

THE CISWO ONE-STOP SHOP PROJECT: EXTERNAL EVALUATION
Final Report to the Coal Industry Social Welfare Organisation and the
Big Lottery Fund

Dr Tony Gore

CRESR, Sheffield Hallam University
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CONTENTS

Executive Summary

Acknowledgements

The CRESR Evaluation Team

1.	INTRODUCTION	5
2.	ONE-STOP SHOP EVALUATION FRAMEWORK	11
3.	INDICATORS OF PROGRESS TO DATE	21
4.	IMPLEMENTATION PROCESSES AND ISSUES	31
5.	CONTRIBUTION TO WIDER REGENERATION	50
6.	CONCLUSIONS AND RECOMMENDATIONS	54

References

Annex 1: The Postal Questionnaire

Annex 2: Case Study One-Stop Shops

Executive Summary

Introduction

1. This report presents an evaluation of the Community Fund (CF) sponsored One-Stop Shop project managed by the Coal Industry Social Welfare Organisation (CISWO) between 2001 and 2005. The evaluation aims were twofold:

- to assess the extent to which the project has achieved its original aims and objectives;
- to assess the factors, circumstances and processes that have influenced the progress of one-stop shop development.

2. Information was obtained from a number of different sources:

- review of documentary evidence;
- two rounds of interviews with project staff and other interested parties;
- a postal questionnaire of Miners Welfare Schemes (MWSs) participating in the OSS project, sent out in two rounds to gauge change and progress;
- detailed case studies of 15 selected OSSs, involving two rounds of interviews with those involved.

3. One-stop shops were one of the two key delivery mechanisms proposed for the implementation of the recommendations of the Coalfields Task Force (CTF). The relative isolation of many coalfield communities, especially the pit villages, and the absence or withdrawal of key services in those localities meant that access to a range of facilities and amenities was becoming increasingly difficult for many residents. The opportunity to capitalise on the existing network of Miners Welfares provided further impetus to the idea of one-stop shops, providing centres that could offer a wide range of advice and guidance, as well as a host of sporting, social and cultural activities.

4. The CISWO One-Stop Shop project was based on two tranches of Lottery funding, the first award of £450,000 from the National Lottery Charities Board in 1999, and a follow-on grant of £900,000 from the same body, renamed the Community Fund, in 2002. The project involved the appointment of community development officers (CDOs) to assist MWSs to become one-stop shops in each of the 6 CISWO regions, together with a project co-ordinator. Also, 31 Welfares were recruited to Phase 1, and a further 17 to Phase 2.

5. The aim of the project may be summarised as follows:

- to ensure that participating Miners Welfare Schemes contribute significantly to reducing deprivation in coalfield areas by increasing their engagement in social welfare and regeneration activities for the good of the communities they serve.

This aim was broken down into two objectives:

- to develop participating MWS as 'centres of excellence', providing services and activities appropriate to community needs, in locally appropriate ways and with optimum local take-up;
- to assist all those involved at local level to develop the skills and experience required to reshape MWS for these purposes, in such a way as to ensure continuation of provision once Community Fund support ends.

'togetherness'. In terms of accessibility, most OSSs are already central to the communities they serve on account of their original function. However, the question of access difficulties due to lack of transport links remains a key issue for many participants that serve a wider hinterland. With respect to the premises themselves, all rebuilding and refurbishment works have incorporated the installation of external access ramps, lifts and toilets for those with a physical disability as a standard part of the conversion package.

17. **Services:** Various approaches have been used to engage service providers, including invitations, discussions, visits, use of personal contacts, local publicity and networking with other community centres and regeneration agencies. Most participants have sought to provide a mixture of space within the OSS, some of it dedicated full-time to a particular user, other parts flexible so that it can be taken up by different users at different times of the day or days of the week. Most also offer a wide range of recreational and social activities as well. There are some issues over inclusiveness across the community, with particular difficulties in catering for young people. Many OSSs have taken positive steps to address this. With respect to ICT provision, most OSSs have provided power and telephonic access points, but have left the responsibility for purchasing and installation of hardware, software and network arrangements to service providers.

18. **Collaboration and partnership:** Different local contexts have meant that the experiences of participating MWSs with regard to partnership working have been extremely varied. Four broad paths have been taken. First, some have found it easy to attract new people and agencies to the steering group or management committee, due to the receptiveness of local residents and organisations and the galvanising role of key Trustees. Second, others have adopted a more formal approach, linking up with the local regeneration partnership and hence coming into contact with key local players (and in one case taking a lead role). Third, in some areas the local community or regeneration partnership has not been very inclusive, and the MWS has struggled to get involved as a result. Fourth, some places lack existing partnership structures, and linking in with other organisations has been very hard work. Fourth, in some MWSs it has been difficult to persuade the existing Trustees that additional partners are needed, with the result that progress on OSS development has been very slow or has even stalled.

19. **Community consultation/participation:** most participating MWSs have engaged in extensive and inclusive efforts to ascertain the views of local residents, to open up a dialogue with local agencies and organisations, and to bring community representatives onto the steering group or management committee. They have been guided through these sometimes difficult processes by a combination of the regional CDOs and the consultants they have employed to assist with the technical details. Those that have not undertaken such work have encountered severe difficulty in making progress in developing the OSS.

20. **Mainstream leadership:** Relationships between participating MWSs and local authorities or other official bodies have varied enormously from place to place, ranging from strong commitment and direct involvement, through selective assistance to a lack of interest or even antipathy. Where the latter has occurred, other organisations such as voluntary sector councils, rural community councils and local development agencies have been approached to provide help and advice. This has generally been made available free of charge. In contrast, there has been relatively little involvement of national and regional bodies in any aspect of OSS development and operation.

21. **Private sector:** there has been relatively little private sector involvement in OSS development. The main reasons for this are the relative scarcity of private firms in many coalfield areas, the small scale of many of those that do operate there, and their general unwillingness to become involved in anything beyond their immediate business. At the same time, only a few MWSs have approached local businesses or Chambers of Commerce for assistance. Those that have done this have been helped with fund-raising activities or have been sent letters of support.

22. **Consultants and enablers:** most MWSs have engaged architects to undertake community surveys, to prepare a feasibility study and to draft plans for refurbishment and repair. Much less use has been made of professional expertise in the operational phase.

23. **Maintaining involvement:** in general, MWSs that have demonstrated some degree of movement to a more inclusive local role have been able to attract more community representatives to the committee or steering group. Resident surveys, new services and activities, cosmetic improvements and phased refurbishment have all been used to attract new members, users and additional community representatives.

24. **Adopting a flexible approach:** For the majority, the community consultation has mainly guided what services have been provided, with some pragmatic additions. Some OSSs have become more or less fully booked, with a waiting list of other agencies wishing to move in. Conversely, a few expressed concern that not all of their space was fully committed all of the time, and that this meant that their revenue was lower than what it might be. However, some followed this as a deliberate policy to manage any tensions between the service provision and social activity aspects of their centre's 'business'.

25. **Composition and representativeness of the management committee:** survey evidence shows that the average size of Boards or committees rose from 8.3 in 2003 to 10.3 in 2004. New members have included representatives of local groups and individuals from the community, and the number of female trustees has also shown considerable growth, from 24 percent of the total in 2003 to 37 per cent in 2004. Indeed, some MWSs now have a majority of women trustees. This pattern has not been common across all participants, however, with some focusing all their attention on development activity prior to seeking new Trustees or committee members, some meeting considerable reluctance on the part of invitees, and others strongly resisting the pressure to change.

26. **Management approach:** most participants have adopted a model of a relatively small management committee and a much broader steering group, with the former acting in an executive decision-making role, the latter mainly in an advisory and networking capacity. Steering groups have been vital in helping to bring service providers on board and to secure their commitment during the sometimes protracted span of planning, design and building stages. Once an OSS has become fully operational, many steering group members have become part of a wider management committee, with a paid centre manager responsible for its day-to-day running.

27. **Project champion:** all MWSs that have made progress along the OSS development pipeline have benefited from the presence of one or a small group of dedicated and dynamic individuals. At the same time, the role of the regional CDOs in helping them fulfil this 'project champion' role, and in assisting and advising in numerous other ways, has been crucial. In summary, the pace at which a given MWS has proceeded to becoming a OSS has been largely dependent on a strong and productive relationship between the local 'champion' and the regional CDO.

28. **Opening hours:** most OSSs have day-time opening during the working week for service providers, whilst social and recreational activities occur mainly in the evening and at weekends. There have been few requests for non-standard operating patterns from the agencies who have signed up to use the premises.

29. **Tenancy arrangements:** most participants have introduced formal room booking procedures and conditions, with revised rates to bring them into line with other local venues, as part and parcel of starting up the operational phase. This has led to an appreciable increase in monthly income. With longer tenancies, the pattern has been for OSSs to draw up leases on an 'ad hoc' basis, rather than having a 'model' agreement with rentals linked to floorspace use. A number of OSSs have retained a mixture of approaches, with formal booking and invoicing for 'official' organisations and informal 'cash-in-hand' arrangements for local groups.

30. **Employment and staffing:** survey evidence shows that in 2004 OSSs employed an average of seven people each, an increase of almost a third over the previous year. Three-quarters of these were part-time, and around 70 per cent female. A rough projection of these figures across all OSSs suggests that by autumn 2004 they were employing around 275 people. Most new recruits have been paid for out of grant payments, and the OSSs have not been operating long enough for them to generate sufficient additional income to cover these staffing costs. While some are actively seeking to do this, for many there remains the danger of staff departures as the grant period nears its end. Otherwise, the main concerns during the early stages have related to management attitudes and expectations, and the need to negotiate effective working relationships in territory that is unfamiliar to both parties.

31. **Marketing:** most OSS marketing has involved rebranding, renaming, improved external appearance and internal condition, plus spreading the news of the changed role of the MWS by word of mouth. Some OSSs have sought other forms of publicity, via posters, leaflets, newsletters, events and launch ceremonies (some involving a local celebrity), but by and large this has been relatively low key and 'ad hoc'. Very few have adopted a concerted marketing and promotion strategy.

32. **Monitoring:** in the autumn of 2004 most OSSs had only recently begun collecting monitoring information, or were just in the process of putting systems in place. There have been some problems with the refusal of service providers to release any of their user information on the grounds of confidentiality. This means that it is not possible to comment on the extent and nature of the usage of different OSS services and activities.

33. **Availability of and access to funding (qualitative analysis):** as paragraph 13 indicates, the OSS project has excellent record in generating grant funding. This is in large part due to the efforts of the CDOs and OSS management committees in overcoming the various hurdles encountered in the process. Issues that have been faced include complex application procedures, lack of money to secure professional assistance, exhaustion of annual funding budgets, 'windfall' awards towards the end of the financial year, inconsistency between regions and countries, poor management of regeneration programmes, reduction or disappearance of key funding programmes, and the refocusing of regeneration programmes on economic rather than social or community development.

34. **Setting-up costs:** The bulk of the grant funding obtained by participants has been devoted to start-up and development costs. This has enabled many to attain operational OSS status, and for others it has progressed them further along the development pipeline.

35. **Running costs:** an increasing proportion of the grant funding attracted to the OSS project recently has been directed towards operational costs (specifically to cover staff wages), heralding the move of most participants from the development to the operational stage. However, financing staff in this way will not be sustainable over the long term.

36. **Developing income streams (qualitative analysis):** many OSSs were keenly aware of the need to secure increased income from a range of sources, including room rentals, tenancies, membership schemes, hire of sports facilities and other means. They also accept that while needy users might be given a discount, it was important to set standard charges at the going rate. However, Trustees at some MWSs still refuse to adopt this outlook. For all participants there is still a long way to go before external income is sufficient to ensure year-on-year survival without financial input from elsewhere. Many are consciously moving towards this position, whereas some are stuck in traditional ways.

37. **Financial management:** for the most part, operational OSSs have in place robust, clear and systematic procedures for the handling, banking and accounting of money received, for the invoicing and tracking of unpaid debts, and for the processing of and payment for goods and services received. Others are generally moving towards this position, and some are still in the process of sorting out their current financial situation before they can look to put better methods in

train. However, some have found great difficulty in doing this, and this is major factor affecting those whose development progress has lagged behind or has stalled.

Contribution to wider regeneration

38. **Regeneration programme funding:** disaggregation of the amounts of grant into those provided by specific regeneration funding streams shows that they account for 57 per cent of the total awarded to OSSs to date. This indicates that the development of MWSs into OSSs has been seen as a worthwhile and valuable exercise by most of those responsible for running local and area-based regeneration programmes. However, there are some places where lower funding levels suggest that this view has not been shared by all.

39. **Relationship with other regeneration agencies and providers:** the main way in which most OSSs have engaged with other regeneration agencies is through their use of their premises as a base, either in the form of a dedicated space or through acting as a venue for meetings, courses and workshops for those involved in local area regeneration. Moreover, the physical upgrade to MWS buildings has provided an important boost to local confidence and pride. Wider partnership working has been patchier, ranging from those OSSs developed explicitly as a contributor to or driving force for wider regeneration activity to places where OSS development has proceeded with only tangential or ad hoc connections to local regeneration frameworks. This has been largely due to a general lack of engagement by regeneration agencies with the local voluntary and community sector, and in some cases to the weak development of regeneration activity in the area.

40. **Engagement with or representation on the local partnership:** across all OSSs, direct links with local partnerships have so far been relatively limited. This has its origins on both sides, with most OSSs understandably focusing on their own development and long-term survival, and only a few local regeneration partnerships seeing OSSs as particularly relevant to their main priorities. This is despite the fact that many regeneration strategies include more decentralised delivery of services as a central strand.

41. **Fit with local regeneration strategies:** many regeneration strategies mention improving access to services, particularly for disadvantaged people, by using 'non-traditional' or 'community' venues. OSSs would seem to be a perfect fit with this approach. However, in many areas the strategic aim is not matched by agencies' willingness, capacity and financial resources to move from centralised patterns of provision to more distributed modes of delivery. Competing pressures in the public sector are likely to lead to a considerable potential 'market' for some OSSs, but limited opportunities for others.

42. **Information transfer/practice sharing:** sharing lessons between participants has become more evident as the OSS project has proceeded. Such exchanges have been especially valuable where it has matched MWSs that have managed to advance fairly rapidly with those that are at the earlier stages.

43. **Wider dissemination:** to date some CDOs have provided advice and assistance to a handful of non-participating MWSs on request, but given the pressures on their time there has been little opportunity to pursue the goal of wider dissemination any further.

Conclusion

44. Drawing all this evidence together, the overall assessment of the CISWO OSSs is that they have travelled a long distance from where they were, but they still have some way to go. Certainly the time required for the OSS development process and the achievement of sustainability has proved to be much longer than was originally envisaged. However, the majority now have a solid foundation on which to build.

Recommendations

45. There remains a need for those MWSs that are still moving through the OSS development pipeline to be supported by regional officers (CDOs) in their attempted transition to operational status. However, this support should be strictly time-limited against evidence of progress.

46. Those centres that have already entered the OSS operational phase should receive continued intensive support, with a focus on improved management, more robust business practices and marketing and promotion.

47. A condition of this continued support should be that Trustees and other members of the management committee must ensure that they develop the full range of management, negotiating and networking skills needed for the smooth operation of the OSS, including engagement with key agencies in the public, private and voluntary sectors.

48. The overall aim should be to assist the Trustees and other members of the management committee to develop a more business-like and professional approach to the strategic development and management of their centre.

49. The CDOs or their successors will need to maintain a proactive approach in working with OSSs, helping them to identify needs, and making introduction and contacts with appropriate organisations and firms.

50. Dissemination of the lessons of OSS development to date and in the future should be increased, in particular to assist other MWSs that have not been part of the project.

Acknowledgements

We owe a large debt of gratitude to all those who have been involved in the research for this evaluation. In particular, it would not have been possible without the time, information, insights and assistance provided by the CISWO OSS project team. The help of the CDOs in making contact with individual Miners Welfares and representatives of other local organisations was especially valuable as well. Thanks are also due to all those involved in the project at local level (Trustees, centre managers, service providers and activity organisers) and those involved in local regeneration, who gave up their time to be interviewed or who completed the two rounds of the postal survey.

In the report that follows we have endeavoured that there are no errors of fact, and we have tried to represent what our respondents have told us as clearly and accurately as possible. In terms of the evaluation judgements and assessments, these are the sole responsibility of the evaluation team.

The CRESR Evaluation Team

This evaluation was undertaken by a team of researchers based at the Centre for Regional Economic and Social Research, Sheffield Hallam University. The team members were as follows:

Dr Tony Gore, Senior Research Fellow (Evaluation Team Leader);
Elaine Batty, Research Associate;
Nicola Barraclough, Research Associate;
Julie Manning, Research Associate;
Sarah Pearson, Principal Research Fellow;
Ryan Powell, Research Associate.

1. INTRODUCTION

1.1 *Evaluation of the CISWO One-Stop Shop Project*

1.1.1 This report sets out the findings of an eighteen-month evaluation of the Community Fund (CF) sponsored One-Stop Shop project managed by the Coal Industry Social Welfare Organisation (CISWO) between 2001 and 2005. The aims of the evaluation have been twofold:

- to assess the extent to which the project has achieved its original aims and objectives (see section 1.8 below); and
- to assess the factors, circumstances and processes that have influenced the progress of one-stop shop development.

It is important to stress at the outset that the evaluation has focused on measuring progress, understanding processes and highlighting lessons for the future, rather than attempting to assess the impact of the One-Stop Shops on users or their effect on outcomes across the wider community.

1.1.2 The evaluation team gathered information on the full range of planning, design and implementation tasks involved in the development of the One-Stop Shops (OSSs) and their role in the wider regeneration of the communities that they serve. This information was obtained from a number of different sources:

- review of documentary evidence, in particular about the history and operation of CISWO and more specifically in connection with the OSS project (grant applications, correspondence, monthly regional reports, grant award summaries, individual OSS business plans, local regeneration strategies and plans, etc.);
- two rounds of interviews with the Project Co-ordinator, the regional Community Development Officers (CDOs) and other parties (e.g., representatives of funding agencies, local regeneration partnerships, local authorities, voluntary sector support agencies, etc.), conducted in the autumn of 2003 and 2004 respectively;
- a postal questionnaire of Miners Welfare Schemes (MWSs) participating in the OSS project, sent out in two rounds during mid-2003 and mid-2004, and asking for identical information so that change and progress over the year could be assessed (a copy of the questionnaire can be found in Annex 1);
- detailed case studies of 15 selected OSSs, involving two rounds of interviews with representatives of the Board of Trustees or management committee, service providers and users, conducted during the autumns of 2003 and 2004. A list of these case study centres can be found in Annex 2.

1.2 *The Coalfields Regeneration Context*

1.2.1 The development of the CISWO One-Stop Shops can only be fully understood if they are placed within the broader context of recent coalfields regeneration in the UK. The fulcrum of this activity has been the report of the Coalfields Task Force (CTF), published in June 1998. This highlighted the severe deprivation and social exclusion in coalfield communities resulting from the rapid demise of the coal-mining industry during the 1980s and early 1990s. The aim of the CTF was "to set a framework which will empower coalfield communities affected by pit closures and job losses to create their own sustainable new start." (p.5). It put forward a package of recommendations that called for increased investment, long-term commitment and concerted collaboration on the part of all those involved. This package was designed "to improve the quality of life and standard of living of coalfield communities by promoting job creation, improving the environment....., and enhancing and developing community spirit and participation." (p.12). Two

key delivery mechanisms were proposed for the implementation of these recommendations, namely local regeneration partnerships; and one-stop shops.

1.2.2 One-stop shops were defined as places "where local people and organisations can obtain a wide range of advice and guidance from a single centrally located 'shop front'..... There is clear evidence that, by placing.... these services under one roof, they can be delivered more cost effectively and are more likely to be taken up by local people." (p.31). In particular, the proposal recognised the significant potential of the existing network of Miners Welfare organisations and premises. In the past these had performed a key role in community cohesion, in the shape of the formal and informal support given to those working in the industry and those who had retired from it. However, with the severe contraction in coal-mining there have arisen question marks over their future role, and many have struggled to survive in the face of falling income and growing disrepair. To illustrate their potential, the CTF report quoted the examples at Bilsthorpe, Creswell and Grimethorpe, where the welfares had already been transformed into centres providing a wide range of advice and guidance. These were also acting as venues where a host of sporting, social and cultural activities take place.

1.2.3 The relative isolation of many coalfield communities, especially the pit villages, and the absence or withdrawal of key services in those localities meant that access to a range of essential facilities, amenities and opportunities was becoming increasingly difficult for many residents. This provided further impetus to the idea of one-stop shops, which were seen by the CTF report as "... an exciting opportunity to integrate both government and voluntary sector provision in a way that will promote collaboration rather than competition between local organisations. (They) should aim to incorporate the widest possible range of co-located partners, and the services offered should be designed to appeal to all sections of the community. These might include new recreational and health facilities....., a resource centre for those seeking work,.... childcare facilities, and sports facilities and youth clubs for the younger generation." (p.32).

1.2.4 The recommended model for the establishment and implementation of these one-stop shops was a partnership approach, with a key lead player such as the local authority or local strategic partnership. These would be expected to work in close conjunction with other interested parties such as CISWO, voluntary sector organisations and agencies working in the health, employment and education spheres. One-stop shop development would have to be underpinned by sound business plans, and operated by management committees with appropriate skills and expertise. Funding would have to be packaged together from a range of different sources, including regeneration programmes, Lottery distributors, mainstream budgets and the voluntary sector. More specific recommendations on funding that could assist one-stop shop development included the establishment of joint "community chests" (p.50), greater and more readily accessible revenue funding support (p.50), a reduction in match-funding requirements (p.51), and enabling funds to allow groups to develop larger funding applications.

1.3 The CISWO One-Stop Shop Project

1.3.1 In fact, moves to secure the long-term future of Miners Welfares were well under way prior to the publication of the CTF report in 1998. However, the resulting government initiatives on coalfields regeneration provided an added impetus to these developments, and encouraged CISWO to submit a grant application in 1999 to the then National Lottery Charities Board (NLCB) to fund seven one-stop shop community development officers (CDOs) for an initial 2½ year period. This resulted in the award of a grant of £449,270 over three financial years. In first instance two CDOs were appointed to identify potential participants from amongst the ranks of the MWSs; to conduct basic auditing of these organisations and to interview the Trustees to gauge their suitability and willingness to become involved; and to assess levels of need in the surrounding area. This resulted in 31 MWSs joining the OSS project. At this stage, one of the initial recruits then acted as project co-ordinator, the other as CDO for the East Midlands region. Five further CDOs were recruited to cover the other CISWO regions. Their remit involves providing help to participating MWSs in accessing funding, in developing structures, practices and procedures,

ensuring improvement in management skills, and in liaising with users and service providers (including external agencies).

1.3.2 A further application to ensure continued implementation and development of the OSS project was submitted to and approved by the Community Fund (the renamed NLCB) in 2002. The amount awarded was £911,398 over a further three years, to enable the continuation of existing work and to support the conversion of a further 20 MWSs to one-stop shops. Overall, the aim of the project covered by the two grants may be summarised as follows:

- to ensure that participating Miners Welfare Schemes contribute significantly to reducing deprivation in coalfield areas by increasing their engagement in social welfare and regeneration activities for the good of the communities they serve.

1.3.3 This aim was broken down into two project objectives:

- to develop participating MWS as 'centres of excellence', providing services and activities appropriate to community needs, in locally appropriate ways and with optimum local take-up;
- to assist all those involved at local level to develop the skills and experience required to reshape MWS for these purposes, in such a way as to ensure continuation of provision once Community Fund support ends.

1.4 One-Stop Shops: Idea and Context

1.4.1 Before outlining the approach taken in the evaluation, it is instructive to consider the background and nature of the 'one-stop shop' idea, and to indicate how and where the CISWO OSS project fits into this broader context. In general terms, one-stop shops may be defined as:

"...multi-purpose facilities, situated at convenient locations to enable local residents to access a wide range of public, private and voluntary services at a single place. (They) are usually developed to provide convenient access to such services; to promote improved relationships with customers; to ensure that (different) services are co-ordinated; (and) to provide services in an environment that reflects high standards of customer care." (Institute of Development Studies, no date).

1.4.2 In the UK and elsewhere such one-stop shops have become increasingly evident over recent years across a wide range of service providers, such as local authorities, health trusts, business support agencies and regeneration partnerships. In this regard it is useful to note the distinction between two types of one-stop shop made by the Countryside Agency (2003). These are the local authority or government agency model, and the local regeneration model. Their respective features may be summarised as follows:

- the local authority or government agency model involves the decentralisation of local government or other service agency provision in 'top-down' fashion to a number of centres distributed across the organisation's 'patch'. It is generally restricted to the services provided by that organisation, although in some instances it may include relevant services provided by other statutory bodies. The mix of activities is generally determined by chief officers and political leaders.
- in contrast, the local regeneration model involves some form of community response to perceived local needs, and is often one part of a wider regeneration programme. It is set up by a community-based group, and seeks to draw together a range of different agencies to address the loss or lack of key services as identified by local residents. These may include any mixture of public, private and voluntary sector services.

1.4.3 The vast majority of one-stop shop networks in the UK to date have been set up by local authorities. The most prominent examples are a feature of both urban and rural authorities, and

also common to authorities located in both affluent and less affluent parts of the country. In other words, the existence of government agency one-stop shops does not necessarily reflect isolation or peripheral location (even though Highland Region in Scotland boasts the largest number), nor does it necessarily indicate poverty, deprivation and regeneration needs. Indeed, of 40 local authority websites advertising their one-stop shop provision, only three cover Districts containing coalfield areas (Forest of Dean; Newcastle-under-Lyme; and West Lothian). The emergence of government agency one-stop shops, then, is more to do with the modernisation of governance and service delivery at the local level, with its emphasis on customer focus, increased efficiency and quicker response times. They are also related to the moves towards greater 'joined-up' government, where different agencies (or different departments of the same council) work together more closely. Having said that, it should also be noted that the presence or absence of this ethos locally can also have important implications for local regeneration one-stop shops. In other words, the latter may well struggle if statutory service providers are unable or unwilling to undertake their activities on a decentralised or devolved basis.

1.4.4 Such local regeneration one-stop shops tend to be developed on their own, to serve a particular community, be it an inner city area, a peripheral estate or a rural market town. They tend not to exist as networks, and seek not so much to increase the efficiency of service delivery as to improve local residents' ability to gain access to them in the first place. This might be because of the distance to the nearest alternative service point, but it could also reflect the infrequency and cost of public transport, low levels of car ownership, and the importance of being able to obtain advice, assistance and other services on familiar 'home' territory and in non-threatening surroundings. Other advantages of this approach include the promotion of synergy and economies of scale for different providers or types of service; flexibility in the way that services are delivered; and convenience and social contact for users (Countryside Agency, 2003).

1.4.5 At first glance, CISWO one-stop shops would appear to belong to the 'local regeneration' category. However, a key question at the outset for this type generally relates to finding suitable premises. In most cases the idea of establishing a one-stop shop, whether it is along the government agency or local regeneration model, is to start from scratch. As part of the process one task is to identify, secure and fit out rooms or a whole building where the services to be offered can be accommodated. In doing so the local authority implementation team or the community regeneration association charged with setting up the one-stop shop are able to act with a single purpose. They may also be in a position to identify alternative options, and then to choose the one that best meets their needs. This prevents previous or existing activities and requirements getting in the way, and avoids any past history in terms of centre operation becoming a distraction from the task in hand.

1.4.6 MWSs seeking to convert themselves into one-stop shops are clearly in a very different position to the orthodox 'local regeneration' model. Their long history and previously close connection with the coal-mining industry raises a number of issues, and it is important that these are taken into account in the evaluation of the OSS project. The difficulties include:

- reorienting the ethos and thinking of those responsible for running the MWS towards a wider community-serving role;
- securing appropriate alterations to the legal and charitable status of the MWS to enable it to operate as an OSS;
- ensuring that existing social and recreational activities are able to continue, and are not compromised by the provision of new services and facilities;
- improving management attitudes and practices, particularly around financial accounting and employment of paid staff;

- welcoming local residents and other community representatives into the decision-making and operational framework of the MWS, where this may have been the preserve of certain dedicated individuals for many years (and addressing the gender issues that are often associated with this);
- reliance on an existing building that may have received only the minimum maintenance required for many years – and hence the need to manage and co-ordinate the process of refurbishment and modernisation, with all that this implies.

1.4.7 This is an extremely broad range of issues, and it is difficult to draw them together to form a separate component of the evaluation. Rather, the intention is to consider them as a 'thread' throughout the report, wherever they become relevant.

1.5 *Structure of the Report*

1.5.1 The remainder of the report presents the findings of our evaluation work over the last eighteen months. It highlights the key issues that have had to be addressed, identifies the continuing challenges that are currently being faced, and concludes with a series of recommendations concerning the further development of the CISWO one-stop shops. The report is organised as follows:

- section 2 outlines the key components of the evaluation framework (measures, tests and questions applied to the information gathered to date);
- section 3 provides a descriptive and quantitative evaluation of progress to date with the OSS project;
- section 4 examines the key processes and issues involved in the implementation and development of the project;
- section 5 assesses the contribution that the OSSs have made to the wider regeneration of their localities; and
- section 6 draws out the principal concluding lessons from the OSS experience to date, and sets out a series of recommendations for future action.

2. ONE-STOP SHOP EVALUATION FRAMEWORK

2.1 Sources of the Evaluation Components

2.1.1 In order for evaluation findings to be comprehensible and accessible to as wide an audience as possible, it is essential that the analysis that underpins them is conducted in a logical and structured manner. This requires the establishment of an explicit evaluation framework, consisting of a series of questions or 'tests' that can be used to interrogate the wide range of information gathered by the evaluation team. For this evaluation these questions have been assembled from four main sources:

- the original Coalfields Task Force outline of what One-stop Shops should involve;
- the terms, conditions and specification of the grants awarded by the NLCB and the CF to fund the CISWO project;
- the 'good practice' checklist contained in a report on one-stop shops published by the Countryside Agency (2003); and
- additional issues and concerns identified by the evaluation team during the course of its investigations, but not covered by the other three sources. This applied particularly to the role of the CISWO OSSs in the wider regeneration of the areas that they serve.

2.2 Coalfield Task Force Components

2.2.1 The original CTF proposal for one-stop shops in the coalfields provided a number of initial components of the evaluation framework. These can be summarised under eight headings:

- **'collaboration and partnership'**: Although the driving force for OSS development generally comes from one key organisation, it is important that a range of agencies are involved from an early stage for the project to be fully effective. In some cases this will entail the formation and evolution of new partnerships; in others, it may be possible to build on previous and existing collaborations. In both instances, care is required to ensure that the aims and interests of different partners are catered for, without undermining the rationale for the OSS;
- **'duplication (or displacement)'**: the extent to which the pattern of existing service provision in the area has been taken into account in identifying agencies that might use the OSS as a base;
- **'mainstream leadership'**: the role of key organisations such as local authorities and the local strategic or regeneration partnerships in assisting the development and implementation of each OSS can be crucial. This involves not only assisting with partnership development, but also with political support, funding, technical advice and other professional services. Such external agencies can also play a vital role in connecting OSS development and service provision with the wider regeneration effort, and can assist in forging important collaborative links with other agencies;
- **'range of services'**: the type of services, activities and facilities provided by the OSSs should cover a broad range, appealing to all sections of the local community and wherever possible feeding into local regeneration initiatives;
- **'community consultation/participation'**: it is essential that local residents have been involved in identifying what services and activities are needed or wanted, and that community representatives have been recruited to the project steering group or expanded management committee. There are also a number of other mechanisms for involving local residents and organisations, such as membership schemes, management committee elections and social and recreational activities.

- **'business plan development and agreement'**: individual OSS projects can only progress by means of a properly structured planning and development process, including the formulation, agreement and implementation of a formal business plan. This may be achieved in different ways, and different sets of issues and requirements may have to be addressed as part of this process;
- **'the composition and representativeness of the management committee'**: the CTF report identified a particular need to extend membership of local management teams, especially to strike an improved balance between existing trustees, service providers and local residents;
- **'the availability of and access to funding'**: special emphasis was placed on considerations such as the amounts received, sources, requirements for match funding, the capital/revenue split and issues regarding grant application and management processes. However, grant-based funding is accompanied by two major problems: the time, effort and skills required to prepare an application; and the need to meet the often stringent requirements of the funding programme. A key feature is that most grant-based funding is time-limited, so that payments towards running costs will only cover OSS operation for a given period. Alternative sources of revenue funding will probably be required after the grant expiry date. It is also important to recognise that many service providers may be in the same position, financing their presence in the OSS out of time-limited grant support. They may have to withdraw if they subsequently are unable to find replacement funding.

2.3 *NLCB/CF Project Specification and Conditions*

2.3.1 The first OSS project grant award from the NLCB had the following conditions attached:

- the OSS project should give local residents the opportunity to become involved in regeneration of their communities (i.e., MWSs should become more inclusive - a combination of the **'community participation'** and **'composition and representativeness of the management committee'** tests outlined in 2.2 above);
- the work of the project should act as a "lever" to enable further funded activity to be put in place to improve the physical condition and facilities of MWSs, and to manage their operation as OSSs (indicating the need for the use of **'leverage ratios'** as a further evaluation criterion);
- similarly, the project should ensure that provision is put in place to create employment opportunities for unemployed people in coalfield communities (emphasising the importance of employment and training actions as a key part of the **'range of services'** provided - see also 2.2 above);
- MWSs should seek to add 3 female members to their management committee or board of trustees (again related to the **'composition and representativeness of the management committee'** test outlined in 2.2 above).

2.3.2 On the basis of the lessons emerging from the first round of OSS development, the second grant award from the CF identified a number of additional requirements:

- the need to move away from a focus on physical refurbishment or redevelopment of premises to a more broad-based provision of social infrastructure that enables welfare and leisure activities and services to be made available (what might be called the **'progress towards service provision'** test);
- the desirability that Phase Two MWS participants should be able to learn from the experiences of those in the first round (the **'information transfer/practice sharing'** test);
- wider dissemination of the processes and requirements for conversion to an OSS or similar facility should also be made available to non-participating MWSs (the **'wider dissemination'** test);

- the continuing need for coalfield communities to be properly represented in regeneration partnerships, with MWSs/OSSs seen as a key means of achieving this (the '**engagement with or representation on the local partnership**' test);
- OSSs should also act as a key mechanism for achieving more integrated regeneration interventions at community level (the '**relationship with other regeneration agencies and providers**' test).

2.4 *Countryside Agency 'Good Practice' Checklist*

2.4.1 The CTF outline and the CF project grant specifications clearly provide an extensive range of key evaluation tests, and answering them will undoubtedly assist in assessing the extent to which the OSS project has achieved its aims, and in identifying any barriers and concerns that need to be addressed. However, there remain a number of gaps, not least with respect to implementation processes and issues. To bridge these, selected items from the one-stop shop 'good practice' checklist, contained in a report published by the Countryside Agency (2003), have been incorporated into the evaluation framework. Because there is considerable overlap between this checklist and what the evaluation framework already covers, the checklist has been used as a source of supplementary evaluation questions. These additional components may be grouped under seven headings:

- Start-up;
- Premises;
- Partnership;
- Community Involvement;
- Mix of Services;
- Progression and Management; and
- Funding and Finance.

2.4.2 In addition to those aspects already identified, the **Start-up** stage of OSS development should take into account two further considerations. These are as follows:

- **Model:** this is the question whether the One Stop Shop should act as a 'single stop' or a 'first stop'. Single stop provision denotes that services are provided directly by providers at the OSS, whereas first stop provision implies an advisory service that refers enquirers onwards to a more appropriate agency based at another location.
- **Name:** Considerable confusion may arise over the term 'one stop shop'. Many members of the public have found it misleading or difficult to interpret. Most examples actually prefer to use a different locally agreed name, such as 'integrated resource centre', 'community service centre' or something similar.

2.4.3 The checklist identifies four aspects concerning the **Premises** for the OSS that warrant attention. These are as follows:

- **Buildings:** For most OSSs, the emphasis is on the identification of suitable premises in an appropriate location. However, as already stated this does not apply to the CISWO OSS project, as the buildings (or in a few cases the sites) are already pre-determined. However, this situation raises key questions over their suitability for the purposes envisaged, especially in terms of internal layout, security and availability of essential facilities and services. There may also be issues concerning their structural soundness and state of repair. Where there are major difficulties with any of these matters, then clearly most of the early effort to convert the building into an OSS involves improving and reorganising its physical structure and layout.

- **External and internal appearance:** The OSS should have a good 'shop frontage' with clear signposting and entrance points. Any information displayed inside or outside the building should be clearly visible, recognisable and legible. Both external and internal fitting and finishing should be smart, modern and attractive. There should be distinct spaces for those booking or waiting for appointments, and for those who wish just to browse through the information leaflets displayed in the foyer. Easy and visible access to reception staff from both spaces is important. There should also be separate rooms available for private consultations and confidential discussions.

- **Attraction of users:** OSSs should project a functional identity of its own that users can come to know and recognise. This will help to differentiate it from local council and other statutory provision. To do this it will need some form of branding, particularly outside the building (see above), but also in relation to marketing and promotional activity. For visitors, it is important to create a good initial impression, so an attractive and welcoming reception area and an informal friendly atmosphere are essential.

- **Accessibility:** Again, the location of the CISWO OSSs in relation to where most of its potential users live is a given fact. For those serving a relatively wide area or a dispersed population, the availability of public transport services could be included in marketing and publicity material (see 2.4.6 below). If these services are limited or non-existent, attempts to find alternative forms of transport could be made. Car parking and secure cycle stands should also be made available for visitors. In terms of the building itself, it is essential that the needs of the less able-bodied and those with prams and pushchairs are catered for. Similarly, provision of facilities and support to assist the less able-bodied and other disadvantaged should form part of the OSS service package. This might include items such as induction loops for the hard of hearing, translation services (including signers), crèche facilities and reserved car parking spaces for blue badge holders.

2.4.4 The importance of **Partnership and Participation** has already been heavily stressed, with initial tests already elaborated in sections 2.2.1, 2.3.1 and 2.3.2 above. The Countryside Agency (CA) checklist suggests that these should be supplemented by four further considerations. These are as follows:

- **Consultants and enablers:** Initial research, feasibility assessment and business planning often involve an external organisation which is commissioned to oversee the process. This is generally an independent consultant. Their services may be retained for the subsequent development phase or phases. However, as the project progresses, the relationship between the partners changes, and this may open up opportunities for different enablers - for example, in the provision of payroll and employment services.

- **Private sector:** Wherever possible, efforts should be made to involve local business interests. They could bring essential planning and management skills to the table, and in turn they can benefit from spin-off trade from people who are attracted to the OSS. They can also be a source of additional finance, gaining tax advantages from any donations that they make.

- **Maintaining involvement:** Long development phases often make it hard to keep people's interest and support. It is useful to have some small 'quick-win' projects to demonstrate that things are happening. Others might adopt a phased approach, so that part of the centre can begin operating at an earlier date. Continued involvement is also reliant on constant promotion and marketing, including references in the local and regional press wherever possible. This should include feedback on project progress and achievements. Occasional promotional events might also be held to keep the project in the local eye.

- **Adopting a flexible approach:** It is important to continually assess the needs of the local community, and to respond to new demands or requirements if at all possible. This means that OSSs should follow a flexible approach as far as is possible. Keeping in touch with centre users can be achieved through regular monitoring (e.g., via customer satisfaction surveys).

2.4.5 In addition to the 'range of services' tests outlined in sections 2.2.1 and 2.3.1 above, there are three further aspects identified in the CA checklist in relation to an appropriate mix of **Services**. These are as follows:

- **Engaging service providers:** There are a number of balances to be struck in determining the mix of services to be provided. At one end of the spectrum there is the needs assessment stemming from the community consultation, and how this might be turned into reality, rather than just a 'wish list'. Decisions need to be taken about the extent to which potential services complement or conflict with one another. Thought also has to be given to accommodating those services that can generate an income for the OSS alongside voluntary sector providers who have limited means. There are also more pragmatic considerations about which agencies can be persuaded to use the OSS for local service delivery. For this there needs to be engagement and negotiation by existing members of the steering group with other potential providers. A great deal may depend on the capacity and willingness of organisations, especially statutory agencies, to operate in this decentralised manner.
- **Developing other activities:** The availability of a mixture of dedicated and flexible space within the OSS allows for the accommodation of occasional or irregular service providers. It can also allow scope for further expansion of services. However, even following this route there is always the possibility that all the space is taken up at all times. In such cases it is vital that communication is maintained with agencies which have expressed an interest in using the centre, as they may step in at a later stage if one of the existing providers has to withdraw its participation for any reason.
- **ICT and other infrastructure:** OSS premises essentially provide serviced accommodation for the intermittent or permanent use of public and voluntary sector organisations. While it is expected that the standard building services and their maintenance will be the responsibility of the OSS operation itself, the position with regard to more complex services such as information and communications technology (ICT) is very different. To do this properly, there has to be specialist staff capable of solving complex problems, but with sufficient workload to justify their post. There also needs to be appropriate management expertise available to oversee the process.

2.4.6 In relation to the **Management** and continued development of an OSS, the evaluation framework has already incorporated broad considerations such as partnership, representativeness and community participation. However, according to the CA checklist, there are also a number of practical management concerns that have to be addressed if an OSS is to be successful. These are as follows:

- **Management approach:** In terms of management of an OSS, it is important to distinguish between establishment and start-up on the one hand, and operation on the other. The skills and management tasks involved in these two phases are very different, and there can be difficulties if there is no clear transition between them. During the start-up phase there should be a broad-based steering group established to oversee the project. This should involve all local stakeholders and prospective service providers, and they should be encouraged to contribute to decision-making throughout the development process. It is vital that the approach taken is a flexible and open one, that all parties are able to air their views, and that decisions have the support of the majority. Once the OSS is operational, however, the management structure needs to be much slimmer and tighter, with professional expertise available to deal with day-to-day matters, and broader issues dealt with by a representative management committee. Individuals serving on this committee should be allocated responsibility for overseeing particular tasks.
- **Project champion:** A central feature of the OSS development process is the existence of a key driver for the project. This person may be a volunteer or someone who is recruited to act as the co-ordinator. Whichever route is taken, their role is to hold the partnership together, to ensure that relationships between the different players work effectively, and to ensure that the agreed development programme is followed. This involves liaising and negotiating with a wide range of

people to make things happen, and finding ways to surmount any barriers that present themselves. In short, they need the enthusiasm and commitment to act as the 'project champion'.

- **Opening hours:** These should be dictated principally by user demand, rather than provider convenience or management committee whim. It is likely that opening hours will have to be flexible, with some evening provision to cater for those who are unable to get to the OSS during the day.

- **Tenancy arrangements:** Most OSSs tend to have relatively flexible and informal tenancy arrangements, with some providers operating without any type of formal agreement. This can work well, but those organisations that do take up dedicated space should be asked to sign a formal agreement, setting out the time period, rental payments and any provision for rent review. Where the OSS operates a room rental approach, it should seek to put in place a proper diary-based room booking system, with appropriate acknowledgement, invoice and receipt forms. This will ensure that any audit of the centre's finances will have a documented paper trail that it can follow.

- **Employment and staffing:** Where staff are employed by the OSS, clear management and reporting responsibilities need to be defined and agreed. This includes job descriptions and eligible duties. It is essential that management resists the temptation to ask them to do anything and everything. Staff may frequently work longer than their contracted hours anyway. Those involved should also follow fair and non-discriminatory recruitment practices and processes. It may also be necessary to enter into arrangements with other bodies, such as the local authority, in order to gain access to payroll and other employment-related services. At the same time, OSS success may rest on the commitment and enthusiasm of the person recruited. However, it is likely that there will be a blurring of the distinction between 'management' and 'staff', with strong teamwork being the order of the day.

- **Marketing:** If the success of an OSS depends on the number of people who make use of the services on offer, then some form of marketing is vital. Word of mouth and personal recommendation are by far the most important forms of spreading awareness of what is available. All users who have benefited should be encouraged to tell their friends and neighbours. Special events may be organised to attract people into the centre, thus providing an opportunity to inform them of the centre's expanded role. In addition, the usual range of information and publicity tools can be used to let people know what is on offer. These include local newsletters, press releases, flyers, posters and notices, and, where feasible, a website.

- **Monitoring:** Assessing the relative success of different OSSs poses fundamental challenges in terms of setting baselines and collecting relevant information. Each scheme is likely to differ so much that it is difficult to identify a common set of indicators that allows them to be compared. The nature of different services means that a simple count of users is insufficient to gauge the benefit that they may or may not have brought. However, experience with existing 'regeneration' OSSs suggests that few of those involved have been able to devote the time and effort needed to put in place any system for regular monitoring and information collection that would help them to make a judgement on such matters. In making choices about how they deploy their skills and allocate their resources, they have preferred to concentrate on the operation and development of their centre.

2.4.7 The evaluation framework has thus far focused on the availability of and access to external funding for OSSs, in terms of both start-up and operation. However, the **Funding and Finance** aspects of OSS establishment and continued development go much further than this. Indeed, the CA checklist highlights three fundamental considerations that have to be resolved if an OSS is to succeed. These are as follows:

- **Setting-up costs:** It is important that the start-up and development costs for the OSS are not underestimated. Although some have been established for relatively small amounts, the majority have required substantial investment, particularly where they are seeking to bring in a broad mix of services, some of which require specialist facilities. Rural experiences in England indicated that costs would be lower where the OSS can be tailored to fit in with existing facilities, or where a

building is already available. However, the evidence also indicated that any form of major conversion and refurbishment would push development costs into six or even seven figures.

- **Running costs:** These can vary quite substantially, according to the size of the building, the number of services accommodated, the balance between long-term renters and occasional room hirers, and the number of staff employed directly by the OSS. The latter are a key element in the escalation of running costs, and for this reason those managing OSSs need to be careful when deciding whether or not to recruit additional employees.

- **Developing income streams:** OSSs are likely to involve a number of financial transactions, over and above capital and revenue grants. Additional income sources include surpluses from traded income, private donations and cash from fund-raising events. Help in kind is also a valuable resource and may in some instances be used as match funding for awards of grant aid. However, the uncertainties over long-term grant-based funding underline the fact that, for guaranteed survival, the best option is to move towards a situation where the OSS is self-funding. However, securing this requires considerable effort that may detract from the promotion of core activities, and it requires financial management rather than service management skills. Nevertheless, the importance of seeking alternative and long-term sources of income cannot be over-emphasised.

- **Financial management:** There is a tendency to assume that all financial management should be carried out in-house. Most organisations, however small, prefer this, partly because of the cost and partly because they feel that they are able to retain greater control in this way. However, it can be increasingly difficult to find volunteers with the appropriate skills, especially given the increased complexity that multi-service OSSs bring with them. An alternative option is to outsource some or all of the tasks to a local accountant, in the same way that a small business would. It might be possible to engage the local authority to do this, in the same way that they are often agreeable to taking on payroll functions.

2.5 Questions Identified by the Evaluation Team

2.5.1 The questions or 'tests' assembled from the three sources reviewed so far in this section provide a virtually complete progress and process evaluation framework for the CISWO OSS project. However, fuller scrutiny by the CRESR evaluation team revealed that there were still some aspects that were not included, or were inadequately specified. These may be summarised under five headings, as follows:

- **'Development pipeline':** the process of converting a MWS into a OSS can be seen as a series of stages through which it has to pass, and the assessment of progress to date essentially identifies the point that they have reached in this 'pipeline'. The expectation should be that the majority of schemes demonstrate forward movement along this pipeline during the course of the project.

- **'Deadweight':** this is a standard evaluation component that is conventionally used in tandem with the calculation of 'leverage ratios' (see section 2.3.1) and estimation of 'displacement' (see section 2.2.1). It is appropriate in this context because, as outlined in section 1.2.2, some MWSSs had already begun to make moves to reconfigure themselves from old-fashioned welfares to centres serving their wider neighbourhoods. A number of those participating in the OSS project were in this position when they joined. This clearly raises the question of 'deadweight' – or, in other words, to what extent would these examples have been able to convert to a wider community-serving role without the intervention and assistance of the CISWO project? For those that have drooped out of the project, the question is slightly different: would they have reached the same situation even if they had not participated in the CISWO project?

- **'Regeneration programme funding':** in terms of the evaluation of the OSSs' contribution to wider local regeneration, one direct measure is to calculate the amount of funding received from specific regeneration initiatives or funding streams.

- **'Fit with local regeneration strategies'**: this provides a more indirect measure of the potential role that the OSSs can play in local regeneration, since it examines the degree to which the OSS fits in with the aims and objectives of the Local Strategic Partnership or its equivalents in Scotland and Wales. This will depend largely on there being an explicit move towards greater outreach service provision in the local Community Plan and amongst partner agencies, and the use of 'non-standard' or community venues for the delivery of training, health promotion initiatives and the like as a means of improving their accessibility for disadvantaged groups.

2.6 The Evaluation Framework in Summary

2.6.1 The evaluation components identified in this section provide a clear and comprehensive framework for the assessment of progress and processes in relation to implementing the CISWO OSS project. However, presenting them in terms of their sources does not necessarily provide the most appropriate order in which they should be examined. A more logical and accessible structure for the evaluation emerges by reorganising the components under the following three headings:

- Indicators of progress to date;
- Assessment of implementation processes; and
- Contribution to wider regeneration.

2.6.2 **Indicators of progress to date:** this segment of the evaluation will cover the following tests:

- **Development pipeline** (section 2.5.1)
- **Range of services** (2.2.1 and 2.3.1)
- **Progress towards service provision** (2.3.2)
- **Duplication (or displacement)** (2.2.1)
- **Availability of and access to funding (quantitative analysis)** (2.2.1)
- **Leverage ratios** (2.3.1)
- **Developing income streams (quantitative analysis)** (2.4.7)
- **Deadweight** (2.5.1)

2.6.3 **Assessment of implementation processes:** this segment of the evaluation will cover the following tests:

Start-up

- **Model** (section 2.4.2)
- **Name** (2.4.2)
- **Business plan development and agreement** (2.2.1)

Premises

- **Buildings** (2.4.3)
- **External and internal appearance** (2.4.3)
- **Attraction of users** (2.4.3)
- **Accessibility** (2.4.3)

Services

- **Engaging service providers** (2.4.5)
- **Developing other activities** (2.4.5)
- **ICT and other infrastructure** (2.4.5)

Partnership and Participation

- ***Collaboration and partnership*** (2.2.1)
- ***Community consultation/participation*** (2.2.1 and 2.3.1)
- ***Mainstream leadership*** (2.2.1)
- ***Consultants and enablers*** (2.4.4)
- ***Private sector*** (2.4.4)
- ***Maintaining involvement*** (2.4.4)
- ***Adopting a flexible approach*** (2.4.4)
- ***Composition and representativeness of the management committee*** (2.2.1 and 2.3.1)

Management

- ***Management approach*** (2.4.6)
- ***Project champion*** (2.4.6)
- ***Opening hours*** (2.4.6)
- ***Tenancy arrangements*** (2.4.6)
- ***Employment and staffing*** (2.4.6)
- ***Marketing*** (2.4.6)
- ***Monitoring*** (2.4.6)

Funding and Finance

- ***Setting-up costs*** (2.4.7)
- ***Running costs*** (2.4.7)
- ***Availability of and access to funding (qualitative analysis)*** (2.2.1)
- ***Developing income streams (qualitative analysis)*** (2.4.7)
- ***Financial management*** (2.4.7)

2.6.4 Contribution to wider regeneration: this segment of the evaluation will cover the following tests:

- ***Regeneration programme funding*** (2.5.1)
- ***Engagement with or representation on the local partnership*** (2.3.2)
- ***Relationship with other regeneration agencies and providers*** (2.3.2)
- ***Fit with local regeneration strategies*** (2.5.1)
- ***Information transfer/practice sharing*** (2.3.2)
- ***Wider dissemination*** (2.3.2)

3. INDICATORS OF PROGRESS TO DATE

3.1 *Introduction*

3.1.1 A number of general comments should be noted before a detailed examination of project progress to date is presented:

- The MWSs selected for the two rounds of the OSS project cover a wide range of conditions and circumstances, in terms of both existing structure and operations and the external local environment within which they are working. This, along with their very varied experiences, makes it difficult to treat them in a unified way. In this light, any generalisations made in the sections that follow are intended to reflect broad patterns of development, rather than reflecting specific experiences. That said, examples from the case studies will be quoted where relevant, for illustrative purposes.
- The conversion of a MWS into a fully operational OSS is a long-term process, and the period of time required varies between different Welfares. In other words, assessment of progress to date is akin to focusing on a moving target. The position outlined in section 3.2 below was accurate at November 2004. Since then it may well have been superseded by further developments at many OSSs.
- It is also possible for the different components of the OSS development process to be commenced or completed in varying sequences, according to the circumstances facing, and the opportunities open to, particular MWSs.

3.2 *Development Pipeline*

3.2.1 Stages reached along the OSS development 'pipeline' can be grouped under six broad headings:

- those that are fully operational as one-stop shops.
- those where some service provision has already been introduced, but where expanded coverage is awaiting refurbishment and modernisation work.
- those where refurbishment or rebuilding work has commenced but is not yet completed; some services may already be in place or negotiations with potential providers may be under way.
- those that are at the feasibility and planning stage, with a steering group or management committee in place, and either considering options or pursuing grant funding.
- those whose forward progress has stalled or whose continued participation in the OSS project is in abeyance.
- those MWSs that have closed for business, or have been withdrawn from the project.

3.2.2 Figure 3.1 illustrates the proportion of participating MWSs at each of these positions along the OSS development pipeline for 2003 and 2004. The diagram shows that the majority have either become fully operational during the year between the two survey points, or have begun to offer local services in advance of building refurbishment and reorganisation. Most of the others have also made progress towards full operation, with numbers in the 'progress stalled', 'feasibility stage' and 'building works in progress' categories all decreasing appreciably between the two dates. The diagram immediately points to some of the key features of the OSS project:

Partnership and Participation

- ***Collaboration and partnership*** (2.2.1)
- ***Community consultation/participation*** (2.2.1 and 2.3.1)
- ***Mainstream leadership*** (2.2.1)
- ***Consultants and enablers*** (2.4.4)
- ***Private sector*** (2.4.4)
- ***Maintaining involvement*** (2.4.4)
- ***Adopting a flexible approach*** (2.4.4)
- ***Composition and representativeness of the management committee*** (2.2.1 and 2.3.1)

Management

- ***Management approach*** (2.4.6)
- ***Project champion*** (2.4.6)
- ***Opening hours*** (2.4.6)
- ***Tenancy arrangements*** (2.4.6)
- ***Employment and staffing*** (2.4.6)
- ***Marketing*** (2.4.6)
- ***Monitoring*** (2.4.6)

Funding and Finance

- ***Setting-up costs*** (2.4.7)
- ***Running costs*** (2.4.7)
- ***Availability of and access to funding (qualitative analysis)*** (2.2.1)
- ***Developing income streams (qualitative analysis)*** (2.4.7)
- ***Financial management*** (2.4.7)

2.6.4 Contribution to wider regeneration: this segment of the evaluation will cover the following tests:

- ***Regeneration programme funding*** (2.5.1)
- ***Engagement with or representation on the local partnership*** (2.3.2)
- ***Relationship with other regeneration agencies and providers*** (2.3.2)
- ***Fit with local regeneration strategies*** (2.5.1)
- ***Information transfer/practice sharing*** (2.3.2)
- ***Wider dissemination*** (2.3.2)

3. INDICATORS OF PROGRESS TO DATE

3.1 *Introduction*

3.1.1 A number of general comments should be noted before a detailed examination of project progress to date is presented:

- The MWSs selected for the two rounds of the OSS project cover a wide range of conditions and circumstances, in terms of both existing structure and operations and the external local environment within which they are working. This, along with their very varied experiences, makes it difficult to treat them in a unified way. In this light, any generalisations made in the sections that follow are intended to reflect broad patterns of development, rather than reflecting specific experiences. That said, examples from the case studies will be quoted where relevant, for illustrative purposes.
- The conversion of a MWS into a fully operational OSS is a long-term process, and the period of time required varies between different Welfares. In other words, assessment of progress to date is akin to focusing on a moving target. The position outlined in section 3.2 below was accurate at November 2004. Since then it may well have been superseded by further developments at many OSSs.
- It is also possible for the different components of the OSS development process to be commenced or completed in varying sequences, according to the circumstances facing, and the opportunities open to, particular MWSs.

3.2 *Development Pipeline*

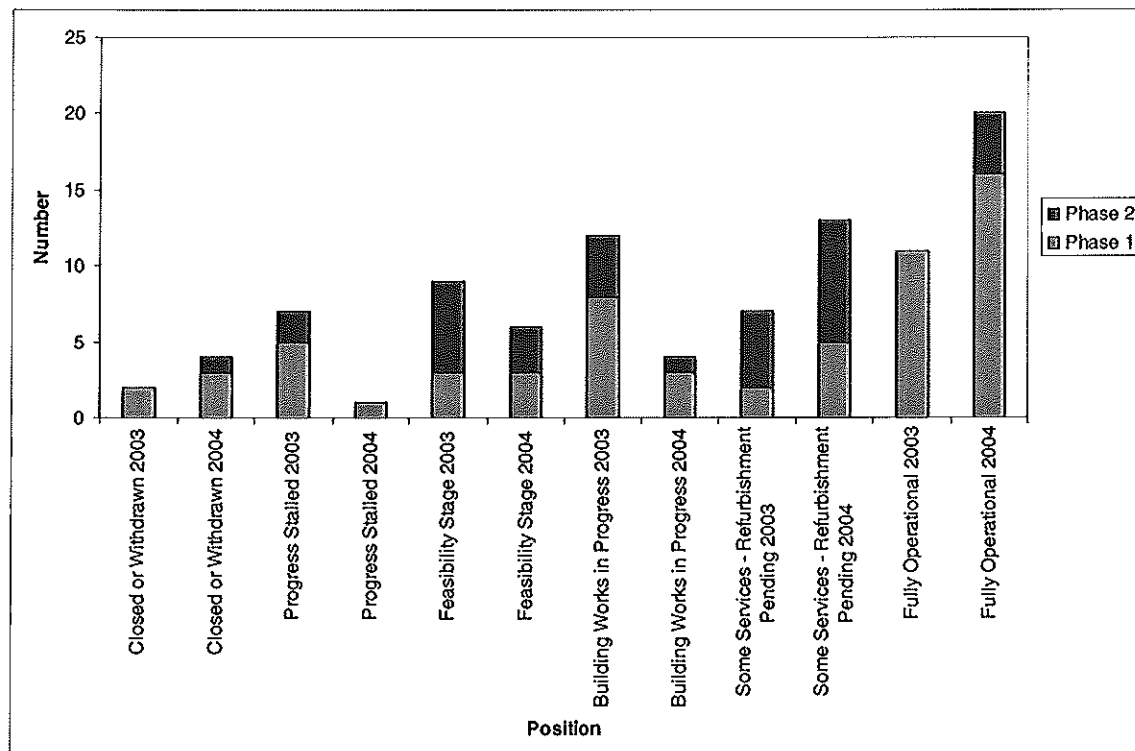
3.2.1 Stages reached along the OSS development 'pipeline' can be grouped under six broad headings:

- those that are fully operational as one-stop shops.
- those where some service provision has already been introduced, but where expanded coverage is awaiting refurbishment and modernisation work.
- those where refurbishment or rebuilding work has commenced but is not yet completed; some services may already be in place or negotiations with potential providers may be under way.
- those that are at the feasibility and planning stage, with a steering group or management committee in place, and either considering options or pursuing grant funding.
- those whose forward progress has stalled or whose continued participation in the OSS project is in abeyance.
- those MWSs that have closed for business, or have been withdrawn from the project.

3.2.2 Figure 3.1 illustrates the proportion of participating MWSs at each of these positions along the OSS development pipeline for 2003 and 2004. The diagram shows that the majority have either become fully operational during the year between the two survey points, or have begun to offer local services in advance of building refurbishment and reorganisation. Most of the others have also made progress towards full operation, with numbers in the 'progress stalled', 'feasibility stage' and 'building works in progress' categories all decreasing appreciably between the two dates. The diagram immediately points to some of the key features of the OSS project:

- huge strides have been made in converting most of the participating MWSs into OSSs, or in progressing them towards that status;

Figure 3.1: Progress along the OSS Development Pipeline, 2003 to 2004



- the complexities of the process mean that for most becoming an operational OSS has proved to be a longer-term proposition than was originally envisaged;
- as a result, for some the OSS development process is set to run beyond the end of the project period, and continuing CDO support will be required for them to build on the achievements already made.

3.3 Range of Services

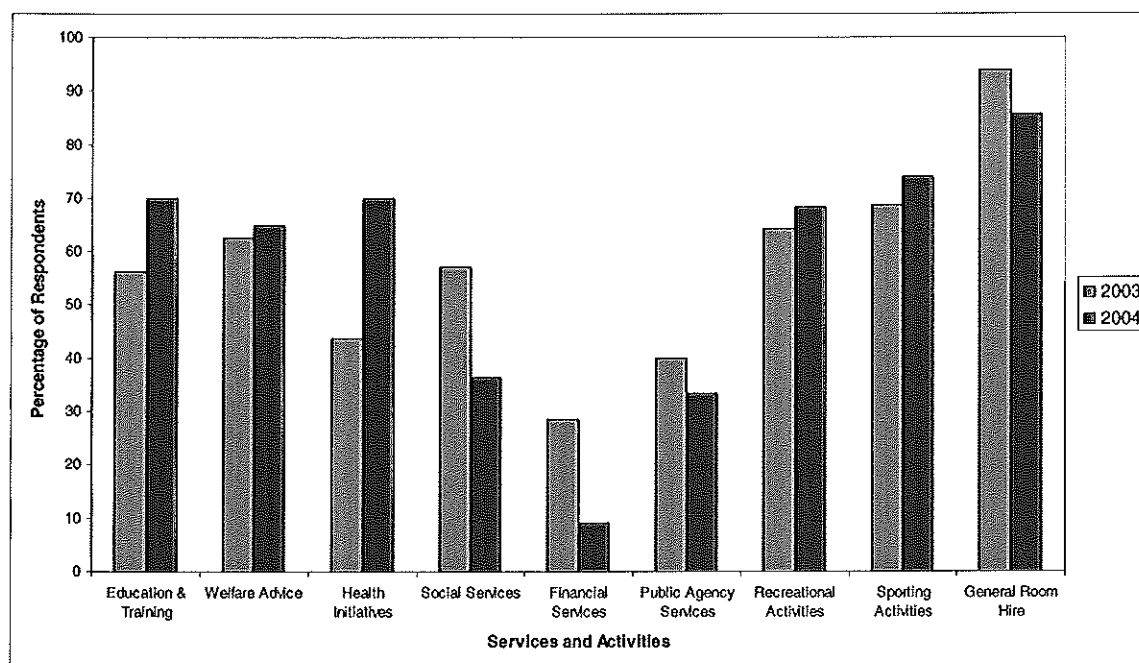
3.3.1 The two rounds of the postal survey and the detailed case studies revealed a varied mixture of services and activities being offered by those that had reached this stage. The mix reflected the balance that MWSs were able to strike between three elements:

- the needs and demands expressed in the community consultation exercises;
- the availability and flexibility of space within Welfare buildings; and
- the willingness of external service providers to take up the offer.

3.3.2 The postal surveys revealed that the most common types of service currently being provided were education and training, welfare advice and health initiatives (see Figure 3.2). Social services (especially childcare) were also present at many centres, but seemed to have reduced in prominence over the year. On the other hand, it appeared that OSSs had struggled to bring in statutory and public agency services to any great degree, whilst financial advice and services had dwindled in importance. Several of the case study Welfares had tried to secure some kind of financial provision, generally in the form of credit union facilities, but only few had succeeded. It is also significant that only a handful were actively seeking to bring in the latter two types of provision.

Although a few OSSs stated that they have allocated virtually all their available space, the majority still have scope for accommodating additional services. This is indicated by the high proportion offering rooms for hire to local public, private and voluntary sector organisations, or to the general public for social functions.

Figure 3.2: Services and Activities Reported by Postal Survey Respondents



3.3.3 As well as service provision, most participating MWSs also offer a range of social and recreational activities, some of which are new, some of which are long-standing. Examples include sporting facilities (such as football, rugby, cricket and bowls), other physical activities (dance classes, keep fit, etc.) and entertainment. Indeed, some Welfares have focused provision around sport and exercise, with the twin aims of using them to assist youth development and education on the one hand, and health promotion on the other (e.g., Hirst). In these cases it is felt that they can play an additional and vital role in the overall regeneration package for their local area. Another important area of expansion has been in provision of food, either in connection with the bar in 'wet' schemes, or via a separate café area. These facilities are installed primarily as an additional income generator, and as such have the potential to contribute to long-term sustainability (e.g., Croy). In some of the case study OSSs they have also begun to link into healthy eating initiatives that are being promoted in the locality (e.g., Bold, Cortonwood).

3.4 Progress towards Service Provision

3.4.1 A principal element of the CISWO OSS project has involved the renewal and transformation of the MWSs' physical assets (buildings, fittings, furnishings, décor, equipment, layout, external facilities, etc.). Although the planning and securing of these improvements has taken up a great deal of time on the part of CDOs and Trustees, parallel discussions and negotiations with potential service providers have been held. In several cases this resulted in them agreeing to become part of the project Steering Group. This approach has broadly ensured that there have been agencies ready to take up residence as soon as the building works have been completed. Indeed, in many cases specific rooms have been fitted out as requested for particular occupiers (e.g., the Healthy Living Centre at Cortonwood, the health initiative offices at Bold, and the IT suites at Croy, Hirst and other places). Otherwise, most Phase 2 participants that have not yet benefited from refurbishment works are in reasonably good condition. This has meant that they have been able to begin service provision with little delay, and indeed some of them have quickly become very well used. Some are also fully geared up to bringing in further services, engaging with other potential

service providers. and hence making fullest use of their space and capacity. In other words, the majority of participants have achieved substantial progress towards service provision.

3.4.2 However, this is not something that can be accomplished overnight. Indeed, several OSSs still have spare capacity, but with no immediate signs of it being taken up. While this will allow OSSs to respond to one-off demands and to enable future expansion, this has to be balanced against the need to increase income. This is not so much an issue where managers are energetic in ensuring a steady flow of occasional and short-term users for the flexible space that is on offer. However, in a few cases there was uncertainty on the part of the management teams regarding exactly how to go about striking this balance. Not surprisingly, few Trustees or management committee members have yet acquired the skills and aptitudes needed for the networking and marketing that this entails. As the CA report indicates, the operational phase of a one-stop shop needs a very different approach and thinking. It is clear that Trustees and management committee members (as well as some centre managers) need assistance in developing these skills and abilities. Future training provision for those running the CISWO OSSs should include these external or outward-facing aspects of their management.

3.5 *Duplication (or Displacement)*

3.5.1 There is very little evidence of duplication of service provision in the areas served by the OSSs. In most cases, they are the only outlet in their locality for the type of services offered. Moreover, many MWSs have actively worked alongside other local organisations to ensure that they do not 'tread on each other's toes' or stray into their respective patches (e.g., Bold). There were no signs of any attempts to 'poach' services and activities away from already established venues, and in some instances efforts to involve service providers have foundered because they already have an outlet nearby (e.g., Fernhill and Blaenrhondda). However, it should be acknowledged that conflicts have emerged in a few places. Thus, in some cases aspirations have been framed with reference to what has been developed in nearby communities (captured by the expression 'they've got one so we want the same'). CDOs have been instrumental in steering Trustees away from this type of approach, and getting them to focus on what is both feasible and justifiable. The second type of conflict has been where an existing community centre has suddenly felt threatened or has sought to compete with the Welfare in terms of bringing in service providers (e.g., Mastin Moor). Where this has occurred, it has been more of a reaction to developments fostered or proposed by the OSS. In such cases, it is unlikely that service providers will agree to work from more than one local base, so this will also ensure that the threat of duplication is avoided.

****Insert Photo 9 here****

3.6 *Availability of and Access to Funding*

3.6.1 The latest available summary of grant funding attracted by MWSs participating in the OSS project shows the position as at October 2004. By this stage the project as a whole had successfully brought in an additional £18.8million from a variety of funding sources. While this total has mainly covered capital works, such as new buildings, modernisation and refurbishment, more recently the emphasis has shifted towards revenue funding, especially for the employment of staff to assist with OSS management, administration and further operational development.

3.6.2 The success of the project with respect to grant funding may also be illustrated by the wide range of sources from which finance has been secured. Table 3.1 provides a summary of the situation up to October 2004. This shows that more than 40% of financial support has come from two sources, namely the CRT and the CF (formerly the National Lottery Charities Board, now part of the Big Lottery Fund). This is not a case of over-dependence, however, since in virtually all cases these grants have formed part of a much bigger package of funding drawn from a wide range of programmes and organisations. This is supported by the fact that most of the other funding sources (singly or as a group) now exceed or are approaching the £1 million mark in their support to OSS participants.

3.6.3 Indeed, the list makes impressive reading. It indicates the resourcefulness of the CDOs especially in identifying and successfully helping the MWSs to negotiate several very different funding regimes and their rules and procedures. Sometimes participants have had to overcome one or more disappointments in their initial efforts, facing particular barriers in accessing what might seem to be obvious sources such as national regeneration programmes and local authorities. With respect to the latter, their willingness to provide funding support has varied enormously between regions, with very little activity in Yorkshire and South Wales, but much more willing to assist, albeit often in a relatively small way, in Scotland, the North East and the East Midlands. Other significant sources have included the other Lottery distributors, the Single Regeneration Budget and its equivalents, and the European Structural Funds, although again there are big gaps in some places, notably South Wales. Charities and trusts have a much smaller share of the total pot, but in many places their role has been crucial in starting the ball rolling, providing the start-up money to cover community consultation, feasibility work and business planning. Special mention should be made of the various Miners' Trust funds that have intervened in this way. Their resources are limited, so they will never be able to pay for any large capital works, but they have been able to act as an essential catalyst for many OSSs.

Table 3.1: Amounts Received from Different Funding Sources up to October 2004

Source	Amount (£)	% of Total
Coalfields Regeneration Trust	4,841,000	25.7
Community Fund/NLCB	2,983,000	15.9
Other Lottery Funding Bodies	1,888,000	10.0
European Structural Funds	1,782,000	9.5
Single Regeneration Budget (or equiv.)	1,761,000	9.4
Other Regeneration Programmes	1,491,000	7.9
Football Foundation	1,120,000	6.0
Landfill Tax/Environmental	920,000	4.9
Local Authorities	905,000	4.8
Charities and Trusts	655,000	3.5
Private Sector (including foundations)	263,000	1.4

Note: All monetary figures have been rounded to the nearest 10,000; and as it has not been possible to classify about 1% of the funds received, these have been excluded from the analysis.

3.7 *Leverage Ratios*

3.7.1 A 'leverage ratio' is a commonly used tool for assessing the extent of additional public or private sector resources drawn into an area as a direct result of the activities supported by regeneration grant funding. The normal way of expressing this is to indicate how much in pounds sterling is brought in for each £1 of investment. The nature of the OSS project means that this is an ideal evaluative technique to use, both for the scheme as a whole, and also broken down by its two Phases or by region. However, several considerations should be highlighted before presenting the findings:

- The calculations are based solely on the two NLCB/CF grants to the OSS project, and do not take into account any additional resources (monetary or in kind) that might have been utilised, nor does it include additional funding secured by partner service providers to support their presence in the OSSs.

- The ratios relate to the latest available summary of grant funding attracted by Phase 1 and 2 MWSs (up to October 2004). At this point the total stood at £18.8 million. The existence of pending grant applications mean that these figures might increase in the future. To capture this possibility, a separate set of 'potential' leverage ratios has also been calculated.
- The ratios for the two phases of the project have been calculated on the assumption that all of the initial NLCB grant and half of the continuation CF grant have been used to support Phase 1 participants. The remaining half of the latter grant has formed the basis for the ratio for Phase 2.
- The regional ratios have been calculated by applying a rough 'rule of thumb' (an eighth of total project funding) to the grant aid amounts awarded to OSSs in those areas.
- Although there are no specific benchmarks against which these specific OSS project leverage ratios can be judged, as a rough guide to relative performance they have been set against the ratios attained by a selection of other regeneration projects and initiatives.
- Finally, it should also be noted that the figures are essentially descriptive, and they raise many questions about the reasons for the different patterns that emerge. These issues are considered in more detail in section 4.7.

3.7.2 The overall, regional and Phase 1 and 2 leverage ratios are shown in Table 3.2. The results show some interesting patterns:

- Overall the project so far has secured significant funding leverage of almost 1:14.
- Not surprisingly, given the emphasis on capital works and the longer development timescale, the leverage for Phase 1 centres is much higher than for Phase 2 - and at nearly 1:18 is an impressive achievement.
- The Phase 2 leverage rate is much lower at 1:6, but this is in part due to the focus on building modernisation, rather than the rebuilding or major refurbishment that has been typical for most Phase 1 MWSs. It also underlines the fact that some Phase 2 centres are still in their developmental stages. It is instructive to note that over the last year the ratio for Phase 2 centres has been increasing at a faster pace than that for Phase 1.

Table 3.2: CISWO One-Stop Shop Leverage Ratios, October 2004

	Leverage Ratio	Potential Leverage Ratio
CISWO OSS Project	13.83	15.48
Phase 1	17.75	19.10
Phase 2	6.04	8.30
East Midlands	19.00	19.00
North East	26.05	27.28
Scotland	21.50	21.84
South Wales	2.71	9.46
Western	21.72	22.91
Yorkshire	19.65	24.91

- There is rough equivalence of leverage ratios (of the order of 1:19 to 1:26) for all regions except South Wales. There are a number of reasons for this lower figure, and these are explored in greater detail in section 4.7 below.
- The 'potential' leverage ratios indicate that South Wales would gain the most if all outstanding grant applications were to be awarded. Our case study work also suggests that there is a strong likelihood that further applications will be submitted in the next few months, so that the long-term leverage ratio for the region may well exceed the 1:10 mark.

3.7.3 It has proved difficult to produce an objective assessment of these leverage ratios, as it was impossible to find any projects that are directly comparable to the CISWO OSS scheme for which equivalent figures are available. However, leverage ratios achieved by a range of regeneration projects and initiatives have been calculated as part of previous evaluation studies, and a selection of these are shown in Table 3.3. This shows that most are confined to a narrow range between 1:2 and 1:6, and that none has quite managed to reach double figures. At first glance, then, the CISWO OSS project has performed much better than other regeneration projects. However, as this was one of its central objectives, and much of the funding obtained has been for capital expenditure, this verdict should be tempered with caution. Indeed, some of the schemes quoted in Table 3.3 themselves involved considerable direct capital expenditure (e.g., the EZs and the UDCs), and the huge amounts invested would make it difficult to achieve much higher leverage than they did.

Table 3.3: Leverage Ratios for Selected Regeneration Projects and Initiatives

Project or Initiative	Leverage Ratio
Manchester UDC	1:1.3
Bristol UDC	1:2.1
Enterprise Zones	1:2.3
Cardiff Bay UDC	1:2.3
Highlands & Islands Finance for Business Fund	1:2.6
Single Regeneration Budget	1:4.0
Northumberland Rural Projects Fund	1:4.4
London Docklands UDC	1:5.0
Laganside UDC	1:5.2
Welsh Tourist Board Grants	1:6.0
East Ayrshire SIP Outdoor Access Project	1:9.8

Sources: Brennan et al. (1998); National Audit Office (1993); PA Cambridge Economic Consultants (1995); plus various Internet sites.

3.8 *Developing Income Streams*

3.8.1 The responses to question 8 in the postal survey indicate that most Welfares still receive most of their income from 'trade'. This includes bar and food sales, charges for social activities and entertainment and room hire. At first sight the picture looks fairly healthy, but the figures need to be interpreted with care. First, they give no indication of the extent to which trading income has covered total operating expenditure, or if the balance sheet has begun to generate a surplus. Second, the relatively low figures quoted for income from grants suggests either that they have experienced difficulties in securing such funds, or that some respondents have interpreted the question as relating just to the operational side of the centre, and treated any development works separately (given that these should be held in a different account). Given the absence of any reliable figures on financial income from the postal survey, it has not proved possible to undertake

any quantitative analysis on this theme. However, additional qualitative evidence on OSS income growth has been gathered as part of the case studies, and this is presented in section 4.7.7 below.

3.9 *Estimation of Deadweight*

3.9.1 Estimating 'deadweight' mainly involves assessing the extent to which those MWSs that have converted to OSSs (or are on the way to doing so) would have been able to do so without the intervention and assistance of the CISWO project. For those that have dropped out of the project for whatever reason, the test is slightly different, asking whether they would have reached the same situation had they not been part of the CISWO project. In this assessment attention has been focused principally on Phase 1 welfares, especially those that were able to relaunch themselves successfully into their new community-serving role fairly quickly. This is on the basis that those that are still progressing through the development 'pipeline' have clearly been unable to reach this new status on their own, or with minimal help from other agencies. At the other end of the scale, the question of the closure or withdrawal of participating MWSs also mainly involves Phase 1, reflecting the different selection procedures used in the two phases.

3.9.2 The assessment suggests that at most four of those that have launched as One-Stop Shops might have been able to reach this position without the assistance of the CISWO project. These are Bold, Choppington, Cortonwood and Lea Hall. However, this is not to say that the work of the regional CDOs has not helped in some way with their progress. In the cases of Bold and Cortonwood, for example, the development of the OSS may well have occurred anyway, but would probably have taken much longer and might well have taken a different form without the intervention of the CISWO project. In these cases, the assistance has been more around negotiating and developing working arrangements with service agencies and local regeneration partnerships than in terms of project development. This is a vital component of the whole OSS development process, and should be taken into consideration as a counterbalance to any narrower idea of deadweight. At Choppington and Lea Hall, the management has been very go-ahead and proactive from the start, and while there has been a positive relationship with the CDO at the latter, the impression is that this MWS would have been able to reposition itself successfully in the local community through its own efforts.

3.9.3 The different degrees of assistance provided by CDOs to these four centres makes it difficult to say precisely which ones count as deadweight, and which ones do not. In the final view of the evaluation team, however, only the centres at Choppington and Lea Hall were considered as developments that would have happened anyway.

3.9.4 Deciding whether the two participating MWSs that have closed down, namely Arley and Maerdy, should be added to this list, is a different matter. Arguably they would have suffered the same fate at an even earlier stage if they had not been part of the OSS project. On the other hand, there had been some progress in attracting service providers at Arley, and most of these have been accommodated elsewhere in the village since the closure of the Welfare. Thus, the project has had some initial impact locally, but the scope for developing this further has now gone.

3.9.5 In contrast, the case of Maerdy presents a much bleaker picture. The large building suffers from structural defects and disrepair, and prior to closure its management was the subject of considerable conflict, short-sightedness and lack of financial probity. There is little doubt that the building will have to be demolished, but there have been difficulties in securing finance to do even this. While the OSS project has brought these issues into greater prominence, there remains great uncertainty over the feasibility of developing some form of community provision to take the place of the MWS.

3.9.6 For the two MWSs that have been withdrawn from the project, namely Nelson and Silverwood, the position is even more complicated. The central problem in both has been the breakdown in relations between the MWS management and the CDO, and in turn with CISWO senior management as well. The tensions that existed in the lead-up to the decision concerning Nelson had already meant that its progress was stalled, and it now appears to be in the same

situation as when it joined the project. In contrast, Silverwood has benefited from a major refurbishment financed by a £900,000 grant from CRT, and a one-year grant from the Neighbourhood Renewal Fund to employ a centre manager. Both awards resulted from the intensive efforts on its behalf on the part of the previous Project Co-ordinator (who was also acting CDO for Yorkshire at the time). As a result the centre has been subject to great demand for meetings, conferences and social functions. However, little progress was made in securing service provision, and the Welfare now acts principally as a social centre, rather than as a one-stop shop. It is unlikely that it would have been able to perform this role without the modernisation of its premises, and the latter would not have happened if it had not been part of the CISWO project.

3.9.7 The evaluation team's conclusion is that deadweight has occurred at six participating MWSs (Arley, Choppington, Lea Hall, Maerdy, Nelson, Silverwood). The deadweight at Arley and Silverwood has been partial, given there has been some impact from the OSS project in terms of the current position. Taking these considerations into account, and giving Arley and Silverwood a rating of 0.75 each, would equate to an estimated deadweight measure for the OSS project as a whole of around 11 per cent.

3.9.8 To be fully appreciated this bald figure needs to be placed in a wider perspective. Broadly speaking, levels of deadweight vary considerably between different regeneration programmes. These variations reflect both local circumstances and, more importantly, the nature of the intervention. For example, in this report we have only considered those Welfares which would have converted to service centres or fallen by the wayside anyway. We have not, for example, assessed the extent to which service providers would have found alternative outreach venues in the area without the OSS project. In this sense, it is difficult to find direct comparisons in other regeneration programmes to act as a benchmark. The main evaluation that refers to 'community and social facilities' in terms of deadweight is that relating to City Challenge (DETR, 2000). This provides an estimate of 19 per cent as the average deadweight for this type of project. Although this relates in part to the extent to which users are from outside the immediate area, it can be taken as a yardstick to indicate that the CISWO OSS project falls well within the limits of tolerance in terms of deadweight.

4. IMPLEMENTATION PROCESSES AND ISSUES

4.1 Introduction

4.1.1 Experiences in setting up and running one-stop shops elsewhere strongly suggests that there is no single way of proceeding or "one size fits all" model. Each locality has its own set of circumstances and conditions, and the mix of organisations and personalities who mobilise to address the problems faced vary considerably too. However, as the evaluation framework set out in section 2 illustrates, it is possible to identify the key questions that all one-stop shops need to address. Answers to these then provide an assessment of progress achieved and of issues to be resolved.

4.1.2 In terms of implementation, the CISWO OSS evaluation framework has been separated into six groupings:

- Start-up
- Premises
- Services
- Partnership and Participation
- Management
- Funding and Finance

The remainder of this section deals in turn with each of these features.

4.2 Start-up

4.2.1 **Model:** The CISWO OSSs aim to act as a host for a range of agencies who can then offer their services directly to local residents. In other words, they act as 'single stop' centres. However, some services focus more on providing information and advice on matters such as welfare rights and routes into employment (e.g., the sessions offered by CISWO Welfare Advisers, and the short-lived Citizen Advice Bureau outreach activity). In these cases, the services act more as a 'first stop' or referral point for their customers. There has also been some onward referral by direct service providers where they cannot meet a particular need themselves. However, this approach tends to be the exception, with OSSs predominantly operating as 'single stop' service points. Nevertheless, the development of synergies between agencies via onward referrals, and the benefits these can bring to local residents, is a key feature of the OSS idea.

4.2.2 **Name:** All participating MWSs already had a formal name when they joined the project, and many have retained a strong attachment to this. However, most OSS representatives have recognised the desirability of a new or revised name to reflect the different nature and purpose of the centre once it has become operational. For this reason, any change has tended to be a question for a later stage in the development process, and all MWSs have delayed their renaming until this point has been reached. However, many respondents commented on their dislike of the 'one-stop shop' label. Apart from the opportunities for flippancy that the term provides, the fundamental objection is that it does not convey to local residents (and hence potential users) what the centre has to offer. The combination of existing social and recreational activities with new service provision muddies these waters further, as any name should denote that both are available. Added to this is the continued pride in both the centre's and the area's coal-mining heritage, and the desire on the part of many to retain reference to this in the name. In most cases this has been done directly (e.g., Bold Miners), in others the link is more subtle (e.g., the Pit Stop at Loganlea). These have then been combined with more general titles such as 'community centre', 'neighbourhood centre', and, in a few instances, 'welfare centre'. This often means that the new name in full can become rather long. As a result, most of those involved have developed a shorthand version (such as Bold Miners or Hirst Welfare). Locally, it is also probable that most residents will still call the centre by their existing popular name, such as 'the welfare' or 'the hall'.

****Insert Photo 2 here****

4.2.3 Business Plan Development and Agreement: A key element in enabling MWSs to move forward has been the development and agreement of a business plan. These have generally been founded upon processes of community consultation, steering group discussion, professional assistance and negotiation with a wide range of other organisations. In particular, the existence of a robust business plan has proved essential in securing grant funding for OSS development. All of the MWSs that are progressing through the different stages of the pipeline have successfully produced a business plan, and those that remain in the initial stages are in the process of doing so. In contrast, the few whose progress has stalled, or has been slow to move beyond the feasibility stage, have not yet developed and agreed such a plan (although this may not be the only reason for their lack of momentum).

4.3 Premises

4.3.1 Buildings: The majority of MWSs participating in the CISWO project had existing buildings as their starting point. There are some exceptions where a completely new building has been constructed to replace what was there previously (e.g., Choppington, Croy, Hilcote, Hirst), and only one where the OSS is developing without a site or premises being available at the outset (Auchinleck). As already stated, at the outset these buildings were in a variety of states of repair, with some like Maerdy so poor that the problems have proved insurmountable. The main reason for this was that selection of MWSs for Phase 1 was on the basis of 'local need', measured by high levels of deprivation and observable gaps in service provision in the area. Little attention was paid in this selection to the state of repair (or disrepair) of the buildings concerned. This has meant that the majority of these centres have required extensive capital works, and this has placed a huge burden on those in charge of the project, both locally and regionally. It has also effectively added several components to the 'start-up' stage of the model OSS development process as outlined in the CA report.

****Insert Photo 1 here****

4.3.2 The difficulties in securing funding for individual OSS projects have also been compounded for this reason. Those Phase 1 participants that have successfully navigated the capital funding and building works process early on have certainly benefited hugely from good quality accommodation, in such a way that it is clear to local residents that the Welfare has taken on a new role. However, it has also had the effect of raising the sights of other MWSs which want to have something similar themselves, but at a time when financial resources for large capital projects have diminished or even disappeared. Consequently, the CDOs have had to expend considerable time and effort on refocusing management committee expectations on less ambitious improvement schemes that are both feasible and attainable.

4.3.3 The selection process for Phase 2 was consciously set up so that similar problems would be avoided. While some evidence of deprivation and service need was still important, much greater weight was given to the condition of the welfare building. More importantly, considerable weight was given to the adaptability and receptiveness of the Trustees to new ideas, new ways of working, and to sharing their power in the MWS with a wider group of people. If they had already started to move in this direction, or had ideas for developing the MWS, then this was seen as a positive sign that their participation in the project had a higher chance of success. In terms of building works, therefore, Phase 2 centres were in better overall condition from the start, and even though most are taking the opportunity to secure improvement and refurbishment work, the scale of this is much less than for Phase 1. Moreover, it has meant that many have also been able to bring in service providers and accommodate new activities at a much earlier stage. In some cases there has been some disruption to service provision or social activities on account of the refurbishment work, but by and large this has been managed reasonably well. This has been done either by negotiating a phased approach, so that parts of the building remain accessible (e.g., Bold, Cortonwood), or by arranging for the main parts of the work to be conducted over the summer

holiday period (e.g., Amington, where the main existing users provide term-time childcare, or were able to find alternative temporary accommodation nearby).

****Insert Photo 3 here****

4.3.4 External and internal appearance: Building works and refurbishment at virtually all centres includes attention to internal and external finishes. Some involves remodelling the frontage (e.g., Bold), while others have retained the original exterior (e.g., Cortonwood - though changes might be made at a later date). Those that are completely new have been designed in such a way as to draw people in (e.g., Choppington, Croy, Hirst). Reception desks and waiting areas have been provided in those that have been remodelled where floorspace and layout allow, but this has not always been possible, especially in smaller buildings (e.g., Amington). Again, the key differences between the CA and the CISWO OSS development models need to be borne in mind here, particularly in terms of what can be done with the space available in the existing building. In several cases the CA approach might have deemed the premises to be inappropriate for OSS purposes. However, application of this criterion at the selection stage would have been contrary to the needs-based nature and regeneration-related purpose of the CISWO OSS project. Many operational OSSs have used external 'name boards', signposting, display boards and similar means (including a reinstated archway at Brodsworth) to 'announce' the centre to visitors and passers-by, and these appear to work effectively. However, some have not finalised this aspect of their development as yet, although most are aware of the need to do so. Clearly there are strict limitations on what can be done at those MWSs that are listed buildings (e.g., Brodsworth). In most cases, however, the key aspect is spreading the word locally about the changed role of the welfare, rather than immediate 'advertising' to draw in passers-by. Here different forms of marketing and publicity would appear to be much more important (see section 4.6.11 on 'Marketing' below).

4.3.5 Attraction of users: A central issue here is that the local MWS may already have a distinct identity and image, especially to 'incomers' and visitors. Part of the OSS conversion process is to ensure that people's perception of its role is revised. As there is unlikely to be a great deal of 'passing trade' (unlike the CA model of rural OSSs based in market towns), the key is to convince local residents that it has a new role at the centre of the community, as well as offering room hire services and space to potential service providers and other users across a wider area than just the immediate locality. This process has generally been put in motion via the initial community consultation, and maintained by meetings, newsletters, publicity and personal contact with users. However, there are several key management representatives among the OSSs who remain to be convinced about the necessity for such communications. Again, knowledge of what can be done with regard to marketing and publicity, and how to do it, will be key requirements for management in the operational phase that the majority of OSSs are now entering (see section 4.6.11).

****Insert Photo 4 here****

4.3.6 As for an informal and friendly atmosphere, the central ethos of the CISWO OSS project locally is not just a means of bringing service provision closer to local residents, but also to do so in an alternative format. This has meant moving away from the often daunting and bureaucratic approach of mainstream agencies on their home turf, and enabling the same things to be done in a more relaxed and welcoming way. Similarly, the move on the part of FE Colleges to provide training courses in venues away from their main campuses has involved the recruitment of specialist staff who are attuned to the needs of 'non-traditional' learners, and who adopt an approach that makes their sessions a social as well as an educational occasion (e.g., Easington College staff at Blackhall). Gaining people's trust has been an important element of this, and many examples of how individuals had benefited were quoted to the evaluation team (e.g., those mentioned by the HLC at Cortonwood). On the whole, then, the effort to provide an open and welcoming forum appears to have been successful, judging by the OSSs visited. It is also apparent that this has then been enhanced by the sharing of a relatively small workplace by the same staff (albeit from different agencies) over a period of time, and their contact with regular users. In operational terms this has strengthened the feeling of 'togetherness' among service provider staff

who are based at some OSSs (e.g., Blackhall, Bold, Cortonwood), again ensuring that the community benefits from everyone trying to pull in the same direction.

****Insert Photo 5 here****

4.3.7 Accessibility: All the participating schemes have fixed locations, so there is no scope to change matters on this score. In any case, most OSSs are already central to the communities they serve anyway, on account of their original function. Some that are located in more rural settings, or in a pit village with a rural hinterland, have looked at alternative forms of transport to bring in people from outlying places. Examples include the long-standing minibus service that brings people to the disabled miners centre in Pontefract, and the community taxi service at Arley that still brings people in to access those services that survived its closure. There has also been some liaison with community transport schemes elsewhere, though their co-operation has been patchy. However, these are rather isolated examples, and this question of access difficulties due to lack of transport links remains a key issue for many OSSs, especially those in South Wales. Otherwise, car parking is generally sufficient at most centres, with dedicated spaces for 'blue badge' holders close to the entrance where possible. However, in one or two places parking is unavoidably restricted, with no capacity for expansion (e.g., Amington). At others, the increasing scale of use of the OSS is bringing severe pressure on what would have originally appeared to be adequate provision (e.g., Bold). Conversely, there are few if any examples of cycle stands or parking areas being provided.

4.3.8 All MWSs that have been rebuilt or refurbished have incorporated the installation of external access ramps as a standard part of the conversion package. Indeed, such additions are generally a condition of grant funding, and a key element in ensuring that the centres can be of benefit to all members of the local community. Within the premises, the installation of disabled toilets and lifts in two-storey buildings have also been a standard feature of the OSS development and conversion process, and some Trustees are very proud of these improvements. Provision of further assistance for those with a disability, such as induction loops for the hard of hearing, or specially adapted computer equipment, are planned for some centres (e.g., Croy), but in general these additional items have been regarded as the responsibility of individual service providers.

****Insert Photo 8 here****

4.4 Services

4.4.1 Engaging service providers: A mixture of approaches has been used for this, starting with invitations, discussions and visits as a result of the needs identified by the community consultation. These have been supplemented by other routes, such as the use of personal contacts; approaches by service providers themselves as a result of publicity about the OSS project locally; referral by other MWSs or community resource centres; and a limited amount of 'snowballing' via service provider networking. Some MWSs experienced initial difficulties in agency recruitment prior to conversion and refurbishment due to the open nature of the space available. Other providers have been reluctant because they retain a traditional image of the 'miners welfare'; and others have perceived the new role of the centre after refurbishment more as an activity centre and function venue rather than a potential service point (e.g., Silverwood). However, in the majority of cases, positive publicity connected with rebuilding and refurbishment, alongside continued local networking especially by the CDOs but also some Trustees, has ensured that those that have become OSSs have now secured a good range of service providers to use their premises as a base.

4.4.2 While there is always a threat of service providers withdrawing from the scheme and a consequent loss of revenue, there should be a steady stream of interest from other service providers if the OSS has been set up effectively and successfully, and if continued marketing is taking place. Several operational OSSs are now well connected with the network of agencies working in their locality, and they will be in a good position to find replacement services should the need arise. Other MWSs that are working towards OSS status should aim to replicate this.

Management committee members will need to develop effective networking and negotiating skills to make sure that their centre can make the most of opportunities that arise in the future.

4.4.3 *Developing other activities:* Most participant MWSs have sought to provide a mixture of space within their premises, some of it dedicated full-time to a particular user, other parts flexible so that it can be taken up by different users at different times of the day or days of the week. However, there are limits to what can be done along these lines at the smaller centres like Amington and Yorkshire Main. Most are also not just about service provision, but offer a wide range of recreational and social activities as well. Some of these are promoted by external agencies as part of their service delivery (e.g., exercise/dance sessions, healthy eating instruction etc. put on by health service agencies). There are some issues here over inclusiveness across the community, with many activities being fairly traditional and designed to appeal to the older generation. This may partly be due to the greater number of such people responding to the consultative exercises. It is also related to the existence of numerous clubs and societies that organise activities for these age groups. There is also a lot of provision for parents and young children in the form of childcare facilities, play schemes and 'mother and toddler' groups. However, many have struggled to engage with teenagers and young people, and some have explicitly decided to exclude activities that would suit them, for fear of rowdiness and vandalism (e.g., Amington). There are some centres that have sought to include young people via youth workers (e.g., Cortonwood), skateboard parks (e.g., Beighton) or through a range of activities (e.g., Llandybie). Those OSSs that are focusing on sports activities are also primarily aimed at younger people. A key issue here can be the question of control, since many young people are not keen on doing things organised and overseen by 'adults'. One way of addressing this has been tried at Blackhall, where a small group of young people took on the responsibility of organising and running a disco, on the proviso that they would not be able to continue if there was any damage to the premises, fixtures or fittings. Although this was a short-lived arrangement, during their existence these events remained trouble-free.

****Insert Photo 10 here****

4.4.4 *ICT and other infrastructure:* In broad terms, operational OSSs may have three different reasons for providing ICT access. First, staff of service providers using the centre need to access their organisation's own network, whether it be for customer records, information and advice or for contacting colleagues. Second, computer access is required to enable ICT education and training courses to take place. Third, the centre may provide space to allow more informal computer and Internet access for local residents. Most OSSs incorporate the first and second of these. In each case, the OSS provides the required power and telephonic access points, but it is the responsibility for the particular service provider to purchase and install its own hardware, software and connections, and to arrange its own network arrangements if needed. Where necessary it should also have a contract with a suitable technical support company. In several cases it has been the local FE college or other training organisation that has obtained separate funding for equipping a dedicated computer suite for their outreach courses (e.g., Bestwood, Blackhall, Bold, Croy, Hirst). In all cases these service providers occupy separate lockable rooms to ensure the security of the hardware.

4.5 *Partnership and Participation*

4.5.1 *Collaboration and Partnership:* The nature of the CISWO project has meant that the need to persuade a particular organisation to act as the driving force behind the conversion process has been avoided. After all, each MWS should have a vested interest in maintaining its own existence, and OSS status has been identified as the best way of securing this. However, as well as a potential strength, this has in many cases proved to be a source of weakness. Thus, it has meant that the onus for recruiting partners to assist with the development process has fallen squarely on the shoulders of the Trustees. There have been different ways in which this brief has been interpreted. While the majority have grasped the importance of broadening the management team to include representatives from the wider community, others have been more resistant. They have taken the line that somehow the CDOs and CISWO will be able to secure the future of the MWS

without any appreciable change in its management structure or its method of operation. This is one of the key areas where there has been valuable advice and assistance given by the CDOs, both in persuading Trustees to adjust their attitudes and in liaising with a wide range of local actors and agencies. In most cases this has resulted in a strong management committee with wide representation from community and public sector bodies.

4.5.2 Different local contexts, however, have produced different results. In this light, it is not surprising that the experiences of those participating in the CISWO OSS project have been extremely varied. In broad terms, four paths towards partner engagement have been followed (it should be noted that the third and fourth of these may have occurred by default, rather than as a matter of choice):

- Some MWSs have found it easy to attract new service providers (and hence new users), and to persuade many of these to join the steering group or management committee. This partly reflects the willingness of external agencies to become involved, and this of course varies considerably between areas. However, much more important has been the galvanising role undertaken by key board or committee members. In some cases, their dynamism and enthusiasm has helped them make contact with numerous local organisations, and to bring many of them on board (e.g., Blackhall). In others, previous and existing connections through the National Union of Mineworkers (NUM) and the local authority has helped to pull different agencies together (e.g., Hirst). In both instances, the key has been to make contact with as many agencies, organisations and individuals as possible, on the basis that a good range of partners can be assembled even if some of these contacts refuse to become involved.
- Others have adopted a more formal approach to partnership working, linking up with the local regeneration partnership and hence coming into contact with key local players (e.g., Bold). This has allowed initial explanation of what the OSS project involves at partnership meetings, thus stimulating interest from different agencies and eventually leading to their recruitment to the steering group. Again, only some partnership members have taken up the opportunity, the advantage of this being that it generally involves those with a strong commitment to the project. However, even where partnership structures do exist, the opportunities to become involved have varied. This is well illustrated by the mixed experiences with the Community First partnerships in South Wales. Thus, one MWS (Tylorstown) has taken on the role of lead player and facilitator, in the process moving beyond its role as just an OSS and becoming an integral part of the wider regeneration of the locality. In contrast, at Fernhill and Blaenrhondda involvement with the developing partnership has been very limited, and although it has organised a lot of new activities, it has not been particularly inclusive.
- For those outside Communities First areas, the lack of an existing partnership has meant that linking in with other organisations has proved to be extremely hard work, with efforts encountering considerable scepticism and resistance (e.g., at Llandybie). In part this appears to be connected with general apathy and lack of civic engagement amongst local residents, and the reluctance of agencies to commit themselves until they see that things are moving forward. It may also be rooted in traditional perceptions of the 'Welfare', and there may also be pre-existing conflicts between individuals and groups within the local community (e.g., Hilcote). In these cases the task of engaging partners and steering group members has become almost as large an element of the OSS development process as the adaptation of the building and the provision of services. What is increasingly clear is that persistence on the part of those involved, especially the CDOs, has eventually brought others on board. Once this has reached a critical mass, this has been deployed to defuse any remaining conflicts that exist.
- For a small number, however, it has been difficult for the existing Trustees to recognise the need to attract additional partners, and hence to agree to a dilution of their power and control over decision-making concerning the MWS (e.g., Vane Tempest; Mastin Moor). This essentially means that progress on OSS development has been very slow or has even stalled, as such unwillingness to adapt has knock-on effects for other aspects of the process. In most instances, matters have only started to move when a change of personnel has been effected. This has never come about on

its own, but has had to be organised on the basis of opposition on the part of MWS members and the local community. In such cases an alternative group of people willing to take over has been organised before it has been possible to persuade or force the existing board or committee to resign. These are drastic measures, and as such they do not happen quickly. They have certainly taken up a disproportionate amount of some CDOs' time. It also has to be recognised that they have not been possible in all cases.

****Insert Photos 6 & 7 here (before and after)****

4.5.3 Community Consultation/Participation: An essential part of the development process for CISWO OSSs has been to gather information on the views and requirements of people living in the area served by the existing Welfare. These consultations and needs assessments have taken a number of different forms, including door-to-door interviews, self-complete questionnaires, open days and public meetings. In virtually all cases the consultation process has been designed, organised and managed by an external consultant, in many cases the architect who has been engaged to provide technical advice and input into building reorganisation and refurbishment. In addition, trustees and members of the management committee or steering group have contacted other community organisations in the area to find out whether they already provide any local services, or have space allocated from which external agencies operate. All this information has then been fed into an overall feasibility study which tries to reconcile the different elements of the OSS equation. These are:

- service and activity needs identified via the consultation process;
- services and activities already available in the locality;
- potential capacity of the MWS building in terms of accommodating service providers;
- willingness of external agencies to take up space in the prospective OSS.

4.5.4 In most cases considerable effort has been expended by the CDOs and Trustees in obtaining small grants to ensure that the local consultative exercises and feasibility studies can proceed. They have formed a crucial first step for many MWSs, as this work needs to be successfully completed and written up into a convincing case before any applications for further grant funding can be contemplated.

4.5.5 On the whole participating MWSs have engaged in extensive and inclusive efforts to ascertain the views of local residents, to open up a dialogue with local agencies and organisations, and to bring community representatives onto the steering group or management committee. They have been guided through these sometimes difficult processes by a combination of the regional CDOs and the consultants they have employed to assist with the technical details. Those that have not undertaken such work have found that further progress in developing the OSS has been difficult, if not impossible.

4.5.6 Mainstream leadership: Relationships between participating MWSs and local authorities have varied enormously from place to place. Given the balance of power between the respective organisations, and the relative scale of resources available to each, it is not surprising that the key variable here is the attitude of the local council, or more precisely, of key chief officers within it. The role and influence of local councillors has been of paramount importance, and in several instances their lobbying and networking has brought about essential changes of heart at the political level. The variation in the relationship has taken four broad overlapping forms:

- Some OSS projects have had strong commitment and direct involvement from their local council. These include the support given by Wansbeck Borough Council, not least by acting as the accountable body for the redevelopment of Hirst Welfare in Ashington in the North East. At Hilcote in the East Midlands, Derbyshire County Council was instrumental in helping to put together a successful bid for EU funding from the ERDF. This source provided just over a third of the funding for its new build project.

- There are cases where the local authority has taken its place as one of the partners in the development of the OSS (there are no examples where they have taken the lead). Perhaps the most obvious example is at Auchinleck in Scotland, where South Ayrshire Council was originally the prime mover in putting this project together. Because of this, it is essentially a unique example; interestingly, the subsequent history of this scheme has revealed strong tensions between the political and managerial levels of the Council, and the project has been slow to make progress as a result.

- Elsewhere, there has been assistance from certain departments or officers of the council, but not replicated across the board. Where there are community development workers covering the area served by the OSSs, then there has been a greater likelihood of such assistance. This involvement has been beneficial in several cases, even though such posts may only exist for short periods of time, depending on the existence of particular local authority programmes or the availability of grant funding. Examples include North Lanarkshire Council in Scotland (Croy) and Easington District Council in the North-East (Blackhall, Easington Colliery, Vane Tempest).

- Some OSSs have suffered from a distinct lack of interest or even antipathy on the part of the local council. Examples here would include Rhondda Cynon Taff in South Wales, Stoke-on-Trent in the Western region and Doncaster in the Yorkshire region.

4.5.7 As already stated, the scale of local authority support for OSS development has varied enormously. Where it has been positive, it has included financial assistance, service provision, and perhaps most crucially technical and procedural advice. The latter is often vital in helping volunteers make their ideas a reality, and the council is the obvious first port of call. However, some are either unable or unwilling to intervene, and the steering group has to look for an alternative. This can sometimes be hard to find, but many have managed to do so. Examples of other organisations providing assistance and advice free of charge include voluntary sector councils, rural community councils, local enterprise or development agencies, and regional government officials. However, Trustees and management committee members are not always well geared up to seeking out or identifying suitable sources of additional help. Most of the CDOs have worked to put them in touch with the appropriate people, although this has happened more proactively in some regions than in others. More importantly, Trustees have found it difficult to develop these ways of working on their own. As making contacts, negotiating contracts and developing working relationships with a range of external organisations is a key aspect of the operational phase of an OSS, there is clearly a need for continued support along these lines for the CISWO centres. There also needs to be further training and management skills development amongst Trustees and management committee members in this field.

4.5.8 Apart from some arm's length involvement via local offices of agencies such as Jobcentre Plus (e.g., the half-day sessions put on by Easington Action Team for Jobs at Blackhall), there has been relatively little involvement of national and regional bodies in OSS development and operation. At the strategic level, there does not appear to be much commitment to or understanding of this type of regeneration activity, in spite of the current UK government's commitment to devolution of decision-making, community participation and modernisation of governance and service delivery. A key issue at regional level in England has been the refocusing of regeneration funding on economic objectives with the replacement of SRB by the Single Pot operated by the regional development agencies. This has effectively removed a key source of community-based project development and implementation funding, one that has in the past proved relatively straightforward to access and administer.

4.5.9 **Private sector.** Likewise, there has been relatively little private sector involvement or contribution to OSS development. The main reasons for this are the relative scarcity of extensive private sector operations in many coalfield areas, the small scale of many of the firms that do operate there, and their general unwillingness to become involved in anything beyond their immediate business. That said, it also appears that only a few MWSs have approached local businesses and Chambers of Commerce for assistance. Those that have done this have managed to garner some assistance, generally in the form of cash and prize donations for fund-raising

activities and letters of support (e.g., Hilcote). Another example (Llay) is seeking to provide meeting room, interview and conference facilities for firms located on an adjacent industrial estate. These limited examples illustrate that this is an area where there may be some scope for further work on the part of all OSSs, particularly in seeking additional sources of income to cover operational costs. Possibilities such as advertising in their local newsletter and sponsorship arrangements could also be pursued.

4.5.10 Consultants and enablers: The general tendency for most MWSs has been to engage an architect to undertake the community consultation, to prepare a feasibility study and to draft plans for refurbishment and repair. In some cases consultants have also been called in to conduct 'planning for real' exercises. In general, this way of working has been very successful, although there have been cases where protracted negotiations have been required to ensure that the consultant delivers what has been agreed. However, obtaining an initial grant award to pay for such external professional assistance has not proved possible for all participants. This has then acted as a brake on progress, as alternative sources of free assistance from public agencies or volunteers have to be investigated. This is an area where the regional CDOs have provided valuable contacts, advice and direct help. Less use has been made of such professional expertise in the operational phase, although there are instances where the local authority has taken on payroll functions for OSS staff, and local accountants have been involved in setting up robust financial systems and training staff in their use.

4.5.11 Maintaining involvement: By and large the OSS development process for MWSs has been a slow and long-term one. Those involved have required a great deal of patience, determination and a constant willingness to solve the many problems that the process has thrown up. In general, those that have been able to demonstrate movement to a more inclusive local role for the centre have been able to attract more community representatives to the committee or steering group. Some have done this simply by arranging for a range of activities to be accommodated within the existing centre, prior to any building or refurbishment works taking place (e.g., Amington; Blackhall). Others have adopted a phased approach, so that different parts of the building are converted for OSS use in sequence (e.g., Cortonwood). Those that have managed to convert more quickly to full OSS operation, either as a new build project (e.g., Choppington) or a refurbishment (e.g., Lea Hall) have reaped the benefits in attracting new members, users and additional community representatives. Given that some OSSs have only become fully or partially operational over the past year, it is only recently that they have begun to think about how they might go about expanding local involvement.

4.5.12 Adopting a flexible approach: Few of the MWSs visited had rigid ideas about the range of services or types of service provider that they were willing to accommodate. For some, the unpredictable response of potential service providers had prompted them to adopt a pragmatic approach, accepting the majority of those that were willing to come. In some cases, this has been irrespective of the local need identified in the community consultation. For the majority, however, it has been the latter that has guided what has been provided, with some pragmatic additions. At the other extreme, for a few the focus has been mainly limited to room hire for meetings and functions, rather than any concerted attempt to attract service providers (e.g., Silverwood). For some, their chosen approach has been very successful, with the OSS more or less fully booked, and a waiting list of other agencies wishing to use it. This has meant that there has been no problem for them finding replacement services if one agency has had to withdraw (e.g., Cortonwood, Croy). In the case study interviews a few expressed concern that not all of their space was fully committed all of the time, and that this meant that their revenue was lower than what it might be (e.g., Bestwood). However, for others this was a deliberate policy, being followed so that there would always be some rooms available for hire by occasional users (e.g., Blackhall). This was one means by which OSSs were trying to manage potential tensions between the service provision and social activity aspects of their centre's 'business'. In virtually all cases, however, there had been no follow-up consultation about changes to the service mix. Any withdrawal of service providers was essentially seen as a reflection of lack of demand for that service, although in most cases it had occurred because of cessation of funding (e.g., the CAB outreach provision funded by the Coalfields Regeneration Trust).

****Insert Photo 11 here****

4.6 Management

4.6.1 Composition and representativeness of management committee: The OSS development model has involved the establishment of a management committee, operating under the aegis of the welfare's Board of Trustees. At the start of the project a high proportion of these Trustees were very long-serving, with a predominance of males who are near to or past retirement age. For this reason, and also to widen community representation, it has been important for MWSs to increase the number of Trustees and to widen the scope of the management committee. The progress achieved on this score can be gauged by the responses to questions 12, 13 and 14 of the postal survey. These show that numbers have grown noticeably during the project, with the average size of Boards or committees rising from 8.3 in 2003 to 10.3 in 2004. New members have particularly included representatives of local groups and individuals from the community (e.g., Easington, Fernhill and Blaenrhondda, Nostell, Pontyates, West Cannock). The number of female trustees has also shown considerable growth, from 24 percent of the total in 2003 to 37 per cent in 2004. Indeed, some Welfares now have a majority of women trustees (e.g., Auchinleck, Beighton, Blackhall, Fernhill and Blaenrhondda). Obviously in appointing new Trustees there are set procedures to observe, with nominations made either by CISWO or the NUM. In most cases this has not been a problem if someone has been willing to serve, the exception being the Yorkshire region, where the NUM has withdrawn from participating.

4.6.2 On the other hand, for a variety of reasons others have found it difficult to increase their Trustee numbers. These have tended to concentrate fully on moving successfully through the OSS development process (e.g., Bestwood, Bold, Hirst, Lea Hall). Now that they have done so, they are beginning to seek out new recruits to help with the different requirements of the operational phase. That said, other MWSs have already made great efforts to recruit new Trustees, but have encountered considerable reluctance on the part of the invitees. Some of this is linked to the greater responsibility that they would have to take on (and certainly more than they would by just agreeing to serve on the steering group). In a few cases there has also been strong resistance on the part of existing Trustees, who have effectively refused to share their power and control after years of having done it all themselves. The danger here has been that a lack of new recruits poses additional difficulties where ageing trustees fall ill and are no longer able to continue (as at Amington), or even worse, pass away (e.g., Pegswood). In such cases CDOs have again mounted tireless efforts to find replacements or successors. However, the need for such 'fire-fighting' activity has been another cause of delay to the continued development of some OSSs.

4.6.3 Management approach: In terms of management structure and organisation the majority of participating MWSs have adopted a model of a relatively small management committee and a much broader steering group. The former has generally taken an executive decision-making role, while the latter has acted mainly in an advisory and networking capacity. Steering groups have been especially important in relation to those OSSs that have involved major capital works. However, in most cases they have also been vital in helping to bring service providers on board and to secure their commitment during the sometimes protracted span of planning, design and building stages. In some cases where there has been a parallel approach – service provision and building improvement in tandem – the steering group has also served as a management committee for the operational side, with a wider range of roles for people to take on. Alternatively, once an OSS has become fully operational, many steering group members have become part of a wider management committee. At the same time (and occasionally earlier if funds permit), the majority of operational OSSs have been successful in obtaining revenue to take on a centre manager on a part-time or full-time basis (see sections 4.6.7 and 4.6.8 below).

4.6.4 Project champion: Without exception those MWSs that have made progress along the OSS development pipeline have benefited from the presence of one or a small group of dedicated and dynamic individuals. The vast majority have been volunteers who were already involved in running their centres, and recognised the threat to its continued existence if the focus of its activity

was not broadened. In most cases they have maintained this role even when the centre has become operational and is employing managerial staff. Indeed, in one case (Bold) one of the key drivers of the development has subsequently become the paid centre manager. In other instances, the employment of professional staff at the operational stage has been accompanied by greater sharing of this 'project champion' role, as at Tylorstown and Blackhall. This has brought with it certain tensions that have had to be resolved, as section 4.6.7 illustrates. However, even where these project champions have emerged, the role of the regional CDOs in helping them fulfil this 'project champion' role, and in assisting and advising in numerous other ways, has been crucial. However, it is clear from those examples where key individuals in the MWSs have acted more as an obstacle than a driver that the CDOs cannot push the process forward on their own. In other words, the pace at which a given MWS has proceeded to becoming a OSS has been largely dependent on a strong and productive relationship between the local 'champion' and the regional CDO. In a limited number of cases, however, it is clear that lack of progress has been due to a lack of local leadership (in other words, obstruction and resistance), and that work only begins to move forward if it is possible to change the people in charge (e.g., Vane Tempest, Llandybie).

4.6.5 Opening hours: Those OSSs that are fully or partially operational generally have day-time opening during the working week for service providers, whilst social and recreational activities occur predominantly in the evening and at weekends. This pattern of service availability has tended to favour older and retired people on the one hand, and young children and parents (via nurseries and play schemes) on the other. The extent to which others who work during the day, or are at school or college, have been able to access the services provided is unclear (see section 4.6.10). At the same time, it is clear that management committees have not been confronted with any requests for non-standard operating patterns from the agencies who have signed up to use their premises. Moreover, the practicalities of long opening hours have to be properly thought through. Some of the larger MWSs (e.g., Bold, Hirst) have a caretaker or steward, sometimes living on site, with responsibility for locking and unlocking the building. In other cases a combination of the centre manager and management volunteers have been able to cover the situation (e.g., Blackhall). However, some of the smaller Welfares (e.g., Amington) still rely on one or two Trustees to act as key-holders, and this has started to become quite a burden, both when there is demand for use of the space from morning till night, and also when the demands are intermittent.

4.6.6 Tenancy arrangements: Part of the development model is for OSSs to reconfigure their room charging rates, and to have more robust booking systems, including where appropriate more formal tenancy agreements. It is vital that OSSs address this issue, as making sure that all potential income is actually received might be the key to a centre's long-term viability and sustainability. For many participating Welfares, formalising room booking procedures and conditions, and revising rates to bring them into line with other local venues, has been part and parcel of starting up the operational phase. This has enabled them to increase their monthly income, in some cases by quite appreciable amounts (see section 4.7.7 below). However, there is a small number that have not followed this path, and still use a mixture of approaches, with formal booking and invoicing for 'official' organisations and informal 'cash-in-hand' arrangements for local groups. This makes it difficult for them to know the extent to which their overall income has increased, if at all. This has been compounded for some by them not revising their charging structures to reflect the improved accommodation. Finally, as far as longer term tenancies are concerned, the pattern has been for OSSs not to have a 'model' agreement with rentals linked to floorspace use, but to draw up lease agreements on an 'ad hoc' basis. This can be advantageous in that managers can test out agencies' willingness or ability to pay at different levels, but it also has the disadvantage of creating additional administrative work. One important issue that has arisen here and has not yet been fully resolved is the condition in the Welfares' original head leases (CISWO owns the site freeholds) that they are not permitted to enter into subleasing agreements with other organisations.

4.6.7 Employment and staffing: Some MWSs already had existing staff when they joined the project, usually in the form of a traditional steward or caretaker. As already stated, many of those at the operational stage have now appointed centre managers or administrators, using grant-based revenue funding. The extent to which employment in the OSSs has increased can be gauged by

the responses to questions 8 and 9 of the postal survey. The results are summarised in Table 4.1. This shows that on average OSSs employed seven people at the time of the second survey, an increase of almost a third over the previous year, and that three-quarters of these were part-time. Note, however that this average figure is only a rough guide and needs to be treated with some caution, as it covers a large range between the highest (15, at Lea Hall) and lowest (none, at four OSSs). What is noticeable is that the number of full-time employees in particular, and the number of male staff members, have both more than doubled during the time between the two surveys. Conversely, part-time jobs and female employees have increased more slowly, both showing gains of around a third over the year. In the absence of any definitive or comprehensive figures on employment across all operational OSSs, the evaluation team has used the evidence from the survey to arrive at a rough estimate. This suggests that by autumn 2004 participating welfares were employing around 275 people. The survey evidence indicates that they perform a wide variety of roles, including management and administration, reception duties, buildings and sports ground maintenance, bar and cellar work, cooking and kitchen supervision, cleaning, further development work (either with respect to the OSS or with the wider community), fund raising and sports coaching.

4.6.8 Although many of these workers have been key to generating increased income from users, none of the newly recruited staff have yet reached a position where the costs of their employment is covered by the income generated. Indeed, given the short time that most of the OSSs have been in operation, this could hardly be expected. For some there are indications that this position might be reached in the future. One interesting approach to this question has been used at Hirst, where the Football Co-ordinator's salary is being funded on an annually reducing basis for his five-year term, the balance having to be covered from income generated from pitch hire fees and coaching sessions. Such an approach underlines the major problem facing the OSSs as far as long-term employment of staff is concerned, namely the reliance on time-limited grant funding. Follow-on funding in such cases tends to be the exception rather than the rule. In this context, there arises an increasing danger of staff departures as the grant period nears its end. This applies as much to the CDOs as to centre managers and development workers. In some cases, such moves may occur earlier if suitable opportunities become available. The relatively short timescale for such posts also means that it has meant that it has been difficult to deal with issues of staff sickness as well. Whatever the timing, such losses lead to a lack of continuity, assuming that it is possible to find short-term replacements. In fact, the majority that have encountered this situation, such as Bestwood and Bold, have managed to work out alternative arrangements. Again, the key to ensuring that staff salaries can be afforded in the future is to increase income from external users of the OSS.

Table 4.1: Employment at CISWO OSSs

	2003	2004	% change
Average number of employees at each OSS	5.3	7.0	+32.1
Of which:			
% Full-time	13.8	24.6	
% Part-time	86.2	75.4	
% Male	20.2	28.7	
% Female	79.8	71.3	
Estimated employment at all OSSs:			
Full-time	20	55	+175.0
Part-time	115	170	+47.8
Male	25	65	+160.0
Female	110	160	+45.5
Total	135	225	+66.7

4.6.9 In the early stages, however, the main issues that have arisen have concerned staff management. While several Trustees and management committee members have attended training sessions on recruitment practices and/or employment law, and have dutifully followed all

the rules and regulations involved, some have run into problems as far as job expectations and working relationships are concerned. Such tensions have developed in both directions. Thus, some Trustees have seen experienced managers or project workers as just 'another pair of hands', and therefore have asked them to put in as much time and turn their hands to as many tasks as they do on an unpaid basis. There may also be heightened expectations because they are being paid for doing things that may in the past have been done by volunteers. Conversely, enthusiastic employees may have lots of ideas for the development of the OSS, to the extent that they are seen as wanting to take over or impose their thinking on the Trustees or management committee. These are sensitive issues, and several CDOs have had to act as 'negotiators' to resolve them. The key has been to establish clear lines of responsibility, demarcation and communication between employees and management committee members.

4.6.10 It should also be noted that most OSSs rely on volunteers over and above those local residents who serve as Trustees or on the management committee. Indeed, responses to the postal survey indicated that, on average, participating MWSs had just over 20 people who contributed to their running on a voluntary basis. This figure remained the same between 2003 and 2004. Most of these (around two-thirds) were male; again the proportions showed little change between the two survey dates. Volunteers have been involved in a wide range of duties. In addition to those mentioned in connection with paid employees in section 4.6.7 above, they have also undertaken activities such as bookkeeping and accounts, organisation and running of social events, entertainment and other activities, driving, supervision and security, and welfare advice.

****Inset Photos 12 & 13 here (before and after)****

4.6.11 **Marketing:** Marketing the OSS is partly a matter of its name and branding (see section 4.2.2 above), partly about its improved external appearance, but most importantly about its image and identity within the community and amongst other potential users. In some cases there are traditional and negative images to overcome, especially where there are relatively new residents in the area (e.g., Bestwood, Cortonwood, Llandybie). The demoralisation typical of many coalfield areas and the rundown nature of many MWS buildings may also have prompted such perceptions among more long-standing residents. The position and former role of the MWS and the still relatively close-knit nature of most coalfield communities has encouraged many OSSs to rely on spreading the news of their changed role principally by word of mouth (e.g., Brodsworth, Croy). Clearly it is worth encouraging all users to do this. Some OSSs have sought other forms of publicity, although this has often been relatively low key and 'ad hoc'. Some have used posters and flyers (e.g., Llandybie), some have issued a regular local newsletter (e.g., Cortonwood), some have their own website (e.g., Choppington), and others have used special events like open days or 'flu jab' sessions (e.g., Blackhall) to promote their centre to a wider audience. Media publicity has also been obtained by conducting sod-cutting, stone-laying and centre-opening ceremonies, where possible involving a local celebrity (e.g., Bold, Hirst). However, few of these examples appear to be part of a concerted marketing and promotion strategy. In most cases the need to maintain some kind of 'presence' by regular and targeted promotional activities had not been recognised. In a few centres (e.g., Hirst) staff were working towards putting such things in place, but the majority had little knowledge or awareness of what might be done. One positive move along these lines was the involvement of Business in the Community at Bestwood with a remit of helping the committee to develop a proper marketing strategy. The East Midlands CDO was instrumental in setting this in train. The whole issue of marketing and publicity is one that will require concerted attention in all OSSs in the near future if they are to maintain their momentum in the operational phase.

4.6.12 **Monitoring:** One of the objectives of the CISWO OSS project has been for participating MWSs to provide services and activities "with optimum local take-up" (see section 1.3.3 above). It was hoped that the evaluation would be able to examine this question through reference to records of users and visitors kept by either OSS managers or service providers, or both. However, the position is that the majority of OSSs visited by the evaluation team have only recently started to collect this information, or were just in the process of putting systems in place. This has been compounded by the refusal of those service providers to release any of their user information on the grounds of confidentiality. It is understood that this information has been denied to most OSS

management committees as well. This means that, at this stage, it is not possible to comment on the extent and nature of the usage of different types of services and activities offered by the OSSs.

4.6.13 The monitoring systems that are now in place or being developed have tended to be associated with the need for visitor registration for security, health and safety purposes. In some cases the status of the visitor and the reason for their visit are also recorded, but this does not yet appear to be universal. Moreover, only a few of the case study OSSs said that they collate these registration records to produce weekly or monthly totals (e.g., Blackhall). In many cases the feeling is that service providers and activity organisers are already collecting this information. Again, the evidence is that even this is rather patchy, with only those organisations charged with a duty to monitor their activity levels actually doing so (e.g., the Healthy Living Centre at Cortonwood).

4.6.14 That said, most OSSs have taken on the administration of sizeable amounts of grant funding that require regular monitoring returns. With capital expenditure these generally involve the reporting of tangible outputs and milestones, but the information still has to be collected and recorded in the appropriate manner. In other words, many OSS managers have already acquired some of the necessary skills for this type of activity, and they may only need a small amount of further training to apply them to the monitoring of service users. The establishment of 'user groups' in each OSS (e.g., the one at Bold) should help this process to develop as well, assuming that they meet on a regular basis and share information. Again, monitoring will be a key aspect of the operational phase if OSSs are to become sustainable, and some OSSs may need assistance in putting workable information collection systems in place.

****Insert Photo 14 here****

4.7 Funding and Finance

4.7.1 Availability of and Access to Funding: In spite of the excellent record in generating grant funding revealed above, the CDOs and many participating MWSs have reported considerable difficulties in securing financial assistance. The main issues are not unique to OSSs in the coalfields, but nevertheless are worth reiterating briefly here:

- The complexities and stringent requirements of the application process has placed a huge burden on Trustees, most of whom do not have a professional or bureaucratic background.
- This has meant long lead-in times before applications can be submitted, and in some cases, smaller amounts of money have had to be raised to enable consultants to be employed to help put the larger package together.
- This has then made it difficult to get the timing of the grant submission right, so that several schemes have had applications turned down because the grant fund for that year has been exhausted, not because the proposal is defective (e.g., CRT, particularly in Wales).
- Rules about the legal status of the centres have been applied more stringently in some regions than in others (e.g., the Community Fund).
- Some OSSs have been directed to funding sources such as the Heritage Lottery Fund because of their listed building status, but then find that it applies criteria that are not be fully compatible with OSS development, and that it is unwilling to compromise.
- Most sources of funding are time-limited, both in the sense that the programme only lasts a few years (e.g., SRB, EU funding under Objectives 1 and 2), or that follow-on revenue funding cannot be guaranteed, at least not indefinitely (e.g., Community Fund).
- At the same time, there have been at least two instances of a rapid move from 'famine' to 'feast', where a funder suddenly has unallocated monies that it has to disburse before the end of the financial year. On both occasions this involved the CRT in England. Similar 'windfall' amounts

were not available from the same source in Scotland and Wales. While resolving the funding difficulties faced especially by Phase 2 Welfares, this approach may cause very different problems further down the line. Thus, schemes that are not yet fully geared up in managerial terms may suddenly find themselves responsible for a six-figure development project (e.g., Silverwood), or may have passed quickly through the development phase and then require immediate assistance to ensure their progress as an operational OSS (e.g., Amington).

- In South Wales there have been particular problems with the management of regeneration funding streams, with huge underspending from the Communities First budget in some local authorities like Rhondda Cynon Taff during its early years. Similarly, at one stage CRT in Wales placed a cap of £100k on funding applications, but then later found that it too had underspent on its allocation. Although matters have started to improve on both counts, the experience did set back the progress of OSS development by a huge margin. The effects can be seen in the leverage figures listed in Table 3.2 above.
- There has been a change in emphasis on the part of Lottery funding in particular from supporting capital works to covering operational or revenue costs on a time-limited basis.
- The amount of money available from Lottery sources has been dwindling in recent years. There has also been considerable uncertainty over the size of the budget and the time horizon for the CRT; indeed, the amounts allocated to this funding stream in Wales appear to have always been relatively meagre, and certainly insufficient to meet the many demands placed upon it.
- Methods of allocating European Structural Funds, and their availability to the voluntary and community sector, appear to vary considerably between different parts of the UK. Thus, some MWSs in South Yorkshire (Objective 1), the East Midlands and the North East (both Objective 2) have benefited from the ERDF, whereas in South Wales (Objective 1) it has proved to be extremely difficult for any community or voluntary sector organisation to tap into this source (see report by Wales Council for Voluntary Action, 2003).

4.7.2 As a result of these constraints, by far the greatest proportion of the time and energy expended by the CDOs has involved resolving the various difficulties connected with securing grant funding. They have also had to ensure that it has been properly managed once it has been obtained. The funding record to date is very much a testament to their success in overcoming the barriers and constraints outlined above. At the same time, their approach has been to work in an advisory capacity alongside local steering groups to ensure that they have an input into the process. In doing so they 'learn the ropes' so that hopefully they will be able to act more autonomously when preparing applications in the future.

Table 4.2: OSS Grant Funding Summary to October 2004

Amount	Number of MWSs
> £1 million	5
£500,000 - £999,999	6
£250,000 - £499,999	9
£100,000 - £249,999	9
< £100,000	9

4.7.3 In terms of the scale of funding received to date, the majority of those that have passed through or are now at the development stage have received amounts in six figures or more (see Table 4.2). The maximum amount obtained has been £3.3 million (Hirst), the lowest £45,000 (Blantyre) (note that this excludes those that have received small amounts to cover initial consultation and feasibility work). The figures bear out the CA guideline that any form of building conversion or adaptation for OSS purposes will inevitably involve substantial sums of money.

4.7.4 Once they have reached the operational stage, the OSSs have had to refocus their attention so that they can comply with the funding regulations and requirements connected with revenue funding, in particular for staffing costs. Such grants have been obtained from sources that have been used before (e.g., the Community Fund), but for more specialised staff such as sports coaches it requires bids to other agencies. Only a small number of OSSs such as Hirst have followed this route so far, usually as part of their overall development package, but others are likely to follow. Tying revenue grants to a requirement that increased income will cover an increasing proportion of staff costs is a good idea that could be adopted more widely. It is certainly something that is likely to appeal more and more to funding agencies. However, the experience of the OSS project in accessing a large range of disparate funding sources should mean that they are able to find a grant programme that would fit the bill. Greater concern surrounds the gradual 'drying up' or dwindling of many funding streams that have been crucial in the past, and the lack of suitable replacements or alternatives. This includes SRB, EU Structural Funds, Lottery funding, and some regeneration programmes. There have also been examples of some coalfield areas losing eligibility for certain regeneration funding streams between development phases (e.g., NRF at Cortonwood).

4.7.5 **Setting-up costs:** The lion's share of the £18.8 million of grant funding obtained by MWSs participating in the OSS project has been devoted to start-up and development costs. For some the money received has enabled all of the tasks involved to be completed or budgeted for, and hence for the OSS to reach or to approach operational status. Others have received finance that has enabled them to commence start-up and development, but now they require further injections before to become fully operational.

4.7.6 **Running costs:** An increasing proportion of the grant funding attracted to the OSS project in recent months has been directed towards operational costs (specifically to cover wage costs of employees), heralding the move of most participating MWSs from the development to the operational stage. However, at this stage it is too early to comment on the relationship between income from room rentals and service provider charges on the one hand, and running costs on the other. What is apparent is that the costs of employing centre managers are currently being met out of grant-based income in almost all cases, but that this approach is not sustainable in the long run.

4.7.7 **Developing income streams:** As noted in section 3.8.1 above, trading income is already very important for a large number of MWSs, due to their existing role as centres for social activity and entertainment. In most cases these traditional activities and the OSS have been kept separate in financial accounting terms. Indeed, in some places grant conditions have led to this taking on a physical form as well, where the two are housed either on different floors of the same building but with independent access (e.g., Cortonwood), or in separate buildings (e.g., Bestwood). As the postal survey revealed, the majority emphasised income generation from room rentals, and for this most have put in place more effective booking and payment systems, with clearer and universally applicable terms and conditions. This has resulted in a noticeable increase in income for many OSSs (e.g., Amington, Brodsworth). In addition, permanent occupiers of space have entered into tenancy arrangements. These have by and large been negotiated on a case-by-case basis, although most have referred to local office space rental levels and have involved properly drafted legal agreements. Those that emphasise sport and exercise have set up these facilities as a means of income generation as well, via membership fees, pitch hire, sessional charges, organisation of mini-leagues and the like. There have also been some attempts to tap into other income streams such as Football in the Community and professional clubs' youth development schemes (e.g., Florence, Hirst). Several of those interviewed were keenly aware of the need to ensure that greater income is secured from all of these sources, and that while needy users might be given a discount, it was important to set standard charges at the going rate. However, there are some Trustees that still refuse to adopt this outlook. For both there is still a long way to go before external income is sufficient to ensure year-on-year survival without financial input from elsewhere. The difference is that some are consciously moving towards that position, whereas others are reluctant to abandon the status quo.

4.7.8 **Financial management:** The traditional pattern for MWSs has been for a volunteer Treasurer to look after its financial management. Many have done this methodically and

meticulously, and as a result have kept their Welfare on a sound footing. In other places, some have managed to resolve tricky loan and debt issues, and in doing so have restored it to a sounder footing. As stated previously, one of the key aspects of OSS development and sustainability is to ensure that the financial basis of the operation remains in this state. For the most part, operational OSSs have in place robust, clear and systematic procedures for the handling, banking and accounting of money received, for the invoicing and tracking of unpaid debts, and for the processing of and payment for goods and services received. Most of the rest are generally moving towards this position, although some still have a long way to go. Others are still in the process of sorting out their current financial situation before they can look to put better methods in train. However, some have found great difficulty in doing this, and this is a major factor affecting those whose development progress has lagged behind or has stalled. An important aspect here is the general reluctance of many MWSs to engage the assistance of professional accountancy services. This is partly to do with the perceived cost, but also because several OSSs have Trustees with the necessary bookkeeping skills. The tendency has been to use the CISWO accountant for auditing purposes, and the use of external professionals for items such as VAT, as at Cortonwood, has remained very much the exception.

4.7.9 In some cases, though, the person elected may not have had any training, and may have kept only rudimentary records, if any, and as a result has been unable to control the situation. In such cases, usually security has been lax too, and problems of debt and embezzlement have only come to light at the last minute. Such failings are not new, and the problem was of little consequence whilst the coal industry was still thriving, and miners were spending a lot of money in the welfares. Once the industry was in headlong decline and people had less money (or time) to spend, then the prospects of financial crisis for individual welfares were heightened. There certainly have been some examples of these issues emerging amongst MWSs participating in the OSS project (e.g., Arley, Silverwood).

5. CONTRIBUTION TO WIDER REGENERATION

5.1 *Regeneration Programme Funding*

5.1.1 In the strict sense, the test to be applied in terms of regeneration funding should be the extent to which the CISWO OSSs have tapped into specific local regeneration funding streams such as SRB, ERDF, ESF, NRF, CRT. This provides a measure of how much these programmes have valued OSS development. Admittedly, other sources of funding have been secured, most notably from the Lottery distributors such as the CF. However, their programmes tend to have much broader social development targets, and the extent to which these complement area regeneration is not always a prime consideration. Indeed, the CF itself has promoted a wide range of activities aimed at developing community cohesion, improving health, enhancing people's skills, opening up more opportunities and improving quality of life for individuals and groups irrespective of where they live.

5.1.2 Disaggregation of the amounts provided by specific regeneration funding streams from the totals presented in Table 3.1 shows that they account for £10.8 million (or 57 per cent) of the grant funding awarded to OSSs to date. This indicates that overall the development of MWSs into OSSs has been seen as a worthwhile and valuable exercise by those responsible for running local and area-based regeneration programmes. However, there are some countries (Wales) and Districts (Chesterfield; Neath Port Talbot; Rhondda Cynon Taff; Wakefield) where the lower funding levels suggest that this view has not been shared everywhere.

5.2 *Relationship with Other Regeneration Activities and Agencies*

5.2.1 The main way in which most OSSs have engaged with other regeneration agencies is through their use of their premises as a base. In many cases this takes the form of a dedicated space within the OSS. This aspect is reviewed in greater detail in sections 3.4 and 4.4 above. In other instances it involves the OSS hosting regular activities and functions, or providing space for the agencies responsible for running them, that are an integral part of the efforts to regenerate their local area. This includes acting as a venue for meetings, courses, workshops etc. for people involved in local area regeneration. Most of these activities are inevitably of the 'softer' people-centred type. There are only a few examples of a direct contribution to the physical regeneration of the surrounding area (e.g., Bold's provision of external space as storage and office site for contractors refurbishing the Parr and Hardshaw housing estate). That said, many OSSs have involved new construction or a physical upgrade to the buildings, and there is general agreement that this has provided an important boost to local confidence and pride (e.g., Bold, Croy, Hirst, Hilcote amongst others). In social terms as well, where OSSs have begun to act as a focal point for a wide range of community activities, then this has helped to convince residents that the local area is on the move.

****Insert Photo 15 here****

5.2.2 Otherwise, there has been considerable variation in terms of working alongside agencies in the wider regeneration effort. Much has depended on the degree to which local partnership working has developed. Where MWSs fall within areas where this has already started, they have had more chance to find a foothold. Thus, some OSSs have developed explicitly as a contributory element of wider regeneration activity (e.g., Bold, Hirst). However, in other places where the local strategic framework has remained relatively weak, there has been great difficulty in making linkages with other key partners. This has meant that in these places OSS development has proceeded with only tangential or ad hoc connections to local regeneration frameworks. This has been as much a failing on the part of LAs and LSPs to engage fully with the voluntary and community sector in general, rather than solely the fault of the OSSs. In other places, the nature of area-based regeneration policy has meant that participating MWSs have fallen outside the designated areas where partnership activity has been a requirement for access to government funding. Thus, the patchwork nature of the Communities First partnerships in Wales, the Social Inclusion Partnerships in Scotland and the Neighbourhood Renewal Areas in England has meant

that some participants have been unable to benefit from the increased local collaboration supported by such regeneration funding. Examples include Llandybie in South Wales, Croy in Scotland and Pegswood in the North East.

5.3 Engagement with or Representation on Local Partnership

5.3.1 Across all OSSs, direct links with local partnerships have so far been relatively limited. Some OSS do have a place on the local area or community partnership or forum, and through this a direct link upwards to the wider District LSP (e.g., Bold, Hirst), and one Trustee sits as a community volunteer on the full LSP Board (Bestwood). Others have an indirect connection by dint of their membership of the local CVS (e.g., Amington). However, the majority tend to have no formal links. Some informal connections have arisen through service providers using OSS premises as a base, or through informal links with local councillors or partnership officers.

5.3.2 The major exception to this pattern is Tylorstown in South Wales. This is acting as the facilitator and host for the development of the Communities First partnership in the area, and this has meant that its approach to OSS development has been different to most. While acting as a location for some service provision, the concept is for this to be part of a much wider network of services and activities, the detailed mixture of which is being firmly driven by the overarching community partnership. According to the Community Development Worker, participation in the OSS project was crucial in "kick-starting this partnership development process", but that its role has now changed to of being part of a broad-ranging local partnership, rather than seeking to focus solely on what can be done through the MWS on its own.

5.3.3 The general lack of linkages between OSSs and local partnerships has its origins on both sides of the equation. For their part, most OSSs have understandably focused on their own development, their prime purpose being to manoeuvre into a position where long-term survival can be assured (the difficulties of doing this are discussed in detail elsewhere in the report). On the other hand, only a few local regeneration partnerships have seen OSSs as particularly relevant to their main priorities (e.g., Bolsover, Easington, St. Helens, Wansbeck). This is in spite of the fact that many regeneration strategies include greater outreach provision or more decentralised delivery of services as a central strand. In some places (e.g., Rotherham, Doncaster, Stoke-on-Trent), there seems to be either a complete lack of awareness on the part of LSPs of the existence of OSS development in their area, or strong antipathy (or even apathy) towards it. This is in spite of the leading role in such initiatives envisaged by the CTF report for those spearheading local regeneration. This lack of integration may not matter greatly at the development stage, but in terms of subsequent operation it could be critical. Therefore, there is now a strong need for operational OSSs to move from the relatively narrow concern with mere survival to a more outward-facing role in relation to their areas. This should include not merely more proactive engagement with service providers and regeneration agencies, and the acquisition of the business and negotiation skills that are associated with this activity. Wherever possible it should also involve much more direct involvement with local community and strategic partnerships, partly as a means of increased networking, but more importantly as a route to ensuring that OSSs play a full part in the local regeneration effort. This should ensure not only long-term survival, but also a positive contribution to the future of their local area.

****Insert Photo 16 here****

5.4 Fit with Local Regeneration Strategies

5.4.1 Most regeneration strategies and plans, such as the local Community Strategies in England, talk in terms of improving access to essential services, particularly for people living in disadvantaged communities. A large number see this as including the use of 'non-traditional' or 'community' venues. OSSs would seem to be a perfect fit with this approach, so there would appear to be a great deal of potential upon which to build. However, in many areas this strategic aim seems to be little more than an item on a wish-list. In reality, agencies' willingness, capacity and financial resources to move from the current relatively centralised pattern of provision to more

distributed modes of delivery appears to be limited. Statutory agencies in particular are struggling to reconcile the competing demands of this regeneration agenda with the drive for cost savings and greater efficiency stemming from requirements like Best Value and the recommendations of the Gershon Review.

5.4.2 In other words, there are mixed messages emanating from the public sector at present. On the one hand, there would appear to be a considerable potential 'market' with respect to attracting public services to the OSSs. This suggests that there should be exciting prospects for the OSSs in the next phase of development, in becoming outward-looking service delivery and local activity hubs that can play a key role in ensuring that regeneration aims and objectives are attained. At the same time, however, some LSPs (e.g., Rotherham, Doncaster) see the answer to the question of improved access to services not so much in terms of outreach provision, but rather as a matter of improving public transport services and frequencies and providing common ticketing and better information, so that it will be easier for people to gain access to centrally located offices. For local authorities and other public sector agencies, this makes good sense on cost and efficiency grounds, but it is likely to reduce the opportunities for OSSs in such areas to attract service providers.

5.5 Information Transfer/Practice Sharing

5.5.1 In terms of sharing lessons between participating MWSs, this has become more evident as the OSS project has proceeded. Apart from those examples that had already started to make progress when they joined the project, most Phase 1 MWSs have had to rely on the knowledge and experience of the CDOs and others within CISWO. Much of this has been based on a strong understanding of what has been involved in the transformation of other MWSs prior to the OSS project, on a clear perception of what the OSS development process involves, as well as on their knowledge of community organisations and grant funding regimes more generally.

5.5.2 Direct contact between MWSs involved in the OSS project has happened on a growing basis as the project has proceeded. Such exchanges have been especially valuable where it has matched MWSs that have managed to advance fairly rapidly with those that are at the earlier stages. Regular meetings and centre visits have been of particular benefit in the Western and Yorkshire regions, and there have been some cross-regional visits involving participants in the East Midlands. Other formal exchanges have taken place in the other regions, but on a more 'ad hoc' basis. Such sharing of information and insights has generally been instigated by the regional CDO in the first instance, but once contact has been made, interaction between individual OSS representatives has tended to occur on a more regular but informal basis. This mutual support was quoted as being particularly beneficial by a number of case study and postal survey respondents. Such exchanges should be continued in all regions on a regular basis after the end of the project.

5.6 Wider dissemination

5.6.1 All of the experience catalogued in this report provides valuable lessons for those MWSs still going through the process, but more importantly for other MWSs that are not participating but are seeking to ensure that they have a secure future. Disseminating these lessons more widely across the CISWO network is a key requirement of the Community Fund grant. To date some CDOs have provided advice and assistance to a handful of non-participating MWSs on request, but given the pressures on their time there has been little opportunity to pursue this goal any further. The priority has understandably been centre development itself, and as this report has highlighted this has been full of difficulties, challenges and tribulations. As the project moves forwards over the next few months, there should be scope for more dissemination work. Hopefully this evaluation report will contribute to the process. That said, the most important lessons that need to be shared are about the detailed practical steps to be taken, about the ways in which problems can be solved, and about the determined attitude that is required to see the thing through. The more that this comes from 'the horse's mouth' (i.e., CDOs, Trustees and committee members who have been through it all), the better.

6. CONCLUSIONS AND RECOMMENDATIONS

6.1 *Conclusions*

6.1.1 The evidence presented in this report indicates that the MWSs participating in the CISWO OSS project have made substantial progress towards meeting its original aims and objectives. The majority have now reached a stage where they are either fully operational, or have started to host service providers pending refurbishment of their premises. Most of the rest are moving steadily in this direction, although some still have a number of barriers to overcome, especially in relation to accessing grant funding. Overall, however, these developments mean that there has been a considerable increase in the amount of public service and social welfare provision, as well as a range of related community and social activities, that OSSs now offer for the benefit of local residents. A number of operational OSSs may also be described as 'centres of excellence', and several have the potential to attain this status. Unfortunately sufficient data are not yet available to make a judgement about the extent of local take-up of the services on offer.

6.1.2 With respect to the second project objective, for the majority OSS development has enabled those in charge of running MWSs to begin acquiring the skills needed to reorient their Welfares to more of a community-serving role. In this the role of the CDOs has been instrumental, and their hard work and perseverance has been essential in addressing and overturning the entrenched attitudes of many Trustees, in surmounting the many barriers posed by grant funding systems, and in finding ways around the negative or even obstructive stance adopted by some partners and other key local agencies. As a result, those Welfares that have recently reached the OSS operational stage or are close to doing so now have a sound base for the future. Most now need to ensure that they have in place effective management structures and procedures to push the process forward. A key aspect of this is the presence of skills appropriate to the operational stage amongst the Trustees and members of the management committee. These skills relate in particular to business planning, management and marketing, and may be brought in either by training of those already serving as Trustees or committee members, or by seeking to introduce additional representatives with the appropriate background and experience. In the meantime, it is inevitable that many operational OSSs will require some external assistance with such matters. Only if these requirements are met will the long-term sustainability of the centres be secured.

6.1.3 A similar pattern of achievement emerges when considering the extent to which CF grant conditions and requirements have been met. Thus, whilst there has been substantial progress against most of these targets, there has been more patchiness of achievement on some. Perhaps the most impressive project output is the extent of funding leverage, currently standing at 1:14, and easily outstripping what a selection of other regeneration projects have achieved. The scale of funding attracted is all the more laudable given the difficulties and barriers that have had to be tackled during the application and negotiation process. A major consequence of this success has been that a majority of MWSs have advanced along the OSS 'development pipeline'. This progression has also been contingent on them undertaking various forms of local public consultation, and the results of this have generally acted as a guide to what they have tried to provide. In addition, for a majority there has been real progress in terms of widening representation on the Board of Trustees or the management committee to include individuals and group representatives from the local community. This has included for some a marked increase in women; however, not all have yet managed to reach the target number of three. Indeed, a few have found it very difficult to recruit any new Trustees at all. Another successful aspect has been the greater focus on moving Phase 2 Welfares more quickly towards the operational stage, or at least towards putting in place service provision as soon as possible. Many OSSs have also taken on paid staff to undertake various tasks, and there has been a noticeable increase in the numbers employed during the latter stages of the project. An increasing proportion of these have been engaged on a full-time basis as well. These appointments have formed a welcome addition to the job creation efforts of local development agencies and regeneration bodies working in these coalfield areas. However, at the moment the majority of these posts remain part-time and reliant on time-limited grant funding. A key task for the next phase of OSS development is to find ways of making such jobs more sustainable.

6.1.4 A wide range of service provision has been introduced into the OSSs, the most common being education and training courses, welfare advice and health initiatives. A number have also developed a variety of types of childcare and after school provision. Most have also made rooms available for hire on an intermittent or ad hoc basis, often doing this in a flexible manner by the use of moveable partitions. There were fewer examples of OSSs that had secured any sort of community financial services, although several had tried, and the response from some statutory and public sector agencies has been disappointing. Set against this, the majority have offered a varied mixture of recreational, social and sporting activities, some of which have improving the quality of people's lives as a central purpose.

6.1.5 The transfer of information and the sharing of practice between participating MWSs has been a growing feature of the project, as the centres have developed and those involved have become more experienced about what is required. Formal meetings and visits facilitated by the CDOs have played a key part in this, and there are some signs of a more informal support network developing between certain OSSs. On the other hand, there has been much less activity with regard to the wider dissemination of lessons and experiences to non-participating Welfares, mainly because of the need for CDOs to devote their time to other more pressing project issues. Similarly, while there is evidence of some OSSs forging strong linkages with local regeneration activities, this has not happened in all places. There would certainly appear to be greater scope for the OSSs to be involved more heavily in wider regeneration interventions being mounted in their areas, and also to strengthen their representation on community forums (where these exist) and strategic regeneration partnerships.

6.1.6 Drawing all of these concluding points together, the overall assessment with respect to the CISWO OSSs is that they have travelled a long distance from where they were, but they still have some way to go. Certainly the time required for the OSS development process has proved to be much longer than was originally envisaged, particularly in terms of ensuring sustainability at the operational stage. In fact, this is a common finding as far as the regeneration of disadvantaged areas is concerned, especially with regard to developing community contributions towards it. Increasing recognition of this is a prime reason why some current community-based regeneration programmes such as New Deal for Communities in England and Communities First in Wales have a 10-year duration. This view is endorsed by a recent paper issued by the Prime Minister's Strategy Unit (Cabinet Office, 2005). This notes that, over the last four years, the gap between deprived and non-deprived areas has started to narrow, but it concludes that "there is still (much) more to do to ensure that within 10-20 years no-one is seriously disadvantaged by where they live" (p.8). One of the three foundation stones that it lays down to enable this long-term goal to be reached is to improve the performance of public services so that they empower people in deprived areas, enabling them to access high quality services through greater choice and greater use of outreach models of provision. It also talks of "extending.....models of community governance to offer residents of deprived areas the opportunity to engage in the planning, delivery and monitoring of local services" (p.17).

6.1.7 All this suggests that, if positioned correctly, the coalfield OSSs have the scope to play a major part in the achievement of this agenda. The evidence presented in this report indicates that the majority of participating Welfares have made major strides towards playing a more pivotal role in their communities, but in most cases they still have some way to go before they can cement this position in the eyes of local authorities, regeneration partnerships and other public agencies. The need is for them to ensure that the future operation of the OSS matches these key parts of the government's regeneration agenda.

6.2 *Recommendations*

- There remains a need for those MWSs that are still moving through the OSS development pipeline to be supported by regional officers (CDOs) in their attempted transition to operational status. However, this support should be strictly time-limited against evidence of progress.

- Those centres that have already entered the OSS operational phase should receive continued intensive support, with a focus on improved management, more robust business practices and marketing and promotion.
- A condition of this continued support should be that Trustees and other members of the management committee must ensure that they develop the full range of management, negotiating and networking skills needed for the smooth operation of the OSS, including engagement with key agencies in the public, private and voluntary sectors.
- The overall aim should be to assist the Trustees and other members of the management committee to develop a more business-like and professional approach to the strategic development and management of their centre.
- The CDOs or their successors will need to maintain a proactive approach in working with OSSs, helping them to identify needs, and making introduction and contacts with appropriate organisations and firms.
- Dissemination of the lessons of OSS development to date and in the future should be increased, in particular to assist other MWSs that have not been part of the project.

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ANNEX 1: THE POSTAL QUESTIONNAIRE

A postal questionnaire was used to gather information direct from participating Miners Welfares. This was sent out in two batches, the first in August 2003 and the second in September 2004. The same questions were asked in the two rounds, so that responses could be compared, and any changes over the intervening year detected. A copy of the questionnaire form is included in the following pages.

The first round in 2003 was restricted to Phase 1 participants, on the basis that Phase 2 Welfares would have little to report at that stage. All active participants were included in the second round in 2004.

The response rate in 2003 was 52%; in 2004 it was 54%. This high level of return means that we have gathered information from a sufficiently large sample to draw conclusions that apply across all participating Welfares.

The full list of respondents to each round is shown below.

2003 Survey

Bestwood	Coalburn	Cortonwood	Easington
Fernhill & Blaenrhondda	Hirst (Ashington)	Lea Hall	Loganlea
Old Whittington	Pegswood	Pontyates	Silverwood
Stakeford & Bomarsund	Tylorstown	Vane Tempest	Yorkshire Main

2004 Survey

Phase 1:

Bestwood
Bold Miners
Brodsworth
Cortonwood
Easington
Fernhill & Blaenrhondda
Hirst
Lea Hall
Mastin Moor
Old Whittington
Pontyates
Tylorstown
West Cannock
Yorkshire Main

Phase 2:

Abertillery
Amington
Auchinleck
Beighton
Blackhall
Calverton
Clockface
Denbeath
Nostell
Pontefract
Resolven



CISWO ONE-STOP SHOP PROJECT: EVALUATION QUESTIONNAIRE SURVEY 2004

Respondent Details

Name

Position

Centre Name

Phone No

E-mail

Buildings/Facilities

Q1. Has the welfare building undergone: *(please circle)*

- | | |
|--|----------|
| a) Total rebuild? | Yes / No |
| b) Major refurbishment? (e.g. extension/refitting) | Yes / No |
| c) Minor renovations? (e.g. redecoration/rewiring) | Yes / No |

Q2. Have your external facilities been improved or added to? *(please circle)* Yes / No

If yes, please state improvement or addition

Q3. What was/is the estimated capital expenditure on these physical developments? £.....

Activities

Q4. Does your welfare centre have a: *(please circle)*

- | | |
|------------------------------------|----------------------------------|
| a) Bar | Yes / No / Plan to in the future |
| b) Bar serving food (meals/snacks) | Yes / No / Plan to in the future |
| c) Cafe | Yes / No / Plan to in the future |

Q5. Does your welfare centre provide services/activities in any of the following areas:
(please circle)

- | | |
|---|----------------------------------|
| a) Education and Training (e.g. college courses/IT courses) | Yes / No / Plan to in the future |
|---|----------------------------------|

If yes, please give examples

- | | |
|--------------------------------|----------------------------------|
| b) Welfare & Advice (e.g. CAB) | Yes / No / Plan to in the future |
|--------------------------------|----------------------------------|

If yes, please give examples

- | | |
|--|----------------------------------|
| c) Health Initiatives (e.g. fitness club/slimmers etc) | Yes / No / Plan to in the future |
|--|----------------------------------|

If yes, please give examples

- | | |
|---|----------------------------------|
| d) Social Services (e.g. After school club) | Yes / No / Plan to in the future |
|---|----------------------------------|

If yes, please give examples

- | | |
|------------------------------------|----------------------------------|
| e) Recreational (e.g. craft clubs) | Yes / No / Plan to in the future |
|------------------------------------|----------------------------------|

If yes, please give examples

- f) Sporting Activities (e.g. Football/bowls) Yes / No / Plan to in the future
If yes, please give examples
- g) Financial Services (e.g. Credit Union) Yes / No / Plan to in the future
If yes, please give examples
- h) Leasing of rooms (e.g. wedding parties/local grp meetings) Yes / No / Plan to in the future
If yes, please give examples
- i) Public Agency services (e.g. JobCentre/Benefits claims) Yes / No / Plan to in the future
If yes, please give examples
- j) Other (please specify)

Income

Q6. Please indicate the proportion and amount of income derived from the following sources over your last financial year (if you do not have exact figures, please give estimate):

- | | | |
|--|---------|-----------------------|
| a) Grants - Capital | % | £..... |
| b) Grants - Revenue | % | £..... |
| c) Trade (e.g. bar/cafe income; room rental) | % | £..... |
| d) Charitable activities (e.g. discounted charges; tax relief) | % | £..... |
| e) Private donations | % | £..... |
| f) Other (please specify) | % | £..... |
| Total | |100...%.. £..... |

Q7. Please indicate your overall annual expenditure (if you do not have an exact figure, please give estimate)

£.....

Management Structure & Staffing

Q8. How many individuals are employed directly by the welfare centre?
(Please state the actual number)

- | | Full time | Part time |
|-----------|-----------|-----------|
| a) Male | | |
| b) Female | | |

Q9. Please list the activities/duties they undertake (e.g. bar work)

.....

.....

.....

.....

Q10. How many volunteers assist at the welfare centre on a regular basis?
(Please state the actual number)

- a) Male
- b) Female

Q11. Please list the activities/duties they undertake (e.g. coaching the junior football team)

.....

.....

.....

.....

Q12. What is the make-up of the Board of Trustees/Management Committee?
(Please state the actual number)

- a) Miners Welfare
- b) Local Groups
- c) Trade Union Representatives
- d) Local Authority officials
- e) Councillors (LA/Parish)
- f) Local individuals
- g) Other

Q13. How many of the Board of Trustees/Management Committee members are:

- a) Male
- b) Female

Q14. (please circle)

- a) Are you looking to recruit new trustees? Yes / No
- b) If yes, please state how many

Your Comments

Q15. What factors do you believe have helped in the development of the welfare centre?

.....

.....

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Q16. What barriers have been encountered which have hindered the development of the welfare centre?

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Q17. Any further comments?

.....

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If you have any queries about the survey or the overall evaluation, please contact:

Tony Gore
Tel: 0114 225 3561
E-mail: t.gore@shu.ac.uk

OR

Julie Manning
Tel: 0114 225 3539
E-mail: j.manning@shu.ac.uk

Thank you for completing this questionnaire

Please return the completed form in the pre-paid envelope provided

ANNEX 2: CASE STUDY ONE-STOP SHOPS

15 participating Welfares were selected to act as detailed case studies for the evaluation. These involved two site visits and sets of interviews with a range of people, including Trustees, centre managers, service providers, activity organisers and regeneration professionals. These were undertaken in the autumns of 2003 and 2004 respectively.

Two of the sample (Arley and Maerdy) closed down during the project, so these were only included in the first round of visits. Support for another (Silverwood) was withdrawn just before the second round of interviews got under way. This meant that in effect there were two case studies for each of the six CISWO regions. All of those visited twice have furnished extensive and detailed information about their development and operation, again contributing to the robust evidence base upon which this evaluation has been constructed.

The case study OSSs were as follows:

<u>East Midlands:</u>	Bestwood	Hilcote	
<u>North East:</u>	Blackhall	Hirst	
<u>Scotland:</u>	Auchinleck	Croy	
<u>South Wales:</u>	Fernhill & Blaenrhondda	Llandybie	(Maerdy)
<u>Western:</u>	Amington	(Arley)	Bold
<u>Yorkshire:</u>	Brodsworth	Cortonwood	(Silverwood)

The CISWO One-stop Shop Project: External Evaluation. Final Report

GORE, Tony <<http://orcid.org/0000-0002-0997-7198>>

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