### Response to the survey

*Fig 5 Breakdown of the overall response to the online questionnaire*

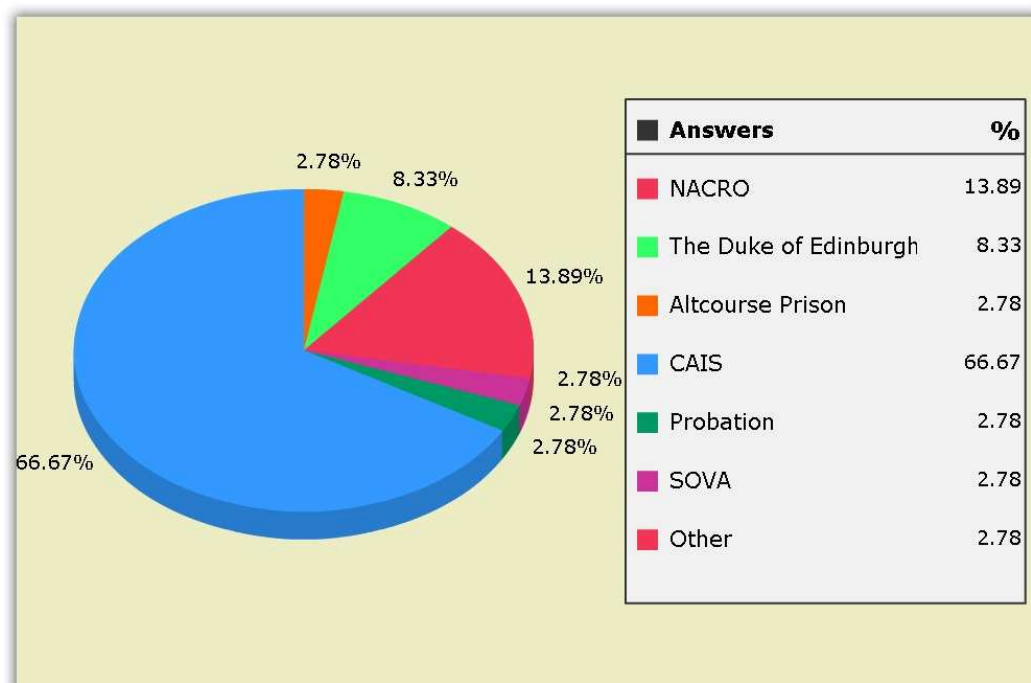


Figure six indicated the vast majority of staff had been employed for more than two years (74%) although four participants (11%) had been employed for less than 6 months. These staff may not be as familiar about DAWN as they are about their own agency.

## Respondents' length of time employed

Fig 6 Length of time employed at the agency - frequency of response

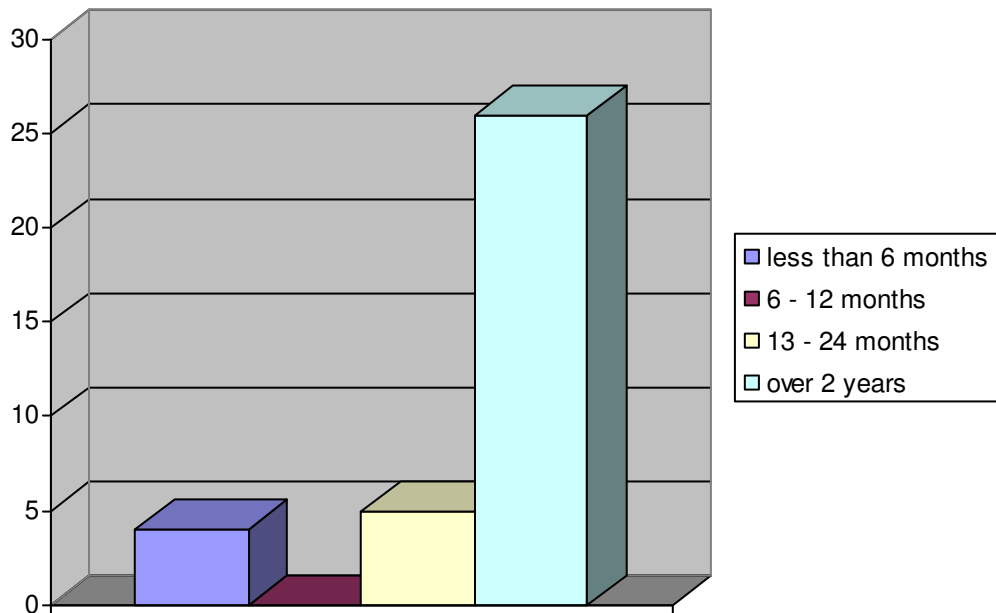
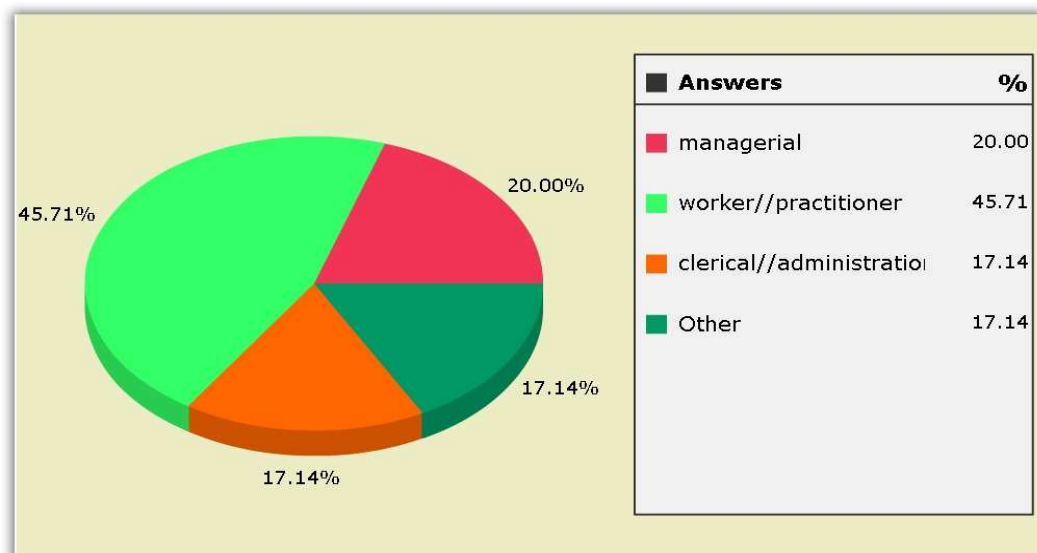


Figure seven indicates that the largest group of participants (n=16) in the survey had a worker/practitioner role. Those that described themselves as 'other' identified their roles as: Senior Group Worker; Volunteer Development Co-ordinator; Development Officer; Development Worker; presently Managerial but previously Practitioner; and Finance.

## Role within the agency

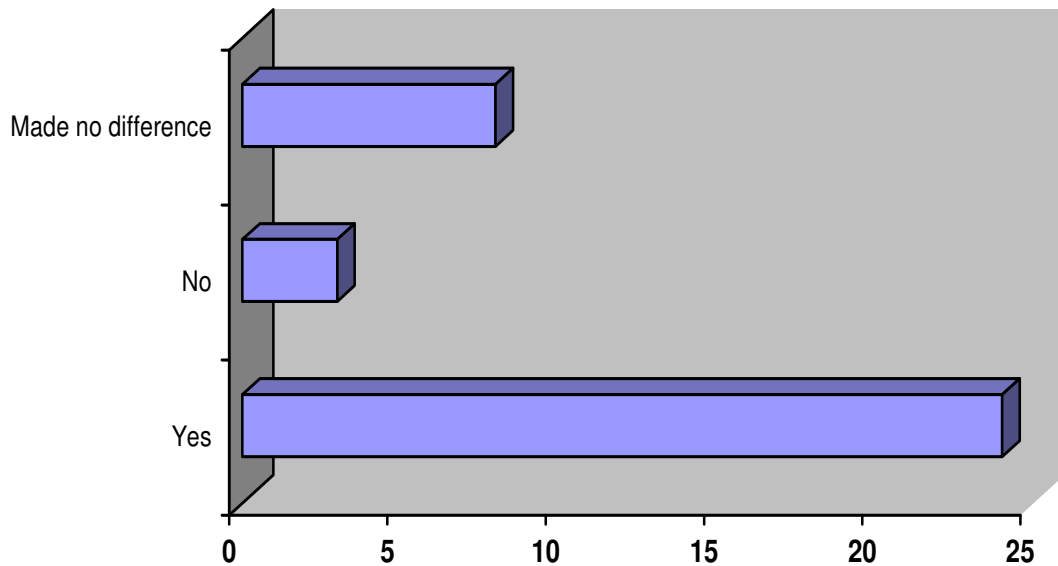
Fig. 7. Role held within the agency



The questionnaire asked whether the respondents thought the existence of the DAWN project had improved the service their agency provided. Their response was overwhelmingly positive.

## The impact of DAWN on service delivery

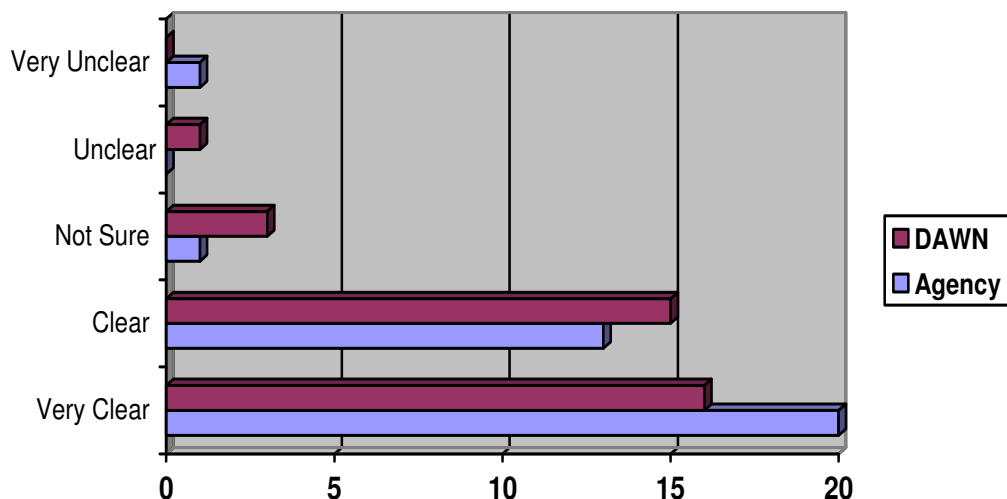
*Fig. 8 The impact of DAWN upon service delivery - frequency of response*



## Level of understanding of the DAWN partnership

Respondents were asked in separate questions how clear were they concerning what their agency was trying to achieve; at a later stage in the questionnaire they were asked how clear were they concerning what DAWN was trying to achieve. Given the range of agencies involved and that four staff had been in post less than six months the aims and aspirations of the DAWN project appear to have been well communicated (see Figure. 9)

*Fig. 9 Clarity of understanding regarding the aims of the employing agency and the aims of the DAWN project - frequency of response*

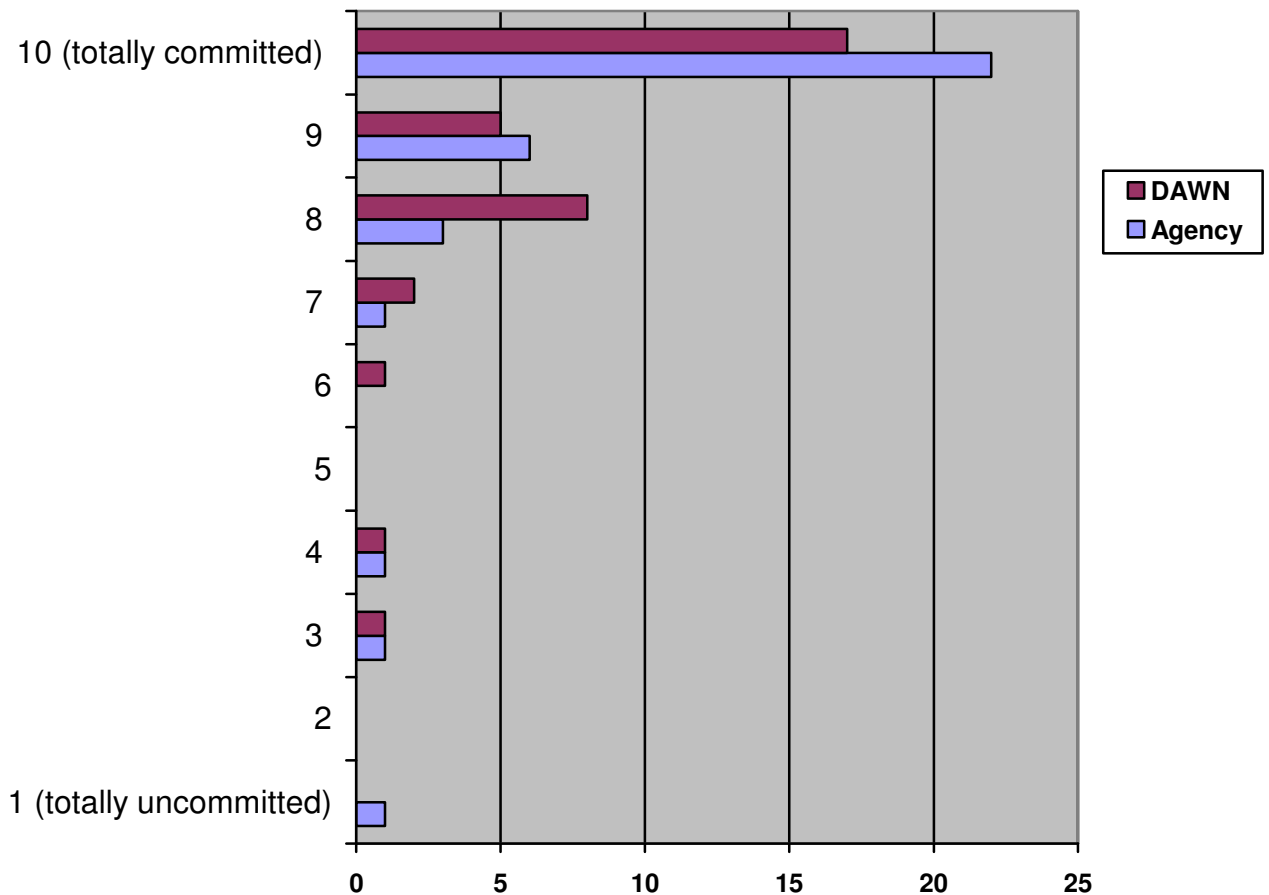


Respondents were then asked in separate questions how committed were they in helping their agency achieve its aims; at a later stage in the questionnaire they were asked how committed were they in helping DAWN achieve its aims. Again given the range of agencies involved and that four staff had been in post less

than six months the commitment to the DAWN project was generally impressive (see Figure 10). The three people who displayed relatively little commitment to their agency and two who registered limited commitment to the DAWN project may have been affected by the issuing of redundancy notices as a resulting of funding uncertainties.

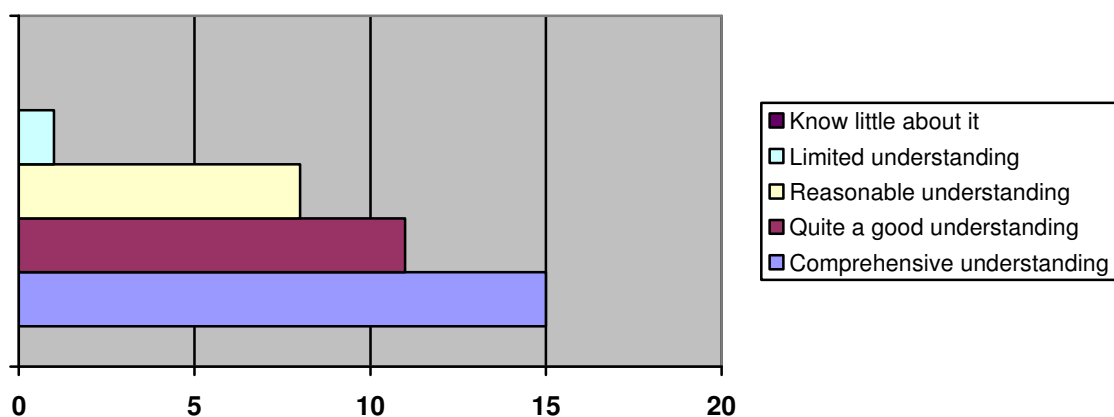
### Commitment to the DAWN partnership

*Fig 10 A comparison of commitment to the employing agency compared to commitment to the DAWN partnership - frequency of response*



In Figure 11 respondents were asked to rate their knowledge and understanding of the DAWN partnership. All 35 respondents apart from one had at least a reasonable understanding. 15 respondents described their understanding as 'comprehensive'. The purpose and role of the DAWN partnership appears to have been well understood across the agencies.

**Fig. 11 Overall understanding of the DAWN project- frequency of response**



Open ended questions regarding the partnership were asked and the answers were coded according to emerging themes. Selected quotes serve to illustrate typical themes and provide greater depth and context.

### Strengths and weaknesses of the DAWN partnership

*Table 12 identifying the perceived strengths of the DAWN partnership*

Q. What do you think are the strengths of the DAWN project? Responses =28	
Response Theme	No.
Multi-agency work, improved accessibility of services for service users	23
Quality of staff	3
The prison link	2
Other	0

**Comment:** responses were heavily concentrated (82%) on the advantages of multi-agency work and the improved service to service users.

The following comments from respondents illustrate this:

*“A wealth of expertise and knowledge brought together through multi-agency working, with the same client groups.”*

*“Comprehensive service to clients, united funding applications, easy referral of participants between partner organisations”*

*“A partnership approach Good working relationships between practitioners in partner agencies Services which are easily accessible to clients”*

*“Sharing of resources. Improved seamless provision for clients with no duplication of services - money spent on the right provision”*

**Table 13 identifying the perceived weaknesses of the DAWN partnership**

<b>Q. What do you think are the weaknesses of the DAWN project?</b>	
<b>Responses = 31</b>	
<b>Response Theme</b>	<b>No.</b>
Poor communication between partners	9
Poor management & decision-making; bureaucratic; different organisational cultures	7
Funding: limited; worries about future funding	7
Varying levels of involvement & commitment	5
Other	3

**Comment:** There was less uniformity of response to this question with weaknesses being seen in inter-partner communication, in poor management and decision-making, bureaucratic, different organisational cultures, partner agencies involvement and commitment and some clearly expressed anxieties about funding.

Comments included:

*“Poor management of the project; lack of leadership; poor communication from some partners; lack of standardised procedures”*

*“Funding uncertainty. Overly bureaucratic”*

*“Clash of organisational cultures within the partnership”,*

## **The Impact of DAWN**

**Table 14 The perceived achievements of the DAWN partnership**

<b>Q. What do you think the DAWN project has achieved for your agency?</b>	
<b>Responses = 24</b>	
<b>Response Theme</b>	<b>No.</b>
Raised its profile, expanded its role	6
Expanded services, provided extra funding/staff	6
Improved the quality of service provided	5
Strengthened links with other agencies	4
Other	3



**Comment:** 75% of responses referred to the expanded role and services of agencies as well as an improvement in the quality of service provided.

Responses to this question included:

*“A higher increase in referrals. Better understanding to others of what we have to offer”*

*“It has given the agency an opportunity to deliver specialised expertise to those individuals who are in most need these services. Good partnership working.”*

*“It has provided an invaluable opportunity to engage with clients on a wider scale”*

*Table 15 The perceived achievements of DAWN for service users*

<b>Q. What do you think the DAWN project has achieved for your clients?</b>	
<b>Responses = 27</b>	
<b>Response Theme</b>	<b>No.</b>
Improved, better co-ordinated service; a ‘one stop shop’	19
Improved help, support for clients	6
Other	2

**Comment:** There was a substantial emphasis on the improvement in service with 70% of responses referring to a better coordinated service with improved access to other services.

Typical responses include:

*“we have been able to provide a better service with reduced waiting time”*

*“It has helped them move from addressing certain issues and moving on to solutions without being lost in the system”*

*“Given them more options; accessed them to different agencies through one assessment”*

*Table 16 The perceived impact of DAWN*

<b>Q. In what ways has the DAWN project affected the way you do your job</b>	
<b>Responses = 24</b>	
<b>Response Theme</b>	<b>No.</b>
Closer work with partner agencies; have more information about services	9
It has made the job harder especially increased paperwork	5
It has had no effect	4
Job is dependent on the DAWN project	2
Other	4

**Comment:** The largest response (37%) – and one that would be anticipated - related to closer links with other agencies and having more information about the range of services available across the project. Responses were generally positive (46%) or neutral (38%) with only four (16%) being negative and these focussed primarily on increased paperwork and administration

Other comments included:

*“In a positive way - bringing agencies and workers together to help and support clients.”*

*“Made it easier for me to refer clients to other services under the DAWN umbrella”.*

*“it has effected it for the better because I have more information and services to offer the client to help them with their alcohol/drug problem”*

But one respondent identified problems:

*“Difficulties with lack of communication and contact with relevant workers from each DAWN agency, thus resulting in a disjointed service offered to clients”*

## The Issues facing the DAWN partnership

*Table 17 Perceived issues facing DAWN*

<b>Q. What do you consider to be the issues facing DAWN?</b>	
<b>Responses = 29</b>	
<b>Response Theme</b>	<b>No.</b>
Funding issues – lack of funding; future funding	22
Internal communication and inter-agency communication	5
Partnership management	2

**Comment:** Issues related to funding (76% of responses) dominated replies to this question and referred to both a lack of funding and concerns about future funding

*“Funding, and trust issues between partners”*

*“lack of funding the loss of valued staff”*

*“funding, too much paperwork, high staff turnover*

*“Further improvements in cooperation between partners. Communication with referral bodies needs reviewing”*

### Introduction

This section of the report explores the key findings from the fieldwork undertaken between October and December 2006. The following activities form the core of this work:

- Preliminary meetings with Steering Group and key staff to interrogate the changing practices in the DAWN Partnerships since the last evaluation
- 11 semi-structured interviews with key managers across all the agencies
- 1 Focus Group with practitioners
- 1 Focus Group with Steering Group members
- 1 workshop with service users

### Emerging themes

The fieldwork explored the way in which the Partnership had developed since 2004. This included discussion of the key issues identified in the previous evaluation and how far recommendations had been actioned. New issues and changes in organizational structure were then considered to produce a snapshot of how the Partnership currently operates.

An analysis of this fieldwork raised a number of key thematic issues, which are summarised under the following headings:

- Defining what constitutes the DAWN Partnership
- Key Organizational Processes
- Developing case co-ordination
- Expanding outreach work
- Marketing, publicity and communication
- Responding to new commissioning processes
- Pan-Wales aspirations

## Defining what constitutes the DAWN Partnership

### Maturing relationship

This had been a contested issue in 2004. It is clear that understanding of what constitutes the DAWN Partnership is still not a wholly shared and owned concept. There was broad agreement that DAWN had matured as a partnership and that there was closer integration and that networks were stronger. This perception was stronger for senior managers than practitioners whose perceptions were influenced by the funding problems current at the time of the evaluation. This notion of maturation meant that members felt that DAWN was now in a good position to mainstream its activities and create a collective identity, which could place it in a good position for the new commissioning arrangements. One sub-theme highlighted the mellowing of criticism between the partners and the growth of a more constructively critical relationship, which allowed the partnership to debate key issues and resolve problems in ways which

supported continuous relationships rather than led to a breakdown. This increasing stability augurs well for further growth and development of DAWN.

## Corporate Identity

There was some debate about which activities were 'badged' as Dawn and which were perceived in other ways. These perceptions varied amongst the members with some seeing DAWN as only the ESF Project to which this evaluation directly relates. However both the work on DIP and the TSS Project were seen as DAWN by some members. Indeed the bids for both projects were 'badged' as DAWN bids. This raises a key issue about corporate identity and has implications for how these wider activities are viewed. For instance one respondent did not have any views on DAWN and felt it was not relevant to its provision yet was complimentary about both DIP and TSS.

Corporate identity is enhanced where the management structure works well. The current managerial relationships in DAWN are characterised as one of 'matrix management'. This means that staff working on DAWN projects have managers from both their host agency and DAWN. This can lead to confusion of responsibility and accountability. This was highlighted by several parties and this often placed the DAWN Manager in a difficult structural position. Matrix management structures require clear lines of accountability and this will need addressing if DAWN's corporate identity is to continue to develop effectively.

Given that all agencies have their own individual responsibilities it can be difficult to balance agency and DAWN interests. Some respondents felt that partners often still had a more agency-focused approach to DAWN and were uncertain of their corporate commitment. However it was a strong consensus that such an identity should be developed and this will be discussed in the next section.

In 2004 some of the practitioners had self-identified themselves as DAWN workers first and their own agency second. This sense of identity seemed less in evidence now, though this was much more pronounced at practitioner level than at managerial levels and this once again may reflect the uncertainty of the immediate future of the ESF project.

For service users DAWN was synonymous with the DAWN Centre. The group had difficulty in identifying DAWN as a project which assisted them though they could all describe activities which were DAWN run activities. I guess for this group at least they simply wanted help and were not over concerned about where it was located.

## Role of the Independent Chair

One of the recommendations of the 2004 evaluation was the appointment of an independent chair to the Steering Group. This was taken up and has now been in position for over a year. There was broad agreement that the Chair acted as a critical friend to the DAWN Partnership and some felt it as the 'best thing that's happened' as it enabled 'cages to be rattled organizationally'. There was universal agreement that the

appointment was a good one and this would help \*ensure that there would be someone who would \*ensure that complacency would not creep into the group. One member felt that whilst the Chair was excellent as an individual that the role had so far been ineffectual. However it was early days and the role would hopefully have more impact as time moved on. The Chair herself recognised that she was still getting to grips with the work of DAWN and at the moment there was still a lot of learning to do. But she knew how useful a neutral element can be to a group like this and saw herself as a 'bit of a terrier' at ensuring the issues would be debated.

## Organisational processes

### Organisational models

Whilst DAWN was a single project the organizational model was less an issue. But many respondents now recognized that clarity over how they worked together at all levels was paramount if it is to compete in the changing commissioning climate. Getting structural integrity was seen by many as an important next step. Defining the partnership in a more integrated fashion and enhancing the capacity for interchange between partners was vital to its further development. Some suggestions for re-modelling are considered in a later section.

### The DAWN Manager

This post had been initiated since the 2004 evaluation. It was located in the Nacro office and the post holder began on the 1<sup>st</sup> December 2004. It was intended to be a day-to-day organizational management role although from the outset the structural difficulties of the post were underplayed. There was negative potential in the post for dysfunctional features to thrive. Practitioners found themselves with at least two sets of accountable structures – to DAWN and to their agency. The role of the DAWN Manager thus became a scapegoat for some difficulties. Although there appears to have been increasing clarity in the role vis-à-vis the managers' group this was less clearly articulated by the practitioners' group. Some respondents suggested the title of co-ordinator would have better described the post.

The DAWN Manager herself felt the role allowed agencies and individuals to pass the buck to her and avoid their own responsibilities. Equally it was hard for the DAWN Manager herself to deal with conflicts of interest particularly where she was unsure of her authority. A number of changes had been initiated by the DAWN Manager on the authority of the Steering Group but they had not always been received well by practitioners. It had been hard to resolve these issues.

Although some respondents were concerned about the change of style which the DAWN Manager had brought it is clear that the post was created without sufficient attention to the potential conflict of interests that individuals might have felt.

## Agency responsibility and accountability

The strength of the DAWN Partnership is in enhancing its corporate identity as discussed in the previous section. This can only be achieved if there is a shared sense of ownership of its activities which are mutually understood. This means buy-in to what DAWN is seeking to do and sharing control across the group. The Management Board has to be seen as the clear lead for DAWN which can give clear messages to the operational staff. Agency senior managers must ensure that those messages are communicated to their staff. Perhaps a more direct link to the Management Board from a representative of the Operational Group could help communication channels.

## Service User's Engagement

It is important that the views of the service users are taken seriously. The appointment of a Service User as a DAWN worker is an important step. This initiative encourages a more seamless approach to service delivery enabling messages from service users to be communicated both ways. This is in line with a greater concern for acting upon service user perspectives in this area. There was some interest also in developing peer supporters to support recipients of the DAWN service. Although there appeared to be pockets of resistance to this area it may encourage a more responsible approach from the service users the more they are encouraged and enabled to support each other.

## Case Co-ordination

Attention to how cases management was achieved in the first evaluation of 2004 was a key recommendation. There has been considerable activity in this area but it remains a complex area to get right and work is on-going.

## The current model

Some respondents believed the current model had 'died a death,' and was no longer fit for purpose. This had partly occurred because of unmanageable workloads and the case managers having to adopt a more administrative approach to their management of cases. There had also been an increase of movement between agencies and this has contributed, on the ground, to changing the way in which cases were managed. It is clear that the original model was not widely supported and change is needed.

## Assessment processes

The original referral to DAWN is accompanied by an assessment which directs further allocation. However there was concern that there had developed a degree of inconsistency of approach between agencies with one agency pursuing telephone assessments and the other face-to-face. This inconsistency may give different messages to service users and discussion between the assessors may help resolve this issue. Feedback loops, which ensure that the outcomes of assessments are communicated through to the referral agency and the results of the intervention are fed back, are important to maintain and develop further.

## Developing an holistic approach

There is a concern that clients can 'get lost' in the system. When referral does take place the importance of referring on was emphasised with some respondents concerned that clients can become agency property. Working in silos though clearly much reduced by this partnership remains a risk as it impacts on their capacity to deliver holistic services. A model of case management developed for the DIP project has helped move the partnership forward. This is the creation of a corps of generic workers from all the agencies who take initial and on-going responsibility for individual service users and refer across the mini-teams created to ensure holistic provision is developed. This has clear benefits for reducing waiting times, indeed often creating instant access to other services and the workers develop a multi-skilled approach to their work.

## The LSD Meetings

The arrangements for these operational staff meetings had changed since 2004. They no longer meet in two groups and a single meeting now operates on a more infrequent basis. The meeting has changed in nature and whether this has been positive differs from different respondents. The DAWN Manager felt that the meetings needed to be focused more on the management of performance and did not feel that its case conference element was working well. She has noted the reducing attendance and reducing commitment to it. The Focus Group of practitioners were clearly unhappy at these meetings as they were no longer operating as they had been. This was deeply regretted and had contributed to their feeling of distance from the DAWN Project as a whole. This feedback suggests that there are mixed messages about what are the purposes of these meetings and it is now serving no one's need. Clearly if it is a performance management meeting it will have one way of operating and if it primarily to enhance interaction and relationships between agencies there would be another focus. This needs clarifying.

## Expanding Outreach Work

This had been recommended as part of the 2004 Evaluation. There was some concern about their capacity to deliver outreach work because of the logistics of working across large rural areas but there was evidence of limited progress identified by respondents. There was still an expectation that people had to travel to receive support. This was echoed by the Service Users Group. Resourcing can be problematic and some of the ideas for accommodation had not progressed. There was still talk of a peripatetic bus with a team of workers available but there were questions about how cost-effective this would be. Overall it was described as a mixed picture with still work to be done.

## Welsh-Speaking staff

This had progressed in agencies where there had been staff turnover. In those agencies where staffing was stable there had been few opportunities to develop numbers. There remained a lack of base-line data from which to gauge progress and this does need some attention for future referencing. One respondent felt that there was a more general reluctance to volunteer in Wales and this affected volunteering in general and the capacity to attract Welsh-speaking volunteers. This was not



necessarily shared by other respondents and was questioned by the Focus Group.

### **North Wales Resettlement Group**

This refers to the development of a portacabin at Altcross Prison which was serving as a coordinating point for the work of DAWN in prison. This was seen by all as a very useful development but again, differential understanding of what comprised DAWN meant that some respondents felt it was nothing to do with DAWN itself.

### **Marketing, publicity and communication**

Badging and branding was seen as very important by all respondents. Making sure that DAWN and its services were understood and that all potential referral points were fully aware of those services. There was a clear concern that communication was not working well. Marketing was not seen as a strength of the partnership. It was not orientated to provide a modern service and its outputs were questioned.

### **Selling DAWN effectively**

This process is closely related to the earlier discussions on corporate identity. DAWN needs to be clear what is a DAWN product if it is to market successfully. Whilst perceptions of DAWN as a specific product (i.e. the ESF project) rather than a federation persists this will distort marketing and communication. There was evidence that at a distance such as with the prison this was a serious deficit to DAWN promotional aspirations. There were not enough 'good news stories' although it was recognised that selling effective work with offenders is not always easy. The website had been slow to develop and was still inaccessible. This needed urgent resolution.

### **Process issues**

It was argued that the criticism of the marketing function was not an agency issue. Rather there was lack of understanding of how marketing could impact upon each agency's business and the need to define this in a strategic communications strategy was regarded as urgent.

### **Responding to new Commissioning processes**

The DAWN Partnership and the individual agencies recognised that the environment for gaining work was rapidly changing. Some respondents did not believe the NOMS environment would happen at all but the uncertainty accompanying this government change was unsettling for each partner sometimes in different but often complementary ways.

### **Well positioned**

There is no doubt that DAWN is in a very good position to benefit from the proposed changes. The new commissioning environments might help it establish contracts which reduce the risks of short-termism but it required coordinated thinking and action to benefit from the changes. The spin offs – TSS and DIP – have helped develop the core business and increase

corporate identity. There were issues of developing DAWN across Wales and these are developed below.

### Model of good partnership

Many respondents were very optimistic about the partnership. Those less so were ones who associated their job with the ESF project and were feeling vulnerable at the time of the interviews. One striking example of the maturing nature of the partnership was the perception of one of the statutory agencies who regarded the mark of a good partnership as

*'True test of partnership is when you give something up'*

There was some evidence that this was happening. The probation senior manager was universally applauded for his contribution to the Partnership and his role and other key individuals are currently essential to its effective operation.

However, there is a risk associated with having such key individuals and this is twofold.

- Firstly is succession planning built into organizational structures to minimize the risk of key individuals leaving the area/project?
- Secondly, how far is the commitment shown by senior managers reflected on the ground? There was some evidence that probation workers were not always in touch with what DAWN was trying to do.

### Expanding the partnership

A protocol had been developed since 2004 to assess the way in which new partners would be included in DAWN. Although this was seen as very positive and was used to induct one new member and to enable another potential member to decide not to join its transparency was not clear. The new member knew they had been through a process but had not seen the protocol. For this to work well there needs to be greater transparency in the processes used. Having said this, the joining of Working Links to the DAWN Partnership was universally welcomed as one clear and important way of expanding the partnership.

### Pan-Wales aspirations

The respondents took somewhat different stances to expanding the partnership across Wales. Some of the agencies have Welsh links already and some operated on a pan-Wales basis. Others had different area structures across Wales e.g. probation which may aid but also hinder such developments. All agreed that this issue needed a strategic resolution so that clarity over ways forward could be obtained.

### Structure

There was no shared vision of what DAWN might look like on a pan-Wales basis. This would need some clarifying amongst all of the agencies. How would this impact upon commissioning processes and the

applications for convergence funding. Whatever view the larger agencies might take, how would the smaller agencies fare in an altered landscape? All these issues needed some resolution if cross-messages were not to inhibit whatever strategic direction was plotted for DAWN.

## **Conclusion**

The fieldwork suggests a huge amount of activity in an organisational structure which is growing and which has some stability. Converting this into a lasting organisation which can be effective in the new commissioning world is where we turn to in the next section.

### The DAWN Landscape January 2007

Through both the evaluation in 2004 and this current evaluation it has become clear that there are a number of key drivers which can propel the Partnership forward in the coming years. These are:

**Probation commitment** – this should not be under-estimated. Statutory agencies, particularly probation, are vulnerable to change at the current time. This makes them cautious about partnership and in some areas threatened by a strong third sector agency. The evidence is strong here that probation not only has few reservations about the current Partnership but desire this to extend and expand. This needs protecting and encouraging.

**Maturing partnership** – overall, although certainly more supported by senior staff than by operational staff, the DAWN Partnership has been seen to mature in the last two years. However there are still a number of organizational matters which can inhibit that partnership turning itself into a viable longer term organisation. Notable difficulties include the need to resolve the issue of variable management costs.

**Survival and development** – the DAWN Partnership has evolved from previous partnerships into a viable vehicle for delivering co-ordinated and holistic services. It has 'come of age' and the momentum is there if the organizations choose to take it.

**New commissioning horizons** – Now is a crucial point in this Partnership's history. It has survived and indeed prospered in one kind of commissioning environment. The changes which will occur challenge it as an organization. Clarity over its organizational structure discussed below will be vital to how it responds in this new setting.

**Pan-Wales orientation** – this issue has already been discussed in the previous section. This is an important strategic decision. DAWN has the organisational structure which is seen as positive in a 'mixed economy of provision'; but aspirations to work across Wales needs to be explicitly agreed if this approach is not to produce key differences in strategic direction for the future.

**Service user engagement** – there have been some limited moves in this direction but as yet no moves to employ in the projects any ex-offenders. This is an important area of development and one where there may be differences of view across the agencies which have not yet been fully articulated.

**Prioritising clients above agency** – maybe a significant mission statement might be about conceiving of DAWN in terms of delivery to its clients rather than agency-based commitment. By putting the needs of the client first it will reduce the potential to view change as impacting just upon agency numbers and be driven more by client need. This is not easy to do.

## Modelling the future

A recurring theme throughout this evaluation has been the need to address the organizational model within which DAWN operates. Appendix Two highlights three possible structures which stem from a vision of DAWN as either

- An ESF project (Model 1)
- As a matrix (Model 2)
- As a potential Corporate Identity (Model 3)

These models were presented to the Steering Group in a focus group which was held to feed back the Interim Findings. There was a good deal of agreement in this group about the need to grasp the issues about organizational and ultimately corporate identity. The discussion on the models was wide-ranging and only a summary is needed here. The issues which were raised produced the following agreements:

- DAWN as a partnership was more than an ESF Project though concerns about funding that project has had a major impact on the attitude of operational staff
- Staff need reassurance that their jobs are secure before they can engage in supporting the wider issues
- The Matrix Model described in Model 2 was a reflection of how DAWN currently functioned. This has led to confusion of managerial authority and accountability and needs resolution
- If DAWN wants to move to Model 3 it needs to work hard to build a structure to which every partner can identify and work towards.

The ideal type federation which the DAWN Partnership can ultimately strive for includes the following key dimensions:

- i. multi-disciplinary;
- ii. co-located;
- iii. joined-up structures
- iv. with definable relationship to commissioners;
- v. pooling budgets
- vi. collective accountability with organic links
- vii. generic interventions workers
- viii. complementary provision
- ix. right organisations doing right business – giving things up rather than acquisitional approach
- x. Pan-Wales
- xi. ensuring local, small VCS organisations survive

This is a potential agenda for action if the Partnership has the will to take DAWN on to the next level.

## Recommendations

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1. Given that so many service users have multiple difficulties and are not ready to work, the partnership should seek to identify indicators and measurements which identify progress towards employability as well as measure the number of service users who secure employment.
2. The partnership should consider the how they can best engage people living in the area whose first language is neither Welsh nor English particularly given the recent influx of people from EU countries.
3. DAWN should consider encouraging service users to learn Welsh as a second language, especially in those areas where Welsh language is commonly spoken.
4. Improve communication between operational staff and the management group. A more direct link to the Management Board from a representative of the Operational Group would help communication channels.
5. Improve communication and involvement from service users in respect of determining and shaping service delivery.
6. Improvement need to be made in respect of the LSD and the case management model which no longer appear to be effective in enhancing service delivery.
7. Improve leadership, communication and marketing of the DAWN partnership. This may be assisted by developing a web site which also hosts a regularly updated intranet.
8. Re-assess the most appropriate organisational model of DAWN given a) the changing social, economic and political climate, and b) the evolving and maturing nature of the DAWN partnership.
9. The management role of the DAWN manager needs resolving as practitioners find themselves caught between two sets of management structures.
10. The desire to move towards a pan-Wales operation needs clear strategic planning.
11. Improve data collection and data coding.
  - a. The 'barriers questionnaire' needs refinement to enable more accurate data collection.
  - b. Recording the nature of disability would help the partnership take positive action when developing service delivery.
  - c. Include information which would indicate the numbers of clients successfully accommodated, as this would give a better indication of DAWN's effectiveness in the area of homelessness.

- d. Provide a shared definition of homelessness in order to better track the number of homeless clients and avoid under reporting.
- e. Base-line data to gauge progress on the numbers of Welsh-speaking staff requires immediate action.

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### DAWN EVALUATION STAFF QUESTIONNAIRE

Please complete all questions. All your response will be anonymous. Thank you.

#### 1. Which agency do you work for?

- The Duke of Edinburgh's Award
- CAIS
- NACRO
- SOVA
- Shelter
- The Prince's Trust
- Altcourse Prison
- Probation
- Other: Please specify

#### 2. How long have you been working in this agency?

- less than 6 months
- 6 -12 months
- 13 -24 months
- over 2 years

#### 3. How would you describe your main role?

- worker/practitioner
- clerical/administration
- managerial
- Other - please specify

#### 4. How clear are you about what your agency is trying to achieve?

- Very Clear
- Clear
- Not Sure
- Unclear
- Very Unclear

5. On the scale below how committed are you to helping your agency achieve its aims?

0 (totally uncommitted)  1  2  3  4  5  6  7  8  9  10 (totally committed)

6. How would you describe your overall understanding of the DAWN project?

- Comprehensive understanding
- Quite a good understanding
- Reasonable understanding
- Limited understanding
- Know little about it

7. How clear are you about what the Dawn Project is trying to achieve?

- Very Clear
- Clear
- Not Sure
- Unclear
- Very Unclear

8. How committed are you to helping DAWN achieve it's aims?

0 (totally uncommitted)  1  2  3  4  5  6  7  8  9  10 (totally committed)

9. What do you think are the strengths of the DAWN project?

10. What do you think are the weaknesses of the DAWN?

11. What do you think the DAWN project has achieved for your agency?

12. What do you think the DAWN project has achieved for your clients?

13. In what way has the DAWN project affected the way you do your job?

14. Do you think the existence of the DAWN project has improved the service you provide?

- Yes
- No
- Made no difference

15. What do you consider to be the issues facing DAWN?

16. Do you have anything else you'd like to tell us about the DAWN project?

17. Would you be interesting in taking part in a focus group to explore these issues further?

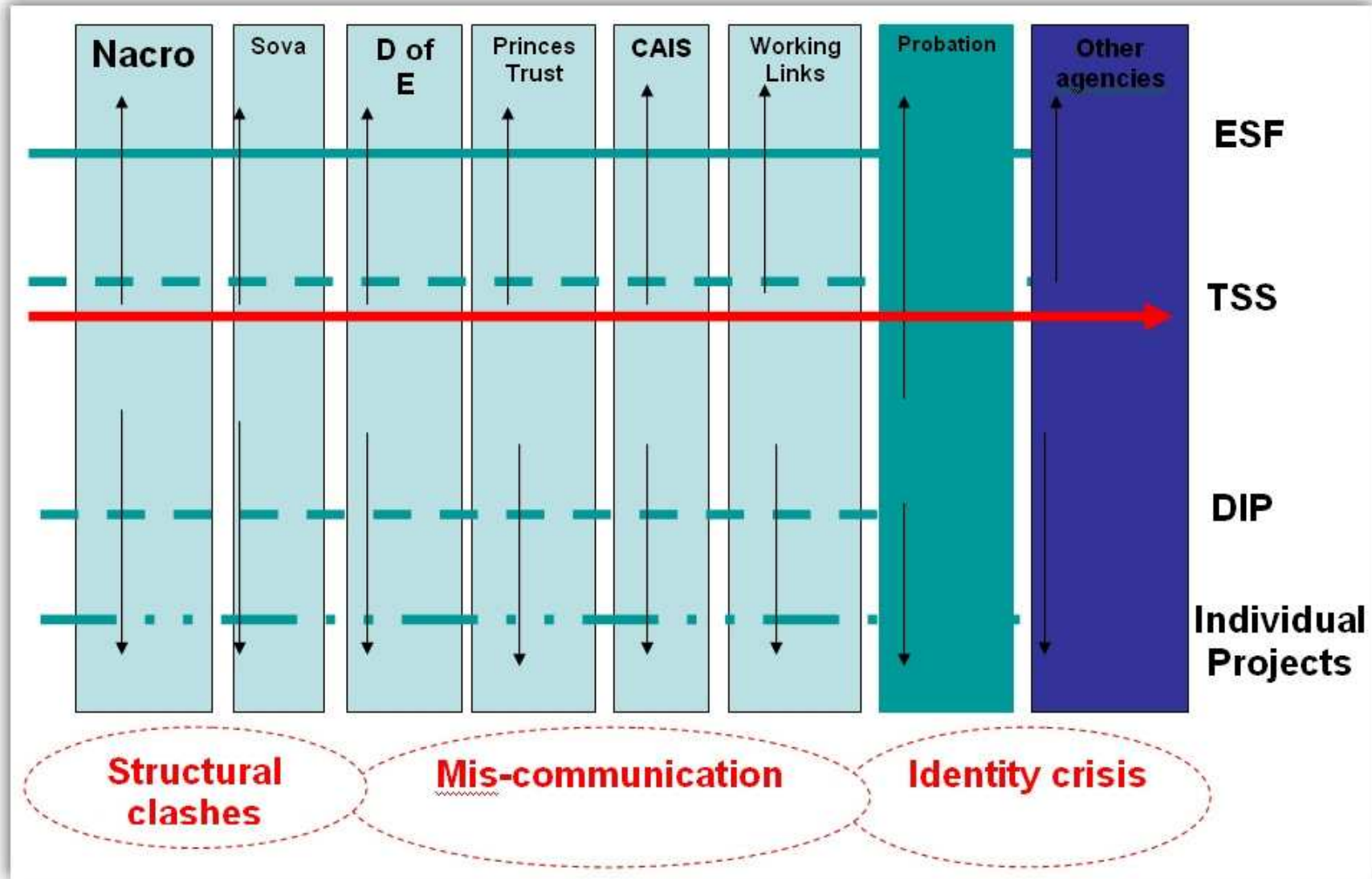
- No
- Yes - please provide your name and email address



Three models discussed at the Focus Group with Senior Managers in December 2006: **Model 1: DAWN as an ESF Project**



## Model 2: Dawn as a Matrix



### Model 3: DAWN as a corporate identity

