

An evaluation of Phase 1 of the North West Coalfields Communities Regeneration Programme

A Final Report

28 August 2008

Executive Summary

Background

1. SQW Consulting, supported by QA Research, was commissioned in May 2008 by Wigan MBC to undertake a final evaluation of Phase 1 of the North West Coalfields Communities Regeneration Programme.
2. The programme invested some £21million between 2004 and 2008 across former coalfield communities within eight districts in the North West region, with the overarching objective of narrowing the gap in prosperity, and improving the well-being, of these communities. Some £5million of this investment was provided by the North West Development Agency (NWDA) as the core funder of the programme.
3. The evaluation's approach was designed to be fully compliant with the Impact Evaluation Framework for the English Regional Development Agencies (RDAs). This included a detailed survey of project beneficiaries, case study research across each of the eight benefiting local authorities, bilateral consultations with delivery partners and strategic stakeholders, and a detailed review of monitoring and secondary data.

Programme development

4. The evaluation found that the Phase 1 programme was based on a sound and well-evidenced rationale. This included, at its core, social equity issues with the coalfield areas of the region suffering from high and often severe and concentrated levels of deprivation. Further arguments providing a sound rationale for the programme included:
 - co-ordination/institutional failures with the existing public sector support not sufficiently addressing the regeneration needs of coalfield communities
 - labour market path dependency failures with low skills and skills mismatches across the coalfields impacting on levels of economic activity and employment opportunities
 - public good arguments related to the need to improve the public realm and physical conditions across the coalfields.
5. These arguments provided a justification for public sector investment in the programme. The evaluation evidence also suggested that there was a justified argument for NWDA support more specifically. Most notably, the potential strategic influence of RDA support to lever in wider funding, coupled with the required level of financial support to deliver a regional programme justified this investment. Further, NWDA support was consistent with the national and regional strategic context and followed government guidance to the RDAs following the Coalfields Task Force. It also enabled activity in areas of the region not previously benefiting from significant mainstream and discretionary regeneration focus.
6. The evaluation has found that there remains a robust rationale for public sector investment in regeneration activity in the region's coalfields. Notably, the social equity and distributional

arguments are still apparent, with entrenched deprivation remaining evident across the region's coalfields. A job remains to be done, however, the rationale for intervention has shifted. In particular, as the productivity and GVA imperative increases and the policy context moves increasingly towards local authorities acting as the lead bodies for the delivery of economic development activity, the evaluation recommends that greater emphasis should be placed on establishing specific market failures to justify public sector intervention in the coalfields.

7. The objectives of the programme were well aligned to the equity and distributional arguments justifying support. The objectives were based around the five programme themes of: Engaged Communities, Competitive Communities, Enterprising Communities, Healthy Communities, and Attractive Communities.
8. However, the range of the objectives was very broad and this resulted in a looser strategic focus than was appropriate. Essentially, the programme tried to 'cover all the bases' rather than targeting specific thematic areas that could have been substantively impacted. The evaluation recommends that successor programmes should adopt fewer, but more focused, objectives that are well evidenced, more tightly defined, and more 'easily trackable' in terms of specific outcomes.
9. The programme had a sound 'theory of change' underpinning its work. The activities delivered were well aligned to the rationale for intervention and generally contributing to the objectives of the programme. That being said, the varied approaches adopted across the eight local authority districts, ranging from focused, single element projects to, in essence 'mini-programmes', meant that the internal coherence and consistency of the programme was reduced.
10. Whilst recognising the ever-present need to ensure interventions are place and target specific, future activity should focus on fewer but more strategically aligned and thematically consistent projects. This will require local authorities to ensure greater consistency in their programmes.

Key achievements

11. The programme performed well in headline financial terms. Greater than expected match funding was leveraged-in, amounting to £5million from the private sector and £11million from other public sector sources. However, a small number of projects accounted for a significant majority of the match funding and around one half of programme expenditure was delivered in a single local authority district. This resulted from a number of enterprise-based projects generating high levels of match funding.
12. Going forward, successor programmes should seek to ensure that total expenditure is more evenly distributed and balanced – though still aligned with need – across the region's coalfields to facilitate equity of outcomes for coalfield communities across the North West. All local authorities and delivery partners must have the capacity to generate good levels of match funding, and design projects with this focus built-in.

13. The programme delivered notable gross outputs including 220 new businesses created, 500 jobs created/safeguarded, and around 50 hectares of brownfield land reclaimed/redeveloped. Below this impressive headline performance, it is clear that outputs were unevenly distributed across the local authorities and many projects supported contributed only minor, or no outputs. Effectively, projects that did not deliver against NWDA outputs were supported by the Agency on the back-of projects that did. Going forward, the NWCCRP should aim to ensure that all activities deliver against core sponsor output regimes, and thus improve the output ‘burden-sharing’ role across all projects.
14. The additionality of the programme was found to be good with regards skills and employability support, though lower for businesses supported. Translating from gross to net, the evaluation reveals that the programme generated the following key net outputs: 130 businesses created, 340 jobs created or safeguarded, and around 35 hectares of brownfield land reclaimed or redeveloped.
15. When compared to wider evidence, the value for money of the programme – as measured by cost per net unit or output – was not as high as might have been expected. This was particularly so at the overall programme level. Taking into account the delivery of outputs set against the five specific themes, cost per job and business generated by the programme was more positive. Importantly, however, the value for money of the programme overall could have been considerably higher had the delivery of outputs across all projects been more consistent.
16. The results from the beneficiary surveys suggested important outcomes were generated by the programme for assisted individuals and businesses alike. This was notably the case in terms of improved confidence, skills and employment prospects for individuals and knowledge of how to start a business or the need to access start-up finance for businesses.
17. These outcomes have wider and potentially long-term benefits for the regeneration of the North West’s coalfields through reduced worklessness and the development of a culture that values employment and enterprise opportunities. However, underpinning the ongoing rationale for intervention, individual beneficiaries surveyed perceived that a lack of employment opportunities remained a key legacy of the loss of mining employment opportunities. Addressing this issue clearly remains crucial to policy makers and should be a key element of any follow-on interventions going forward.
18. Views were more mixed with regard to the wider regeneration progress made across the coalfields in recent years, as places to do business, work and live. However, a clear message emerging was that respondents were aware of improvements to the quality of the local physical environment. This is an area where the programme has concentrated significant effort and generated notable outputs and outcomes. The evaluation evidence suggests that this may have directly impacted on the perceptions of businesses and individuals.
19. The evaluation findings indicate that in terms of headline economic outcomes for the coalfield communities, some £1.1million of annual GVA per annum has been generated through the new businesses created and around £3.5million of GVA per annum through new jobs created. For a broadly cast bottom-up regeneration programme with significant non-economic elements, and per annum inputs of around £5million, this suggests a sound, though modest,

return on the public sector's investment. This is particularly the case given the deep-rooted economic challenges and failures facing many of the coalfields.

20. Directly attributing changes in secondary data (and therefore hard evidence of impact on contextual conditions) has not been possible through this evaluation. However, by placing the net outputs and outcomes of the programme in the context of changes in the secondary data, it is plausible that the programme contributed to positive changes in the coalfield conditions. Further, wider social and community impacts as well as important behavioural shifts within local mainstream agencies, should not be discounted as important impacts of the programme.
21. Therefore, for an intervention of its scale, the evaluation concludes the programme has made an important contribution to the ongoing regeneration of the North West's sizeable coalfield communities. However, as evidenced in the data analysis, considerable issues remain and the coalfields continue to lag behind their comparator areas in terms of economic growth and tackling concentrated pockets of deprivation.

Programme approach

22. In design, the strategic approach of the programme was found to be fit-for-purpose based on the need for a region-wide response. However, whilst the focus on a bottom-up model to identifying and developing projects worked well in terms of engagement and place-localisation, the evaluation's assessment is that the strategic steering of the programme was not sufficiently high.
23. The absence of cross-district projects and the high levels of design autonomy provided to individual local authorities further diluted this strategic focus. As such, the extent to which the programme has impacted on issues across the coalfields, rather than within individual coalfields, is somewhat open to question. With a more integrated approach and commissioning across different geographies, greater synergy might have been realised.
24. That being said, the Phase 1 programme has delivered considerable learning and knowledge sharing across the coalfields including several pilot projects that have gone on to be successfully mainstreamed. Further, it has raised the profile of the coalfields amongst policy makers and levered-in significant funding and investment. Work remains, however, to persuade mainstream agencies to allocate and pool more of their core budgets in order to tackle coalfield-specific issues, especially when other agendas, such as city-regions, are taking root.

Recommendations for going forward

25. Building on the findings set out above, the recommendations flowing from the Phase 1 evaluation are as follows:
 - **Recommendation 1:** A rationale remains for a discretionary regeneration programme to supplement mainstream activity across the region's coalfields. Severe deprivation and a complex set of market and other failures persist. Given the substantial learning developed, effective operational partnerships established, strategic momentum gained

and useful piloting of activity during Phase 1, a second phase of the NWCCRP could be an appropriate vehicle for such a programme.

- **Recommendation 2:** Regeneration activity across the coalfields should work to improve levels of strategic coherence and deliver a more integrated approach. This is required to address the long term issues afflicting coalfield communities. It should focus on fewer, but better aligned, objectives and projects, and adopt a commissioning approach to ensure that opportunity is linked with need.
- **Recommendation 3:** Future programmes should have a stronger and tighter thematic focus. All activity should contribute to the NWDA's agenda of economic growth and align with national thinking on economic development and the intersect between places and economic performance. The focus should therefore be on tackling worklessness, business development and growth and job creation. Wider regeneration experience suggests that if these underpinning wealth creation issues are tackled, then health, community and social failures will also in time be addressed.
- **Recommendation 4:** Where appropriate, partners should look to develop cross-district projects to maximise synergies and deliver outcomes across the coalfields, building on an improved understanding of functional economic geographies at the local and sub-regional scale.
- **Recommendation 5:** Given the current economic climate and an ever tightening public sector expenditure context, the evaluation of Phase 1 suggests that future programmes should focus on revenue based activities to ensure that the outcomes generated are sustainable and demonstrably impact on the underlying skills, employability and enterprise deficits that remain across the region's coalfields.
- **Recommendation 6:** Procedures for monitoring of beneficiaries at the project level should be improved in any future NWCCRP programmes to ensure that sufficient information is available for programme evaluation down the line. Project evaluation procedures should also be further developed to ensure effective mid-term and final evaluations can be undertaken that build learning and understanding across the programme.
- **Recommendation 7:** Going forward, greater emphasis needs to be placed on establishing specific market failures to justify public sector intervention in the coalfields. Further, objectives need to be more SMART to allow for accurate tracking and evaluation down the line.
- **Recommendation 8:** Greater engagement and linking with strategic partners such as EP, CLG, CRT and mainstream agencies will be necessary in the future. The regeneration funding landscape is increasingly characterised by 'shared pots' and 'pooled resources' as opposed to sizeable discretionary or top-up budgets. Service provider support, matched funding and, crucially, the prospects of long-term sustainability are likely to be enhanced if the programme is well aligned with these funding conduits and strategic foci. Strategic influence and engagement increased over the last few months of Phase 1. This must be continued and deepened.

- **Recommendation 9:** With the evolving context in regeneration, those engaged in coalfields regeneration should look to ensure that projects delivered are aligned to, and embedded within, Local Area Agreements across the eight local authorities and Multi Area Agreements where applicable. In particular, they should seek to capitalise on the Working Neighbourhoods Fund monies allocated to six of the coalfield local authorities.
 - **Recommendation 10:** The focus of coalfield partners should be on influencing mainstream partners to invest resources in the coalfield areas. In particular they should look to increasingly work through Local Strategic Partnerships to further embed coalfields regeneration activity at the heart of economic development across all eight local authorities.
26. The evaluation study team are aware that a Phase 2 programme is currently in development. It is essential that this programme responds to the recommendations set out above and draws on the wider lessons from the evaluation of Phase 1.

1: Introduction

- 1.1 This Final Report presents the findings of a final evaluation of Phase 1 of the North West Coalfield Communities Regeneration Programme (NWCCRP).
- 1.2 SQW Consulting (SQW), supported by QA Research, was commissioned by Wigan Metropolitan Borough Council (Wigan MBC) to undertake the evaluation on behalf of coalfield partners from across the North West region.

Introducing the Programme

- 1.3 The NWCCRP is a unique partnership-led approach to the regeneration of former coalfield communities across the North West. Funded through the North West Development Agency (NWDA) and a wide range of other public and private sources, the Phase 1 programme invested over £20million between 2004 and 2008. This investment delivered activity across targeted coalfield communities in eight local authorities: Allerdale, Bolton, Copeland, Knowsley, Salford, St Helens, Warrington and Wigan.
- 1.4 The over-arching aim of the Phase 1 programme was to narrow the gap in prosperity, and improve the well-being, of those North West former coalfield communities. Activity was focused on five key priority themes: Engaged Communities, Competitive Communities, Enterprising Communities, Healthy Communities, and Attractive Communities.
- 1.5 Over 35 projects have been funded across the eight local authority areas involving a wide range of delivery partners and strategic stakeholders. The programme was managed by Wigan MBC as the 'Accountable Body', steered by a Board drawing in local councillors, private sector representatives and partner organisations.

Scope of the evaluation

- 1.6 The evaluation covers the entire period of Phase 1 delivery, from 2004/05 through to 2007/08. The primary objectives of the evaluation were threefold:
 - to provide robust evidence on the impact of the programme and assess how it contributed to key target outcomes that would not otherwise have been achieved
 - to determine how far the programme has achieved its objectives
 - to identify the lessons from the interventions for wider dissemination.
- 1.7 Further, the evaluation was designed to understand what continued need – as demonstrated by market failures and other arguments – exists for similar publicly funded interventions, and to identify relevant good practice from elsewhere to inform future activity within the coalfields – specifically with Phase 2 of the programme in mind.
- 1.8 Wigan MBC, as the formal 'Accountable Body' and the NWCCRP Board have in recent months undertaken research and developed a proposed Phase 2 programme, again seeking

NWDA funding. The evaluators have not requested, nor been provided with, any Phase 2 application documentation (e.g. a Concept Proposal Form). However, we have drawn on the findings of the work undertaken by Genecon in early 2008¹ as this provides an important body of evidence on current conditions across the region's coalfields.

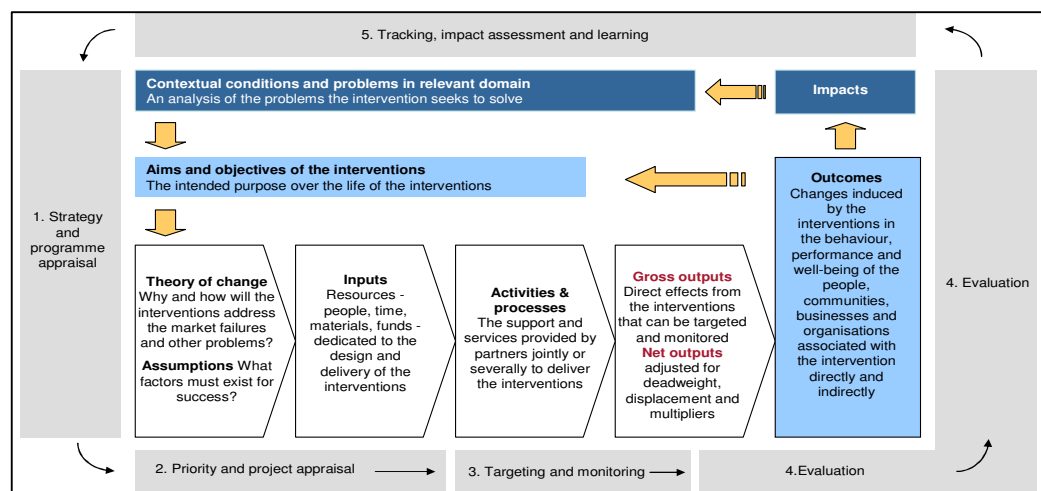
- 1.9 As the principal core funder and consistent with the need to contribute to the national Regional Development Agency (RDA) impact evaluation, and following Impact Evaluation Framework (IEF) thinking, the evaluation focused in particular on the NWDA resources invested in the programme. For example, the outputs reported are those delivered against the RDA monitoring regimes. However, a wide range of public (and third sector) funders were also included in the programme and their involvement should not be discounted. Further, the evaluation was focused at the programme level. Individual projects have been subject to individual self-evaluations that contain significantly greater specific detail.

Approach and methodology

- 1.10 Figure 1-1 illustrates the conceptual approach used in the evaluation. This approach has been utilised in a wide range of evaluation studies by SQW and is fully compliant with the department of Business, Enterprise and Regulatory Reform (BERR's) IEF and the Treasury's Green Book. It is also consistent with the evaluation framework recently approved by the NWDA.
- 1.11 The framework places an emphasis on the need for a clear logic chain throughout the evaluation process, and makes an assessment of (and linkages between) the rationale for intervention, targets and key performance measures (including aims and objectives, inputs, activities and outputs), outcomes and impacts. Crucially it completes the process through a feedback loop to inform the future development of policy and programmes.
- 1.12 The IEF sets exacting standards for data collection and analysis. In particular, it lays the emphasis on the need for evidence to convert outputs from gross to net. In assessing an intervention such as this, we have to consider both the direct and indirect as well as the wider effects resulting from the NWDA's investment. These include:
- direct effects, most notably through the support that has been provided directly to businesses and individuals within the coalfield geographies
 - indirect effects through investments in physical development and the public realm that are intended to benefit – in the short and longer term – coalfields communities and contribute to their wider economic and social development
 - strategic effects in various guises – of individual projects/activities, the role of the NWCCRP Board and Central Management Team, and in co-ordinating and influencing partners and stakeholders.

¹ 'Evidence Base for the NWCCRP Phase 2 Project', Genecon, April 2008

Figure 1-1: Evaluation Framework Logic Model



Source: SQW Consulting

1.13 To address these issues, SQW applied the framework approach above to the design of the methodology. This comprised four principal workstreams:

- consultations with strategic stakeholders, funders, delivery partners and programme staff in order to understand the policy and strategic context and establish the key failures the programme sought to address, and its aims, objectives and activities
- desk-based analysis of programme monitoring data, secondary condition data and strategic and policy documentation including a review of identified good practice in coalfields regeneration drawing on the national evaluation of coalfields regeneration undertaken by SQW and our recent work with coalfields partners across England
- a detailed survey of programme beneficiaries focused on businesses assisted and individuals supported in skills and employability development to understand the outcomes of the programme on coalfield communities
- eight case studies involving project visits, face-to-face and telephone consultations with key delivery partners and stakeholders in order to understand the operation of the programme on the ground and inform an assessment of the processes and activities delivering against the identified failures and issues. The case studies were as follows:
 - Allerdale - Allerdale at Work
 - Bolton - New Business Start Up Skills & Job Creation
 - Copeland - Mining Communities Environmental Programme
 - Knowsley - George Howard Centre
 - St Helens - Healthy St Helens
 - Salford - LIVIA Community Engagement Programme

- Warrington - Warrington Competitive and Enterprising Programme
- Wigan - Transforming Your Space.

Structure of this report

1.14 Following this initial introductory section, the remainder of the report is structured as follows:

- **Section 2** reviews the context for, and development of, the programme including an assessment of the original and evolving programme rationale and objectives.
- **Section 3** presents an analysis of the spend and outputs of the programme, and the evidence to support, and conversion from, gross outputs to net. It also comments on the relationship between outputs and costs.
- **Section 4** contains an analysis of the outcomes of the programme drawing on evidence from the beneficiary surveys.
- **Section 5** reviews wider trends in secondary data and assesses the extent to which the programme may have impacted on these trends.
- **Section 6** looks at the delivery and strategic approach of the programme and assesses the strategic added value of the programme.
- **Section 7** sets out the main findings of the evaluation, lessons learned and issues to be addressed going forward.

1.15 Throughout the report, two sets of message boxes are interspersed:

- **Case study evidence** boxes drawing on the research of the individual projects reviewed in some detail. The case studies were an important opportunity to understand the delivery and performance of the programme ‘on the ground’. Whilst this is a programme level evaluation, the insight gained through the eight case studies has given rise to important process and learning messages for the wider programme and future coalfield regeneration activity in the North West.
- **Evaluation message** boxes setting out the headline findings and key messages of each sub-section of the evaluation.

1.16 Five support annexes are also presented:

- **Annex A** provides ‘pen portraits’ of conditions in each of the eight coalfield areas and further data
- **Annex B** lists those individuals consulted throughout the evaluation process, to whom we offer our thanks
- **Annex C** contains a list of projects delivered by the programme
- **Annex D** presents details of the beneficiary survey results and analysis
- **Annex E** sets out the methodology used to derive the net programme-level outputs.

2: Programme development

- 2.1 This section of the report first sets out the context for, and development of, the programme. It then reviews the programme rationale and objectives. Finally, the section sets out the nature of activities delivered, and assesses their ability to impact upon the rationale and objectives i.e. assessing the programme's 'theory of change'. We do not include a detailed review of policy and strategic documentation as this has recently been undertaken for the NWCCRP².

The strategic context for the programme

- 2.2 Between, 1984 and 1997, over 170,000 people lost their jobs in coal-mining in England. This represented a quarter of all those in employment in coalfield areas. The impact of this shock was considerable on communities that had already experienced difficult social and economic conditions, such as considerable environmental degradation, clear skills and employment deficits, a loss of social cohesion, and high levels of poor health.
- 2.3 In response, in 1997 the Government established the Coalfields Task Force (CTF)³ to investigate the necessary response required. The Task Force concluded that *'The coalfields have a unique combination of concentrated joblessness, physical isolation, poor infrastructure, and severe health problems'*. Following the review a number of national coalfield specific regeneration programmes were put in place or reinforced to respond to these economic challenges including the National Coalfields Programme (NCP), Coalfields Regeneration Trust (CRT) and Coalfields Enterprise Fund (CEF).
- 2.4 A national evaluation of regeneration activity in the English coalfields was published in 2007⁴ and, focused on these three interventions found that they had made a substantial contribution to regeneration across the coalfields. In particular, the NCP and CRT were assessed as having made considerable headway with physical renewal, skills and community development and job generation. However, the evaluation found that four key problems persisted in the coalfields: access to employment opportunity, education and skills, public health, and transport. In short, the evaluation concluded that the problem for the people resident in many of coalfields across England is that they are disadvantaged by where they happen to live, and by an historic dependence on coal mining that was lost, in many cases, very abruptly.
- 2.5 More widely, a range of area-based regeneration programmes such as Neighbourhood Renewal Fund (NRF), Single Regeneration Budget (SRB), Health Action Zones (HAZ) and European Structural Funds (ESF) have delivered regeneration activity across the coalfields. And mainstream service providers have naturally operated in the coalfields delivering, inter alia, health and education, employment and business development, environmental and policing/community safety, social and transport services.

² 'Evidence Base for the NWCCRP Phase 2 Project', Genecon, April 2008. See in particular pp 10-19

³ "Making a Difference: A New Start for England's Coalfield Communities", Coalfields Task Force, 1998,

⁴ See the full report at <http://www.communities.gov.uk/index.asp?id=1508893>

- 2.6 Within this wider context, following the CTF report, Government issued guidance to the RDAs to give priority to the needs of the coalfields. However, the NWCCRP, funded through the NWDA, was the only major RDA-supported coalfields programme. As argued in the national evaluation, with the exception of the NWDA *'the extent to which other RDAs have prioritised and targeted the coalfields appears to be mixed.'*
- 2.7 More recently, the context at the national level has evolved with a number of policy and strategic issues impacting on the regeneration of England's coalfields. First, the potential development by EP and partners of the 'Coalfield Action Zones' (CAZs) to broaden the impact of the NCP and facilitate engagement with other programmes, initiatives and mainstream service providers, provides an important strategic backdrop to regeneration efforts across the coalfields. The zones are designed to deliver lasting improvements in a number of specific areas addressing deep-seated problems remaining as the legacy from the loss of coalmining. The final list has yet to be determined, but it is possible that there will be a CAZ located in the North West increasing the importance of this development to this evaluation and any successor NWCCRP programme.
- 2.8 Concurrently, the CRT is increasingly focused on acting in a more 'strategic' manner in order to contribute substantially to the continuing regeneration of the coalfields. In particular, it aims to work increasingly with mainstream partners recognising that the remaining health, education and employment challenges facing the coalfield communities will only be addressed in a sustainable fashion if mainstream agencies with their skills, expertise and sizeable budgets, take the lead.
- 2.9 More widely, the Sub-National Review of Regeneration and Economic Development (SNR) published in July 2007 signals a clear shift in emphasis regarding the delivery of economic development. Delivery will be more bottom-up, but at the most appropriate spatial scale to achieve the required impact. Therefore, SNR is in many ways calling for a shift away from central Government and the RDAs towards local authorities and sub-regional partnerships. In particular, the role of local Government to take responsibility for the well-being of residents is reinforced and extended to the domain of economic development. Further, with particular relevance to this evaluation, the review sets out a redoubled agenda to concentrate regeneration effort in the most deprived communities across England through the targeting of regeneration monies to those most in need within local authority boundaries.
- 2.10 This change of role for local authorities represents a clear opportunity to ensure that locally defined economic development objectives are better aligned with regional objectives. However, the emerging role of local authorities as drivers of local economic development and regeneration makes the integration of discretionary regeneration activity within local authority policies and strategies even more crucial. This is particularly important in Greater Manchester and Merseyside with the potential for Multi-Area Agreements.
- 2.11 Looking at this regional context more specifically, research commissioned to provide the evidence base for Phase 1 of the programme⁵ reported that the coalmining industry employed in the region of 100,000 people across the study area in the early 1900s. However, following widespread pit closures by the 1980s, employment in mining had fallen to around 6,500. The

⁵ 'Regenerating Coalfield Communities in the North West', Final report, September 2002

last coal mines in West Cumbria and Lancashire closed in 1986 and 1992 respectively. In response to these shocks, the coalfields across the region benefited from the national regeneration programmes. For example, the NCP has been active with eight sites in the North West (seven in Lancashire and one in Cumbria) and a planned life-time spend of £59million in the region⁶. The CRT has also delivered support to projects across the North West coalfields including its pilot Special Coalfield Area (SCA) in Higher Folds in Wigan.

- 2.12 However, the national evaluation in 2007 identified ongoing socio-economic problems across the region's coalfields. The Cumbrian coalfields were characterised as experiencing problematic employment and economic readjustment since 1998. The Lancashire coalfields, though found in the national evaluation to demonstrate economic improvements since 1998, were found to retain significant socio-economic and physical deficits.

Evaluation message

The strategic context for the NWCCRP programme is the long-term decline of coalfield communities across England, and the associated regeneration activity this past ten years aiming to address this decline. The coalfield areas of the North West, in particular, have faced problems experienced across England, though place-based issues are of importance.

A significant body of evidence has been developed – at both the regional and national scale – to understand the key drivers and factors influencing conditions across the coalfields including the national evaluation of 2007 and the recent evidence base work commissioned by the NWCCRP. This evaluation must draw on this work, yet also build on it to provide lessons for coalfield partners across the region (and more widely).

Programme rationale

- 2.13 This sub-section considers the original and ongoing rationale for the programme. We also discuss the rationale at project level. This draws in particular on the case study research. Though we cannot comment in detail on the rationales of all projects across the programme, it is crucial to consider whether programme-level arguments cascade downwards.

At the outset of the programme ...

- 2.14 The development of the programme was based on extensive, evidence-based research. Amion Consulting was commissioned in 2002 to prepare a strategy for regenerating coalfield areas in the North West. The resulting report⁷ established – through detailed data analysis and the mapping of policy interventions – that communities in the region's former coalfield areas in 2002 retained a legacy of significant and at times severe deprivation, poor health and a degraded physical environment. Though acknowledging that many problems had been tackled by past and (at the time) existing regeneration programmes, the research found that severe problems remained. Further, these issues were particularly acute in those smaller and isolated communities that had at the time not benefited from targeted regeneration measures.
- 2.15 In targeting the programme, the evidence base drew on national thinking in coalfield regeneration through the inclusion of 32 identified coalfield wards in Wigan and St Helens as per the CTF definition. It also utilised socio-economic data at a fine spatial scale through analysis of the Index of Multiple Deprivation 2000 (IMD 2000) – the most up-to-date assessment available at the time of deprivation to identify eligible areas. Areas that did not

⁶ Data drawn from 'Interim Evaluation of the Coalfields Regeneration Programmes in England', CLG, 2007

⁷ See Footnote 6

suffer from acute deprivation were therefore not included in the programme⁸. Wards included those within the most deprived 5% of wards nationally. Therefore, the evidence demonstrated that coalfield communities across the region suffered from major economic and social problems that justified further public sector intervention as activity to date had not addressed these issues in a sustainable and comprehensive manner. Therefore, there was a sound rationale for the programme, based on addressing a complex mix of social inclusion, equity and distributional issues.

- 2.16 This message was confirmed in the consultations undertaken for this evaluation. Partners across the region, and more widely, believed that the programme responded to a genuine socio-economic need. In particular, despite there being a significant passage of time since the closure of the pits in many areas, the inter-generational and long-term problems that this created was felt to still be evident. Low aspirations amongst coalfield communities, a dilapidated and unattractive physical environment and significant skills mismatches remained that curtailed the ability of coalfield communities to respond to these issues.
- 2.17 Further, on top of the primary distributional concerns, specific market and other failures were evident that justified public sector intervention through the programme. Though these varied across the coalfield areas, at a broad level three particular arguments were apparent from our consultations, as set out in Table 2-1.

Table 2-1: Specific market failures and other argument strengthening the programme rationale

Failure	Description
Co-ordination and institutional failures	Where the public sector and existing regeneration effort was not sufficiently well co-ordinated and joined-up to address the significant social and economic issues across the coalfields. In particular, as established in the Amion report, coalfield specific programmes such as NCP and CRT had been delivered yet each had a particular focus and were not necessarily delivered in a co-ordinated manner. This had the effect of actions not addressing the specific needs of particular communities. Further, across the coalfields – sharing common failures and deficits – there was no co-ordinating strategy or set of objectives that could drive public policy.
Labour market path dependency failures	Where prolonged periods of inactivity and unemployment in the coalfields stemming from the loss of mining employment (and the historical culture of having a major source of local employment) had eroded skills and human capital. This is naturally closely linked to the social concerns outlined above, yet is focused in particular on the economic problems generated by the lack of, or mismatches in, the skill sets of the local populations with knock-on effects on the availability of employment opportunities.
Public good arguments	These are particularly evident in relation to the clear need to address improvements to the physical environment and public realm across the coalfields. These were unlikely to be met by private sector actors because they would not be able to capture all the gains from their investment.

Source: SQW Consulting

- 2.18 As such, there was a clear rationale for further public sector-led and coherent intervention in the region’s coalfields. However, for this evaluation, it is important to identify a clear rationale for *NWDA’s investment* more specifically i.e. why should the RDA act as core principal funder to a coalfields regeneration programme, as opposed to other parts of the public sector, nationally, regionally or sub-regionally? In particular, a significant level of regeneration activity was apparent in many – if not all – of the coalfield areas⁹ and existing

⁸ Communities were included within the proposed programme if they fell within a ward that ranked no better on the IMD 2000 than the best score for the defined North West coalfield wards in Wigan and St Helens. A second test (based on the collection of data on individual communities below ward level) was not required as all of the areas identified by local authority partners across the regions as coalfields were within wards that had greater deprivation issues than the best coalfield ward.

⁹ See Amion report, in particular pp 8-11

national programmes (NCP and the CRT) continued to be delivered across the region's coalfield communities.

2.19 In the view of the evaluators, building on the wider market and other failures identified, three principal arguments justified NWDA's specific involvement:

- First, following the CTF, government issued guidance to the RDAs to give priority to the needs of the coalfields in their regions. Therefore, support of, and investment in, the programme responded to national policy and the role of the NWDA as the body tasked with delivering sustainable economic development. Indeed, with its role as a catalyst for economic development, NWDA had the opportunity to lever significant funding into the coalfields to achieve a higher return for their investment.
- Second, the programme provided strong strategic fit with the regional agenda as set out in the 2003 Regional Economic Strategy (RES). Though the regeneration of the coalfields was not specified in the RES, the 'Regeneration' Strategic Objective included actions to '*Support the regeneration of the most deprived areas and most deprived wards by strengthening their wider economic base*'. These included seven of the eight coalfield local authorities in the region (Warrington as the exception), and significant deprivation was evident in all programme wards.
- Third, a key aspect of the programme was that it delivered activity in 'forgotten' areas of the region, that though deprived did not benefit from significant other regeneration activity. This was a key area of institutional failure, with programmes focused on urban regeneration and neighbourhood renewal often not targeting coalfield areas. As a body tasked with providing a regional response, investment in a coalfield programme – at a relatively modest scale in comparison to the overall resources of the Agency – was appropriate in contributing to addressing this failure.

2.20 Further, in assessing the 'reference case' (what would have happened in the absence of the intervention) the role of NWDA appears to be crucial. The messages from the stakeholder consultations suggest that no other organisation(s) had the resources to act as core or principal funder (some £5million) and facilitate a regional response. Other coalfield partners such as EP and CRT had established programmes and strategies which could (and indeed should) be influenced by a regional programme. However, they did not have the capacity to deliver the programme or act as the core funder e.g. the role of the NCP was tightly defined and the CRT had an agreed budget for the region in its 2002-05 programme. The role of the NWDA was therefore to provide the 'glue' that could hold together a regional programme. Effectively, without NWDA investment the programme would not have been taken forward.

Evidence from the case studies

NWDA funding enabling regeneration to go forward – evidence from the Copeland coalfields. . .

The Mining Communities Environmental Programme delivered improvements to the public realm across a number of coalfield wards in Copeland. One of the major projects included in the scheme involved upgrading the 'back lanes' of 80 terraced properties in Moresby to an 'adoptable standard'. In addition to the construction of the roads, the project also involved the rebuilding of a stone wall that was contracted to 'Home to Work' providing work experience for nine trainees to over a total of 400 hours.

Consultations with members of the back lanes group suggested that this work had been on the agenda for a long period of time, and had strong support from the local community and in particular those residents of the properties

Evidence from the case studies

affected. For example, the proposed work was included in a parish plan. However, until the NWCCRP the work was not possible given the significant level of funding required. Though important to the local community (including residents who ultimately contributed to the costs of the works), the back lanes were simply not a high priority for the County Council in terms of physical redevelopment. Therefore relevant failures included: social/equity issues as residents could not afford to fund the work alone, externalities as residents would not derive all the benefits from the work and therefore were disinclined to invest, and institutional failures as the County Council did not have the resource to deliver the work. NWDA funding, through the NWCCRP enabled the project to go forward, contributing £112k out of a total of £223k. Residents contributed £41k. The back lanes, developed to adoptable standard are now maintained by Cumbria County Council.

...and Knowsley coalfields

The redevelopment of Lickers Lane Community Centre, now the George Howard Centre was a long-term priority for Whiston South. The Centre had not been fully refurbished for 30 years and pressure for development stemmed from the local community and the Lickers Lane Pathways Board. A planned refurbishment was to be led and funded by the County Council, Sure Start and ERDF, with plans that Sure Start and the 'Jobs Education and Training Team' would be based at the premises to provide an accessible service to local people. However, changes in legislation impacting on Sure Start – they were to be attached to schools rather than community centres – prior to the commencement of work meant that the project became ineligible for EU funding. This caused a major set back and funding shortfall.

The inclusion of Knowsley in the NWCCRP enabled the project to apply for coalfields funding. The application was successful and resulted in the full re-modelling and refurbishment of the community centre which is due to open in July 2008. Without the coalfields funding, the research suggested that the refurbishment would not have been completed to this time-scale, if at all. Though specific market failures are not evident here, the research suggested that the Centre had the ability to contribute to improving community cohesion and providing significant social benefits, therefore responding to the social equity rationale for the programme.

Evaluation message

Phase 1 of the NWCCRP was based at the outset on a sound and well-evidenced rationale. This included at its core social equity/distributional issues with the coalfield areas of the region suffering from high – and often severe – levels of deprivation. Official guidance (including the Treasury Green Book) to RDAs and government bodies sets out that the achievement of equity objectives, such as local or regional regeneration is a sound rationale for public investment.

A second level of questioning is required - why NWDA monies? The evidence, based on consultations with stakeholders and partners and an assessment of the wider context, suggests that there was indeed an argument for NWDA supporting the programme. In particular, the strategic influence of the RDA, coupled with the need to invest up to £5million to deliver a region wide programme, provided a strong justification for NWDA support. Further, this support was consistent with the national and regional strategic context.

... and today?

- 2.21 The strategic and policy context has moved on significantly since 2002 when the evidence base for the NWCCRP was developed, and the programme was launched in 2004. A key question for the evaluation is the extent to which this original rationale remains valid six years on. We will return to this issue later in the report when assessing the extent to which the programme has addressed the issues it was designed to impact upon. However, work undertaken in developing an evidence base for a potential Phase 2 programme establishes that many of the issues justifying the Phase 1 activity are still apparent.
- 2.22 In particular, the social equity and distributional issues central to rationale for Phase 1 remain important. For example, 67 out of 301 SOAs within the North West coalfields areas are within the top 10% most deprived in England according to the IMD 2007. 120 are in the top 20% most deprived. Particular problems in terms of employment, income, education and skills remain. Further, levels of enterprise and aspiration in the coalfields were found to remain low and the research suggested that in terms of delivering effective support a more localised 'community focused approach' may be required that targets those 'hardest to reach' people who are furthest from the labour market.

- 2.23 At a more strategic level, the national evaluation of regeneration progress across the coalfields published in 2007 argued that a continuing rationale for public sector intervention in the coalfields remained. This was for two primary reasons:
- first, the combination of market and institutional failures remain deeply embedded and difficult to overcome
 - second, because the regeneration job remains unfinished and, in its current composition in several coalfields, is likely to be unsustainable.
- 2.24 Moving forward, therefore, the evidence suggests that a rationale for public sector support remains. However, in a number of important ways, the agenda has moved on and this impacts on the rationale. First, the context post-SNR is that local authorities will increasingly be expected to take the lead in economic development. This places a greater emphasis on the role of the eight authorities to drive – and potentially fund to a higher level – any successor programme. The Phase 1 role of NWDA as the core funder may therefore need to be reassessed in this light. However, it is important that the strategic and catalytic added value, as well as the financial support that the NWDA can generate, is maintained.
- 2.25 Second, the regional policy agenda – responding to national thinking – is now increasingly focused on the imperative for economic growth delivered through improved productivity and full employment. Any coalfields programme must ensure that it responds to this. Indeed, by promoting improved employment prospects, conditions for growth and skills, the regeneration of the coalfields can contribute significantly to this agenda.
- 2.26 Third, the original co-ordination failures have been to a significant degree addressed. This is notably the case at the programme level, where Phase 1 provided a forum for knowledge transfer across local authorities and established consistent themes and objectives for addressing issues across the region’s coalfields. There is also evidence of the programme working with and influencing coalfield partners, and projects working together to add value. However, as argued in the national evaluation, going forward, the key challenge now is for coalfield partners to further co-ordinate activity with wider mainstream partners. In this area, significant failures still remain, though Phase 1 has provided examples of how this can be achieved. Further, levels of partnership working and the mechanisms through which existing co-ordination has been facilitated are still developing, and require further time to embed.

Evidence from the case studies

Projects within the programme working together – evidence from the Allerdale coalfields ...

Allerdale Invest a project funded by the NWCCRP and administered by Cumbria Community Foundation supported a feasibility study for Dearham to investigate the potential for developing and improving sporting facilities at a former 'Pottery Park' site. Without this study, it would not have been identified that drainage was a major problem within the existing facility. In order to progress to a larger scheme for the future, drainage would need to be addressed on the existing pitch. Following the study, Allerdale at Work, our case study, part funded the capital investment into the drainage needed to bring the pitch back into serviceable use as part of the initial phase of development for the recreation area.

... and with partners – evidence from the Knowsley and Salford coalfields ...

The George Howard Centre refurbishment had several identifiable links with the mainstream. The centre facilitates community college classes and council services such as children’s services, neighbourhood management wardens, Job Centre Plus, the Local Skills Council, welfare benefits and rights advisors and business start up advice provided through Community Based Economic Development (CBED) funded by the council and employed by Kirkby Unemployment Centre. In the longer term the Centre will be maintained by Whiston Town Council with funding

Evidence from the case studies

sourced from tenants rent, function hire fees and events. Following refurbishment and range of organisations now located there, plans are in place for the car park to be extended and fenced. This is to be funded by the CRT.

There is a sound argument for employing people to help deliver regeneration activities, particularly in 'hard-to-reach' communities which may otherwise be difficult to engage. In Salford, two community officers from Groundwork were employed to help drive forward activity and engagement in Clifton as part of the LIVIA Community Engagement Programme. The officers held consultations with the local community and played a key role in ensuring activities were delivered successfully. In particular, they were instrumental in helping some activities secure additional funding (for example, the Swinton and Pendlebury Anglers Club managed to attract significant investment from the CRT). Further, the officers established a presence within the community and built relationships with key contacts – these have been taken forward in Groundwork's continuing projects in and around the coalfields area.

- 2.27 Importantly, however, more work needs to be done to establish the extent to which the issues apparent in the region's coalfields are *qualitatively distinct* from wider deprivation issues across the region. The legacy of mining is important, and real, as evidenced by the national evaluation of coalfields regeneration. However, consultations undertaken for this evaluation of the NWCCRP suggest that partners do question the extent to which in the changing socio-economic and policy context in the region there remains a rationale for a 'coalfields-specific' response. In the Cumbrian coalfields, for example, the potential loss of up to 10,000 jobs in the next 10-15 years owing to the decommissioning of the Sellafield nuclear reprocessing plant places into focus the fact that issues across the coalfields must be viewed in the light of current circumstances.
- 2.28 The evidence base developed to underpin a Phase 2 application identifies the economic and social problems still apparent in the coalfield areas as discussed above. However, in an increasingly tight public spending environment, demonstrating why the region's coalfield communities continue to warrant NWDA (and other) funding through setting out why the areas are different is crucial. On levels of deprivation alone, the coalfields do not have a monopoly in the region.

Evaluation message

There remains a rationale for public sector investment in regeneration activity in the region's coalfields. The evidence suggests that the social equity and distributional arguments at play in 2004 are still apparent.

However, the changing context, and the experience of the Phase 1 activity means this rationale has shifted. In particular, as the policy context moves towards local authorities as the lead bodies for economic development and the productivity and GVA imperative increases, any successor programme must respond to a differing context than that experienced in 2002/04.

At the project level

- 2.29 As a programme level evaluation, it is not possible for us to comment in detail on the rationales of all individual component projects. However, a well defined rationale is vital to shape the project logic flow down into objectives, activities, and outputs. Objectives should be clearly focused on addressing the rationale for intervention, and the activity set should be the optimal one to achieve these objectives. Without a strong understanding of the justification for intervention, projects risk being inappropriately designed and badly targeted.
- 2.30 As discussed in Section 5, all project applications have been appraised utilising tools and a framework approved by NWDA. Therefore sound rationales should be evident for all projects as a requisite precursor to funding. The 'Health Check reports' reviewing the appraisal and

performance management system in 2005 and 2007 undertaken by NWDA approved the appraisal system. In particular, the 2007 report reviewed in detail three projects and found that the standard of the appraisals to be good. This is consistent with the findings of the case study research for this evaluation. For each of the eight projects reviewed the standard of the appraisals was good, with each rationale for intervention assessed as satisfactory. An example is provided in the box below from the Bolton coalfields.

Evidence from the case studies

Establishing a strong rationale for intervention – evidence from the Bolton coalfields...

The Bolton New Business Start Up Skills project was based upon a clear and well-evidenced rationale (using both primary and secondary research). It was understood amongst local partners and established through data analysis that the target wards of Farnworth and Kearsley suffered from significant and multi faceted deprivation. In particular they experienced high levels of unemployment. The additional business support and outreach work provided through the project was therefore seen as an effective means of addressing the area's problems. It responded to the following specific failures:

- **social/equity failures** with limited job opportunities in the coalfields area, combined with some unwillingness on the part of residents to look outside of the area for work – both issues make self-employment a viable and sensible work option
- a complex mix of **information and institutional failures** with relatively low take-up of Business Bolton's mainstream support services from the coalfields area owing to barriers including a lack of confidence, skills and resources. The outreach work and dedicated business adviser would help people overcome these barriers, bringing the area onto a level playing field with the rest of Bolton.

The project responded effectively to these issues, with the overriding aim of contributing to the economic and social development of the coalfields area, and increasing opportunities for residents. In particular, it aligned well with the enterprising communities theme and as set out later in the report, delivered significant Tasking Framework outputs.

- 2.31 We note that, however, the rationales provided were generally heavily focused on social equity and distributional issues. The identification of specific market or other failures to justify intervention was limited. Distributional issues are clearly vital, however, at a project level identifiable market or other failures (i.e. co-ordination failures/institutional failures) are often integral in designing fit-for-purpose interventions, and capacity in this area could be usefully developed across project applicants and local authority officers.

Evaluation message

The evidence from the case studies, and earlier research by NWDA, suggests that project applicants have provided generally sound rationales for their activity. The appraisal system has been found to be fit-for-purpose by NWDA and the appraisals reviewed in the case studies were of a high standard.

However, as with the programme as a whole, greater emphasis must be placed on probing more fully specific market and other failures to justify public sector intervention. The equity/distributional concerns remain important yet going forward, as the policy context at the national level moves increasingly towards impacting on worklessness as the root cause of deprivation, evidence of demonstrable market failure is likely to become increasingly important.

Programme objectives

- 2.32 The programme had five original themes and objectives. These remained consistent throughout the lifetime of the programme and are set out below:

- **Engaged Communities:** strengthening and supporting existing community partnerships, developing new community partnerships and creating new community focused facilities.

- **Competitive Communities:** increasing the competitiveness of deprived areas and communities with objectives of increasing the level of participation and achievement in learning and training, through improving educational attainment and basic skills.
- **Enterprising Communities:** increasing the level of entrepreneurship within coalfield communities. This will include activity to increase the potential for Social Enterprises and community based business start-ups, enable community businesses to grow and sustain growth and to improve the operating environment for existing businesses.
- **Healthy Communities:** encouraging greater participation in a healthy lifestyle through supporting innovative healthy lifestyle promotional project, not through support to mainstream health programmes. Key objectives include increasing integration between health related activity, increasing health awareness, enabling healthy lifestyles, and improving the range of accessible leisure and health related opportunities. The project aims to increase integration between health related activities and develop links with housing, sport, crime, transport, and lifestyle to encourage greater individual capacity, participation and strengthened communities.
- **Attractive Communities:** seeks to address the environmental legacy of the coal industry and the lack of investment, resulting in poor local environments. The objectives under this theme relate to improving the attractiveness of neighbourhood centres, tackling under used land and buildings, improving community ‘gateways’ and ‘corridors’ and opportunities for maximising tourism potential.

2.33 Relative to the nature of the programme – with over 35 discrete projects across eight local authority areas and focused on holistic regeneration – these objectives were appropriate and aligned to the rationale for intervention discussed previously. Further, again cognisant of the programme-level context view this evaluation is taking, they were generally SMART (Specific, Measureable, Achievable, Realistic, Timebound). However, two points of qualification are important here:

- first, there are clear limits to the achievability of the objectives owing to difficulties in attributing the results of the programme to complex issues and high-level economic factors such as competitiveness and poor local environments
- second, the measurability of the programme is in places limited. For example, measuring the ‘competitiveness’ of deprived areas or improving the ‘operating environment for existing businesses’ is particularly challenging, especially when the level of intervention is relatively modest.

2.34 Further, and at a more strategic level, the significant range of the objectives – whilst acknowledging they are at an overarching level – potentially limited the extent to which the programme was focused on addressing substantively – and therefore sustainably – a number of particular and central issues.

2.35 A more focused approach may have been possible. The objectives established for the programme essentially attempted to ‘cover all the bases’. Any future programme should focus more sharply on fewer, but clearer objectives. This in turn will ensure that the project ideas brought forward are well targeted and delivering against specific issues and failures. Indeed,

the range of objectives targeted by the programme had the effect of further diluting the strategic focus of projects on the ground. In particular, the ‘bottom-up’ approach of the programme reduced the potential for the funding to deliver strategically focused and integrated activity.

2.36 Further, as with the rationale, though in 2004 the objectives provided relatively strong alignment with regional and national objectives for regeneration, the context has moved on. Regionally, the focus is increasingly on closing the GVA gap to England in the North West, with the current RES establishing three key drivers to achieving this:

- improved productivity and growing the market
- growing the size and capability of the workforce
- investing in the region’s environment, culture, infrastructure and communities.

2.37 Future interventions should align to these drivers. Nationally, the focus in regeneration is increasingly on addressing worklessness and fostering enterprise as key routes out of deprivation. Again, objectives need to align with this strategic agenda, whilst recognising the particular issues and contexts impacting on the region’s coalfields.

Evaluation message

The need for SMART and well-aligned objectives is important for a programme, as much as for specific projects. The objectives play a crucial role in determining the nature of activity delivered and must be appropriate to the failures identified in the rationale. This is particularly important when considering a programme that is attempting to impact on a wide range of socio-economic and physical issues as is the case here. Considering this, the objectives set at the outset of the programme – and that were consistent over the lifetime – were generally appropriate and clearly reacted to the equity and distributional arguments justifying the programme.

However, the range of issues identified in the objectives was very broad and future interventions should adopt fewer but more focused objectives. This may limit the range of projects delivered. Yet it will allow for those projects to be tightly focused on achieving specific targets and aims. This in turn will be of benefit in delivering effective activity.

Programme activities

2.38 This sub-section looks at the activities delivered. As a programme level evaluation we do not comment on the specific of individual projects, rather the focus is on the extent to which the activity delivered – spanning business support, Intermediate Labour Market interventions, physical and public realm redevelopment – provided a coherent ‘theory of change’ i.e. was the activity appropriate to addressing the failures identified and objectives established.

2.39 The programme delivered a very broad range of activity. This included a diverse range of delivery partners across the public, private and third sector. In Table 2-2 are set out key data on the number and financial size of projects in the programme. These were grouped by the themes of the programme. Note that three projects were combined under two themes.

Table 2-2: Programme projects

Theme	Projects	NWDA allocation (£k)	Average allocation per project (£k)
Engaged	10	950	95
Competitive	5	540	108
Enterprising	6	956	159
Healthy	5	495	99
Attractive	8	1,329	166
Healthy & Attractive	2	281	140
Competitive & Enterprising	1	203	203
Total	37	4,754	128

Source: NWCCRP Monitoring Data

2.40 In terms of addressing the rationale and delivering against objectives, this range of projects appears broadly appropriate. The activity was indeed ‘wide ranging’ as set out in the Proposal Form to NWDA. Interestingly, though fewer in number, projects under the ‘Attractive’ and ‘Enterprising’ themes had average NWDA allocations considerably above other themes (excluding combined theme projects). Annex C contains a list of all projects supported.

2.41 However, what is notable is many of the projects contained a number of constituent elements. The most pertinent examples of this are the ‘themed projects’ delivered in Warrington, where in total there were some 37 discrete interventions. However, as shown in Table 2-3 this trend for ‘projects within projects’ was also evident more widely.

Table 2-3: ‘Projects within projects’ – examples

Project name	Description of activity
Enterprising Communities (Copeland)	<ul style="list-style-type: none"> The project included three elements: Social Enterprise in North Copeland – to provide intensive support to individuals or small groups to assist them to gain employment; Inbiz Enterprise Support – working predominantly with unemployed people to encourage them to consider self-employment as an option; Haig Colliery Mining Museum - funding to continue the current staffing structure and enable it to extend its range of activities
Enterprising St Helens (St Helens)	<ul style="list-style-type: none"> The project is split into three elements: St Helens ILM providing pre-employment support for economically disadvantaged excluded people that meet individual needs; Transport Museum to create a lively, stimulating, educational and accessible museum and visitor attraction; Duke Street refurbishment of commercial properties
LIVIA Community Engagement Programme (Salford)	<ul style="list-style-type: none"> The project comprised six main elements: Clifton Resource Centre – refurbishment to provide a base for a range of support services for the local community; Green Gym Project operated to provide a range of physical improvements to the environment; Swinton Car Project to provide car repairs/maintenance tuition for young people; Swinton & Pendlebury Anglers to construct fishing access for disabled anglers and construct a pond for use by local schools; Operation Gate It – install CCTV in the Clifton area; Open Space Improvements Programme to improve the streetscape and image of the area.

Source: Wigan MBC

2.42 In theory, a range of interventions within a single project is not a problem, as long as these elements are strategically aligned with each other and contributing to addressing common – and related – issues. For example, the Transforming Your Space project in Wigan, though involving a wide range of individual interventions was bounded by a coherent strategy that these aspects of activity contributed to as discussed in the box below.

Evidence from the case studies

Strategic approach reaping big rewards – evidence from the Wigan coalfields. . .

The Wigan Transforming Your Space Programme was an ambitious project that improved environmental quality, access to green space and the countryside across ten small communities within the former coalfield areas. The project also provided local residents with training and volunteering opportunities. The Programme, with costs of c. £1million, received funding from the New Opportunities Fund/Big Lottery Fund and NWCCRP.

The 28 elements that comprised the programme were delivered by third parties including residents and local community groups and ranged in size from improvements to local pocket parks, footpath access to green areas, cleaning up streams, development of community gardens and play areas and development of community woodlands.

During consultations, key delivery partners considered the project's success to be based on a longer term strategic approach in which individual projects combined to create a collective coherence, which made a welcome change from the majority of short term funding programmes. This was within the context of an overarching strategy based on Community Space, Connections and the Countryside. This approach is being sustained through plans for Green Heart, a long term ambition to create a regional park stretching across the borough from East to West.

and linking elements of projects – evidence from the Allerdale coalfields ...

The Allerdale at Work project included two constituent elements. First, a range of environmental works across a number of coalfield wards addressing community open spaces and buildings to improve the local environment. Second, a set of employment initiatives that aimed to help people from former coalfield areas to obtain employment within the construction industry and connect people with new job opportunities in the sector.

The project linked these two element together by ensuring that the contractor for the physical works (Thomas Armstrong) offered vocational skills and work experience to young unemployed people from the coalfields. Though the scale of the scheme was modest – in total 12 local young people were involved in the vocational training – this linking of the physical and economic aspects of the coalfields programme is an example of good practice and effective strategic alignment of a project in ensuring that elements of the project were mutually reinforcing.

- 2.43 However, without this coherence (as in Wigan and Allerdale), there is the danger that an un-co-ordinated and un-strategic approach has the potential to dilute potential benefits and reduce impacts. Two of our case study projects – the Mining Communities Environmental Programme and Warrington Competitive and Enterprising – fell into this category. Though elements within each project generated notable outcomes, the overly segmented approach reduced the potential to sustainably impact on the failures that justified intervention.
- 2.44 Further, and more broadly, the level of physical regeneration and public realm activity delivered by the programme was more evident than expected from the simple thematic split. A number of projects under socio-economic themes such as Competitive and Enterprising communities were essentially environmental projects. As such, the potential for these projects to impact on social and economic failures was limited from the outset.
- 2.45 A further area of activity that warrants consideration is the level of community engagement delivered through the programme. At a project level, there is considerable evidence – from the case study work and the wider evaluation process – that communities across the coalfields have been effectively engaged in the programme and the activity delivered through it. When this works well, both in influencing project design and delivery, the benefits are clear. For example, the New Business Start Up Skills project in Bolton as described in the box below.

Evidence from the case studies

Engaging coalfields communities – evidence from the Bolton coalfields...

One of the key lessons learnt through the New Business Start Up Skills project in Bolton has been how to target and engage coalfields communities effectively. Two previous projects – East Bolton Regeneration and New Deal for self-employed – had trialled outreach activity but these were spread out over much a wider geographical area. By focusing on a more tightly-defined spatial area (Farnworth and Kearsley) with its own specific issues, the coalfields project had to adopt a marketing strategy tailored to the needs of its target community.

Most of the outreach activity was undertaken during phase 1 of the project (April 2005-March 2007). Having a visible presence within the community, through a dedicated business adviser and project officer, built up a degree of trust that paid real dividends in engaging local people. As the project progressed, the key delivery agents also became more acutely aware of the best places to target people, finding that they were more confident in engaging with Business Bolton's advisers in environs which they felt comfortable in, such as local shopping centres. Business Bolton now includes the Enterprise and Communities Team dedicated to outreach activity and enterprise promotion.

This engagement with, and influence of, the mainstream business support infrastructure is particularly important. Indeed, as set out in recent research published by government¹⁰ though special funds and discretionary interventions can play an important role, they need to be used to complement and extend mainstream provision.

- 2.46 However, though activity engaging with local communities can add value, this needs to be proportionate. Asking local communities what activity they want is good practice in establishing a market demand and to ensure that take up of support will be forthcoming. However, engagement itself does not ensure a sound rationale for activity, nor is necessarily conducive to the development of strategic objectives and activities, as in Warrington.

Evidence from the case studies

Challenges in community engagement – evidence from the Warrington coalfields. . .

Given the gradual shift in policy over recent years towards greater levels of devolved decision-making, community empowerment and local accountability, it is now increasingly expected that community involvement will play an integral part in effective and sustainable regeneration. Likewise, meaningful community engagement is now seen as a core element of good service provider management to understand and respond to different user requirements¹¹.

In Warrington, community involvement has been one of the hallmarks of how the NWCCRP has operated investing £450,000 of programme funds across five broad thematic areas. For example, at the initial programme development stage, through a series of community road-show events held in each of the target areas, the local authority invited expressions of interest from community groups, resident associations and individual community members.

Although this helped to raise awareness about the programme and encouraged local residents to get involved and shape the programme from the start, it resulted in over 40 expressions of interest, of varying quality. Administratively this proved to be an expensive and resource intensive process. Each of the expressions of interest was appraised by a Steering Group using the core aims and objectives of the programme. Ultimately, this gave rise to 37 projects ranging in size from £1,000 (Warrington Business Venture pilot scheme) up to c£56,000 (the volunteer recruitment, training and development, and volunteer centre scheme).

Warrington intentionally designed a bottom-up package of activity with community engagement at its core. Although the programme met its spend and output targets and leveraged impressive levels of match funding, it is questionable whether it has contributed to the sustainable regeneration of the coalfields. Although some schemes have been mainstreamed by core service providers such as the local Connexions service, other more capital-intensive projects will almost certainly find it challenging in the medium-term once discretionary funding sources dry up, although capital projects were funded to ensure revenue streams could continue for ongoing activity, suggesting sustainability.

Further, by adopting such an inclusive and community-led approach as opposed to being more strategic and commissioning interventions, some unsuccessful applicants have been disappointed, and significant administrative and monitoring costs have been accrued. However, it is important to note that projects that were unsuccessful at whatever stage of application, were not left un-helped. Signposting took place to ensure that further funding assistance could be sought from alternative sources.

¹⁰ See <http://www.neighbourhood.gov.uk/publications.asp?did=1914>

¹¹ See for example the 2006 Local Government White Paper or SQW's report for ODPM in collaboration with the Home Office and the Cabinet Office <http://www.communities.gov.uk/publications/corporate/improvingdelivery2>

Evaluation message

The activity delivered by the programme has been wide-ranging and varied. At first sight, activity was spread relatively evenly across the five themes of the programme. However, in practice the level of physical regeneration was higher than suggested by the Attractive communities project allocation alone.

In addressing the market failures and objectives, the programme can be regarded as possessing a viable 'theory of change' with a diverse set of activities aimed at addressing multi-faceted regeneration issues. One area, however, of note was simply the varied approaches adopted across the programme ranging from focused, single element projects on the one hand to 'mini-packages' involving five or (many) more specific elements on the other, with the latter often not themselves joined-up or mutually reinforcing. The coherence of the programme was as a result somewhat minimised. As with the objectives, going forward, any successor programme should aim to focus on fewer but more strategically aligned and consistent projects.

3: Spend and outputs

- 3.1 This section of the report presents the key financial and output metrics of the programme. NWDA funding is a particular focus of the analysis and the outputs reported are those monitored against RDA output regimes. The analysis is based on data provided to the study-team by Wigan MBC as the ‘Accountable Body’ for the programme.
- 3.2 The following pages review the spend and outputs of the programme in some detail. This is necessary as only by understanding the success or otherwise of component elements at a disaggregated level, can we fully assess programme performance in the round.

Financial profile

- 3.3 The financial data below is structured at three levels. First, the headline programme/NWDA investment level, second the local authority/theme level, and third the project level.

Key figures

The headline level

- 3.4 Total programme expenditure stood at £21m, with NWDA contributing around a quarter, some £5m. Therefore, the programme attracted a significant amount of match funding – £11m from other public sector sources (52% of total expenditure), and £5m from private and voluntary sectors. The split of funding over the lifetime of the programme, disaggregated by financial year is detailed in Table 3-1.

Table 3-1: Total programme expenditure, by source (£k)

	2004-05	2005-06	2006-07	2007-08	All Years	% of total spend on programme
NWDA	171	1,140	1,848	1,753	4,911	23%
Public sector partners	371	4,385	3,688	2,615	11,058	52%
Private & voluntary sectors	78	1,710	2,350	1,058	5,196	25%
Total	620	7,234	7,885	5,426	21,165	100%

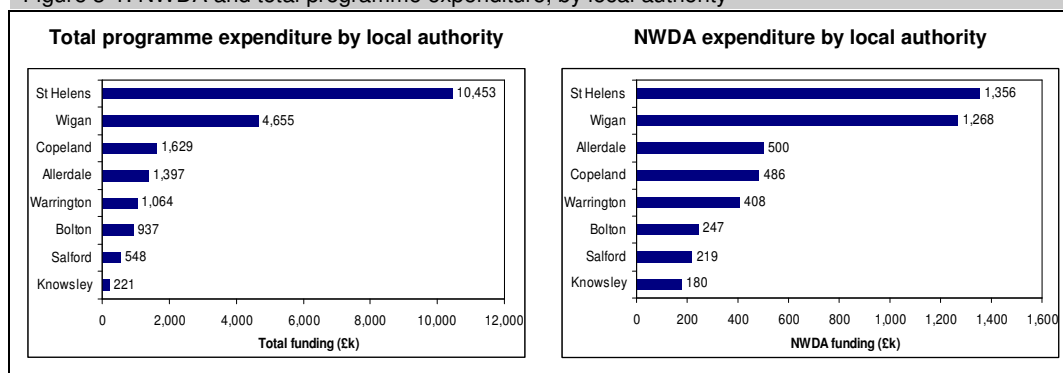
Source: NWCCRP Monitoring Data

- 3.5 This total expenditure (£21m) was marginally above the contracted amount of £20m. Importantly, however, NWDA targeted spend was essentially met with the £4.9m spent equating to 98% of the allocated £5m. Contained within this, £250k of NWDA expenditure supported the central management costs of the programme. This covered staff costs at Wigan MBC and accounted for around 5% of NWDA funding. As the core principal funder, this level of support to the central management of the programme was appropriate.

Geographically and thematically

3.6 Looking geographically, of the total expenditure across the eight local authorities (£21 million), effectively half was accounted for by projects in St Helens, with expenditure of £10 million. This is largely owing to the very positive levels of match funding (public and private) generated by projects in St Helens. Further, given the high levels of delivery capacity within St Helens, approaching the close of the programme, St Helens stepped in to cover under-spend in other local authorities. This was essential in meeting the NWDA expenditure targets for the programme as a whole. In Figure 3-1 is presented the total programme expenditure and NWDA expenditure split across the eight local authorities.

Figure 3-1: NWDA and total programme expenditure, by local authority



Source: NWCCRP Monitoring Data

- 3.7 As suggested in the Figure above, collectively, projects in the St Helens and Wigan coalfields accounted for 71% of the total programme expenditure. St Helens was also responsible for the highest level of NWDA expenditure, £1.4million, with Wigan accounting for £1.3million. Therefore, projects in these two authorities accounted for just over half of NWDA’s funding for the programme. However, over the four years of the programme expenditure in each of the constituent local authorities was as expected at the outset of the programme. Only Knowsley experienced notable under-spend (80% expected NWDA spend was achieved).
- 3.8 With the number of projects funded and the timescales involved (a four-year programme) this overall performance suggests effective financial management. However, the allocation of funding across the local authorities at the outset of the programme – prior to receiving project applications – may have limited the scope for the best designed (and most needed) projects to be funded. This is an issue that is discussed in greater detail in Section 6.
- 3.9 Further, the concentration of spend in St Helens (and to a lesser extent Wigan) presented a challenge in the ability of the programme to offer a truly regionally consistent and coherent response. They are the two most populous coalfields; both also suffer from serious levels of deprivation and the success of their projects in gaining match funding from the private and public sector should not be discounted. Rather, the issue is primarily the lower level of match funding generated by other local authorities and projects. Going forward, any programmes should seek to ensure that total levels of expenditure are more equally distributed across the coalfields to provide the opportunity for an even spread of outputs and outcomes across the target areas (see Table 3-7 below for gross output performance across the coalfields).

- 3.10 Indeed, the evaluation suggests that the key factor enabling St Helens to generate a high level of match funding from the public and private sector was the capacity in delivery organisations, in particular the St Helens Chamber. Other partners across the coalfields did not have this capacity at the outset of the programme. This provides an important learning message for the NWCCRP as it looks forward to a Phase 2 programme. There is a need to ensure that delivery partners across the coalfields have capacity to effectively manage specific projects, and the skills to engage public and private sector partners to generate funding over and above the core monies provided by the Agency. In part this has been generated through Phase 1, yet to ensure that match funding (and the delivery of outputs) is relatively equal across the coalfields, further development and capacity building is key.
- 3.11 It is also important to consider the data thematically. Interestingly, the pattern of expenditure across themes is consistent for NWDA and total expenditure with the exception of the ‘Attractive’ and ‘Enterprising’ communities themes. Effectively, NWDA expenditure was more focused on physical development (with Attractive as a proxy for activity of this nature) than the programme as a whole. The Attractive theme accounted for c.30% of NWDA expenditure compared to 22% for the programme as a whole. By contrast Enterprising projects were underrepresented by NWDA funding compared to the programme level.

Table 3-2: Comparing NWDA and total programme expenditure across the themes

Theme	NWDA expenditure	% of NWDA	Total expenditure	% of total
Competitive	596	12	1,205	6
Healthy	635	13	1,783	8
Engaged	966	20	4,285	20
Attractive	1,495	30	4,580	22
Enterprising	972	20	9,052	43
Management	247	5	261	1
Total	4,911	100	21,165	100

Source: NWCCRP Monitoring Data Note: The funding for the three projects under combined themes have been split 50/50 by relevant themes

Project level

- 3.12 A finer-grained review demonstrates that a limited number of projects account for a very large proportion of programme expenditure. These projects therefore drive the differences observed above between NWDA and total expenditure and across the areas/themes.
- 3.13 Table 3-3 brings together expenditure figures for the programme’s four largest projects (in terms of overall expenditure). Taken together, these **four projects account for 47% of total programme expenditure and levered 56% of the programme’s total match funding**. Notably, three of the four highest spending projects were in St Helens and three are under the Enterprising theme. However, NWDA money was distributed rather more equally. The four relevant projects accounted for just 17% of NWDA expenditure.

Table 3-3: Expenditure on the programme's largest projects

	Total funding (£k)	% of programme expenditure	NWDA funding (£k)	% of NWDA expenditure
Entrepreneur Kick Start (St Helens)	3,758	18%	260	5%
Enterprising Communities (Wigan)	2,231	11%	214	4%
Enterprising St Helens (St Helens)	2,003	9%	160	3%
Centres & Grants for CC (St Helens)	1,924	9%	200	4%

Source: NWCCRP Monitoring Data

Evaluation message

The financial data demonstrates the complexities of the programme and the importance of understanding the context across themes and areas. The data above is relatively complex, however, three interrelated key issues emerge:

- First, at an aggregate level the programme performed well in headline financial terms. More than expected match funding was generated by a substantial margin.
- Second, however, these headline figures obscure the predominance in the data of projects within the St Helens (and to a lesser degree Wigan) coalfields. The data show that in purely headline financial terms, one half of the NWCCRP (a programme covering eight coalfield areas) was focused on St Helens.
- Yet, third even this level of analysis masks greater complexity, as the role of St Helens as the principal focus of funding is resultant of a number of large individual projects that generated significant match funding.

For NWDA these latter issues may not be critical. Programme financial targets were agreed with the NWCCRP and have been delivered. However, going forward, successor programmes should seek to ensure that financial inputs are proportionate across the geographic areas of the programme. Populations vary across the coalfields and the distribution of core funding in Phase 1 was based on need and size of the coalfields, however, match funding performance was very varied. Improved capacity in delivery partners should be developed and partnership working further developed to facilitate equity of outcomes for coalfield communities across the region.

The match-funding element

Sources of match funding at the headline level

- 3.14 Table 3-4 provides a list of all sources of match funding, the actual expenditure and how this compares with the contracted amount. As set out a greater private sector contribution was achieved than anticipated. This is a key positive message as it improves the value for money presented by the public sector (and NWDA) investment.
- 3.15 However, a number of potentially key delivery partners – including the CRT and EP – did not achieve their full anticipated contracted expenditure on the programme. Given the importance of these national policy interventions to the regeneration of the coalfields at a strategic level, an important opportunity for greater linkages and influence may have been missed here. Discussions with Wigan MBC suggest that issues related to the delay in establishing the programme influenced this shortfall in funding. Nevertheless, engaging – both strategically and financially – national coalfield partners will be increasingly important going forward.

Table 3-4: Sources of programme match funding (£k)			
	Actual expenditure	Anticipated expenditure	% achieved
Local Authorities	1,133	3,332	34%
ERDF/ESF	3,080	2,656	116%
Lottery	411	2,830	15%
Coalfield Regeneration Trust	170	410	41%
Neighbourhood Renewal Fund	1,403	818	171%
English Partnerships	0	900	0%
Health Action Zones	0	125	0%
Single Regeneration Fund	1,020	850	120%
Other public sector funding	3,842	2,140	180%
Public sector partners (total)	11,058	14,061	79%
Private sector businesses	5,103	1,315	388%
Voluntary/community groups	93	0	-

Source: NWCCRP Monitoring Data

- 3.16 Further, though we need to be realistic regarding the ability of the programme to identify and secure match funding prior to application and appraisal, the data potentially demonstrates the absence of a sufficiently strategic focus that may have ensured a more consistent financial picture. The variability of expected to actual expenditure across different funders is really quite broad – from 0% of EP funding spent to 171% of NRF. The financial shape of the programme therefore was not as planned.

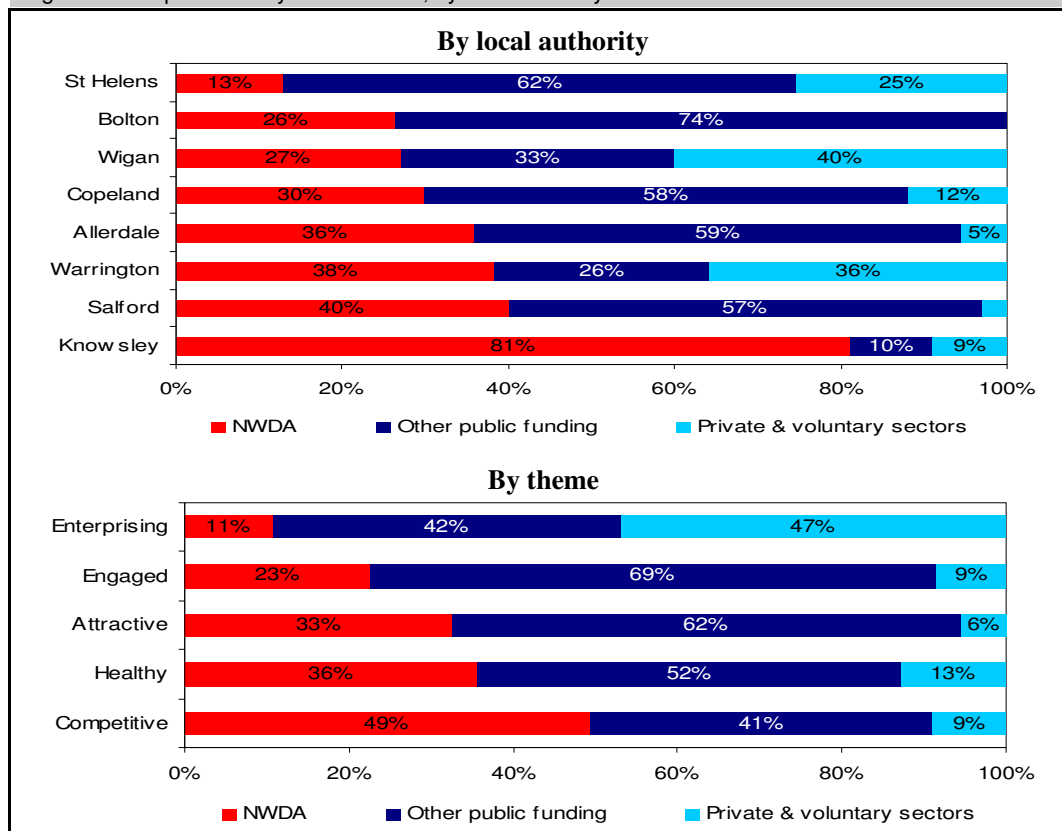
Evidence from the case studies
<p>Effective delivery through partnership working – evidence from the Wigan coalfields...</p> <p>The Wigan Transforming Your Space Programme was delivered through a third party approach with the Council's Regeneration department and Groundwork Wigan and Chorley being the main delivery agents. These in turn worked in partnership with a variety of bodies depending on the area and type of work being undertaken:</p> <ul style="list-style-type: none"> • Community Space – residents' groups, area youth fora, Prince's Trust Volunteers and Red Rose Forest • Connections – BTCV, Sustrans, British Waterways, local heritage groups, BTCV and Lancashire Wildlife Trust • Community Woodlands – Woodland Commission, Red Rose Forest, schools, community groups and local residents. <p>The range of partners were co-ordinated by the delivery agents and effective delivery was facilitated by these agents working as intermediaries between Wigan Council's overall management of the programme and the work on the ground. Where appropriate, community and residents' groups have maintained the improvements/developments undertaken and whilst the project has been completed, Groundwork continues to work as an informal advisor to these groups. The project also linked in well with other NWCCRP funded programmes in the borough; for example, Moving On Moving Up which gave work experience in landscaping, gardening and basic repair and maintenance to unemployed adults linked with a training and personal development programme.</p>

Geographically and thematically

- 3.17 Match funding was achieved unequally across the local authorities areas and themes. In Figure 3-2 presented is the contribution made by the NWDA, other public, and private sources to expenditure across the local authorities and themes. As a benchmark:

- 23% of overall expenditure came from the NWDA
- 52% came from match funding from public sector partners
- 25% was match funded by the private sector, with a nominal contribution from the voluntary sector.

Figure 3-2: Expenditure by broad funder, by local authority and theme



Source: NWCCRP Monitoring Data

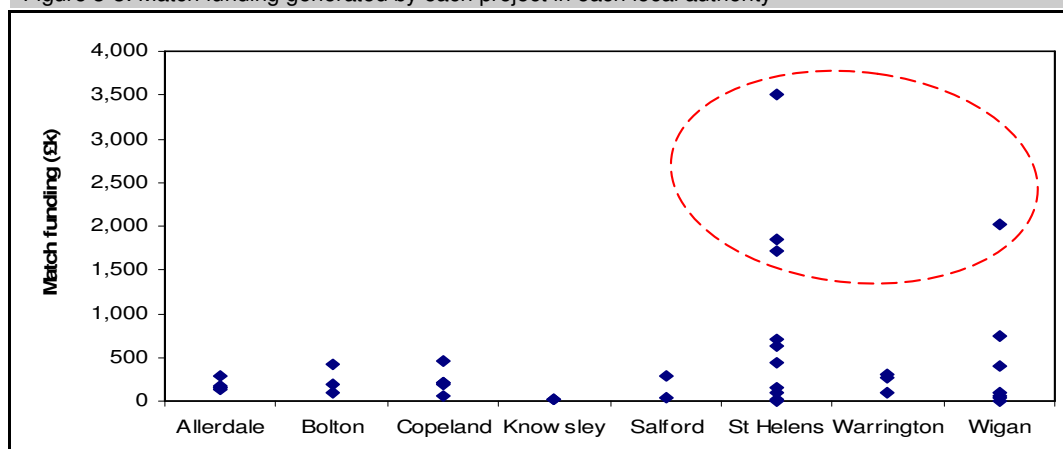
- 3.18 Therefore, only in St Helens did a greater proportion of overall expenditure come from match funding elements (i.e. non-NWDA) than the average for the programme. This skews heavily the match funding performance of the programme as a whole.
- 3.19 Thematically, the 'Enterprising' projects theme generated a high proportion of match funding and in particular private match (47% of all funding). There is some ground to expect this given the focus of this theme on increasing levels of entrepreneurship and business activity in the coalfields areas and the potential for revenue raising activity. It is noticeable that the private sector contributed relatively little to projects under the other core themes. The role of the private sector in regeneration is being increasingly recognised and therefore though greater private sector investment in enterprising projects may be expected, emphasis also needs to be placed on engaging the private sector more widely.

Project level

- 3.20 As suggested above, the 'programme level' match funding picture is distorted by a number of individual projects. Indeed, of the £5.1million of private match funding, some £3.95million

(76%) was generated by two projects alone – Entrepreneur Kick Start (St Helens) and Wigan Enterprising Communities. Figure 3-3 shows the level of match funding generated by each project across the local authorities (each project is depicted by a point in the chart). It is clear that four projects account for the majority of the programme’s match funding. These have been circled in Figure 3-3 and are the same four projects detailed identified in Table 3-3 above. The average level of match funding across all projects was around £440k. Exclude these four major projects and the average reduces to £217k.

Figure 3-3: Match funding generated by each project in each local authority



Source: NWCCRP Monitoring Data

- 3.21 For those four projects identified above as constituting major match funding generation, two (Entrepreneur Kick Start in St Helens and Enterprising Communities in Wigan) achieved the majority of this in private sector contributions. Entrepreneur Kick Start generated £1.4million in direct financial private sector contributions and Enterprising Communities £1.8million.

Evaluation message

Key messages from the match funding data are as follows:

- At an aggregate level the performance of the programme in generating match funding was positive. A broad range of partners and funding streams provided financial assistance to the programme including NRF and SRB schemes, the Lottery and European funding.
- A number of potentially key delivery partners – including CRT and EP – did not achieve their full anticipated contracted expenditure. With the importance of these interventions at a strategic level, an important opportunity for greater linkages and influence may have been missed.
- A number of projects accounted for a significant majority of the match funding. Most projects generated under £500k of match funding and the programme level data must be viewed in this light i.e. a few projects performed well in match funding terms as opposed to the programme at an aggregate level.

Gross outputs

- 3.22 The following pages present and analyse the gross outputs generated by the programme. The outputs have been reported to Wigan MBC by project partners and local authority officers. The most recent ‘Health Check’ carried out by NWDA in June 2007 of the monitoring and management of the programme at Wigan MBC notes that the Programme Co-ordinator and Monitoring Officer both carry out verification visits annually, including a site visit, and use the NWDA checklist. Guidance is provided to project officers on tasking framework definitions. The study-team are therefore confident that the total outputs reported are accurate.

The headline outputs

- 3.23 Table 3-5 presents the headline gross outputs delivered by the programme. These included 500 jobs created/safeguarded, 220 businesses created (of which 10 were social enterprises) and approaching 80 adults achieving at least an NVQ2 qualification. A full table of achieved outputs further disaggregated is contained in Annex A.
- 3.24 The Table also presents the outputs reported as attributable to the NWDA by Wigan MBC. However, the levels of attribution to NWDA seem high given that the Agency accounted for a quarter of the total programme expenditure and a third of the public sector expenditure. Discussions with the Programme Co-ordination confirmed that should other public funders not claim outputs for their financial support these have been attributed to NWDA, following guidance from the Agency.
- 3.25 However, best practice in performance management suggests that attribution ratios to public sector partners should be based on the proportion of public monies invested. The figures reported to NWDA therefore overstate the outputs that the Agency funding delivered. To arrive a more accurate estimate of NWDA's contribution to the outputs, the final column of the Table sets out the outputs attributable to NWDA through applying the proportion of *public* funding accounted for by NWDA to the total outputs.

Table 3-5: Headline gross outputs – jobs, businesses and skills

Definition	Gross outputs	NWDA attributed reported to NWDA	NWDA following attribution ratio
<i>Jobs and businesses</i>			
Jobs Created/Safeguarded	506	301	156
People assisted to get a job	960	578	295
Businesses created	219	93	67
Businesses supported	158	151	49
<i>Skills</i>			
Adults gaining basic skills as part of Skills for Life Strategy	53	52	16
Adults achieving at least NVQ2 qualification	78	74	24
Adults undertaking work based training	125	118	38
Economically inactive adults completing vocational course	791	727	243
<i>Physical development</i>			
Ha brownfield land reclaimed	48	38	15
Sq m of floorspace new or upgraded	8,725	5,801	2683
Reclamation/ redev brownfield land: public	£2.9m	£2.3m	£0.89m
Reclamation/ redev brownfield land: private	£100,402	£100,402	£30,878

Source: NWCCRP Monitoring Data

- 3.26 A number of other outputs were delivered under the Tier 3 output measures, not transferred to Tasking Framework definitions. This included around 1,000 learning measures supported and 185 businesses assisted in skills needs. In order to ensure consistency of approach these data are not discussed throughout the following section. However, they should be taken into account in assessing the overall performance of the programme over its lifetime.
- 3.27 Table 3-6 demonstrates that across a number of key core outputs¹², targets established at the outset of the programme were met, in a number of cases by wide margins, for example, in new businesses created and jobs created/safeguarded. However, the target for business support was not achieved, nor hectares of Brownfield land reclaimed/redeveloped. Note that the delivery figure for people assisted in skills development excludes the 1,000 learning measures supported under the Tier 3 regime. If included, this target was met.

Table 3-6: Total gross output performance against targets

Definition	Total gross outputs	Target	% of target achieved
Jobs created or safeguarded	506	400	127%
New businesses created	219	100	219%
Business support	158	200	79%
Ha brownfield land reclaimed or developed	48	52	91%
Sq m of floorspace new or upgraded	8,725	4,409	198%
People assisted in skills development	1,048	2,400	44%

Source: NWCCRP Monitoring Data

- 3.28 However, the broadly positive performance in meeting output targets is in part a reflection of conservative targets. For example, a handful of projects severely underestimated the potential outputs they could achieve. Output targets which were significantly exceeded on specific projects included:
- The Entrepreneur Kick Start programme in St Helens, achieved 120 more jobs created/safeguarded than expected and created 20 more businesses than expected
 - Competitive & Enterprising (Warrington) assisted 286 in skills development, 171 over the target amount
 - Transforming Your Space in Wigan reclaimed/developed 28 more hectares of land than was anticipated (the target was 10 hectares).
- 3.29 Therefore, though strong performance against targets is ostensibly a positive message, it is important that any successor programmes – and their constituent projects – accurately target their output performance. Indeed, an assessment of performance against targets will be a key part of any future evaluative research and accurate targets are essential.
- 3.30 Related to this, it is also important to note that the programme has developed projects – in particular through capital developments – that may lead to future outputs not yet delivered. For example, two elements of the Wigan Enterprising Communities project that developed

¹² Some of these outputs are aggregations of the outputs listed in Table 3-5.

business floorspace¹³ has yet to deliver anticipated jobs supported owing to a slow-down in demand for business premises. These future outputs cannot be included in the quantitative analysis of evaluation as they are yet to be delivered, yet suggest longer-term effects of the programme that may take some time to filter through.

Evaluation message
<p>At an aggregate level the programme delivered significant gross outputs for the c. £21million total investment. Importantly for the programme, these outputs were well spread across the objectives of the programme:</p> <ul style="list-style-type: none"> • Competitive – approaching 1,000 people assisted in skills development and 960 people assisted to get a job • Enterprising – 500 jobs created or safeguarded, 220 businesses created • Attractive – 48 Ha brownfield land reclaimed • Engaged – 10 social enterprises created (included in the business created figure above) • NWDA output regimes do not cover health related issues directly and therefore, in output terms, it is problematic to assess the direct contribution of the programme to healthy communities. <p>For £5million, the identified NWDA attributable outputs are also impressive. However, accurate attribution of outputs to NWDA (and other funders) must be consistent with national guidelines and best practice. More widely, a wide range of activity delivered by the programme related to public realm improvements, community cohesion and engagement and social benefits are not captured in these NWDA outputs. The wider contribution of the programme should, however, not be discounted.</p>

Geographically and thematically

3.31 Using the same output categories as in Table 3-6, the table below shows achieved gross outputs at the local authority level¹⁴. Consistent with the levels of expenditure discussed previously, a majority of jobs and businesses outputs have been delivered in St Helens and this area performed the strongest across the whole spectrum of outputs. However, the data demonstrated that outputs were delivered across all local authorities bar Knowsley (that is excluded from the table accordingly).

Table 3-7: Total outputs achieved by local authority

	Jobs created or safeguarded	New businesses created	Business support	Ha brownfield land reclaimed or developed	Sq m of floorspace new or upgraded	No of people assisted in skills development
Allerdale	67	5	4	0	1,874	95
Bolton	71	13	56	2	0	0
Copeland	35	12	32	6	0	151
Salford	8	1	3	1	171	25
St Helens	287	188	38	0	2,177	107
Warrington	18	0	25	0	578	428
Wigan	21	0	0	39	3,924	242
Total	506	219	158	48	8,725	1,048

Source: NWCCRP Monitoring Data

¹³ The Hurstwood Emerald House and Community Property Ladder/Platt Bridge Community Zone initiatives

¹⁴ Please note that these figures relate to total outputs rather than NWDA attributable outputs.

- 3.32 The evaluation suggests that as with levels of match funding generated, a key issue in the delivery of outputs across the local authorities was based on the capacity and nature of delivery partners involved. Put simply, some areas (for example St Helens) were in a position in 2004 to deliver notable RDA outputs while others were not.
- 3.33 Thematically, as expected, most ‘economic’ outputs (jobs, businesses and skills) were delivered by Enterprising and Competitive themed projects. Similarly, brownfield land reclaimed/developed through the programme was essentially delivered by ‘Attractive Communities’ projects. However, importantly all themes contributed to the delivery of NWDA monitored outputs. For example, health related projects created 39 gross jobs.

Table 3-8: Total outputs achieved under each theme

	Jobs created or safeguarded	New businesses created	Business support	Ha brownfield land reclaimed or developed	Sq m of floorspace new or upgraded	No of people assisted in skills development
Engaged	92	6	5	1	2,492	155
Competitive	5	0	0	0	54	392
Enterprising	325	211	113	0	4,484	293
Healthy	39	1	0	1	0	117
Attractive	46	1	40	46	1,695	92
Total outputs	506	219	158	48	8,725	1,048

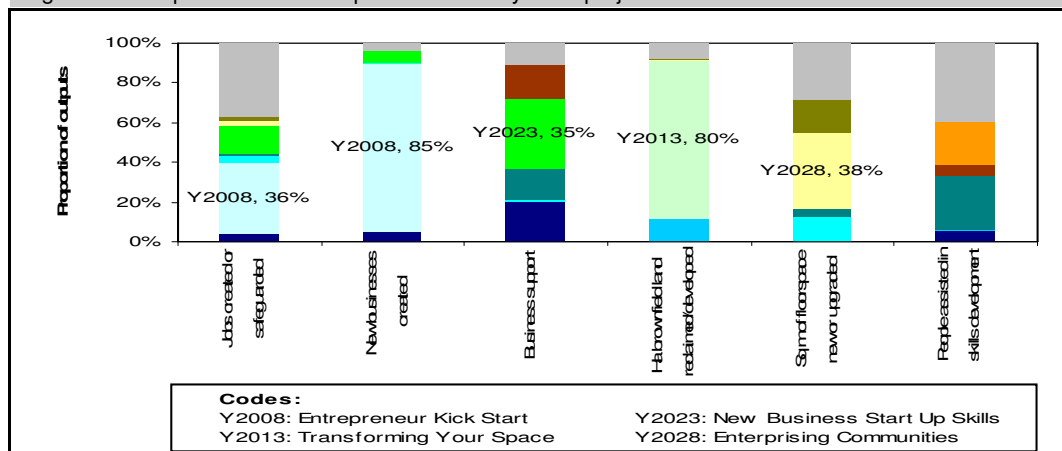
Source: NWCCRP Monitoring Data

The project level

- 3.34 Finally, in reviewing the gross outputs, it is important to identify output performance at a project level. Therefore, Figure 3-4 presents the proportion of total outputs¹⁵ accounted for by individual projects. The Figure is not intended to provide a detailed assessment of the contribution of all individual projects to overall outputs. It does, however, provide a helpful graphical indication of how evenly distributed – or otherwise – the gross outputs have been. For example, a vast majority (85%) of new businesses created were delivered by one project, Entrepreneur Kick Start in St Helens. In contrast, the number of people assisted in skills development has been spread relatively evenly across the programme’s various projects.
- 3.35 Projects that did not contribute over 10% to any one of the outputs listed in are grouped together in the grey blocks. All other projects are depicted by individual colours which are consistent across the different outputs.

¹⁵ Again, these figures relate to total outputs rather than NWDA attributable outputs

Figure 3-4: Proportion of total outputs achieved by each project



Source: NWCCRP Monitoring Data

- 3.36 Overall, the chart indicates that the lion’s share of the gross outputs generated by the programme – but particularly, new business created and hectares of brownfield land reclaimed/developed – relate to a handful of key projects. Indeed, of the 37 individual projects 16 delivered no jobs created/safeguarded, 30 delivered no business created, and 31 delivered no businesses supported.
- 3.37 Therefore, a considerable number of projects have contributed relatively little by way of NWDA Tier 3/Tasking Framework outputs. This does not mean these projects have not delivered important benefits. However, it does call into question the funding of these projects by an NWDA core funded programme. In the original application, it was explained that projects not delivering gross outputs under the (then) Tier 3 regime would nevertheless deliver against Tier 2 outcomes. However, the context has now moved on. Under the Tasking Framework and in the future with the GVA targets for the RDAs to deliver against, all interventions funded by NWDA should contribute to these agendas.

Evaluation message

Looking in finer detail at the delivery of gross outputs across the programme the following message emerge:

- Looking across the geographical areas of the programme, all local authorities (with the exception of Knowsley) delivered notable outputs.
- However, the outputs are by no means spread evenly across the coalfields. For example, of the 48 Ha of Brownfield land reclaimed/redeveloped some 39 were in Wigan. Similarly of the c.220 new businesses created, around 185 were in St Helens. Therefore the potential for the programme to impact across the coalfield areas is limited.
- Further, the levels of gross outputs (and those attributable to NWDA) have been significantly influenced by individual projects with many project contributing only minor or no outputs at all. Effectively, a large number of projects that have not delivered against NWDA output targets have been supported by the Agency (and others) as a result of a number of projects that do.

This final point is inherent to the nature of the programme, and was made clear at appraisal stage. However, it is still of concern to the evaluators that a relatively low number of projects that have generated important and significant outputs have essentially cross-subsidised – through helping to secure NWDA investment – a large number of projects that would not otherwise have passed NWDA appraisal criteria.

Net programme outputs

- 3.38 The means of undertaking the assessment for translating gross to net outputs is described in Annex E. Table 3-9 below sets out the gross to net coefficients derived from the beneficiary

surveys. There are three sets of data based on the business respondents, those individuals supported in employment/employability, and/or individuals supported in skills development.

Table 3-9: Gross to net coefficients based on the beneficiary surveys

	Business support	Employment support	Skills support
Deadweight	46%	25%	8%
Leakage	5%	5%	-
Displacement	27%	25%	25%
Substituting	-	5%	5%
Multiplier effects	115%	115%	N/A
Overall additionality ratio	43%	59%	66%

Source: SQW Consulting

- 3.39 It is worth noting that, compared to the data from the survey of individuals, the overall ratio for businesses is low. This is primarily resultant of relatively high deadweight. Further, though multiplier effects are not applicable, the overall ratio for skills development is high. This is consistent with the context in which the programme has operated where adult skills in particular continue to lag behind national levels. In particular, deadweight in skills development was low. Limited evidence was found across the surveys of substitution.
- 3.40 However, in order to come to an assessment of the net outputs delivered by the programme it is useful to take into account wider learning developed in recent years on gross to net ratios in coalfields regeneration and more widely. Further, we need to derive a coefficient for the physical regeneration outputs that were not able to be covered in our survey of businesses and individuals supported by the programme.
- 3.41 The table below sets out key sources of evaluation evidence on gross to net coefficients. The evidence presented below from the 'Ready-reckoners for adjusting gross to net outputs' report authored by SQW and collaborators in the development of the RDA Impact Evaluation Framework was based itself on a comprehensive review of evaluation evidence. Further, the national evaluation data itself was based on a wide ranging review of appropriate gross to net factors for regeneration in the coalfields.

Table 3-10: Review of evaluation evidence on gross to net coefficients

Source	Additionality ratios/ranges	Notes
Regenerating the English Coalfields (SQW)	75%	Local rate ratio used for transition from gross to net for outputs of NCP and CRT
Evaluation of the SRB: a partnership for regeneration (University of Cambridge)	35-45%	Higher figure for the local area. This ranged used for a wide basket of outputs
Interim National Evaluation of the New Deal for Communities (CRESR and Sheffield Hallam University)	Worklessness: 82% Housing & physical env: 52% Community development: 86%	Wide range of output specific ratios derived from in-depth case-study research.
Ready-reckoners for adjusting gross to net outputs (SQW and collaborators)	Jobs created/ safeguarded: 59% Business development and competitiveness: 61%	Data drawn from 'Business development and Competitiveness' theme

Source	Additionality ratios/ranges	Notes
Identification of performance benchmarks (SQW)	Brownfield land remediated: 90%	Land remediation and business floorspace interventions tend to have low levels of deadweight as there is often a proven market failure and so a solid basis for intervention

Source: SQW Consulting

3.42 These benchmarks must be treated with some caution. Not all of the research will have assessed all additionality measures, it will not have been carried out consistent to the IEF, and is not all directly applicable to the coalfields. However, the benchmarks do suggest – at an overall level – that the gross to net ratios derived from our beneficiary survey alone are on the lower side, especially with regards to business support.

3.43 Therefore, we have used a range for net outputs with an upper bound the findings of the national evaluation of NCP and CRT activity. This has been chosen as the key source of evidence as the NWCCRP Phase 1 has operated in similar economic contexts, with often the same partners and stakeholders involved in delivery and broadly equivalent communities as beneficiaries. This ensures consistency and transparency in approach¹⁶.

Net outputs delivered

3.44 Using the ratio from our survey as the ‘lower’ end of the range and the national evaluation evidence as a calibrating ‘upper’ end, Table 3-11 presents the total net outputs of the programme. The table also presents net outputs attributable to NWDA based on the proportion of public funding accounted for in the programme by NWDA monies.

3.45 The evaluation research suggests that for total investment of £21million, the programme generated net outputs including 340 jobs created/safeguarded and 130 new businesses created.

Table 3-11: Net outputs delivered by the programme

	Gross to net ratio		Total net outputs		NWDA att. net outputs	
	Lower	Upper	Range	Mid-point	Range	Mid-point
Jobs created or safeguarded	59%	75%	296 - 380	338	91 - 117	104
Number of people assisted to get a job	59%	75%	562 - 720	641	173 - 221	197
New Businesses created	43%	75%	94 - 164	129	29 - 51	40
Business Support	43%	75%	68 - 119	93	21 - 36	29
Ha brownfield land reclaimed or developed	70%	80%	33 - 38	36	10 - 12	11
Sq m of floorspace for new or upgraded	70%	80%	6,107 – 6,980	6,544	1,878 – 2,147	2012
People assisted in skills development	66%	75%	687 - 786	736	211 - 242	226

Source: SQW Consulting

¹⁶ For the physical redevelopment outputs for which we have no primary evidence our range will be 70-80%, the range on which the national evaluation ratio was based.

Evaluation message

The additionality of the programme is generally positive. The survey work suggested that in particular in skills and employability support, the programme has had high levels of additionality. This is consistent with the levels of under utilisation of resources, high worklessness and generally low skills found in the coalfields across the region. Levels of additionality were lower for businesses supported, though still at a medium level compared to relevant benchmarks.

By taking a conservative and transparent approach in using wider evidence on gross to net ratios in economic development in the coalfields more widely, the evaluation therefore suggests that the net outputs of the programme included: around 340 jobs created/ safeguarded, 130 businesses created/attracted to the region and 35 hectares of brownfield land reclaimed/redeveloped. Around 32% of these net outputs are attributable to the NWDA. Overall, these are acceptable net outputs for a project of an investment of over £20million in areas suffering from long-term and to date largely intractable socio-economic challenges.

Assessing the efficiency of the programme

- 3.46 Having arrived at the net outputs delivered by the programme, it is possible to provide an assessment of programme efficiency by establishing the costs per net output and comparing this to wider findings. As this comparative assessment is crucial, the analysis will be completed for those outputs for which we have available comparative data: jobs created/safeguarded, businesses created, businesses assisted, land remediated, and individuals assisted in skills development. This analysis will be undertaken at two levels - the total public sector expenditure and public sector expenditure cut by theme.
- 3.47 The comparisons are (1) the findings of the national evaluation of regeneration across the coalfields published by CLG in 2007 and (2) a wide review of evidence undertaken by SQW in a review for AWM of performance benchmarks. These comparisons – in particular the AWM comparator – should be treated with caution as they relate to often very differing circumstances and intervention types. However, they are useful as indicative comparisons.
- 3.48 Table 3-12 shows the cost per net output for the programme. These have been worked out using the lower and upper bounds established in Table 3-11 to provide a range of the cost of each net output to the public purse¹⁷. Note that these values are consistent for both the total public expenditure and the NWDA expenditure i.e. NWDA accounted for 31% of public funding so 31% of the net outputs are attributed to the Agency. The data suggest that at this aggregate level, the net costs per unit of the NWCCRP programme are significantly above comparative data. Therefore the value for money (as measured by cost per net output) appears to be lower than may be expected.

Table 3-12: Cost per net output to the public sector

Output	Cost per net output (£k)	Comparator (1) (£k)	Comparator (2) (£k)
Jobs created or safeguarded	42 - 54	28 - 69	29
New Businesses created	97 - 169	N/A	47
Business Support	135 - 235	N/A	14
Ha brownfield land reclaimed/developed	420 - 480	125 - 197	394
People assisted in skills development	20 - 23	N/A	8.7

Source: SQW Consulting

¹⁷ Each cost per net output figure has been calculated by dividing the total public cost of the programme (around £16m) by the number of outputs delivered in total

3.49 However, as discussed above, the delivery of outputs generally varied considerably across the programme by theme. Further, a number of themes (in particular Healthy and Engaged communities) were not designed to generate significant direct outputs. Therefore, to provide a more realistic estimate of the net cost per unit we have allocated outputs to a specific theme(s) and calculated the net cost per output based on the public expenditure in that theme(s) only. This allocation was based on the following considerations:

- Enterprising and Engaged accounted for 82% of jobs created or safeguarded
- Enterprising accounted for 96% of businesses created and 72% of businesses assisted
- Attractive contributed to 96% of the brownfield land reclaimed or developed
- Skills outputs were delivered relatively evenly across all themes and therefore the total expenditure above is the most appropriate.

Table 3-13: Cost per net output by investment under core themes to the public sector

Output	Cost per net output (£k)	Comparator (1) (£k)	Comparator (2) (£k)
Jobs created/safeguarded – Enterprising & Engaged	23 - 29	28 - 69	29
New Businesses created – Enterprising	29 - £51	N/A	47
Business Support – Enterprising	41 - £71	N/A	14
Ha brownfield land reclaimed/redeveloped – Attractive	114 - 130	125 -197	394

Source: SQW Consulting

3.50 Taking this more fine grained approach into account, the value for money of the programme is improved significantly. In particular, costs per job and business are within the ranges of the appropriate benchmarks and the cost per hectare of brownfield land reclaimed/redeveloped performs well against comparators.

3.51 Further, it is possible to isolate NWDA funding by theme to assess the net cost per unit for Agency funding at a more disaggregated level. It is evident that value for money for NWDA funding alone improves on the total for the programme. This could be taken to imply that NWDA funding has been focused on delivery against NWDA output regimes effectively. The one exception is in hectares of brownfield land reclaimed/redeveloped. As noted above, the Attractive theme accounted for the highest level of NWDA expenditure.

Table 3-14: NWDA cost per net attributable output by investment under core themes to the public sector

Output	Cost per net output (£k)	Comparator (1) (£k)	Comparator (2) (£k)
Jobs created/safeguarded – Enterprising & Engaged	17 - 21	28 - 69	29
New Businesses created – Enterprising	19 - 34	N/A	47
Business Support – Enterprising	27 - 46	N/A	14
Ha brownfield land reclaimed/redeveloped – Attractive	128 - 146	125 - 197	394

Source: SQW Consulting

Evaluation message

Taking into account the delivery of outputs against themes, the efficiency and value for money of the programme is broadly consistent with comparator findings. A cost of around £23-29k per job created/safeguarded and £29-51k for new businesses in particular implies good cost efficiency. Further, efficiency for NWDA funding alone presents a positive picture suggesting that NWDA monies were effectively targeted by the programme at a programme level.

However, looking at the programme in aggregate, value for money is lower. To a degree this analysis is not helpful given the range of outputs delivered. Importantly, however, a good number of projects delivered few or no outputs, so reducing average cost effectiveness. Therefore, although the findings should be treated with caution, the evidence suggests that value for money could have been considerably higher had the delivery of outputs across all projects been more consistent. This would be a key consideration in any future activity.

4: Programme outcomes

- 4.1 This section of the report presents first a qualitative review of the outcomes of the programme, based on surveys of beneficiary businesses and individuals. It then provides a quantitative analysis of net programme outcomes delivered by the programme. Annex C contains details of the survey sample and approach taken in analysing the results. In total, we completed around 140 interviews (42 with businesses and 99 with individuals). This survey was drawn from a total of 642 applicable contacts provided to the study team – around 250 businesses and 400 individuals.
- 4.2 However, the contacts made available to the study team did not represent the full population of businesses and individuals supported through the programme. Not all projects were able to provide beneficiary data to the evaluators. This issue is discussed further in Section 6.

Findings from the surveys – businesses supported/created

- 4.3 The evaluation completed 42 interviews with businesses engaged with the programme. The total population of businesses supported/created was 377 (219 created and 158 supported). The sample therefore represents around 11% of the businesses engaged with the programme.

Business characteristics

Supported businesses are primarily small scale and locally focused operations – consistent with the provision of start-up and business development support

- 4.4 Of the 42 respondents, the majority were small scale operations with 24 falling under the current VAT threshold of £67,000 and 36 currently employing fewer than 10 full time equivalent staff. The businesses were also primarily local operations with 30 of the 42 respondents reporting that they draw all of their employees from either within a five mile radius of their site (a proxy for the coalfields) or in the wider local authority geography. Further, 22 of the firms reported that they had generated over half of their annual revenue from within the five mile radius or the wider local authority geography.
- 4.5 32 of the 42 respondents were ‘profit driven businesses’ as opposed to social enterprises (4) or other organisations. Those companies which responded operate in a number of sectors, including ‘other services’ (16 respondents), public administration, education or health (7) and the manufacturing sector (6).

Engagement with, and impacts of, the programme

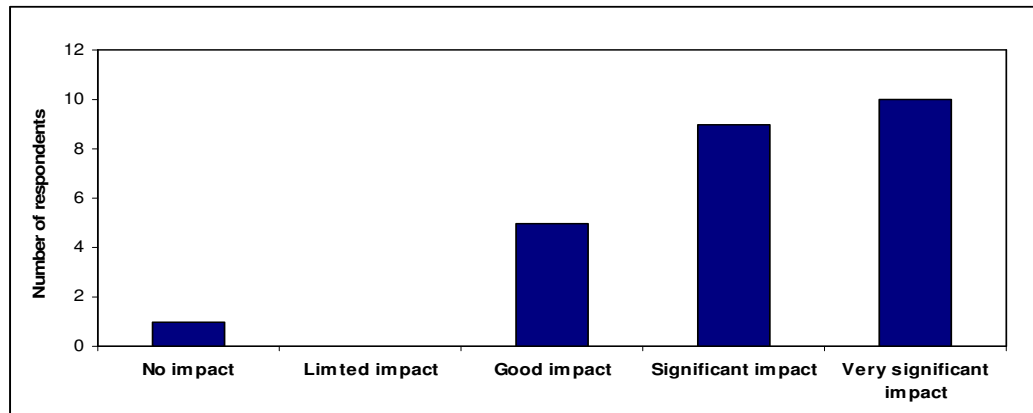
Support in starting up was most common – and highly valued. Support provided by the programme, though wider business growth support also generated notable benefits

- 4.6 Of the respondents to the survey, 25 had received support in helping to start-up a business – all of which were ‘profit driven’ rather than social enterprises. Of these, 20 had received direct financial assistance such as a grant or a loan to start-up. However, surveyed businesses

had received a broad range of support including business planning support and guidance (15) and attending training/workshops in business practices and starting-up (11).

- 4.7 Consistent with the level of financial assistance provided, 13 out of the 25 relevant businesses cited a lack of finance required to start up as a core reason for seeking support from the programme. Interestingly, however, the most commonly cited reason for seeking support from the programme (for 17 of the 25 who received start-up support) was a lack of information on what is involved in running a business. This suggests that the programme has provided an important ‘avenue into enterprise’ for people from deprived coalfield communities – areas with traditionally low levels of indigenous enterprise owing to the historic legacy of mining – and in doing so addressed information failures and asymmetries contributing to these low enterprise levels.
- 4.8 Encouragingly, as set out in Figure 4-1 the overall impact of the project on starting-up businesses was high, with 10 of the 25 stating that the impact was ‘very significant’.

Figure 4-1: The impact of the project on starting-up your business/social enterprise



Source: Business survey

- 4.9 For those businesses who received support in growing/developing/improving an existing business or enterprise (12 of the 42), eight had received a direct grant/loan financial assistance. Interestingly – though note that the sample sizes here are low – of the 12 respondents supported in growing/developing/improving an existing business or enterprise six were either social enterprises or voluntary sector organisations. Again, the perceived impacts of the support received were positive with 11 of the 12 businesses rating the impact of the project in addressing these issues as being significant or very significant.

However, levels of additionality are relatively low. Although at the time the impacts of the project are well regarded, many of the changes generated would have happened anyway

- 4.10 As discussed in Section 3, levels of additionality amongst the businesses surveyed was reported to be relatively low. It is therefore, in light of the findings above, worth reviewing this in some more detail. Of the 42 businesses surveyed, 29% stated that all the actions and changes generated by the project would have taken place anyway. Of the remaining businesses, 38% stated that the actions and changes would have happened later. Therefore, for over two thirds of the businesses surveyed, without support provided by the coalfields

programme, at worst the establishment of their business or changes to working practices would have been delayed.

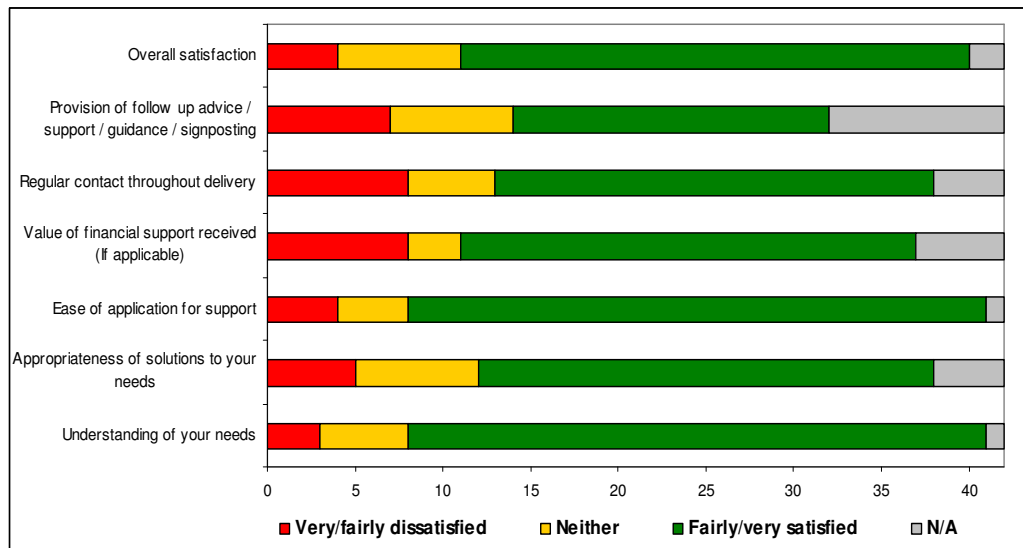
- 4.11 The primary reason for this suggested by the survey is that businesses/entrepreneurs would either have been willing to resource or support the actions themselves (17 respondents) or alternatively they were confident that other public sector business support would have been available (13 businesses). Though this sample is relatively low in absolute terms and the results must be treated with some caution, this suggests that the extent to which the coalfields supported activity is responding to a genuine market failure is limited.
- 4.12 Further, 15 of the 42 respondents (some 36%) were aware of other initiatives offering similar business support to address the issues that attracted them to the coalfields supported project. Indeed, six of the respondents received support from other service providers whilst benefiting from support from the coalfields programme.

Satisfaction with the programme

Satisfaction with the support was positive, though regular contact throughout delivery could be improved and the financial support to businesses did not rate as highly as expected

- 4.13 Despite the relatively low levels of additionality, satisfaction with the support received from the programme was high. As demonstrated below, 33 of the 42 businesses were fairly or very satisfied with the overall support received. Potential areas for improvement included the provision of follow-up support or guidance and regular contact throughout the course of delivery, yet even here in both cases under 10 businesses were dissatisfied with the support.

Figure 4-2: Levels of satisfaction with the support received by the project



Source: Business survey

Evaluation message

The findings from the business survey were in the main positive. Though the level of additionality of the support provided was relatively modest – with businesses prepared to resource the support themselves or seek alternative public support – the actual direct impacts of the support were perceived to be high. Further, the failures identified by respondents – for example on knowledge of how to start a business or the need to access start-up finance – are consistent with the enterprise and equity rationales underpinning the programme.

However, the survey provided evidence that improved follow-up support and guidance would be beneficial and the need for improved contact throughout delivery.

Findings from the surveys - individuals supported in employability / skills

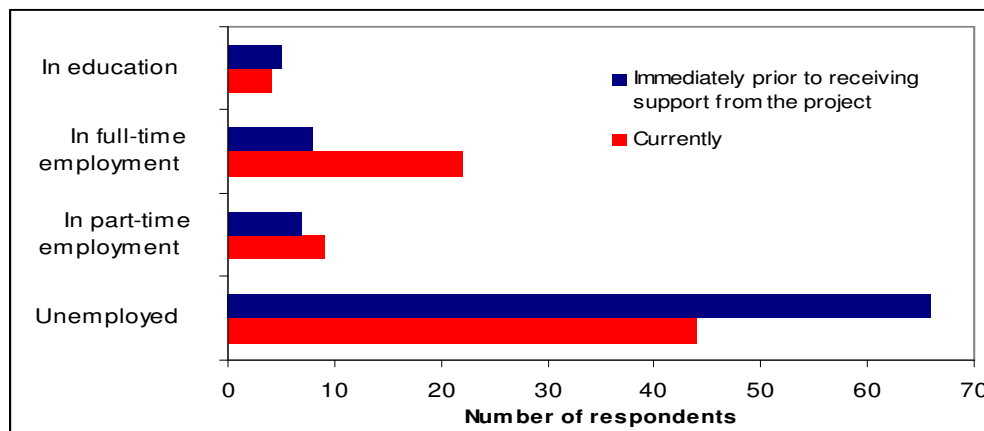
- 4.14 Our survey sample of individuals supported by the programme was 99 respondents. In total, the programme supported around 970 people through skills development activities and 960 people received support to get a job. There may be some overlap in these data and so, our survey represents broadly between 5% and 10% of all individuals supported directly through the programme in employability/skills development activities.

Characteristics

Individuals supported by the programme had in the main experienced long term unemployment or only irregular work. Approaching two thirds had only basic skills or qualifications at GCSE level.

- 4.15 Of the 99 respondents to the survey, 44 had experienced periods of lengthy unemployment in the three years prior to receiving support through the programme. A further 18 had been in some form of employment, yet this was not long term. The respondents therefore were a good representation of the ‘hard to reach’ and long-term unemployed residents that the programme as a whole was designed – in part – to assist.
- 4.16 Encouragingly, and though direct impacts are discussed below, levels of unemployment were notably lower following support from the project. Correspondingly, the number of respondents in full-time employment increased significantly (by respondents) after these individuals received support. These data are presented in the graphic below.

Figure 4-3: Key responses to ‘Which of the following best describes your employment status?’



Source: Individuals survey

4.17 Of the respondents, 36% possessed only basic numeracy and literacy prior to the programme. A further 31% held an NVQ level 2 qualification (equivalent to six good GCSEs). Just 12 of the respondents had a degree level qualification prior to receiving support through the programme.

Engagement with, and impacts of, the programme

The desire to obtain employment and therefore advice and assistance in finding a job was paramount among the motives for seeking support

4.18 Of the respondents to the survey, 59 (60%) stated that a motive for seeking support was that they wanted to improve their chances of getting a job. A further 47 said they either wanted to gain a qualification or improve specific skills, for example, IT skills. Crucially, however, improving the chances of getting a job was the most important factor for well over half of all the survey respondents.

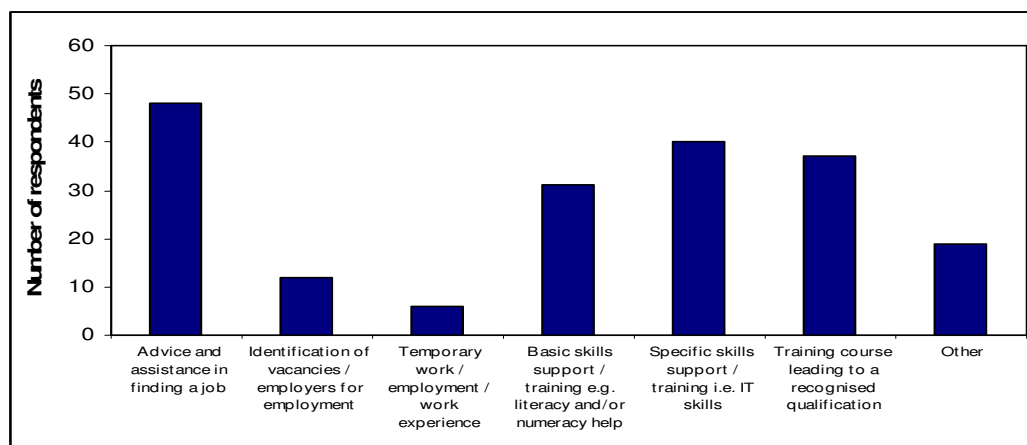
Table 4-1: Motives for seeking support from the project, and the most important one

	Number of responses	Most important
Wanted to improve chances of getting a job / get a job	59	55
Wanted to gain a qualification	24	9
Wanted to improve specific skills, please specify e.g. IT skills	23	16
Wanted to gain work experience	13	10
Wanted to improve basic skills, e.g. literacy and/or numeracy	12	9

Source: Individuals survey

4.19 Taking this into consideration, the respondents were asked to provide the type of support they received in terms of employment as well as skills and qualifications related support. Just under half of the respondents (48) said they had received advice and assistance in finding a job. Also important were basic and specific skills support and training courses leading to recognised qualifications.

Figure 4-4: Type of support received

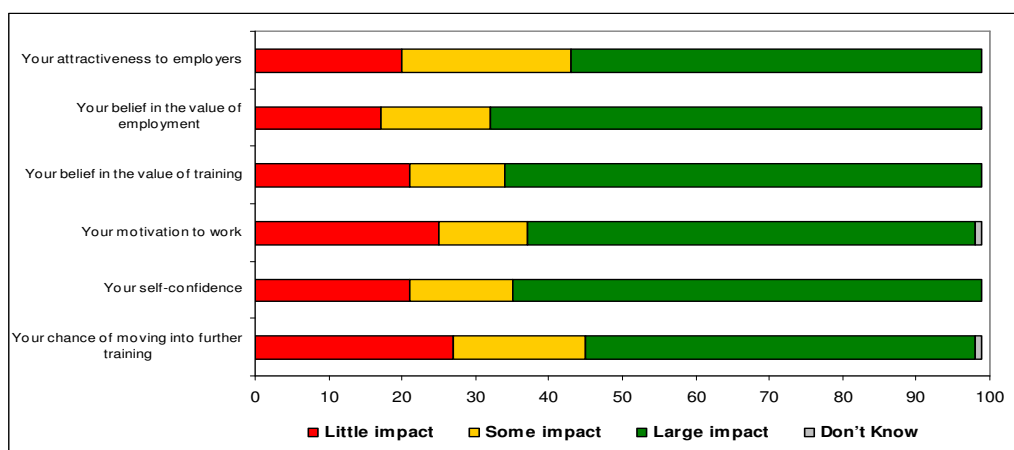


Source: Individuals survey

The impacts of the programme were perceived to be high, particularly in terms of raising levels of self-confidence and increasing the belief in the value of training and employment

4.20 The most significant perceived impact of the support received by the project was in raising levels of self-confidence (64 respondents claimed it had had a large impact in this regard) and in recognising the value of training and employment (65 and 67 respectively). These impacts have the potential for significant long term benefits and economic multiplier effects. The findings suggest that the programme is engaging with and influencing in a positive manner hard to reach groups in the region's coalfields such as those experiencing long term unemployment or with low skill levels.

Figure 4-5: Level of impact achieved



Source: Individuals survey

4.21 Further, of the 99 respondents to the survey, 35 (i.e. around one in three) stated that the support had resulted a direct impact on their employment status in one of the following ways:

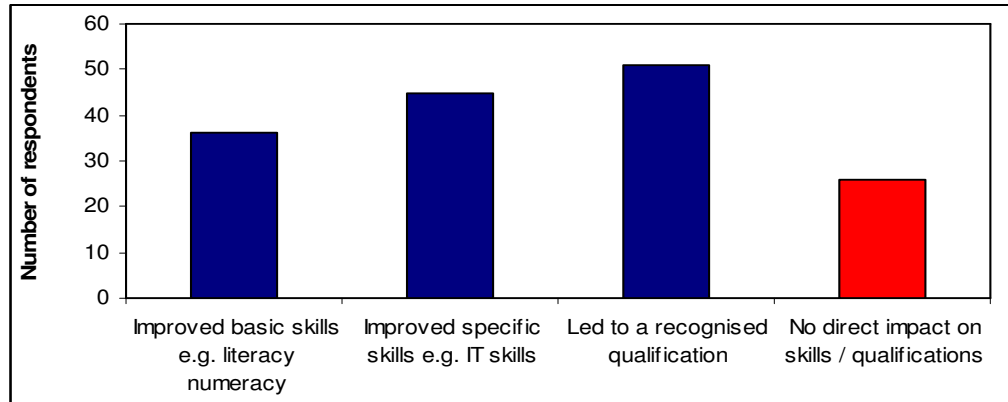
- 16 respondents who were previously not in work said the programme had helped them to find a job
- 8 respondents who were already in work said the programme had helped them to find a better job
- 11 said that the programme provided work experience/skills leading to employment.

4.22 However, only 12 of these 35 people are still in the jobs which the support helped them get. The reasons for this, however, could be varied and may not necessarily be negative. Further, three respondents revealed through the survey that they had suffered from lengthy periods of unemployment since leaving their initial jobs (this is not a statistically significant number and is based on a very small sample size).

4.23 In terms of the impact of the programme on skill levels and qualifications, Figure 4-6 shows that many respondents improved their skills through the support; for 51 of the respondents, the support led to them attaining a recognised formal qualification. The types of qualifications gained varied widely, from IT skills certificates to forklift truck licenses, although the Construction Skills Certification Scheme (CSCS) figured highly. Of those people that received support towards improving their skills and qualifications, 35 (out of 51) stated that

they would definitely not have gained these qualifications/skills in the absence of the programme. This suggests high levels of outcome additionality and may have long term impacts on individual beneficiaries.

Figure 4-6: Impact on skills and qualifications (multiple response)

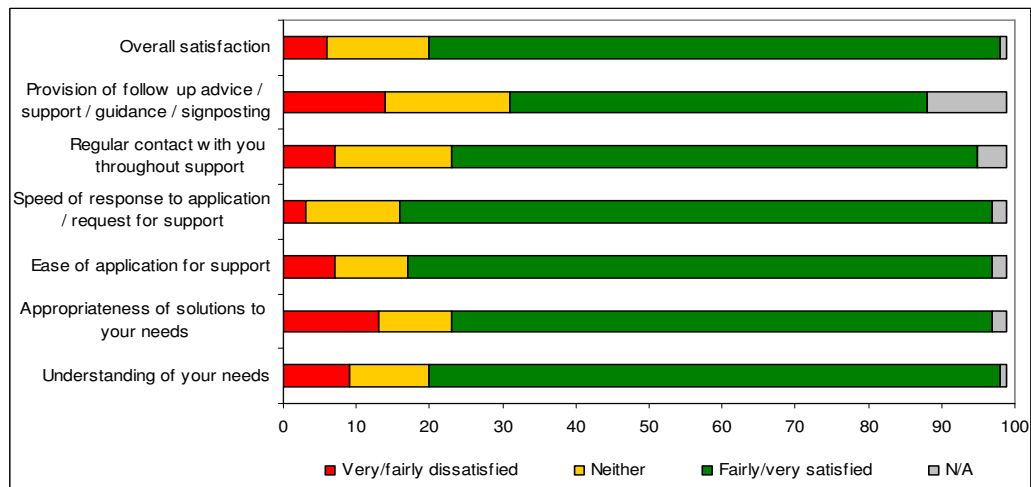


Source: Individuals survey

Overall satisfaction with the project and the support provided is high, however more focus needs to be given to follow-up support

4.24 When asked to comment on how satisfied they were with regard to the project in terms of a list of factors, ranging from the understanding of their needs to the provision of advice and support, generally, the responses were very positive. This is illustrated in Figure 4-7. The main area for improvement based on the evidence provided is the following up of support, advice and guidance previously given – 14 respondents were dissatisfied with this support, indicating there could be room for improvement. Some dissatisfaction was also expressed in regard to the appropriateness of solutions to the individual’s needs (13). Generally speaking, however, beneficiaries expressed high levels of satisfaction with the different aspects of support made available.

Figure 4-7: Satisfaction with the project



Source: Individuals survey

Evaluation message

The findings of the individual beneficiary survey suggest that the outcomes on individual behaviour and capacity have been important. Support of this nature has the potential to impact on employability in the medium to long term and though a relatively high proportion of respondents had returned to unemployment after initially securing a job, the evidence suggests that a good number have seen their employment prospects improve.

Further, the programme was important in boosting the self-confidence of individuals across the coalfields and had notable outcomes for skills development. Both of these factors have potential long-term benefits for the future regeneration of the region's coalfields through reduced worklessness and the development of a culture that is conducive to, and able to engage in, employment and economic activity.

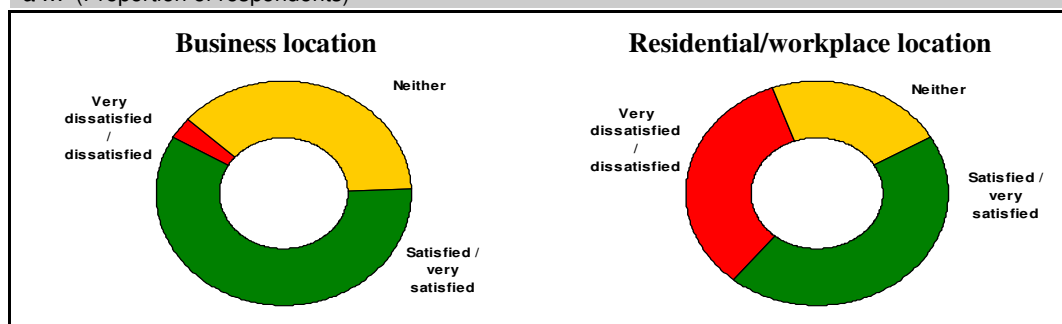
Findings from the surveys – perceptions of the local area

- 4.25 To provide a rounded assessment of the regeneration of the coalfields across the North West and to provide potential evidence for the impacts of the programme, our surveys included a set of questions related to the local area (i.e. the relevant coalfield). These assessed the areas places in which to do business (business survey) and as a residential/workplace location (individuals survey). The key findings from this strand of the survey are presented below.

Satisfaction with the local area

- 4.26 Initially, we asked respondents to rate their ‘overall satisfaction’ with the area as a business or workplace/residential location. As set out in Figure 4-8, the message from the businesses was broadly positive, with well over half of the participating businesses either satisfied or very satisfied with the local area. This compares favourably to the survey carried out for the national evaluation of regeneration progress across the English coalfields¹⁸ where around one quarter to a third of businesses were satisfied with their local area as a business location. However, the findings from the residential/workplace perspective are less positive. One third of respondents were dissatisfied or very dissatisfied with the area.

Figure 4-8: Responses to ‘Overall, how satisfied are you with your local area (within a 5 mile radius) as a ...’ (Proportion of respondents)

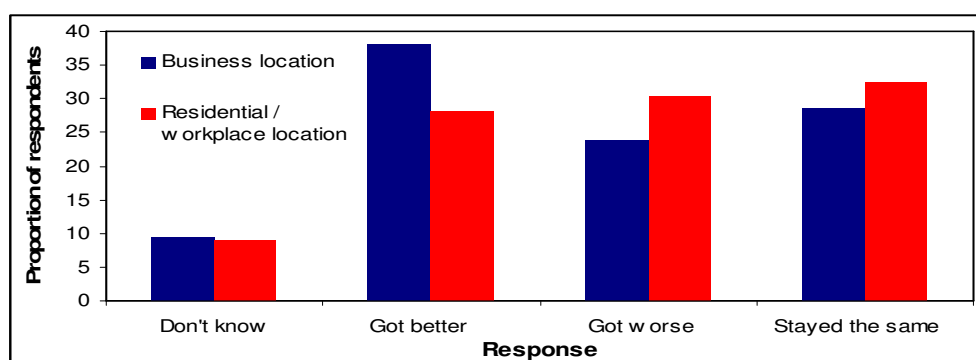


Source: Business and individuals survey

- 4.27 Crucial for the evaluation, the survey also sought to understand whether satisfaction with the area had changed over recent years. Reinforcing the message above, Figure 4-9 shows that businesses were more likely to be positive about how the area had changed than individuals, who reported that progress in this area had been more limited.

¹⁸ ‘Regenerating the English Coalfields’, CLG, 2007, p108

Figure 4-9: Since 2004, has the area as a business location or residential / workplace location ...



Source: Business and individuals survey

4.28 In order to dig somewhat deeper into these messages, respondents were asked to rate a number of factors related to the economic, social and physical environment of the coalfields. Table 4-2 shows business perceptions of the coalfield areas across a broad number of factors. The findings are consistent with the overall positive view of the area demonstrated above. However, 13 of the 42 respondents (around 31%) stated that the image/perception of the area by customers and investors remained a problem.

Table 4-2: Perceptions of the area as a business location (% of respondents)

	A real positive for the area	Not a problem	A problem, but nothing serious	A serious problem
Image / perceptions of the area by customers / investors	10	17	9	4
Availability of a flexible and skilled workforce	8	20	5	5
Crime	1	27	5	6
Health of the local workforce	1	27	4	5
Community cohesion	10	22	4	1
Transport access (public & private)	14	22	4	2
The quality of the local physical environment	14	22	2	2
Access to business support providers	17	18	3	4

Source: Business survey

4.29 Businesses were also asked how these issues had changed since 2004. Importantly – and consistent with the levels of derelict land reclaimed/redeveloped by the programme and the wider environmental improvements delivered across a wide range of projects – the survey results show that businesses perceived that there had been a real improvement in the quality of the local physical environment (20 of the 42 business though it had got better). Further, and potentially related to this, 19 of the 42 businesses thought that the image of the area had improved since 2004. Again, although a direct attribution is not possible to the outcomes of the programme, it is possible that the physical redevelopment work and wider social and economic development activity delivered by the programme has impacted on local perceptions. Interestingly, the survey identified no evidence of skill shortages impacting on an

ability to recruit staff. Approaching all (40) of the 42 businesses claim to have had no difficulty in filling staff vacancies over the last 12 months.

- 4.30 As with the businesses, individuals supported through the programme were asked to rate a number of different factors related to the economic, social and physical environment of the coalfields. In terms of the legacy of the pit closures and loss of mining employment in the area, some of the outcomes were seen as no longer being problematic. In particular, this was not seen as having a lasting impact on health problems in the area. Importantly, however, the availability of jobs in the area is still seen as a key problem by 68 of the 99 individuals surveyed (over two thirds), with 35 of these regarding the issue as a major problem.

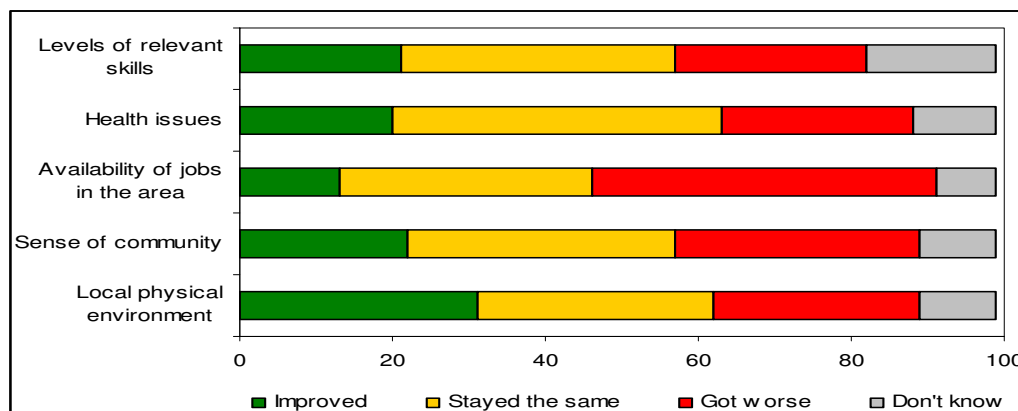
Table 4-3: Responses to 'Do you think the pit closures and loss of mining employment in the area (within a 5 mile radius) has left a legacy in...'

	Does not remain a problem	Remains a problem	Remains a major problem
Health problems	60	23	14
Sense of community	51	22	25
Levels of relevant skills	49	26	23
The quality of the local physical environment	43	32	23
The availability of jobs in the area	30	33	35

Source: Individuals survey

- 4.31 However, there appears to be little discernible change in these conditions over the lifetime of the project. Across most of the conditions, the majority of individuals surveyed reported that the situation has either stayed the same or got worse since 2004. The area where most positive responses were provided was in relation to the state of the local physical environment. Further, and directly related to one of the core aims of the programme, namely to build engaged communities, over 20% of the survey respondents felt that the community spirit had improved since 2004.

Figure 4-10: Responses to 'have these improved, stayed the same or got worse since 2004 or when you moved into the area?'



Source: Individuals survey

Evaluation message

The findings of the survey suggest that businesses across the coalfields supported by the NWCCRP are in the main satisfied with these areas as locations for doing business. Further, and encouragingly with regards to regeneration activity taking place in the coalfields, businesses were generally positive about recent progress, with a third of the respondents stating that the area had improved since 2004 as a business location, in particular regards the local physical environment and external perceptions.

In contrast, the individuals surveyed were more cautious in their assessment of the coalfield areas as places to work/live. Around a third were dissatisfied with the area overall and there was a limited perception of things improving since 2004. Interestingly, one area where progress was perceived was the quality of the local physical environment. This is an area where the NWCCRP has concentrated significant effort and generated notable outputs.

Quantitative economic impacts of the programme

- 4.32 The surveys were designed to provide quantitative data in order for the evaluation to understand the economic outcomes of the programme on individual businesses and the programme as a whole by grossing-up these data to the population. Owing to limitations in the quality of the responses provided in numeric and financial terms, in order to derive an assessment of the net outcomes of the programme, we have also drawn on wider evidence and data. Further, it is important to note that the survey did not provide robust data on the expected period for which these data apply. This will vary across beneficiaries – some businesses may cease to trade, others grow substantially, for example. Therefore, it is important to stress that the data below are indicative only.
- 4.33 In the paragraphs below, the following net quantitative outcomes of the programme are considered:
- net turnover and GVA outcomes based on businesses created
 - net GVA outcomes based on the jobs created through the programme.
- 4.34 These are different aspects of the support, yet cannot be added to provide an overall GVA figure given the inherent possibility of double-counting i.e. the jobs created may work within the businesses created and/or supported.

Business turnover and GVA outcomes

- 4.35 The 2006 Global Entrepreneurship Monitor (GEM) results from the UK suggest that the median projected first year turnover for new businesses is £40,000. This is broadly consistent with the findings from our survey where a majority of the businesses surveyed (and in particular those who had received support in establishing their business) had turnovers below the current VAT threshold of £67,000. Although these businesses may have been operating for over one year, the £40,000 is a conservative estimate of average turnover and will therefore be used as a proxy for the turnover of the businesses created by the coalfields programme.
- 4.36 As set out above, our assessment is that the programme created between 94 and 164 net new businesses (based on our overall gross to net ratio for businesses assisted/supported). This would suggest turnover outcomes generated by these businesses to be in the order of £3.8 to £6.6million per annum. However, of the 25 businesses that had received support in starting up, the average additionality of the programme in actually establishing the businesses was

around 65% (with 0% representing no additionality and 100% representing full additionality). Grossing this data up to the programme level, and applying the values to the net new businesses created this gives rise to a net annual turnover outcome of the new businesses created by the programme of between £2.4 and £4.3million with an average of £3.4million turnover per annum.

- 4.37 Data from the Annual Business Inquiry suggested that at a regional level Gross Value Added (GVA) represented around 32% of turnover¹⁹. Therefore, this suggests that the **annual outcome of the programme through new businesses created is between GVA £0.8 and £1.4million of turnover GVA, with an average of £1.1million GVA per annum.**

GVA based on the jobs created through the programme

- 4.38 Recent data produced by the Regional Economic Forecasting Panel estimated GVA per job to be around £30,000 in the North West. GVA can be taken as broadly equivalent to salary outcomes. However, wider evidence (for example the national evaluation of coalfields regeneration) found that incomes in the coalfields continue to lag behind wider comparators with average household incomes (in 2001) to be around £23,000. Further, from our survey, the average salary of those who found employment – and remained in this job – through the programme was around £14,000. Our average from the survey will be used as an appropriate proxy for the average salary of those jobs created by the programme.
- 4.39 In total, the programme supported the creation of between 295 and 380 jobs. This would suggest total gross salary outcomes of between £4.1 and £5.3 million per annum (based on our gross to net ratio for individual supported). However, for those individuals supported in employment, the actual perceived additionality of this on their employment status was around 75%. Therefore, assuming that the average GVA per job across the coalfields is £14,000, **the total net salary outcomes of the project are a suggested £3.1 to £4million GVA per annum with an average of £3.5million per annum, equivalent to GVA.**

Evaluation message

The quantitative assessment of the outcomes of the programme must be treated as indicative only for two reasons:

- First, the hard evidence from the survey on quantitative benefits of the programme was limited. The evaluation dealt with relatively low sample sizes and the quality of the responses was constrained.
- Second, our assessment has used proxy data that does not directly correspond to conditions in the coalfields.

However, taking these issues into account, the quantitative analysis demonstrates that the programme has potentially delivered positive economic outcomes for coalfield communities with an indicative £1.1million of annual GVA generated through the new businesses created and £3.5million in salary outcomes for those jobs created or safeguarded by the programme. For a total public investment of £15million and £5million from the NWDA, this provides a sound return given the wide range of non-economic outcomes suggested by the surveys and our case study research.

Going forward, with the GVA imperative and the role of the NWDA in delivering against a regional GVA target, projects that can deliver substantial benefits in these areas should be a priority for any regeneration programme in the coalfields. Importantly, however, the focus of the Phase 1 programme was not solely jobs and businesses. The quantitative data therefore does not fully take into account the wider social, community and environmental outcomes.

¹⁹ Annual Business Inquiry from National Statistics

5: Changing conditions across the coalfields

- 5.1 This section presents a review of changing conditions across the coalfields. This is not intended to reproduce the major baselining exercise recently commissioned by NWCCRP. Rather, the focus is on the dynamic progress of the coalfields in recent years, and to assess the extent to which the programme may have plausibly impacted on these trends. Annex B contains detailed data ‘pen portraits’ of each of the eight coalfield areas²⁰.
- 5.2 All locally based geographies are coalfields unless stated otherwise. To ensure the analysis is focused on identified coalfield areas we have relied on data that is available at a fine spatial scale. This precluded analysis of data at local authority level from sources such as the Annual Population Survey and VAT Registrations / De-registrations.

Headline economic indicators - jobs and businesses

- 5.3 Following the approach of the national evaluation of regeneration across the English coalfields work-based employees and business data units drawn from the Annual Business Inquiry (ABI) have been used as key proxy indicators of trends in economic activity and overall economic progress across the coalfield areas²¹.

Table 5-1: Trends in work based employees and business data units across the coalfields 2003-06

	Employees			Data units		
	2003	2006	% change	2003	2006	% change
Allerdale	9,200	9,000	-1.7	700	700	2.6
Bolton	14,100	9,100	-35.4	800	800	2.6
Copeland	10,800	10,600	-2.3	1,000	1,000	2.5
Knowsley	2,100	2,500	20.4	100	100	13.3
Salford	9,100	8,900	-1.7	600	600	1.3
St. Helens	38,800	41,700	7.3	2,900	3,100	6.9
Warrington	48,500	50,000	3.1	2,600	2,800	5.9
Wigan	39,500	39,100	-1.0	3,900	4,100	5.4
All coalfields	172,100	170,900	-0.7	12,700	13,400	5.2
North West	2,962,300	2,999,900	1.3	229,300	247,000	7.7
England	22,162,800	22,641,300	2.2	1,952,200	2,074,700	6.3

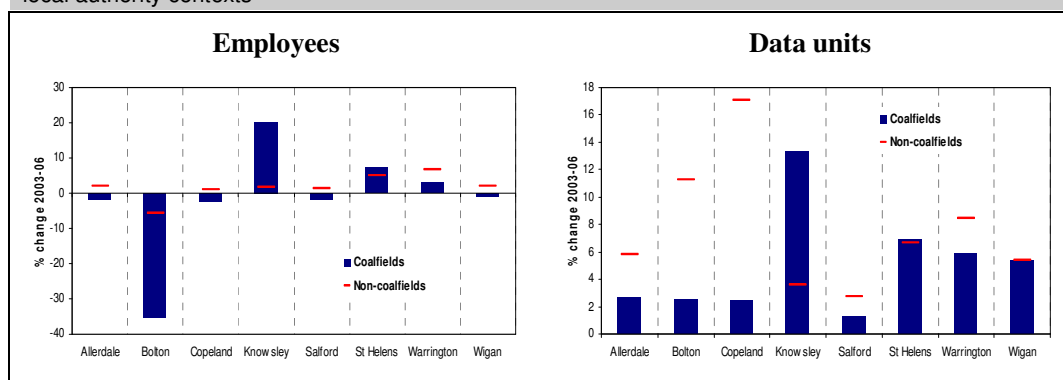
Source: Annual Business Inquiry Note: All totals rounded to 100

²⁰ The geographies utilised throughout this section are largely those as set out in the Genecon report at Lower Level Super Output Area. This is the finest grain that much of the key data is available. Ward boundary changes make consistent tracking of targeted interventions challenging. One key exception is Salford where the LLSOAs in Swinton North and Walkden North have been excluded as they were not included within the Phase 1 programme.

²¹ These data must be treated with some caution. First, the data from the ABI are workplace based. Second, the ABI is based on a sample of businesses and employees and data are subject to sampling errors. Third, data for fine level geographies are available from 200-06 only and therefore longer-term trends are not possible to discern.

- 5.4 The data suggest that performance over recent years in business growth has been consistently strong across the coalfields. At an aggregate level, there were some 700 more business data units (effectively equivalent to workplaces) in 2006 compared to 2003 – a growth of 5%. Further, business growth was witnessed in all eight coalfield areas. However, this growth was slower than national and regional trends by between 1 and 2.5 percentage points respectively.
- 5.5 The picture is rather more varied in employment trends. At an aggregate level, there were fewer work based employees in the coalfields in 2006 than 2003. However, this picture masks significant local variations. A number of the coalfields (indeed five of the eight) experienced notable reductions in workplace-based employment over 2003-06, whereas three grew, two of which (Knowsley and Warrington) grew strongly. Again, however, trends were below regional and national comparators. The data suggest therefore that simply in terms of available workplaces for employment, and employees, regional coalfields areas continue to lag behind wider comparators.
- 5.6 However, to unpick these data further, the following two charts compare performance in the coalfields areas in employee and data unit trends to their wider local authority contexts.

Figure 5-1: Trends in work based employees and data units 2003-06; comparing the coalfields to their local authority contexts



Source: Annual Business Inquiry

- 5.7 Generally, the data indicate that the coalfields have continued to underperform compared to their relevant economic contexts on these headline economic measures in employment terms. The data for Knowsley is somewhat of an outlier on both measures, however, the very small numbers involved (the coalfields area represents around 5% only of the businesses and employees in the borough) explain this anomaly.

Evaluation message

By way of jobs and businesses the coalfield areas across the region, at an aggregate level continue to lag behind their local, regional and national contexts. Both of these measures are work-place based and therefore do not provide an indication per se of the economic activity of residents of the coalfields. However, as indicators of the coalfields as economic centres, the data indicates that further progress is required, though in simple business terms the number have grown since 2003 providing increasing employment opportunities for coalfield communities.

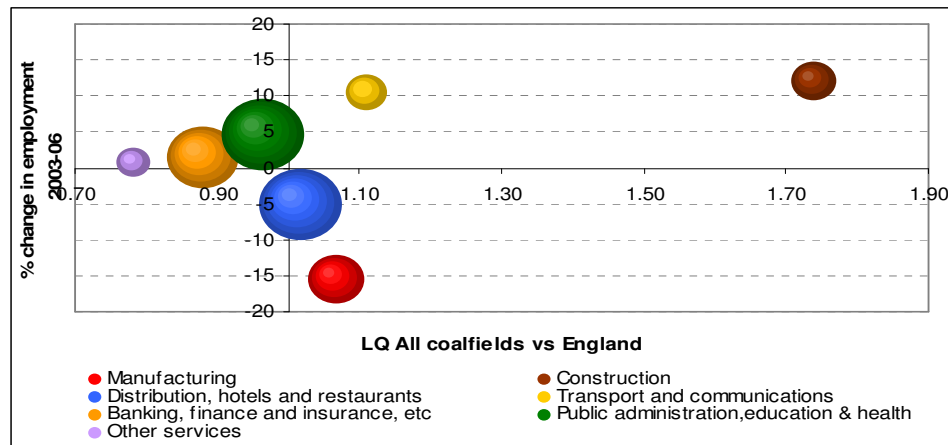
The industrial structure of the economies of the coalfields

- 5.8 It is also helpful to assess the type of economic activity in the coalfields as well as the absolute numbers. This is crucial as increasingly, the UK (and its deprived areas) must compete on the basis of quality rather than price. Further, a core objective of the programme

was to make the coalfield communities across the region more competitive. This must include supporting high value, and knowledge-based employment. The data below is based on an aggregation of the coalfield areas across the region. Detailed data on the industrial make-up of employment in individual coalfields is contained at Annex B.

5.9 In Figure 5-2, is presented an analysis of the changing sectoral make-up of employment in the coalfields since 2003. The data demonstrate that manufacturing employment has decreased markedly since 2003, yet remains over-represented in the economy compared to England. This is not surprising given the industrial legacy of the coalfield areas. However, more positively, banking and financial services employment has grown in recent years, though this employment remains underrepresented compared to England.

Figure 5-2: Location quotient; all coalfields vs. England and change in employment sectors since 2003



Source: ABI Note: The horizontal axis shows the concentration of sectors relative to England in 2006 - sectors to the right are over-represented relative to England, sectors to the left under-represented. The vertical axis presents the change in employment since 2003 in the coalfield. The size of the bubble indicates the importance of the sector in employment numbers.

5.10 It is also possible to assess the extent to which the economy of the coalfields is embracing ‘knowledge intensive’ economic activity. The proportion of employment and business data units is a proxy measure for levels of innovation in an economy, one of the five drivers of productivity identified by the Treasury²².

Table 5-2: Proportion of employees and data units that are ‘knowledge intensive’

	Employees		Data units	
	2003	2006	2003	2006
All coalfields	5.3	5.4	9.8	10.0
North West	9.0	9.7	11.9	12.9
England	10.5	10.6	12.9	13.8

Source: Annual Business Inquiry

5.11 The data shows that the coalfields has relatively few people employed in knowledge-intensive industries compared to the situation regionally and nationally – indeed this is true across all eight local authority coalfield areas. The proportion of people employed in knowledge-intensive industries in the coalfields changed very little between 2003 and 2006, although this

²² The five drivers are: Competition, Enterprise, Innovation, Investment and Skills.

mirrors the trend nationally. The coalfields also contained a smaller proportion of businesses which are ‘knowledge intensive’ in 2006 although the gap with England and the North West is not as stark as employment in knowledge-intensive industries. This suggests that knowledge-intensive businesses in the coalfields tend to employ fewer people than their counterparts across the region and nationally and is reflective of the need to attract further knowledge based employers to the coalfield areas.

Evaluation message

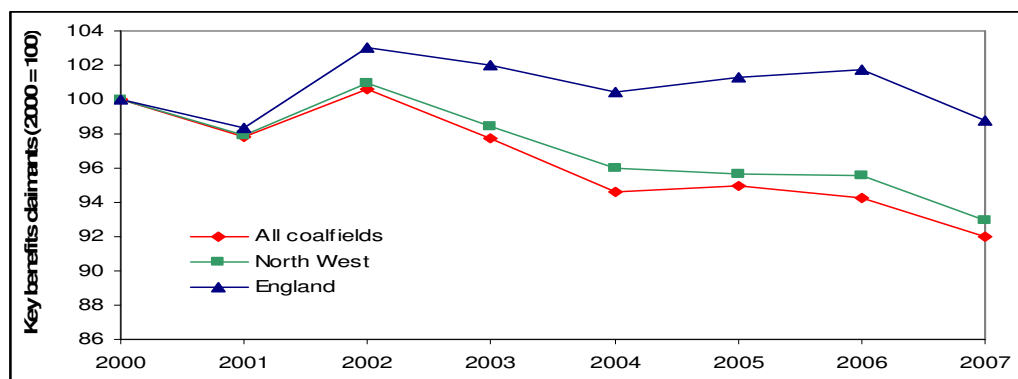
The nature of employment and business activity in an economy is increasingly as important as the number of jobs and workplaces. In particular, as manufacturing and low value employment moves to low cost centres abroad, traditional industrial areas will struggle to maintain healthy economies. This is particularly relevant for coalfield communities across the region. The data indicate that industrial restructuring is taking place this last few years in the coalfields, yet in terms of knowledge based economic activity significantly more still needs to be done.

Labour market trends and skills in the coalfields

Labour market

- 5.12 Levels of worklessness and high rates of benefits claimants are long-standing issues in the coalfields. However, impacting on these conditions was a core objective of the NWCCRP through all five themes of activity. Data on benefits claimants, and associated indicators is available at a fine spatial scale since 2000 onwards and therefore a longer term analysis is presented below, allowing us to potentially discern changes in trends over this period though trends since 2004 are highlighted.
- 5.13 The total number of key benefits claimants can be used as a proxy for non-employment. Figure 5-3 below presents the trend in the absolute number of claimants across the coalfields since 2000. As demonstrated, proportionally, reductions in the coalfields has outpaced trends in the region and nationally. Further steady reductions have been consistent over the 2004-07 period.

Figure 5-3: Trends in key benefits claimants in the coalfields 2000-2007



Source: Nomis

- 5.14 Despite this, levels of benefit claimants remain well above national and regional levels across the coalfields. The latest data (2007) shows that 20% of the working age population in the coalfields claim benefits compared to an average of 13% across England. Indeed, all of the eight coalfield areas have a claimant rate significantly higher than the national average. This

is not a new trend and relates closely to the industrial legacy of the coalfields. However, the recent success in reducing the number and proportion of claimants is a positive development.

Table 5-3: Proportion of the working age population claiming key benefits 2000-2007 (%)

	2001	2003	2005	2007	PP change
Allerdale	28	27	26	25	-3.2
Bolton	22	22	21	22	-0.3
Copeland	23	23	23	21	-2.5
Knowsley	23	21	20	19	-3.5
Salford	25	26	25	25	-0.8
St. Helens	23	23	22	21	-2.4
Warrington	21	21	20	20	-1.4
Wigan	19	20	19	18	-1.2
All coalfields	22	22	21	20	-1.7

Source: Nomis

- 5.15 Claimants of Job Seekers Allowance (JSA) can be used as a proxy for unemployment i.e. people claiming JSA are actively seeking work. As set out in Table 5-4, the number of people claiming JSA in the coalfields fell from 8,200 in 2001 to 7,000 by 2007, a 14% reduction. The largest proportional falls occurred in Allerdale and Copeland. However, absolutely St Helens, closely followed by Copeland, saw the largest falls in overall claimants (note that over 280 gross jobs were created/safeguarded by the NWCCRP in St Helens).

Table 5-4: Total JSA claimants in the coalfields since 2001

	2001	2003	2005	2007	Absolute change	% change
Allerdale	645	450	475	350	-295	-46
Bolton	475	330	385	460	-15	-3
Copeland	935	715	655	565	-370	-40
Knowsley	185	135	130	135	-50	-27
Salford	455	425	480	480	25	5
St. Helens	2,475	1,965	2,015	2,035	-440	-18
Warrington	1,055	890	995	1,015	-40	-4
Wigan	1,975	1,890	2,040	2,010	35	2
All coalfields	8,200	6,800	7,175	7,050	-1,150	-14

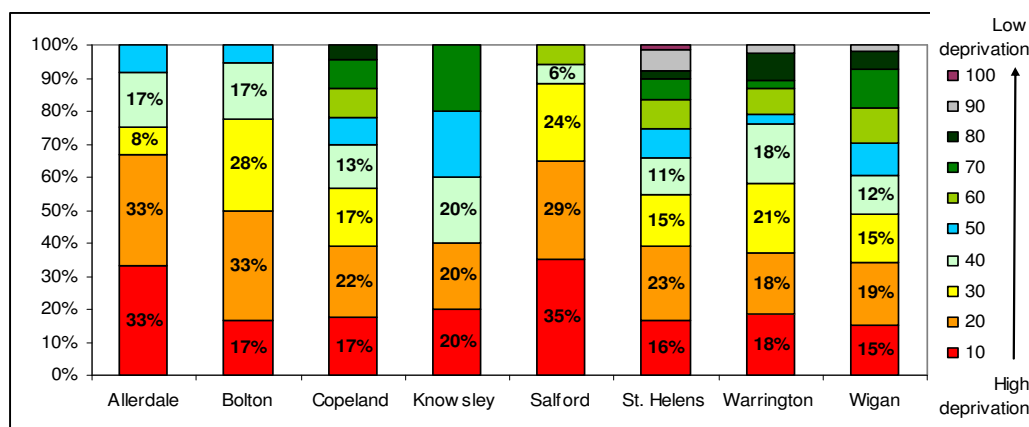
Source: Nomis

Skills

- 5.16 Data on skills at low spatial scales is very limited, especially time-series data. It would be possible to look at GCSE performance by school, however, this would provide an unspecific and potentially misleading picture as school catchment areas are not coterminous with coalfield geographies. However, the education, skills and training deprivation domain of the

2007 IMD captures the extent of deprivation in these areas across the coalfields. The Figure below shows the ranking (nationally) of coalfield LSOAs on the basis of this domain. As an example, it shows that 33% of LSOAs in Allerdale are within the 10% most deprived in England in terms of education, skills and training. The data suggests that such skills issues are most severe in Salford, Allerdale and Bolton.

Figure 5-4: ID 2007 education, skills and training deprivation



Source: Communities & Local Government

Evaluation message

The data on labour market and skills indicate that progress across the coalfields has been evident over recent years and in labour market terms since 2004 in particular. Fewer people are claiming both key benefits and Jobs Seekers Allowance benefits (suggesting higher levels of employment). However, levels of benefit claimants remain well above regional and national comparators suggesting there is a remaining job to be done in this area.

Deprivation and social conditions in the North West coalfields

Overall deprivation

5.17 Deprivation is a key issue for the coalfield communities, closely linked to associated issues such as unemployment and lack of employment opportunities. Data from the 2007 IMD shows that this deprivation remains – 22% of LSOAs in the coalfields fall within the 10% most deprived nationally and 40% of coalfield LSOAs are within the 20% most deprived. All eight areas suffer high levels of deprivation, though this is most acute in Allerdale, Knowsley and Salford.

Table 5-5: IMD 2007 overall rank. Proportion of LLSOAs in the ...

	Allerdale	Bolton	Copeland	Knowsley	Salford	St Helens	Warrington	Wigan	All coalfields
10% most deprived in England	42	28	13	40	35	24	26	13	22
20% most deprived in England	50	50	30	40	65	41	39	34	40
50% most deprived in England	92	94	91	80	94	76	79	69	78

Source: Communities & Local Government

- 5.18 In Annex B is contained a detailed chart setting out the change in relative deprivation across the coalfields between the IMB 2004 and IMD 2007.

IB/SDA claimants as a measure of healthy communities

- 5.19 The coalfield areas contain a significant number of Incapacity Benefit/Severe Disability Allowance (IB/SDA) claimants – over 31,000 in 2007. This accounted for 8% of claimants in the North West, though the coalfields make-up only 6% of the working age population (WAP) of the region. Further, in 2007, the proportion of the WAP claiming IB/SDA was approaching 12%, well above the national level of around 7%. However, the number of overall claimants fell by 3,500 over 2001-07, driven by major reductions in the Wigan and St Helens coalfields. The fall in the number of claimants gathered pace after 2004, with 2,500 fewer claimants in 2007 than 2004. Overall, the data suggests that health conditions are improving across the coalfields, yet the areas retain health issues that will impact on the economic and quality of life performance of the areas.

Table 5-6: Trends in IB/SDA claimants

	% WAP in 2007	Total in 2007	Absolute change 2001-07	Absolute change 2004-07
Allerdale	14.1	1,640	-25	-90
Bolton	12.0	1,940	-15	-70
Copeland	11.9	2,365	-40	-170
Knowsley	10.3	525	-95	-60
Salford	13.5	2,085	-60	-25
St. Helens	11.7	8,760	-1,455	-805
Warrington	11.2	4,085	-360	-280
Wigan	10.9	10,000	-1,425	-1,055
All coalfields	11.6	31,400	-3,475	-2,555

Source: Nomis

Physical environment

- 5.20 The responses to our survey of individuals across the coalfields suggested that improvements to the local physical environment were an area where demonstrable progress was perceived. However, the environment remains a major issues across many of the coalfields. In particular, they contain a large area of derelict land and buildings. This is important in the context of the coalfields programme as a number of key projects were focused on the redevelopment/reclamation of such land. The Table below shows that there were 724 hectares of derelict land and buildings across the coalfields in 2004, concentrated in Wigan and St Helens. Weighted to the population, however, Salford had the highest density.

Table 5-7: Derelict Land and Buildings, 2004

	Allerdale	Bolton	Copeland	Knowsley	Salford	St Helens	Warrington	Wigan	All coalfields
Ha derelict land/buildings	15	19	93	5	92	161	45	294	724
Ha derelict land/buildings per 10,000 pop	8	7	29	6	37	13	8	20	17

Source: Neighbourhood Statistics

Evaluation message

The data indicate that severe level of deprivation continue to afflict coalfield communities across the region. However, positively, the number of IB/SDA claimants across the coalfields has decreased markedly since 2004. This indicates both improved health and increased economic activity through claimants moving into work. Recent data on hectares of derelict land is not available. However, in 2004 the data suggests there were 725 hectares across the coalfields, with the issue most pronounced in Wigan, and relative to the population of the area in Copeland also.

Impacts of the programme

- 5.21 The analysis above has set out key secondary conditions across the North West coalfields. However, as noted, the purpose of this analysis is not to provide an evidence base for its own sake. Rather, the context is established in order to allow us to assess the extent to which the NWCCRP may plausibly have impacted on these conditions. This ‘plausibility’ aspect of the analysis is crucial. Discerning changes in secondary data and determining causality to an intervention at a relatively modest scale - £21million - is challenging. Therefore, whilst we do not make a direct attribution between the programme and changing contextual conditions, Table 5-8 below sets out associated factors that demonstrate the plausible impact of the programme on a range of secondary conditions.

Table 5-8: Linking NWCCRP outputs/outcomes and changes in contextual conditions

NWCCRP net outputs/outcomes	Changes in contextual conditions
<ul style="list-style-type: none"> 295-380 net jobs over 2004-2008 	<ul style="list-style-type: none"> Over the period November 2004-2007, the number of key benefits claimants reduced by around 1,560 across the region’s coalfields
<ul style="list-style-type: none"> 560-720 people assisted to get a job 	<ul style="list-style-type: none"> Over November 2004-2007, the number of key benefits claimants reduced by around 1,560 across all coalfields
<ul style="list-style-type: none"> 90-160 net new businesses created/attracted to the coalfields 	<ul style="list-style-type: none"> Over 2003-2006 the number of business data units in the region’s coalfields increased by around 650
<ul style="list-style-type: none"> 35 Ha brownfield land reclaimed/developed Perception among individuals across the coalfields of an improved physical environment since 2004 	<ul style="list-style-type: none"> The total Ha of derelict land across the coalfields in 2004 was around 725. The outputs of the coalfield programme therefore need to be indicatively viewed as representing 5% of the total in 2004 (updated data is not available)
<ul style="list-style-type: none"> Range of outputs relate to assisting people into employment, skills development and improved physical environment impacting on levels of health amongst coalfield communities 	<ul style="list-style-type: none"> 2,500 fewer people claimed IB/SDA in 2007 compared to 2004 in the region’s coalfields
<ul style="list-style-type: none"> GVA outcome contributed by businesses created £1.1million per annum and £3.5 million per annum through the jobs created 	<ul style="list-style-type: none"> Overall progress in the number of business data units (workplaces) across the coalfields as an indicator of general improvements in the economic performance of the region’s coalfield areas

Source: SQW

- 5.22 What this data does not reveal, however, is the wider social and community based impacts of the programme on the coalfield communities. Indeed, secondary data can only take us so far in assessing the impact a programme that had at its core social and distributional issues. The case study research, has demonstrated that the programme has impacted positively on a wide range of social and community conditions in coalfield communities.

Evidence from the case studies

Not everything that counts can be counted – evidence from the Salford coalfields...

Part of the underlying rationale of the LIVIA Community Engagement Programme in Salford was to link the programme's regeneration activities into the wider LIVIA project – a £4.75m investment to transform an area of brownfield land next to the Clifton area of the Pendlebury ward. Given the proximity of this large-scale regeneration project to the coalfields community, it was necessary to engage the community in its ongoing development. It was thought that the activities and projects delivered through the coalfields-funded Community Engagement Programme aimed to stimulate community involvement and increase their capacity to engage in regeneration activities.

Although the programme has not led to a transformational change in community engagement, it has been considered vital in keeping alive community interest in the LIVIA project. There have been a number of delays to LIVIA, meaning the programme's small-scale projects have been necessary to maintain community interest in LIVIA. In particular, some of the land redevelopment projects delivered under the open space improvements programme have helped engage communities, at the same time preventing some of the LIVIA site from falling into misuse.

- 5.23 Further, the case studies demonstrated that the programme has impacted on mainstream activity – this is increasingly important in an ever tightening public spending environment.

Evidence from the case studies

Influencing the mainstream – evidence from the Knowsley and St Helens coalfields ...

The George Howard Centre refurbishment has several links with the mainstream. The centre facilitates community college classes and council services such as children's services, neighbourhood management wardens, Job Centre Plus, the Local Skills Council, welfare benefits and rights advisors and business start up advice provided by CBED. The premises will be maintained by Whiston Town Council.

The Healthy St. Helens project employed a dedicated Community Health Development Worker to work in the coalfield communities, helping them to create and develop a range of health improvement activities. Facilitated by the worker, a number of innovative activities were introduced that have subsequently been maintained or rolled out. Examples include:

- The Men's Health Project – providing free health checks in a male-friendly community environment with support from St Helens Rugby League Club. This has since been run across the Borough by Halton and St Helens PCT
- Food Clubs – delivering healthy and affordable food to people in the coalfields communities, working through local volunteers. The potential for four more clubs has been identified, on top of the seven already in place.
- The Community Allotment Project – introduced to run alongside the Food Clubs.

The strongest evidence of mainstreaming is in the continued employment of the Community Health Development Worker, funded half-and-half by Helena Housing and the local PCT, to operate in the same capacity as during the Healthy St. Helens project. A number of inquiries have come from other RSLs wanting to introduce a similar scheme.

Evaluation message

Given the scale of the programme and the lag involved in translating outputs and outcomes into changed conditions, directly attributing changes in secondary data (and therefore hard evidence of impact) is not possible. However, by placing the net outputs and outcomes of the programme in the context of changes in secondary data suggests that at an aggregate level, it is plausible that the intervention contributed to changes in coalfield conditions. Further, wider social and community impacts and impacting on the mainstream should not be discounted as an important element of the effects of the programme.

6: The NWCCRP approach

- 6.1 Underpinning the issues discussed in the previous sections is the overarching approach and model of the Phase 1 programme. As reported in the Emerging Findings Report in June 2008, stakeholders and partners consulted stressed that the evaluation should include a substantial qualitative element. In other words, it is crucial to assess how, why, and under what conditions the programme worked well or less well, rather than simply reporting what was delivered. Therefore, this section of the report will review the following issues:
- the overall strategic approach of the programme
 - the governance of the programme and leadership offered by the Board
 - the management of the programme and its processes and systems
 - levels of partnership and engagement, both internal to the programme, and with external bodies.
- 6.2 For each of these issues, we provide an assessment of their strengths and weaknesses based on the evaluation evidence provided to the study-team. Drawing on these issues and the wider evaluation evidence, the section concludes with a review of the aspects of Strategic Added Value (SAV) that the programme has provided.

The strategic approach

The overarching model ...

- 6.3 The Phase 1 programme was a novel approach to coalfields regeneration in England. Developed through the North West Coalfield Communities Campaign (NWCCC) and building on the strategy for the programme developed in 2002 by Amion, the strategic approach appears to be essentially based on three key principles:
- the need for there to be a single, regional coalfield-wide dedicated programme to supplement mainstream and regeneration activity that was apparent but not focused on the coalfields specifically
 - the need for such a programme to seek to address the ongoing issues in the coalfields across a broad range of areas – as set out in the original application to be a ‘wide-ranging’ and integrated set of activities that operated across economic, social and physical boundaries
 - that in order to address these issues, the response was to be based on a ‘bottom-up’ rather than ‘top-down’ approach, with project ideas and application flowing from local communities, delivery partners and local authorities
- 6.4 Effectively, the development of the programme was based on an identified lack of a coherent, integrated and strategic response to the conditions across the coalfields in the region. The

evaluation finds that this was a sound and justified base for the programme. With the existing NWCCC in place and the identified failures discussed in Section 2 a coherent regeneration programme was an appropriate response. Further, as evidenced through the commissioning of independent research to set out a strategy for the programme and provide recommendations on programme structures, objectives and potential activities, the initial development of the programme was effective.

6.5 However, a core question raised by a number of consultees and evidenced throughout the evaluative research is whether the ‘bottom-up’ approach adopted – and at the heart of the model in that the projects to be funded and delivered were generated from communities and local authorities – provided a sufficiently strategic response to the deep-rooted coalfield problems.

6.6 The evaluation evidence suggests that it did not. This is important, as a key justification for the programme was that previous coalfield regeneration was not delivered in an integrated manner. The data on spend and outputs demonstrated the significant differences in how the programme has performed across the eight local authorities. Indeed, from the data, case-studies, and wider evaluative research the level of strategic focus and integration of the programme has not been as strong as it could have been. With over 35 projects across eight areas, ranging in scale from investment of £30,000 up to around £3,000,000, and delivered across five broad themes, the clarity of focus is limited. Crucially, this related back to the core ‘bottom-up’ approach. SQW understand that the potential Phase 2 programme will operate much more strongly on a commission-focused basis. Therefore, to an extent, it seems that the lesson may already have been learned.

... and some delivery issues

6.7 First, it is notable that no projects under the programme were delivered across local authority boundaries. Thinking strategically, this was a significant missed opportunity. Indeed, the application to NWDA stated that ‘Where possible initiatives will cover more than one Local Authority area’. Discussions with Wigan MBC and a number of local authority officers suggest that any Phase 2 programme will seek to address this issue. This will happen if the strategic infrastructure is in place to facilitate cross-authority working, for example through calls for specific projects to be delivered across two or more areas from the NWCCRP Board or Central Team at Wigan MBC. Further, this calls for a much better understanding of functional geographies and their operation in the coalfield areas.

6.8 Second, the establishment at the outset of the programme of local authority and thematic financial allocations may have limited the scope for the best designed and most appropriate projects to be funded. As discussed in Section 3, the local authority allocations were effectively met. Operationally, this suggests sound management practice. However, strategically it suggests that project developers and appraisers may have been guided by the limits imposed by these targets. The consultations undertaken with board members and, local authority officers and during the case studies did not provide strong evidence for this. However, under any successor programme this procedure should be reassessed. The projects to be funded by a programme must be those that have the strongest rationales, the best aligned objectives and that will deliver activities that contribute to the generation of outputs and

outcomes that will impact on conditions. However, there is clearly a balance to be struck here between ensuring that the coalfield areas receive support in relation to their needs and sizes.

- 6.9 Third, and related to the level of strategic coherence and integration discussed above, the flexibility in actual delivery and management structures across the eight local authorities was very significant. This meant that levels of integration and coherence were low in delivery. Effectively, there was a Warrington coalfields programme, a Wigan programme, a St Helens programme etc. Some important opportunities for synergy were missed here.
- 6.10 This is linked to the absence of cross-authority projects. Yet it was also resultant of the model adopted, and the flexibility provide to local authority officers. As discussed previously in Section 3 the most notable example of this was Warrington where the authority adopted a themed approach. This meant that some 37 discrete projects were delivered for around £400,000 of NWDA funding. This is in comparison to Allerdale, where for a similar NWDA investment (c. £480,000) five projects were delivered.

Evaluation message

The essential strategic approach of the programme was fit-for-purpose. Indeed, the programme can be seen to demonstrate good practice – and useful learning for other areas – in undertaking a comprehensive research exercise prior to seeking NWDA monies to establish the need for the programme and provide recommendations for delivery. The work meant that (despite delays in establishing the programme) once the funding had come through it could 'hit the ground running'.

However, in the view of the evaluators, one key issue that limited the potential impact of the programme was the focus on a bottom-up approach to sourcing and developing projects. Any intervention such as the Phase 1 programme must engage with local communities and ensure that the activity delivered is what is wanted by local people. However, to deliver sustainable regeneration there also needs to be a strategic focus and coherence to the projects that are developed and funded. Despite the success of a number of individual projects, this seems to have been limited.

Further, the lack of cross-authority projects and the high levels of flexibility provided to local authorities to deliver the programme in 'their' area further limited the coherence and strategic focus of the programme. As demonstrated in the outputs data, individual areas were responsible for generating significant majorities of a number of outputs. Therefore, there is a question about the extent to which the programme has impacted on issues *across* the coalfields rather than *within* individual areas.

Governance and leadership

- 6.11 The NWCCRP Board has provided the key strategic leadership and oversight role for the Programme. It has met quarterly and was granted delegated authority to approve NWDA expenditure of up to £250,000 on projects to be delivered by the programme. Established in 2004 based on the existing Board of the NWCC (now part of the Alliance), it has comprised eight Local Authority Members (one from each participating area), two private sector members, two public sector representatives, one voluntary sector representative and three community representatives.
- 6.12 During the consultations undertaken for the evaluation, the NWCCRP Board was generally regarded as providing effective leadership and challenge to the programme by external stakeholders and local authority officers. Positively, consultees (including Board members themselves) felt that decisions were made on objective grounds rather than related to pushing particular geographic areas or wider agendas. Importantly, local authority Board members do not vote on whether to fund projects in their own local authority area.

- 6.13 However, Local Authority Board members of the board have a second role with regards the programme, in their respective local areas as drivers of the programme. At this level our case study research provided some interesting messages. The reviews demonstrated that the involvement of the Local Authority Board member in the delivery of the programme ‘on the ground’ was very varied. For some areas the Board member was effectively the champion and driving force behind the coalfields programme in the area. They were involved in the development of projects, their delivery and worked closely with the relevant local authority officer. Elsewhere the approach was much more hands off.
- 6.14 This level of flexibility will, in part, be down to personalities, priorities and circumstances. However, where Board Members were centrally involved in the activity in their area, this was regarded as being crucial in playing a catalytic role and moving the coalfields issue up the agenda at the Local Authority level. Therefore, going forward, Board Members should be encouraged to play as active a role as possible in their local authorities coalfields programme. Local Authority Members can have a significant influencing and partnership building role with public sector and private sector partners and this should be maximised by the NWCCRP.
- 6.15 The Strategic Added Value (SAV) of the work of the Board in leading the programme is discussed at the end of this section.

Evaluation message

The strategic leadership of the Board is well regarded by partners and the evidence of the evaluation is that the Board has operated effectively. The Board had significant power within the programme as the Delegated Authority to assign NWDA monies, with the leveraged funding based on these decisions.

The performance of the programme at the project level, however, suggests that going forward the Board should play an increasing role in driving the strategic agenda of any successor programme. The Board should push for – and indeed commission – projects that will deliver sustainable regeneration equitably across the region’s coalfield areas.

Programme management, processes and systems

- 6.16 The evaluation evidence suggests that the programme has been effectively managed. This is consistent with the ‘Health Checks’ of management and monitoring processes carried out twice by NWDA over the lifetime of the intervention. In particular, the investment (by NWDA and CRT) in a specific team at Wigan MBC (Programme Co-ordinator, Monitoring Officer and Administrative Officer) to deliver, monitor and administer the programme has ensured that despite the issues outlined above relating to the potential lack of a sufficiently coherent and strategic approach, the programme has delivered against the targets expected at the outset of the programme. As further evidence of this, the work of the Central Management Team was highly regarded by consultations carried out with project officers and wider partners and stakeholders throughout the evaluation.
- 6.17 Importantly, and key to this effective management, the programme developed and utilised well designed appraisal tools to ensure that the projects brought forward were consistent with the – admittedly broad – objectives of the programme. Further, the establishment of a panel of project appraisers and project officers in each of the local authorities has added considerably to the knowledge developed throughout the programme. This will stand any successor intervention in good stead. This experience must be maintained and further developed across

the coalfields to ensure that any future programme can capitalise on the knowledge developed during Phase 1.

- 6.18 One issue raised during the research – both in initial consultations with local authority officers and in the case studies – was the level of monitoring and administration that the programme involved. Essentially, a number of consultees felt that given the financial size of many of the projects, procedures were too demanding. However, effective project management and monitoring is essential to ensure that financial and output targets are met and to aid evaluation and impact assessment down the line. Therefore, in the view of the evaluators, the levels of monitoring and administration were appropriate.
- 6.19 Related to this, however, the evaluation has demonstrated three important areas where there is room for improvement/development that should be considered in any successor intervention. These are important in ensuring that any successor intervention can accurately demonstrate to partners and funders, and understand for itself, the impact that it is having.
- First, the inability of a significant number of projects to provide beneficiary data to the evaluation study team suggests that effective record keeping of beneficiaries needs to be improved at the project level.
 - Second, in order to better understand what is and what is not working in regenerative terms and to capture data – on a dynamic basis – more widely of perceptions of changes in the local area the Board should consider, establishing a tracking survey of households and businesses across the coalfields. Given the complex failures and issues at play, understanding perceptions at a local level, coupled with a more strategic approach to the commissioning and funding of projects would ensure that any future programme remains responsive to community needs, yet delivers sustainable regeneration solutions. The coalfields are well defined geographic areas and as such tracking surveys across the eight areas would also provide the potential to inform regional and national thinking in holistic regeneration at local levels.
 - Third, though individual projects delivered under the Phase 1 programme have been subject to individual – and primarily internally delivered – evaluations those that have been reviewed for this study have been of varying quality, detail and length. i.e. some are essentially reviews of activity and do not follow a ‘logic model’ approach or discuss the rationale and impact of the project. Though guidance has been provided to project officers by Wigan MBC a more detailed standard evaluation template – at interim and final stages – should be considered to allow for consistent assessment and promote learning and demonstration of impact. As with the appraisal system, this could potentially be based on the scale of financial contribution to ensure that the level of detail and time needed to be utilised on the evaluation is commensurate with the financial input from public sector partners. Further, more realistic – though still tight – timescales need to be provided to projects to allow for instructive evaluation and each project should have at its outset a clearly articulated ‘evaluation plan’.

Evaluation message

The management of the programme – and the associated systems and processes have been fit-for-purpose and facilitated the effective delivery of the programme. The use of NWDA approved appraisal techniques is an example of good practice that should be replicated in any successor intervention and wider region wide regeneration programmes. Though in the initial application stage detailed appraisal forms may add a burden to those applying for grants, they help to ensure that only those projects that should be funded are.

However, in terms of the monitoring of beneficiary data there appears to be clear room for improvement and going forward, the NWCCRP should ensure that evaluation tools and techniques are sharpened to ensure that the learning developed through the programme is able to feed into wider learning and demonstrate impact more effectively. Essentially, NWDA standard techniques should be applied at the end of, as well as at the start and throughout, the project lifecycle.

Partnership working and community engagement

- 6.20 Partnership working has been central to the design and delivery of the programme. It was led by the NWCCRP Board – itself a partnership based body – and Wigan MBC as the ‘Accountable Body’, as well as encompassing seven other local authorities. Further, delivery partners included a wide range of public, voluntary and private sector partners.
- 6.21 Looking first at the ‘internal’ partnership element (i.e. the eight local authorities) consultations with Local Authority officers and Board members suggested that the programme has facilitated genuine knowledge-transfer and capacity building benefits. Though as noted above there were no cross-authority projects, local authority officers meet on a quarterly basis to discuss the progress of the programme and (as understood by the evaluation study team) presentations were delivered by one or two local authorities setting out emerging findings from their activity. Further, as an example of good practice in knowledge sharing and capacity building appraisals of project applications in one local authority were carried out in another. The evidence therefore suggests that the programme has facilitated improved partnership working across lead public sector bodies across the coalfields of the region.
- 6.22 Looking ‘externally’, however, and as discussed in Section 3, the programme could have done more to engage key coalfield stakeholders and funders. In particular, the CRT and EP, though engaged by the end of the programme (for example, key representatives from both organisations have been invited to attend Board meetings) were not as involved throughout delivery as might have been expected. Going forward with the development of the Coalfields Action Zones (by EP) and an increasingly strategic role for the CRT, the coalfields in the North West have a major opportunity to engage with and influence the national policy agenda. The lessons learned from the Phase 1 work will be key to fully maximising the benefits of this.
- 6.23 Again, however, it appears that the lessons may already have been learnt in more fully engaging key partners. For example, to counter the threat of the potential major job losses at Sellafield in West Cumbria (on which both Alerdalle and Copeland coalfield communities draw significant employment and wider economic benefits), a task force has been convened to oversee the delivery of the intervention strategy ‘Energy Coast Master Plan’. The Copeland Regeneration Plan forms a critical enabling component of the Master Plan. The NWCCRP Board, plus NW Alliance, has been instrumental in engaging and securing the involvement of senior national and local government representatives. These include the NWDA, CRT, EP,

Land Registration Trust, CLG and other allied regeneration bodies at all levels not only within West Cumbria, but across designated coalfield areas in the North West.

- 6.24 Further, at the project level, the evaluation's case studies suggests that effective partnership engagement has been evident across the programme. Indeed, a number of the projects that we reviewed in the case studies included a broad range of delivery and strategic partners. Though in individual cases certain tensions and issues were found to be generated by a wide range of partners at a local level and when dealing with relatively modestly sized projects, generally our research demonstrated the added value that can generated through working in partnership.

Evidence from the case studies

Forging effective partnerships– evidence from the St Helens coalfields...

The success of the Healthy St Helens project was based in part upon effective partnership working between the project's delivery agents and key stakeholders – principally, St Helens Council, Halton and St Helens PCT, tenants associations and the Community Health Development Worker (who helped deliver activities on the ground). The aims and strategic priorities of the organisations were well aligned, making partnership working both a priority and achievable.

The essential link bringing together the different organisations was the Community Health Development Worker. He maintained close contact with all the key individuals and bodies throughout the project, ensuring that there was no duplication of activity and involving them in appropriate projects. An example of this is the Men's Health Project, with PCT specialists providing free health checks and St Helens Rugby League Club providing incentives for participants.

Evaluation message

Partnership working has been a key feature of the programme. Indeed, the programme represented the only regionally partnership based response to the continuing problems of the region's coalfields.

Internally, though the absence of cross-authority projects reduced the potential for experience in working in partnership at an operational as well as strategic level, genuine knowledge sharing, engagement and added value has been enabled by the programme. More strategically, however, though by the end of the programme engagement with key partners had improved, an opportunity may have been missed in adequately influencing, and benefiting from, key strategic partners.

Programme Strategic Added Value

- 6.25 The RDA Impact Evaluation Framework²³ highlights the importance of assessing the Strategic Added Value (SAV) of RDA activity and RDA funded interventions. SAV is the wider regional and strategic benefit accruing from a project or programme over and above its direct output and outcome performance related to, inter alia:

- Strategic and/or Catalytic Activity
- Increasing Co-ordination, Alignment and Partnership
- Improving Intelligence and Influencing and Awareness Raising.

- 6.26 The contributions of the programme to these factors, as evidenced through the consultations, case study research and wider evaluation, are set out in the paragraphs below.

²³ <http://www.berr.gov.uk/files/file21900.pdf>

Strategic and/or Catalytic Activity

6.27 This aspect of SAV is related to increasing the profile of the region and the target area of the intervention, leading to increased confidence and investment in activities that have a ripple or multiplier effect on the economy in support of targeted strategic objectives. The contribution of the programme to this aspect of SAV includes:

- Phase 1 of the NWCCRP has been the only region-wide, coalfields specific, regeneration programme across all of England's coalfields communities. Consultations suggested that this has genuinely raised the profile of the coalfield areas of the North West at the national and inter-regional scale. Given the emerging context with the development of EP's CAZs and the increasingly strategic role of the CRT, the programme has delivered activity at a strategically opportune time. As such it provides an important example to other RDAs, public and private sector funders in the round, of how a partnership-led and joined-up approach to coalfields regeneration can deliver significant economic and social benefits.
- The NWCCRP Board is made up of a broad cross-section of public and private sector representatives, giving both added input into the programme, and increased outreach, acting as a catalyst and disseminator of success and learning across public and private bodies in the North West and more widely.
- Significant financial and strategic buy-in from other partners in the public and private sector has been generated by the programme. This provides significant potential for future investment to be levered for the regeneration of the coalfields. In total some £5 million of private sector investment into the coalfields was generated, together with over £10million of public investment.
- The survey of individuals suggested that increased confidence in seeking work and engagement in economic activity has been an important outcome of the programme. This has real potential to produce a 'trickle-down' effect into the wider coalfield communities through demonstrator effects and direct economic activity.

Increasing Co-ordination, Alignment & Partnership

6.28 This aspect of SAV is related to creating awareness and interest for regional partners and stakeholders to either work together where they previously may not have done or to work together in a more effective way that builds capacity. The contribution of the programme to this aspect is strong, as set out below:

- The programme has played an important role in facilitating formal partnership working in the region in the delivery of regeneration across the North West coalfields. The programme developed a regional response, albeit delivered on the ground by local partners. A broad range of partners have been engaged increasing the potential for future activity in the coalfields, and this has improved understanding of the issues present in the relevant areas.

- The evidence also suggests that more informal partnership working has been generated through the programme, amongst executives across the eight constituent local authorities, and between partners at the individual project level.
- The programme responded to a lack of investment in the region's coalfield areas by mainstream partners, regional bodies and discretionary regeneration funding streams. Through operating in areas not benefiting from significant other regeneration monies, the programme has contributed to increasing the alignment of coalfield regeneration with regional and national policy drivers in economic development and regeneration.
- Progress has been made in drawing-in key national stakeholders into the partnership, both financially and strategically, for example EP and CRT.

Improving Intelligence, Influencing & Awareness Raising

6.29 This aspect of SAV relates to providing an evidence base or lead to an increased knowledge and awareness about the issues being addressed and stimulating action to tackle them. The contribution of the programme to this aspect is set out below:

- There is evidence from the case studies of piloted activity developed by the programme being mainstreamed and influencing local service delivery, for example in our case study projects in St Helens and Warrington.
- There was also evidence from the case study research of projects within the programme delivering awareness raising to wider public sector partners of the deprivation and economic development challenges present in the coalfields.
- The programme developed effective appraisal tools for neighbourhood and locally based regeneration projects. This has potentially provided important learning for applicants and project officers across the eight participating local authorities in effective project appraisal and design.
- A number of the case studies provided examples of projects delivered by the programme building the confidence of local communities groups and individuals in 'getting involved' in regeneration through demonstrator effects.

Evidence from the case studies

Strategic Added Value at the project level - raising the profile of the coalfields within the wider borough – evidence from the Bolton coalfields...

Since 1983, Bolton Council has provided district-wide business support services through Business Bolton. One of the underlying aims of the New Business Start Up Skills project was to raise the number of people in Farnworth and Kearsley accessing mainstream business support. Building upon Business Bolton's existing system of business advisers working across the whole of the local authority area, the project funded a dedicated business adviser and project officer to operate specifically in the coalfield areas. In essence, this was a case of 'topping up' existing support to address the relatively low take-up of services in the coalfields communities.

Prior to this intervention, officers from Bolton Council had relatively little knowledge of the *specific* problems faced by people in these communities. Through the project, officers have developed a greater presence within Farnworth and Kearsley and a greater understanding of their particular needs. This knowledge has proved very useful in how Business Bolton reaches out and provides support to the coalfields communities and this learning will be taken forward in future projects.

Evaluation message

The programme has contributed notable levels of SAV over and above its direct output and outcome performance. Aspects of SAV provided by the programme include:

- the role of the programme in raising awareness of the ongoing socio-economic issues contained across the region's coalfields
- fostering partnership working between the local authorities across the region's coalfield areas
- piloting activity that has been mainstreamed by the public sector.

7: Conclusions and recommendations

- 7.1 This final section of the report sets out the conclusions of the evaluation. It also offers a number of recommendations to the NWCCRP Board and Central Management Team.

Programme development

- 7.2 The Phase 1 programme was based on a sound and well evidenced rationale. This included, at its core social equity issues with the coalfield areas of the region suffering from high – and often severe and concentrated – levels of deprivation. Co-ordination/institutional failures, labour market path dependency, and public good arguments strengthened this essentially distributional rationale.
- 7.3 These arguments provided a justification for public sector investment in the programme but did not necessitate NWDA intervention per se. However, the evidence suggests that there was a justified argument for NWDA support. In particular, the strategic influence of the RDA to lever wider funding and support, coupled with the level of financial input required to deliver a region-wide programme, ensured that NWDA support was appropriate. Further, this support was consistent with the national and regional strategic context and guidance from government to the RDAs to support regeneration activity in coalfields.
- 7.4 The NWCCRP Board and Central Management Team at Wigan MBC should be credited for securing this NWDA investment and in delivering a novel programme across England’s coalfield communities.
- 7.5 Going forward, there remains a rationale for public sector investment in regeneration activity in the region’s coalfields. Notably, the evidence indicates that the social equity and distributional arguments are still apparent. However, this rationale has shifted somewhat. In particular, as the productivity and GVA imperative increases and the policy context moves increasingly towards local authorities acting as the lead bodies for the delivery of economic development, greater emphasis must be placed on establishing specific market failures to justify public sector intervention in the coalfields.
- 7.6 The objectives of the programme were generally appropriate and well aligned to the equity and distributional arguments underpinning the intervention. However, the range of the objectives was very broad and potentially reduced the strategic focus of the intervention. The learning lesson is that any successor programme must adopt fewer, but more tightly, focused objectives. This may limit the range of projects delivered. Yet it will allow for those projects to be tightly focused on achieving specific and well-defined targets and aims. This should in turn be of benefit in delivering fit-for-purpose and effective regeneration activity and objectives should in turn be more consistently SMART.
- 7.7 The programme had a sound ‘theory of change’ underpinning its work. The activities delivered were well aligned to the rationale for intervention and generally contributing to the objectives of the programme. That being said, the varied approaches adopted across the eight local authority districts, ranging from focused, single element projects to in essence ‘mini-

programmes’, meant that the internal coherence and consistency of the programme was reduced. Whilst recognising the ever-present need to ensure interventions are place and target specific, future activity should focus on fewer, but more strategically aligned and thematically consistent, projects. This will require local authorities to ensure greater consistency in their programmes.

Spend and outputs

- 7.8 At an aggregate level, the programme has performed well in financial terms. Greater than expected match funding was leveraged, some £5million from the private sector and £1million from public sector partners. However, a small number of projects accounted for a significant majority of the match funding. Most projects generated under £500k of match funding, and the programme level data must be viewed in this light.
- 7.9 Further, in purely headline financial terms, one half of the programme expenditure was focused on projects in St Helens resultant of a number of large individual projects and their very impressive match funding generation. For the NWDA this may not be a critical issue given that aggregate programme-level financial targets were met. A key lesson to be drawn, however, is interventions should seek to ensure that expenditure is more equal and balanced – though still aligned with need – across the region’s coalfields to facilitate equity of outcomes for all coalfield communities. All local authorities, and delivery partners must have the capacity to generate good levels of match funding and design projects with this focus built-in.
- 7.10 The programme delivered significant gross outputs for the £21million total investment spread across the objectives of the programme. Importantly, below this headline level, outputs were not evenly distributed by local authority, so that, for example, of the 220 gross new businesses created, around 185 were in St Helens. Had other projects delivered to the scale of that achieved by St Helens projects, then the programme’s overall performance would have been very impressive indeed.
- 7.11 This imbalance owed to the fact that many projects supported by the programme contributed only minor or no outputs. Effectively, projects that did not deliver against NWDA outputs were supported by the Agency on the back-of projects that did. To a degree, this was inherent in the design of the programme and noted at the application stage. However, a relatively small number of projects have supported – through securing NWDA investment – other projects that would not otherwise have passed NWDA appraisal criteria. A key lesson to be gained from Phase 1, therefore, is that the NWCCRP should aim to ensure that all projects supported deliver against core sponsor output regimes as far as is practical and improve ‘burden-sharing’ in output delivery across the coalfield areas.
- 7.12 The additionality of the programme was good with regard to skills and employability support. This is consistent with the levels of under utilisation of resources, high worklessness and generally low skills found in the coalfields across the region. However, levels of additionality were somewhat lower for businesses supported, though still at a medium level compared to relevant benchmarks.
- 7.13 Following the transition to net effects, the evaluation suggests that the programme generated in total around 130 businesses created, 340 jobs created/safeguarded, and 35 hectares of

brownfield land reclaimed/redeveloped. Overall, at an output delivery level the programme delivered against what was expected of it from NWDA and other partners. The outputs are broadly positive for a public investment of £15million in areas suffering from long-term and to date largely intractable socio-economic challenges.

- 7.14 However, when viewed in the light of comparator data, the value for money of the programme – as measured by cost per net unit – was not as high as might have been expected. This was particularly true at an aggregated level. Taking into account the delivery of outputs set against specific themes, cost per job and business generated by the programme was more positive. Yet the value for money of the programme could have been considerably higher had the delivery of outputs across all projects been more consistent. This is effectively an issue to be addressed at the programme design stage. Successor programmes should ensure that this is fully taken into account in defining objectives and commissioning activities.

Programme outcomes and impacts

- 7.15 The findings from the business survey suggested important outcomes generated by the programme. In particular the direct impacts of support were perceived to be high on starting-up and developing a business. Further, the failures identified by respondents – for example, in knowledge of how to start a business or the need to access start-up finance – are consistent with the enterprise and equity rationales underpinning the programme. However, the survey provided evidence that improved follow-up support and guidance would be beneficial and the need for improved contact throughout delivery.
- 7.16 The findings from the individual beneficiary survey suggest that the outcomes on individual behaviour and capacity have also been important. In particular, the survey indicated that a high number of individuals have seen their employment prospects improve as a result of the programme, their confidence improved and their skills taken to a higher level. This has wider benefits for the regeneration of coalfields through reduced worklessness and the development of a culture that values employment and economic activity.
- 7.17 Positively, the survey suggested that businesses supported by the programme are satisfied with their area as a location for doing business. Additionally, respondents stated that they felt these areas had improved since 2004, specifically with regards to the quality of the local physical environment. In contrast, individuals were more cautious in their assessment of the coalfield areas as places to work/live though again progress was perceived to have been made in terms of the quality of the local physical environment. This is an area where the programme has concentrated significant effort and generated notable outputs and outcomes. The evidence suggests that this may have directly impacted on the perceptions of businesses and individuals.
- 7.18 Underpinning the ongoing rationale for further regeneration activity across the coalfields, the individual beneficiaries surveyed perceived that a lack of employment opportunities remained a legacy of the loss of mining. Addressing this issue clearly remains crucial and is a key lesson from the evaluation of Phase 1 to inform future activity.
- 7.19 The evaluation findings indicate that in terms of headline economic outcomes for the coalfield communities, some £1.1million of annual GVA per annum has been generated through the

new businesses created and around £3.5million of GVA per annum through new jobs created. For a broadly cast bottom-up regeneration programme with significant non-economic elements, with per annum inputs of some £5million, this suggests a sound, though modest, return on the public sector's investment. This is particularly the case given the deep-rooted economic challenges and failures facing many of the coalfields.

- 7.20 Directly attributing changes in secondary data (and therefore hard evidence of impact on contextual conditions) has not been possible through this evaluation. However, by placing the net outputs and outcomes of the programme in the context of changes in the secondary data, it is plausible that the programme contributed to positive changes in the coalfield conditions. Further, wider social and community impacts as well as important behavioural shifts within local mainstream agencies, should not be discounted as important impacts of the programme.
- 7.21 Relating this back to the objectives of the programme, the evaluation findings suggest that although the programme has not delivered a step-change in the economic, social and physical conditions across the coalfields, for an intervention of its scale, the programme has made an important contribution. However, as evidenced in the data analysis, considerable issues remain and the coalfields continue to lag behind their comparator areas in terms of economic growth and tackling concentrated pockets of deprivation.

Programme approach

- 7.22 In design, the essential strategic approach of the programme was fit-for-purpose. Indeed, the programme demonstrated good practice in undertaking a comprehensive research exercise prior to seeking funding from NWDA to establish the need for the programme and provide recommendations for effective delivery. Therefore once the funding came through it could 'hit the ground running' with established procedures, structures and objectives.
- 7.23 However, whilst the focus on a bottom-up model to identifying and developing projects worked well in terms of engagement and place-localisation, the evaluation's assessment is that the strategic steering of the programme was not sufficiently high. The absence of cross-district projects and the high levels of design autonomy provided to individual local authorities further diluted this strategic focus. As such, the extent to which the programme has impacted on issues across the coalfields, rather than within individual coalfields, is somewhat open to question. With a more integrating approach and commissioning across different geographies, greater synergy might have been realised.
- 7.24 That being said, the Phase 1 programme has delivered considerable learning and knowledge sharing across the coalfields including several pilot projects that have gone on to be mainstreamed. Further, it has raised the profile of the coalfields amongst policy makers and levered-in significant funding and investment. Work remains, however, to persuade mainstream agencies to allocate and pool more of their core budgets in order to tackle coalfield-specific issues, especially when other agendas, such as city-regions, are taking root.

Recommendations for going forward

7.25 Building on the findings set out above, the recommendations flowing from the Phase 1 evaluation are as follows:

- **Recommendation 1:** A rationale remains for a discretionary regeneration programme to supplement mainstream activity across the region's coalfields. Severe deprivation and a complex set of market and other failures persist. Given the substantial learning developed, effective operational partnerships established, strategic momentum gained and useful piloting of activity during Phase 1, a second phase of the NWCCRP could be an appropriate vehicle for such a programme.
- **Recommendation 2:** Regeneration activity across the coalfields should work to improve levels of strategic coherence and deliver a more integrated approach. This is required to address the long term issues afflicting coalfield communities. It should focus on fewer, but better aligned, objectives and projects, and adopt a commissioning approach to ensure that opportunity is linked with need.
- **Recommendation 3:** Future programmes should have a stronger and tighter thematic focus. All activity should contribute to the NWDA's agenda of economic growth and align with national thinking on economic development and the intersect between places and economic performance. The focus should therefore be on tackling worklessness, business development and growth and job creation. Wider regeneration experience suggests that if these underpinning wealth creation issues are tackled, then health, community and social failures will also in time be addressed.
- **Recommendation 4:** Where appropriate, partners should look to develop cross-district projects to maximise synergies and deliver outcomes across the coalfields, building on an improved understanding of functional economic geographies at the local and sub-regional scale.
- **Recommendation 5:** Given the current economic climate and an ever tightening public sector expenditure context, the evaluation of Phase 1 suggests that future programmes should focus on revenue based activities to ensure that the outcomes generated are sustainable and demonstrably impact on the underlying skills, employability and enterprise deficits that remain across the region's coalfields.
- **Recommendation 6:** Procedures for monitoring of beneficiaries at the project level should be improved in any future NWCCRP programmes to ensure that sufficient information is available for programme evaluation down the line. Project evaluation procedures should also be further developed to ensure effective mid-term and final evaluations can be undertaken that build learning and understanding across the programme.
- **Recommendation 7:** Going forward, greater emphasis needs to be placed on establishing specific market failures to justify public sector intervention in the

coalfields. Further, objectives need to be more SMART to allow for accurate tracking and evaluation down the line.

- **Recommendation 8:** Greater engagement and linking with strategic partners such as EP, CLG, CRT and mainstream agencies will be necessary in the future. The regeneration funding landscape is increasingly characterised by ‘shared pots’ and ‘pooled resources’ as opposed to sizeable discretionary or top-up budgets. Service provider support, matched funding and, crucially, the prospects of long-term sustainability are likely to be enhanced if the programme is well aligned with these funding conduits and strategic foci. Strategic influence and engagement increased over the last few months of Phase 1. This must be continued and deepened.
- **Recommendation 9:** With the evolving context in regeneration, those engaged in coalfields regeneration should look to ensure that projects delivered are aligned to, and embedded within, Local Area Agreements across the eight local authorities and Multi Area Agreements where applicable. In particular, they should seek to capitalise on the Working Neighbourhoods Fund monies allocated to six of the coalfield local authorities.
- **Recommendation 10:** The focus of coalfield partners should be on influencing mainstream partners to invest resources in the coalfield areas. In particular they should look to increasingly work through Local Strategic Partnerships to further embed coalfields regeneration activity at the heart of economic development across all eight local authorities.

7.26 The evaluation study team are aware that a Phase 2 programme is currently in development. It is essential that this programme responds to the recommendations set out above and draws on the wider lessons from the evaluation of Phase 1.

Annex A: Gross outputs and coalfield cameos

Programme-level outputs


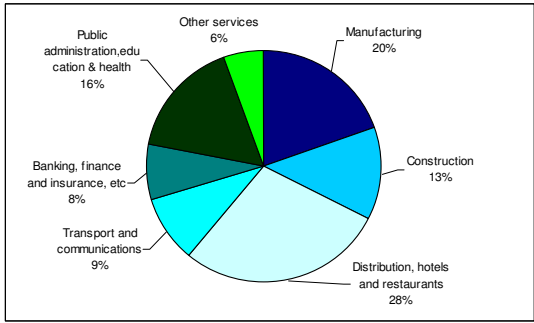
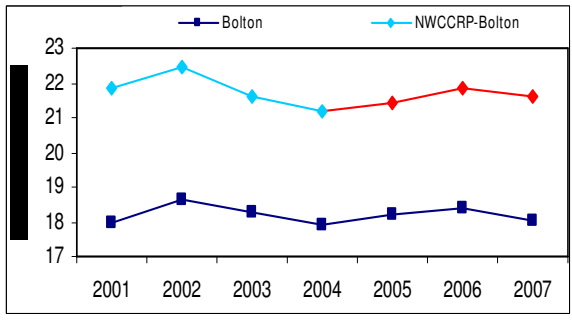
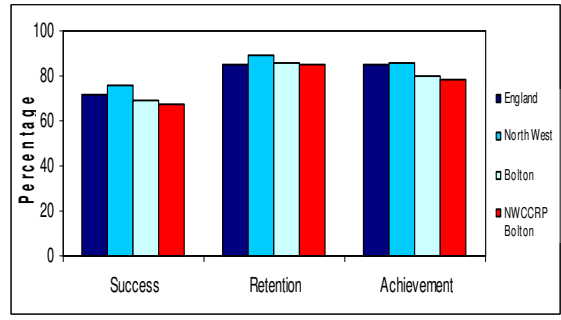
Table A-1: Achieved programme outputs achieved against NWDA Tier 3/Tasking Framework


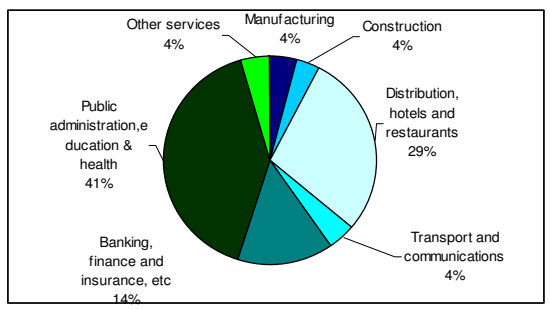
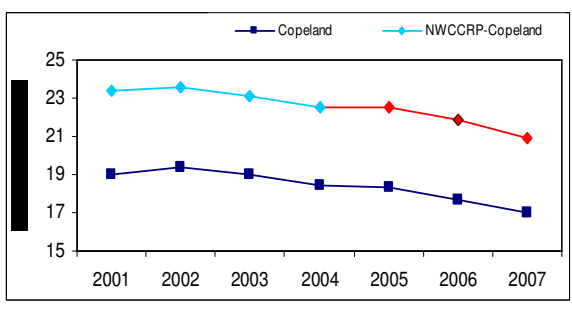
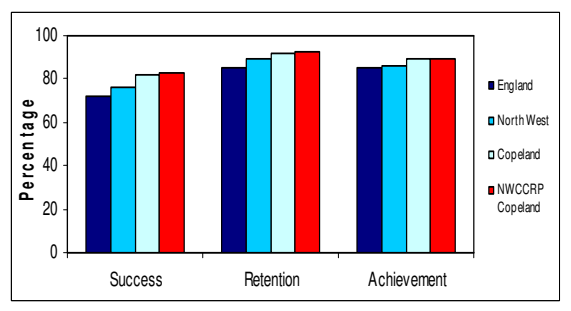
Output category	Gross outputs achieved	Outputs attributed to NWDA ²⁴
Jobs created or safeguarded	506	301
Jobs created	357	207
Jobs safeguarded	149	94
Number of people assisted to get a job	960	578
New Businesses created	219	93
First Time Inward Investment Success	0	0
Social Enterprises started up	10	7
New Farm Enterprises Created	0	0
Other businesses created	209	86
Business Support	158	151
Businesses engaged in new collaborations with UK knowledge base	2	2
Businesses assisted through Manufacturing Advisory Service	5	5
Businesses receiving Selective Finance for Investment grants	0	0
Businesses receiving Research & Development grants	0	0
Successful new exporters and firms successfully assisted into new markets	0	0
Number of businesses involved in supply chain projects	1	1
Innovation support initiatives	27	27
Businesses using RDA-funded incubators	0	0
Businesses assisted with management/leadership skills	68	63
Businesses assisted with resource efficiency	4	4
Businesses assisted with utilisation of ICT	17	16
Businesses assisted with corporate and social responsibility	34	34
Participating in Passport to Export	0	0


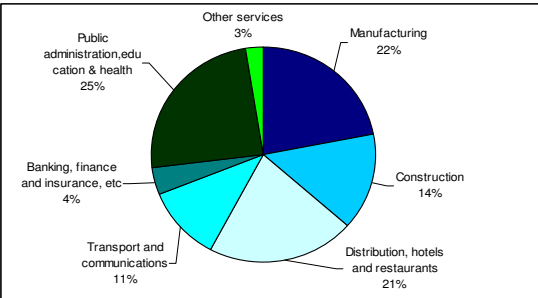
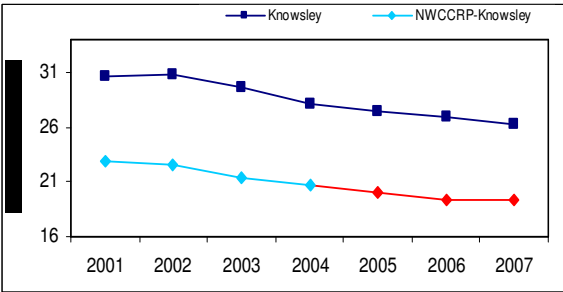
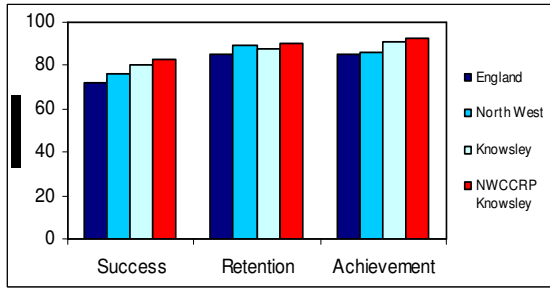
²⁴ These outputs are those reported as attributable to NWDA reported by Wigan MBC. For a discussion of this see Section 3.

Output category	Gross outputs achieved	Outputs attributed to NWDA²⁴
Involvement in inward investment successes for expansion	0	0
Inward investors receiving aftercare visits	0	0
Regeneration - public and private investment levered in support of infrastructure priorities		
Reclamation or redevelopment of brownfield land - public	2,934,628	2,344,597
Reclamation or redevelopment of brownfield land - private	100,402	100,402
Provision of tourism facilities - public	1,358,011	1,356,425
New or upgraded business premises, including incubators - public	2,177,836	2,046,396
Renaissance programmes including public realm - public	994,328	644,316
- private	19,900	19,900
Ha brownfield land reclaimed or developed	48	37
Sq m of floorspace for new or upgraded	8725	5801
People assisted in skills development	1048	971
Number of adults achieving at least NVQ2 qualification	78	74
Number of adults gaining basic skills as part of Skills for Life Strategy	53	52
Number of adults undertaking work based training	125	118
Number of adults gaining qualification at NVQ	0	0
Number of adults gaining Foundation Degree or higher	1	1
Number of economically inactive adults completing a vocational course	791	727
Number of adults completing an apprenticeship programme	0	0
Other outputs not transferred to Tasking Framework headline indicators		
Learning Opportunities Supported	3839	3473
Private Sector	28466	125
Business Receiving Advice	1	1
Business assisted on skills needs	457	94

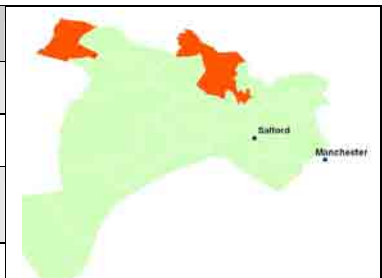
Allerdale coalfield											
NWCCRP Expenditure		Jobs created		Buss created		Buss supported		Skills assists			
Total £1.4m		NWDA £500k		67		5		4		95	
Total population 2006		% change 2001-2006		Working age population - 2006		% change in WAP 2001-2006		% LAD population - 2006		% LAD WAP - 2006	
19,195		-0.9%		11,658		0.7%		20.4%		20.7%	
Headline economic conditions				Labour market and skills conditions				Social and physical conditions			
Work-based employment in 2006		9,000		Number of JSA claimants in 2007		350		Number of IB/SDA claimants in 2007		1,640	
Change 2003-2006		-150		-1.7 %		Change 2000-2007		-265		-43.1 %	
Business data units 2006		700		IMD Skills indicator Proportion of LSOAs in most deprived ...		10%		20%		50%	
Change 2003-2006		-		2.6 %		% knowledge intensive in 2006		Employees 3.0%		Businesses 8.0%	
Change 2003-2006		-		2.6 %		Employees 3.0%		Businesses 8.0%		Hectares derelict land 2004	
										15Ha	
										Per 10,00 of pop - 7.8 Ha	
<p>Industrial structure of employment in 2006</p>				<p>Total Key Benefits Claimants 2000-2007</p>				<p>Average performance in 2003-04 for 19+ in further education ...</p>			

Bolton coalfield										
NWCCRP Expenditure		Jobs created	Buss created	Buss supported	Skills assists					
Total £940k	NWDA £247k	71	13	56	0					
Total population 2006	% change 2001-2006	Working age population - 2006	% change in WAP 2001-2006	% LAD population - 2006	% LAD WAP - 2006					
26,365	0.3%	16,172	2.5%	10.0%	10.0%					
Headline economic conditions			Labour market and skills conditions			Social and physical conditions				
Work-based employment in 2006		9,100	Number of JSA claimants in 2007		460	Number of IB/SDA claimants in 2007		1,940		
Change 2003-2006		-5,000	-35.4%	Change 2000-2007		-30	-6.1	Change 2000-2007	0	0%
Business data units 2006		800		IMD Skills indicator Proportion of LSOAs in most deprived ...			IMD overall indicator Proportion of LSOAs in most deprived ...			
				10%	20%	50%	10%	20%	50%	
				16.7%	50.0%	100.0%	27.8%	50.0%	94.4%	
Change 2003-2006		-	2.6%	% knowledge intensive in 2006		Employees	Businesses	Hectares derelict land 2004		
				4.4%	9.4%	19 Ha	Per 10,00 of population - 7.2 Ha			
Industrial structure of employment in 2006 			Total Key Benefits Claimants 2000-2007 			Average performance in 2003-04 for 19+ in further education ... 				

Copeland coalfield											
NWCCRP Expenditure		Jobs created	Buss created	Buss supported	Skills assists						
Total - £1.6m	NWDA - £485k	35	12	32	151						
Total population 2006	% change 2001-2006	Working age population - 2006	% change in WAP 2001-2006	% LAD population - 2006	% LAD WAP - 2006						
32,359	1.8%	19816	3.1	46%	45.9%						
Headline economic conditions			Labour market and skills conditions			Social and physical conditions					
Work-based employment in 2006		10,600	Number of JSA claimants in 2007		565	Number of IB/SDA claimants in 2007		2,365			
Change 2003-2006		-247	-2.3	Change 2000-2007		-465	-45.1	Change 2000-2007	-55	-2.3	
Business data units 2006		1000	IMD Skills indicator Proportion of LSOAs in most deprived ...			10%	20%	50%	IMD overall indicator Proportion of LSOAs in most deprived ...		
						17.4%	39.1%	78.3%	13.0%	30.4%	91.3%
Change 2003-2006		-	2.5%	% knowledge intensive in 2006		Employees 4.6%	Businesses 10.9%	Hectares derelict land 2004		93 Ha	Per 10,00 of population 28.9 Ha
Industrial structure of employment in 2006				Total Key Benefits Claimants 2000-2007				Average performance in 2003-04 for 19+ in further education ...			
											

Knowsley coalfield										
NWCCRP Expenditure		Jobs created	Buss created	Buss supported	Skills assists					
Total £221k	NWDA £179k	0	0	0	0					
Total population 2006	% change 2001-2006	Working age population - 2006	% change in WAP 2001-2006	% LAD population - 2006	% LAD WAP - 2006					
8,189	1.2%	5120	2.1%	5.4%	5.5%					
Headline economic conditions			Labour market and skills conditions			Social and physical conditions				
Work-based employment in 2006		2,500	Number of JSA claimants in 2007		135	Number of IB/SDA claimants in 2007		525		
Change 2003-2006		400	20.4%	Change 2000-2007		-75	-35.7	Change 2000-2007		
Business data units 2006		100	IMD Skills indicator Proportion of LSOAs in most deprived ...			10%	20%	50%	IMD overall indicator Proportion of LSOAs in most deprived ...	
Change 2003-2006		16	13.3%	% knowledge intensive in 2006		Employees 0.3%	Businesses 2.9%	Hectares derelict land 2004		
								5 Ha	Per 10,00 of population 6.1Ha	
Industrial structure of employment in 2006 			Total Key Benefits Claimants 2000-2007 			Average performance in 2003-04 for 19+ in further education ... 				

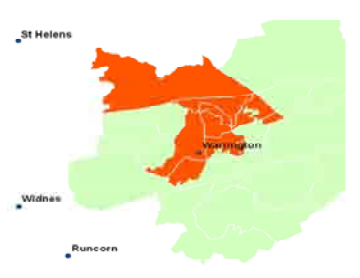
Salford coalfield											
NWCCRP Expenditure		Jobs created		Buss created		Buss supported		Skills assists			
Total £548k		NWDA £219k		8		1		3		25	
Total population 2006		% change 2001-2006		Working age population - 2006		% change in WAP 2001-2006		% LAD population - 2006		% LAD WAP - 2006	
25,110		1.8%		15,462		6.2%		11.5%		11.2%	
Headline economic conditions				Labour market and skills conditions				Social and physical conditions			
Work-based employment in 2006		8,900		Number of JSA claimants in 2007		480		Number of IB/SDA claimants in 2007		2,085	
Change 2003-2006		-200		-1.7%		Change 2000-2007		-15		-3.0%	
Business data units 2006		700		IMD Skills indicator Proportion of LSOAs in most deprived ...		10%		20%		50%	
Change 2003-2006		-		1.3%		% knowledge intensive in 2006		Employees 4.4%		Businesses 9.7%	
Change 2003-2006		-		1.3%		Employees 4.4%		Businesses 9.7%		Hectares derelict land 2004	
										92 Ha	
										Per 10,00 of population 37.2 Ha	
Industrial structure of employment in 2006 				Total Key Benefits Claimants 2000-2007 				Average performance in 2003-04 for 19+ in further education ... 			



St. Helens coalfield									
NWCCRP Expenditure		Jobs created		Buss created		Buss supported		Skills assists	
Total £10.4m		NWDA £1.4m		287		188		38	
Total population 2006		% change 2001-2006		Working age population - 2006		% change in WAP 2001-2006		% LAD population - 2006	
121,589		1.2%		74,826		1.7%		68.5%	
68.7%									
Headline economic conditions			Labour market and skills conditions				Social and physical conditions		
Work-based employment in 2006		41,700		Number of JSA claimants in 2007		2,035		Number of IB/SDA claimants in 2007	
8,760									
Change 2003-2006		2,800		7.3%		Change 2000-2007		-675	
								-24.9	
Change 2000-2007								-1,755	
								-16.7	
Business data units 2006		3,100		IMD Skills indicator Proportion of LSOAs in most deprived ...		10%		20%	
						50%		IMD overall indicator Proportion of LSOAs in most deprived ...	
						16.5%		39.2%	
						74.7%		24.1%	
								40.5%	
								75.9%	
Change 2003-2006		200		6.9%		% knowledge intensive in 2006		Employees 4.7%	
								Businesses 0.2%	
								Hectares derelict land 2004	
								161Ha	
								Per 10,00 of pop 13.3 Ha	
Industrial structure of employment in 2006			Total Key Benefits Claimants 2000-2007				Average performance in 2003-04 for 19+ in further education ...		



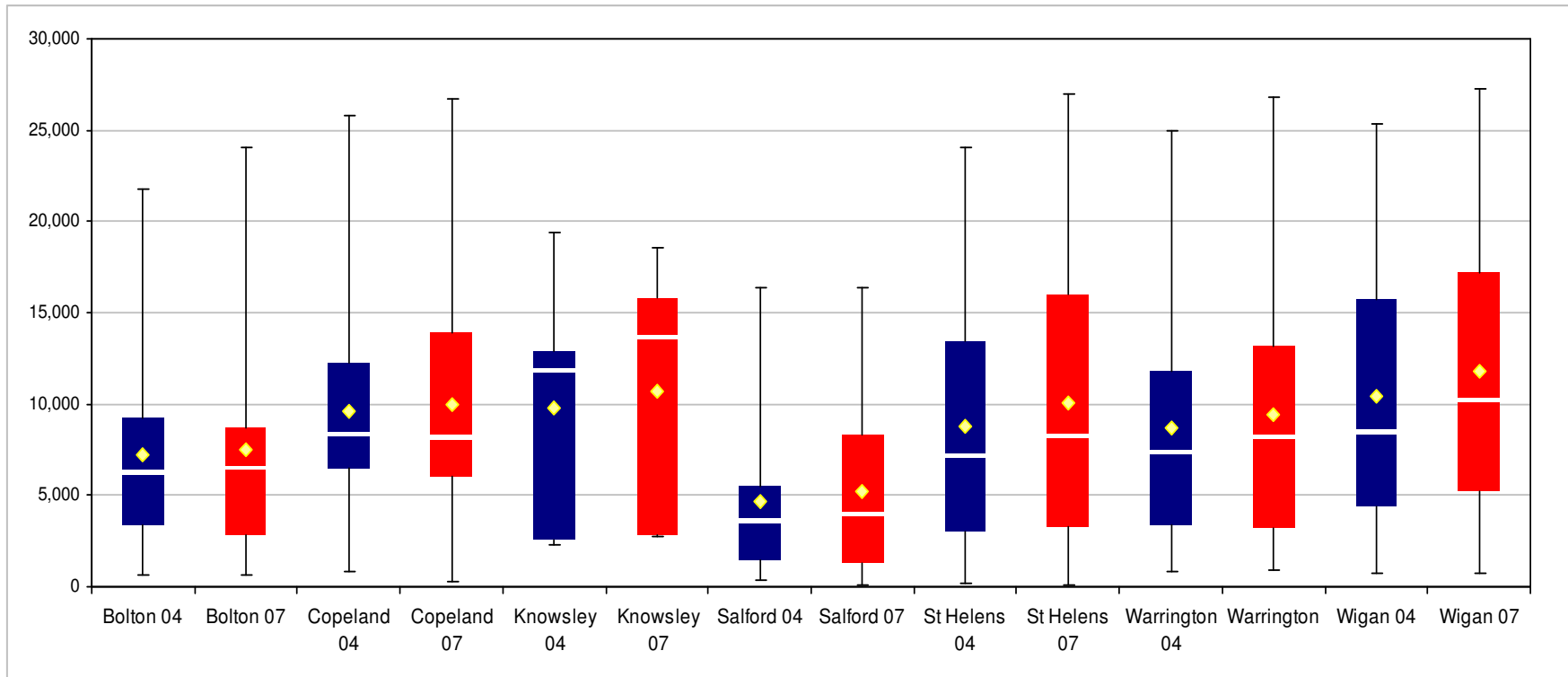
Warrington coalfield													
NWCCRP Expenditure		Jobs created		Buss created		Buss supported		Skills assists					
Total £1.1m		NWDA £408k		18		0		25		428			
Total population 2006		% change 2001-2006		Working age population - 2006		% change in WAP 2001-2006		% LAD population - 2006		% LAD WAP - 2006			
58,284		0.7%		36,533		1.9%		30.0%		30.2%			
Headline economic conditions				Labour market and skills conditions				Social and physical conditions					
Work-based employment in 2006		50,000		Number of JSA claimants in 2007		1,015		Number of IB/SDA claimants in 2007		4,085			
Change 2003-2006		1,500	3.1%	Change 2000-2007		-170	-14.3	Change 2000-2007		-430	-9.5		
Business data units 2006		2,800		IMD Skills indicator Proportion of LSOAs in most deprived ...		10%	20%	50%	IMD overall indicator Proportion of LSOAs in most deprived ...		10%	20%	50%
Change 2003-2006		200	5.9%	% knowledge intensive in 2006		Employees 7.1%	Businesses 10.3%	Hectares derelict land 2004		Number 45 Ha	Per 10,00 of pop 7.8 Ha		
Industrial structure of employment in 2006 				Total Key Benefits Claimants 2000-2007 				Average performance in 2003-04 for 19+ in further education ... 					



Wigan coalfield											
NWCCRP Expenditure		Jobs created		Buss created		Buss supported		Skills assists			
Total £4.7m		NWDA £1.3m		21		0		0			
Total population 2006		% change 2001-2006		Working age population - 2006		% change in WAP 2001-2006		% LAD population - 2006			
145,991		1.6%		91,515		1.5%		47.8%			
								48.0%			
Headline economic conditions			Labour market and skills conditions				Social and physical conditions				
Work-based employment in 2006		39,100		Number of JSA claimants in 2007		2,010		Number of IB/SDA claimants in 2007		10,000	
Change 2003-2006		-400	-1.0%	Change 2000-2007		-65	-3.1%	Change 2000-2007		-1,685	
Business data units 2006		4,100		IMD Skills indicator Proportion of LSOAs in most deprived ...		10%	20%	50%	IMD overall indicator Proportion of LSOAs in most deprived ...		
						14.9%	34.0%	70.2%	10%	20%	
						12.8%	34.0%	69.1%			
Change 2003-2006		200	5.4%	% knowledge intensive in 2006		Employees 5.5%	Businesses 11%	Hectares derelict land 2004		294 Ha	
										Per 10,00 of population 20.3 Ha	
Industrial structure of employment in 2006				Total Key Benefits Claimants KBC 2000-2007				Average performance in 2003-04 for 19+ in further education ...			



Changing levels of relative deprivation across the coalfields - overall IMD in 2004 and 2007



The Figure shows the SOA rankings for each North West Coalfield areas in terms of quartiles (the blue and red boxes show the second and third quartiles, the division being the white line, whilst the “whiskers” show the first and fourth quartiles). The yellow diamond is the average ranking for that district. The spread of deprivation in Knowsley, for example, is narrower than in Copeland or St Helens, but Salford has higher levels of deprivation (the grey boxes are nearer the x-axis). Fifty percent of SOAs in Salford are ranked in the top ten percent most deprived in the country. The y axis represents the number of SOAs in England (where 1 is the most deprived).

Annex B: Consultees

Overall evaluation consultees

Local Authority officers

- Brian Cowley - Knowsley Borough Council
- Susan Gambles - Wigan MBC
- Cath Howard - Allerdale BC
- Deborah Ivill - Salford City Council
- Jo Jackson - Warrington Borough Council
- Glynis Roebuck - Business Bolton
- Karen Rylance - St Helens
- Diane Ward - Copeland Borough Council

NWCCRP Board Members

- Councillor Keith Cunliffe
- Phil Greatorex
- Councillor Terry O'Neil
- Councillor Henry Wormstrup

Stakeholders and partners

- Janet Bibby - Coalfields Regeneration Trust
- Yasmin Fearon - English Partnerships
- Euan Hall - Land Restoration Trust
- Neil Morrey - NWDA
- Neil Mortimer - English Partnerships
- Mark Rolls - Communities and Local Government

Case study consultees

Allerdale

- Jennifer Bailiff - Thomas Armstrong
- Ben Brinicombe - Derwent and Solway Housing Association
- Cath Howard - Allerdale BC
- Councillor Peter Kendall - Allerdale BC and NWCCRP Board Member
- Angela Spencer - Home North West

Bolton

- Cllr Derek Burrows– Bolton Council and NWCCRP Board Member
- Glynis Roebuck – Business Bolton (Bolton Council)
- Michelle Sanderland – Business Bolton (Bolton Council)
- James Wilde – Business Bolton (Bolton Council)

Copeland

- Bern Hellier - ex Copeland BC
- Toni Megean - Copeland BC
- Chris Shaw - Pasish Council Clerk
- Diane Ward - Copeland BC
- Councillor Henry Wormstrup - Copeland BC and NWCCRP Board Member

Knowsley

- Brian Cowley - Knowsley MBC
- Cllr John Greer - Knowsley MBC and NWCCRP Board Member
- Cath Hindley - Licker Lane Pathways Board Member/ Trustee/Officer
- Sandra Mayers - Town Clerk- Whiston Town Council

St Helens

- Linda Gittens – St Helens Council
- Mark Jory – Helena Housing
- Jane Marshall – Halton & St Helens PCT

- Cllr Leon McGuire – St Helens Council and NWCCRP Board Member
- Neil Morris – Community Health Development Worker
- Karen Rylance – St Helens Council

Salford

- Bob Doherty – Swinton and Pendlebury Anglers
- Deborah Ivil – Salford City Council
- Tim Jones – Urban Vision (ex-Salford City Council)
- Cllr James King – Salford City Council and NWCCRP Board Member
- Cllr Maureen Lee – Salford City Council and NWCCRP Board Member
- Claire Tomkinson – Groundwork: Manchester, Salford & Trafford

Warrington

- Jo Jackson – Senior Regeneration Officer Warrington MBC
- Councillor Terry O’Neil – Local councillor and Chair of the NWCCRP Board
- Tim Smith – Senior Regeneration Officer Warrington MBC

Wigan

- Keith Cunliffe - Wigan MBC and NWCCRP Board Member
- Adam Edwards - BigLottery Fund
- Claire Greenwood - Wigan MBC.
- Paul Haunch - Groundwork

Annex C: Summary list of projects

Project	Key dates	Description
Y2003 Enterprising Communities (Copeland)	Approval Date: 26 November 2004 End Date: 31 March 2007 Start Date: 1 December 2004	The programme represents three specific projects, which aim to co-ordinate a range of activities within the Coalfield area to support growth in the capacity for establishing enterprises. They are: Social Enterprise in North Copeland – to provide intensive support to individuals or small groups to assist them to gain employment. Inbiz Enterprise Support – will work predominantly with unemployed people to encourage them to consider self-employment as an option. Business advisors will work with clients to assist them to take forward business ideas. Haig Colliery Mining Museum - the museum is seeking funding to continue the current staffing structure and enable it to extend its range of activities.
Y2004 Clean & Green Team (Copeland)	Approval Date: January 2005 End Date: March 2008 Start Date: 1 January 2005	The council employed two trainee operatives to form a 'clean & green team' with three existing trainees in the Council's Parks Section. The trainees will be unemployed from the eligible coalfield area. The project is designed to clean up and manage areas of poorly maintained open space for which the council does not have a statutory responsibility. Vocational training will be provided in grounds maintenance and cleansing.
Y2005 Mining Communities Environmental Programme (Copeland)	Approval Date: 26 November 2004 End Date: June 2007 Start Date: January 2005	To deliver community led improvements to poor quality home spaces in the Coalfield wards of Howgate, Barnsty, Hensingham and Cleator Moor North. Five projects have been identified with three strands as follows: <ul style="list-style-type: none"> • A 'Gateway Project' to improve the approach to Whitehaven from the north and south along the A595 trunk road and a key route into Cleator Moor from the east. Landscape improvements will include wild flower planting, incorporation of mining artefacts, together with seating areas to improve the perception of the area. • A 'mining villages community space' project to improve the public realm – three specific projects identified a) Moresby Parks Back Lane project b) improvements to Parton Village Centre; c) Lowca Village landscaping • Development of a community space on the site of an old quarry (Hensingham). This project will create informal space, allotments and play area.
Y2006 Allerdale Invest	Approval Date: 26 November 2004 End Date: 30 June 2005 Start Date: 1 December 2004	A number of targeted community development initiatives offering grants from the community chest to develop future projects will be developed. The project is intended to be a one-off community funding opportunity and will support one project in each of the coalfield wards. An example of the use of the grant would be to support limited capital works i.e. village hall, which would allow the building to be used for training initiatives.
Y2007 Tourism Development (St Helens)	Approval Date: 26 November 2004 End Date: September 2007 Start Date: November 2004	To develop, grow and promote St Helens tourism sector within the wider (sub-) regional context, in order to maximise its contribution to the wealth creation and regeneration of the local, sub-regional and regional economies. This is framed within the 'Tourism Development Initiative' which aims to: raise/improve the tourism profile and external image; maximise the unprecedented tourism-related opportunities presented to St Helens; improve the liveability of St Helens as a place to live, work, invest and visit; improve the performance of local tourism businesses; create new employment opportunities; develop

Project	Key dates	Description
		new local tourism products and create new packages from the existing offer; develop the quality of the local tourism product and enhance associated skills levels; and to create an environment conducive to greater private sector investment in the local sector.
Y2008 Entrepreneur Kick Start (St Helens)	Approval Date: 26 November 2004 End Date: 31 March 2007 Start Date: November 2004	To increase the number of business start-ups by providing a comprehensive business advice and support package. The project will be targeted at residents or individuals seeking to start a business in, or serving the designated coalfield communities. Because advisors will assist potential new businesses to develop their ideas and produce a business plan. The project will also organise a series of half-day workshops covering key business topics directly relevant to new businesses. Seminars will be held involving professional organisations involved in assisting business start-ups.
Y2009 Centres & Grants for Coalfield Communities (St Helens)	Approval Date: 26 November 2004 End Date: 31 March 2007 Start Date: January 2005	The project has two elements: First, to facilitate the development and/or refurbishment of six neighbourhood centres to meet the needs of the local communities. The centres provide opportunities for residents to access training, education, employment, healthy living activities, childcare and personal development activities. In addition a small grants scheme – Community Support Fund – will be available for voluntary and community groups. The fund will provide grant assistance to build capacity; support economic regeneration and foster self help activities. St Helens Council will be responsible for the overall admin, monitoring and financial accountability and work in partnership with St Helens CVS to assist in identifying groups requiring support.
Y2011 New Bury Residents Centre (Bolton)	Approval Date: 26 November 2004 End Date: 31 March 2005 Start Date: 27 November 2004	Refurbish and extend a former library to create a community building for use by the residents association of the New Bury estate in Farnworth. The new building will provide a number of benefits to the community including: an upgraded kitchen facility, drop in café, office accommodation, an open plan community room and disabled toilet facilities. The building will be used to provide numerous activities including a kids club and after school club, a community police officer point of call, credit union, a meeting venue and training facilities including IT, to cater for all ages.
Y2012 Competitive & Enterprising (Warrington)	Approval Date: 26 November 2004 End Date: September 2007 Start Date: November 2004	The grant will support projects, which increase local competitiveness, by improving educational attainment levels and basic skills or increase enterprise activity and develop community capacity building. Project activity will take place in Bewsey and Whitecross, Burtonwood and Winwick, Fairfield and Howley, Orford, Poplars and Poulton North.
Y2013 Transforming Your Space (Wigan)	Approval Date: June 2005 (NWDA) End Date: 31 March 2007 Start Date: June 2005	Transform ten small communities within former coalfield areas through environmental initiatives addressing – untidy, unattractive landscapes, lack of accessible green spaces to social problems such as poor health, poor investment and low levels of unemployment. This will be achieved through the active involvement of local people to ensure the areas become safer, healthier, cleaner, greener, better designed, more welcoming and more accessible for everyone.
Y2014 LIVIA Community Engagement Programme (Salford)	Approval Date: 26 November 2004 End Date: March 2007 Start Date: December 2004	Deliver a range of specific regeneration projects in the Pendlebury Ward and areas of Swinton North and South. A Community Link and Youth Officer will assist local organisations to deliver community based projects. Projects identified are: Clifton Resource Centre – refurbishment to provide a base for a range of support services for the local community; Green Gym Project operated by BTCV to provide a range of physical improvements to the environment suitable for all ages, ability and fitness; Swinton Car Project run by volunteers supported by Swinton Youth partnership to provide car repairs/maintenance tuition for young people with or at risk of vehicle crime offences; Swinton & Pendlebury Anglers to construct fishing access for

Project	Key dates	Description
Y2015 Wigan Healthy Schools	Approval Date: 29 March 2005 End Date: March 2008 Start Date: 1 April 2005	disabled anglers at Queensway mere and construct a pond for use by local schools as an educational resource; Operation Gate It – install CCTV to meet the request of local residents, businesses and community groups; Open Space Improvements Programme engagement of local residents on environmental works to improve the streetscape and overall image of the area. To improve the health of young people, specifically pupils of schools located within the coalfield areas. The project will deliver training to teachers and non-teaching staff based in schools, to support schools gains Healthy School accreditation. This will benefit the school environment improving learning and qualifications to enable children leave education with qualifications and skills that are relevant to the local, regional and national economy.
Y2016 A58 Park Boulevard (St Helens)	Approval Date: 29 March 2005 End Date: 31 March 2007 Start Date: 1 April 2005	To improve the environmental conditions along the A58 between Boardman’s Lane and Fingerpost. This will be achieved by improving the environmental and visual quality through soft landscaping, street works and key focal point enhancements. In addition road safety, local open spaces and temporary landscape improvements to derelict sites will be improved, with access roads to properties constructed along with cycle track facilities.
Y2017 Healthy St Helens	Approval Date: 29 March 2005 End Date: 31 March 2008 Start Date: 13 April 2005	The project aims to improve the health of residents across the borough by making available health improvements opportunities at a local level. A dedicated Community Health Development Worker will provide a link between existing health initiatives such as smoking cessation, active ageing, and teenage pregnancy and community food projects, raise awareness of the importance of healthy lifestyles in priority neighbourhoods. A further role will be to develop relationships and training for partner agencies that provide other services to residents within identified estates in order to ensure the legacy of well-trained individuals can continue this work when the two-year project has ended.
Y2018 Enterprising St Helens	Approval Date: 29 March 2005 End Date: 31 March 2007 Start Date: 1 April 2005	The project is split into three parts: <ul style="list-style-type: none"> • St Helens ILM project will provide appropriate pre-employment support for economically disadvantaged excluded people that meet individual needs. Provide short sessions of individual bespoke training to enable them to become job ready. Provide a range of work/project placements for the above target groups. Assist all client groups into mainstream employment with a target of 35 obtaining sustainable employment. • Transport Museum to create a lively, stimulating, educational and accessible museum to conserve, exhibit and develop one of the finest collections of historic road vehicles in the country for the widest possible group of users. • Duke Street refurbish the stretch of properties from 99 – 129, including new shop frontages, roof replacements/repairs, new rainwater goods, brick cleaning, rendering as required. Rear boundaries of properties will be rebuilt to provide secure and visibly improved screen walls.
Y2019 Starting Point (St Helens)	Approval Date: 29 March 2005 End Date: 31 March 2007 Start Date: 13 April 2005	Provide an all encompassing employer and opportunity driven ‘One Stop Shop’ in St Helens town centre. This will provide a range of high quality individually tailored assessment, guidance, support and training services for learning and work, to the Coalfield residents of working age in St Helens, whatever their education and employment status.
Y2020 Warrington Engaged Communities	Approval Date: 3 June 2005	A themed project, which invites proposals from the Coalfield areas within Warrington to apply for grant assistance. Projects will vary and anticipated work will include: Transferable learning opportunities; Social Capital in designated areas; Unemployed

Project	Key dates	Description
	End Date: 30 September 2007 Start Date: 25 September 2005	people – to encourage/motivate people to take steps to improve their employability; Young People – deliver capacity building, enhanced facilities and support etc. Local Communities – to assist in development of partnerships or networks and to improve local venues to create a ‘feel good’ factor in the coalfield communities.
Y2021 Warrington Healthy & Attractive	Approval Date: 3 June 2005 End Date: 30 September 2007 Start Date: 25 September 2005	This project is a themed application for a range of projects to be supported under the Healthy & Attractive Communities theme. These projects may include areas such as health awareness, sports/leisure development, neighbourhood centres, buildings, land and green space improvements.
Y2022 Moving On – Moving Up (Wigan)	Approval Date: 5 August 2005 End Date: March 2008 Start Date: 25 September 2005	The project is a personal development programme for unemployed adults, linked to work experience and future intermediate labour market opportunities, together with assistance to help them find and sustain suitable employment. Work experience will involve landscaping, gardening, basic repair and maintenance, painting etc.
Y2023 New Business Start Up Skills & Job Creation (Bolton)	Approval Date: 8 July 2005 End Date: 31 March 2007 Start Date: 25 September 2005	This project provided a new business start up programme aimed at people/groups who intend to start/newly created social/community enterprises or micro-businesses in the areas of Farnworth and Kearsley. Outreach support and business advisers will be available locally for the duration of the project along with various training workshops.
Y2024 Cumbria Academy of Sport (Copeland)	Approval Date: 5 August 2005 End Date: 30 September 2007 Start Date: 25 September 2005	To upgrade the Copeland Stadium at Hensingham to provide a first class community athletics, rugby and fitness facility. This will include a capital investment in improvements to the stadium including an all weather pitch and employ a sports development manager to maximise the use of facilities; develop community and school use of the subsidiary sports; encourage local people to become trained and qualified in a range of sports employment areas; and develop the facility so that it becomes self sustaining after three years.
Y2026 Hindley Town Centre Enhancements (Wigan)	Approved Date: 25 November 2005 End Date: March 2009 Start Date: November 2005	The project is a targeted programme of environmental improvements within the Hindley Town Centre Conservation Area. The project will improve the appearance of the town centre environment, bringing vacant and under used buildings back into use and improve a key town centre gateway area. This will compliment the Enterprising theme by providing premises for new businesses and thus increase the level of entrepreneurship within the community.
Y2026 Coalfield Recreation & Environment (Bolton)	Approval Date: 16 September 2005 End Date: 31 October 2007 Start Date: 25 September 2005	The project comprises two key initiatives to improve the environment of the coalfield area of Farnworth and Kearsley and provide improved recreational facilities. The first element is a programme of improvements to three parks and recreation areas. This is intended to maximise benefits for residents across the Coalfield area. The second element is the reclamation of a derelict former railway to create a footpath and cycle way. This will also help to promote a healthier lifestyle among residents of the Coalfield area.
Y2027 Cronton Coalfield Feasibility	Approved Date: 24 February 2006 End Date: March 2006	This is a joint venture between Knowsley MBC and Everton Football Club to explore the feasibility of the development of an international soccer and sports centre at Cronton, including the provision of facilities for women and disabled sports team of all ages and abilities.

Project	Key dates	Description
Study (Knowsley)	Start Date: January 2006	
Y2028 Wigan Enterprising Communities	Approved Date: 20 March 2006 End Date: 31 March 2008 Start Date: March 2006	The project offers grants to local businesses or community enterprises to improve or develop vacant or derelict buildings in coalfield target areas. This will address the environment, physical and social decline of the areas, as well as creating job opportunities for local residents.
Y2029 West Cumbria Retail Training & Upskilling Initiative (Allerdale)	Approved Date: 30 March 2006 End Date: 31 March 2008 Start Date: April 2006	The aim of the project is to assist unemployed residents within targeted communities in West Cumbria, to gain employment in the retail industry. The accountable body for the project is Allerdale Borough Council.
Y2030 Coalfield Community Centre Sports Facilities (St Helens)	Approved Date: 10 April 2006 End Date: 31 May 2007 Start Date: September 2006	The project is to provide two Community Centres within St Helens (Bold Miners Neighbourhood Centre and Clock Face Miners Recreational Club), modern changing facilities that will enable them to cater for the wide range of sporting activities on offer and numbers of users of the club that are members. The project will enable three new changing rooms be constructed at Bold Miners and the existing facilities redeveloped to house 3 changing rooms and storage space for training equipment and grounds maintenance vehicles.
Y2031 Allerdale Invest 2	Approved Date: 14 July 2006 End Date: December 2007 Start Date: July 2006	The project will operate a small grants scheme over a period of 18 months to provide capital and revenue funding between £100 - £10,000 to the voluntary sector and community groups within Coalfield wards. The grants will support activities which meet the Coalfield Programmes objectives of creating healthy, enterprising and engaged communities.
Y2032 Allerdale at Work	Approved Date: 14 July 2006 End Date: September 2007 Start Date: July 2006	The project consists of two elements: <ul style="list-style-type: none"> • A programme of capital works to community spaces and buildings • The implementation of an ILM initiative to help people from Coalfield wards to employment within the construction industry. The ILM initiative will be delivered by the contractor carrying out the capital works.
Y2033 West Coast Gym (Copeland)	Approved Date: 6 November 2006 End Date: March 2008 Start Date: November 2006	The project will refurbish a Social Club to provide a community and fitness centre operating as a community centre on the Mirehouse estate, Whitehaven. The refurbishment will include the creation of a community room, rewiring of the centre, installation of a new floor in the fitness suite, creation of a reception area and upgrading of the plumbing associated with the changing facilities. External work will concentrate on improving the appearance of the building and associated car park.
Y2034 George Howard Centre (Knowsley)	Approved Date: 23 February 2007 End Date: March 2008	The project will refurbish and remodel an existing community centre in Whiston, one of the 10% most deprived wards in the country. The refurbished centre will provide a dedicated one stop shop for a comprehensive range of neighbourhood services including free training courses for the unemployed.

Project	Key dates	Description
	Start Date: March 2006	
Y2035 Northside, Moorclose & Westfield Estates Improvement Programme (Allerdale)	Approved Date: 28 March 2007 End Date: March 2008 Start Date: April 2007	This project aims to enhance three former coalfield communities which are all significantly deprived and in need of investment to create better quality public spaces and facilities for local people
Y2036 St Helens Big Art	Approved Date: 23 February 2007 End Date: March 2008 Start Date: April 2007	The aim of the project is to stimulate significant and long-term improvements to the economy of St Helens and its coalfields areas by using a landmark piece of public art to help change perceptions and increase the profile of the borough in the minds of potential tourists and inward investors. It will catalyse local communities, instil pride and confidence and boost its creative and cultural sectors. The project aims to have a catalytic and transformational impact on the borough's post-industrial regeneration similar to the effect of the Angel Of The North in Gateshead.
Y2037 Get Off The Bench (St Helens)	Approved Date: 23 February 2007 End Date: March 2008 Start Date: April 2007	The funding will provide a motivational personal development programme for young people at a disadvantage or facing exclusion. The project will be delivered with assistance from St Helens Rugby League Football Club. The programme will target young people aged 16 – 19 from St Helens eligible coalfield wards not in education, training or employment.
Y2038 Leigh Sports Visit skills shop (Wigan)	Approved Date: 28 March 2007 End Date: March 2008 Start Date: April 2007	The Leigh Sports Village Skills shop will facilitate links between residents, particularly those who are currently workless and the job opportunities on offer. It will provide a range of support and training for individuals that will meet their specific individual needs and maximise their chances of accessing permanent paid employment at the Sports Village.
Y2039 Community Capital Facilities Grant Project	Approved Date: 28 March 2007 End Date: March 2008 Start Date: April 2007	The project is designed to target resources across the coalfield communities in order to improve or develop community facilities. The programme will provide funding for a range of project requirements from feasibility studies through to capital costs, guidance and training on capital asset management through to maintenance and revenue costs. The project will offer an integrated approach to supporting the development of community facilities with the key purpose of addressing the lack of community facilities with the key purpose of addressing the lack of community facilities in specific coalfield areas and to ensure the facilities remain viable and the ongoing costs are met or income generated, beyond the capital grant investment.
Y2040 Community Skills Development Programme (Salford)	Approved Date: 1 June 2007 End Date: 31 March 2008 Start Date: 27 June 2007	The project is to provide a dedicated Community Skills Development Officer and Community Link Officer time to help raise the capacity of local community groups. This will be achieved by providing groups with training and support, to enable them to develop and implement their own environmental improvement projects in their neighbourhoods. Groundwork has developed a toolkit and modularised training programme to help residents gain the skills and confidence needed to deliver their own projects.

Annex D: Survey metrics and methodology

- D.1 In total 141 survey interviews were completed, 42 with businesses and 99 with individuals supported. These responses were drawn from a total of 642 applicable contacts provided to the study team – around 250 businesses and 400 individuals. Therefore at an aggregate level the survey represents 22% of the **available population** and provides a +/-7.5% confidence interval at a 95% confidence level.
- D.2 However, the contacts made available to the study team did not represent the potential full population of businesses and individuals supported. As set out in Section 3, gross outputs included some 158 businesses supported and 219 created, 960 people assisted to get a job and 970 in skills development. This number of respondents was simply not made available to the study team by project officers. As a result it was not possible to capture respondents from all projects. In part this was intrinsic to the approach of the survey work. Public realm or community engagement projects in particular were unlikely to have specific – and direct – respondents. Therefore, the surveys captured issues relating to the local environment and engagement through specific questions in the business/individuals.
- D.3 More, importantly, however, some projects supplied more beneficiary contacts than others, whilst some provided no beneficiary data at all. The survey results are therefore based on beneficiaries from 18 of the 37 projects. Further, for both the businesses and individuals supported surveys one project represents around a half of the total number respondents - New Business Start Ups and Job Creation in Bolton for businesses and Leigh Sports Village Skills Shop in Wigan for individuals. The Table below sets out the number of respondents by project for the two surveys in detail.

Table D:1 - Survey respondents by project

Survey 1 - Business respondents	Survey 2 - Individual respondents
New Business Start Ups & Job Creation (Bolton) - 20	Leigh Sports Village Skills Shop (Wigan) - 53
Entrepreneur Kick Start (St Helens) - 12	Moving On- Moving Up (Wigan) - 16
Allerdale At Work (Allerdale) - 3	W Cumbria Retail Training & Upskilling Initiative (Allerdale) - 11
Enterprising Communities (Wigan) - 2	Community Skills Development (Salford) - 5
Enterprising Copeland - 2	Get Off The Bench (St Helens) - 3
Northside, Mooreclose & Westfield Improvements (Allerdale) - 2	Healthy & Attractive (Warrington) - 3
West Coast Gym (Copeland) - 1	Healthy St Helens (St Helens) - 3
	Starting Point (St Helens) - 2
	Competitive & Enterprising (Warrington) - 1
	Engaged Communities (Warrington) - 1
	Enterprising St Helens (St Helens) - 1
Total - 42	Total - 99

Source: SQW Consulting

- D.4 The methodological approach taken in the analysis was to assume that the responses were representative of the programme as a whole as the responses to individual projects did not provide sufficient sample sizes. In order to provide logical consistency, the results of the survey were therefore grossed up to the programme level only. For example, we did not analyse net outputs or outcomes at the level of individual local authorities, themes or projects.

Annex E: Technical note on gross to net analysis

- E.1 The means of undertaking the assessment for translating gross to net outputs has drawn on three core sources of evidence. First, primary evidence from our survey of businesses and individuals supported by the programme. Second, in some cases as it is difficult to assess certain effects using survey work (e.g. multiplier effects) we have drawn on accepted guidance (e.g. EP Additionality Guide). Third, we have used findings from previous evaluation work in the coalfields and more widely (for example, SQW's national evaluation of regeneration across the English coalfields) to calibrate and refine the findings.
- E.2 The level of geography used in the transition from gross to net outputs can have a significant impact on gross to net ratios (when considering multiplier effects, displacement and leakage). Therefore, it is important to note that the different factors of additionality have been considered at the neighbourhood, or local level rather than regionally i.e. leakage includes those benefits going outside of the coalfields area.
- E.3 Further, and crucially, we analysed the survey results at the 'programme level'. Our sample size was not large enough to specify varied ratios based on projects/themes/local authorities.
- E.4 The Table below sets out the methodology used to derive additionality coefficients from the beneficiary surveys.

Table E:1 - Gross to net methodology

	Net business assisted	Net employability/skills assisted
Deadweight equals the extent to which outputs would have occurred anyway, without the intervention (i.e. are additional)	Proportion of beneficiaries indicating would have achieved benefits in full without the project + proportion of beneficiaries indicating they would have achieved reduced benefits multiplied by 0.5 (0.5 used as a proxy for partial scale additionality) + proportion of beneficiaries indicating that they would have achieved benefits later multiplied by 0.25 (0.25 used as a proxy for partial time additionality) + proportion of beneficiaries indicating that they would have achieved benefits in a different way multiplied by 0.25 (0.25 used as a proxy for partial quality additionality)	Proportion of beneficiaries indicating would have achieved benefits in full without the project + proportion of beneficiaries indicating they would have achieved reduced benefits multiplied by 0.5 (0.5 used as a proxy for partial scale additionality) + proportion of beneficiaries indicating that they would have achieved benefits later multiplied by 0.25 (0.25 used as a proxy for partial time additionality)
Leakage equals the proportion of outputs which benefit those outside the intervention's target area	Leakage assumed to be low as all participants from within coalfield areas to qualify. 0.95 used as a proxy for low leakage drawn from previous evaluation evidence	Leakage assumed to be low as all participants from within coalfield areas to qualify. 0.95 used as a proxy for low leakage drawn from previous evaluation evidence for employment support as some evidence of longer-term jobs going outside the coalfield and no leakage for skills support as all individuals from within the coalfields
Displacement equals where the project reduced outputs elsewhere in the target area e.g. assisted and non-assisted business competing in the same market	The average proportion of business that would go to others within the local area if the benefiting business were to cease trading tomorrow	Displacement effects assumed to be low given low utilisation of resources in coalfields and low levels of economic activity, and so coefficient used is 0.75 which is taken from EP Additionality Guide as well as alternative evidence drawn from elsewhere
Substitution equals where a beneficiary	The proportion of beneficiaries indicating that they were unable to undertake other	Proportion of beneficiaries indicating that they were unable to undertake other training

	Net business assisted	Net employability/skills assisted
substitutes one activity for a similar one to take advantage of public sector assistance i.e. within firm displacement	business development activities because of the project... multiplied by the average proportion of benefits that the alternative activities would have generated (in comparison to those generated by the project). No evidence was found in the survey for levels of substitution.	activities because of the project... multiplied by the average proportion of benefits that the alternative activities would have generated (in comparison to those generated by the project)
Multiplier effects equal the second-round effects on the level of economic activity (output, income or employment) associated with an intervention	<p>Judgement required on:</p> <ul style="list-style-type: none"> Is there spare capacity within the coalfields' economy? If so, multiplier effects can be applied. If not, multiplier effects are not applicable. It is clear that there is spare capacity given the fact that the programme was about utilising spare capacity and given the existence of other factors, e.g. unemployed labour and capital resources. We have applied evidence using the EP Additionality Guide (multiplier = 1.15) for medium multipliers as local level 	<p>For employment support:</p> <ul style="list-style-type: none"> Is there spare capacity within the coalfields' economy? If so, multiplier effects can be applied. If not, multiplier effects are not applicable. It is clear that there is spare capacity given the fact that part of the programme has been about utilising spare capacity and given the existence of other factors, e.g. unemployed labour and capital resources. We have applied evidence using the EP Additionality Guide (multiplier = 1.15) for medium multipliers as local level for employment support Not applicable to skills assistance
Gross to net calculation	<p>Make gross to net adjustment:</p> $N = G(A*L*D*S*M)$ <p>Where N= net outputs, G= gross outputs, A= proportion of non-deadweight, L= proportion of non-leakage, D= proportion of non-displacement, S= proportion of non-substitution and M= multiplier coefficient</p>	

Source: SQW Consulting

Annex F: Businesses supported survey

Good morning/ afternoon.

My name is **xx** and I'm calling from QA Research, an independent research agency. SQW Consulting and ourselves are carrying out a review of activities of the North West Coalfields Regeneration Programme. I understand that your business has benefited from **project name** delivered by the Programme, and would like to ask you about your experiences. Our conversation will take about 15 minutes. A number of the questions relate to the financial performance of your business so it would be helpful if you could have your latest accounts to hand. All your comments will be treated in the strictest of confidence.

Is it convenient for us to conduct the survey now or would it be better for us to call you back later?

1: Respondent details

Name of Company	
Contact Name	
Position	
Contact Number	
Contact email	
Project	
Location of business (postcode)	

2: Your business

1. Which of the following structures best describes your organisation? (Tick one)			
Sole trader	<input type="checkbox"/>	Public limited company	<input type="checkbox"/>
Partnership	<input type="checkbox"/>	Registered charity	<input type="checkbox"/>
Private limited company	<input type="checkbox"/>	Other (please specify)	<input type="checkbox"/>
2. And is your organisation ...			
A profit driven business	<input type="checkbox"/>	A voluntary sector body	<input type="checkbox"/>
A social enterprise	<input type="checkbox"/>	Other (Please specify)	<input type="checkbox"/>
3. In which of the following sectors does your business primarily operate? (Tick one)			
Agriculture and fishing	<input type="checkbox"/>	Transport and communications	<input type="checkbox"/>
Energy and water	<input type="checkbox"/>	Banking, finance and insurance, etc	<input type="checkbox"/>
Manufacturing	<input type="checkbox"/>	Public admin, education, health	<input type="checkbox"/>
Construction	<input type="checkbox"/>	Other services	<input type="checkbox"/>
Distribution, hotels, restaurants	<input type="checkbox"/>		<input type="checkbox"/>
4. How long has the business been operating for? (years) If not yet established please go to Q12			
5. How long has the business been located at its current location? (years)			

6. How many full time equivalent (FTE) staff does your business employ (including owner/proprietor)?			
7. What proportion of your workforce are from ... (Sum to 100%)			
Within the immediate area (a five mile radius)			%
Elsewhere in the local authority district			%
In neighbouring local authority districts			%
Elsewhere in the North West			%
Outside the North West			%
N/A			
8. What was the business's total revenue (i.e. turnover plus any other sources of income) in the last financial year (if started trading)?			
Less than £67k (VAT threshold)		£500k to £1million	
£67k to £150k		£1 to £2.5 million	
£150k to £250k		Over £2.5 million	
£250k to £500k		N/A	
9. What proportion of your revenue - by value - comes from the following areas? (Sum to 100%)			
Within the immediate area (a five mile radius)			%
Elsewhere in the local authority district			%
In neighbouring local authority districts			%
Elsewhere in the North West			%
Outside the North West			%
N/A			
10. What proportion of your purchases by value are made within the following areas? (Sum to 100%)			
Within the immediate area (a five mile radius)			%
Elsewhere in the local authority district			%
In neighbouring local authority districts			%
Elsewhere in the North West			%
Outside the North West			%
N/A			
11. If the business was to close its operation at this site, roughly what proportion of its revenue, by value, would be taken by competitors located within the following areas? (Sum to 100%)			
Within the immediate area (a five mile radius)			%
Elsewhere in the local authority district			%
In neighbouring local authority districts			%
Elsewhere in the North West			%
Outside the North West			%
N/A			
12. If your business/social enterprise etc has yet to be formally established/start trading, do you still plan to start-up?			
No			
Yes – over the next few months			
Yes – over the next year			
Yes – some time further in the future			

3: Support received

13. When did you first receive support from the project? (Year)		
14. What type of support did you receive from the project? (Y/N)		
Support to help start-up a business		If yes go to Q15
Support to help grow / develop / improve an existing business		If yes go to Q16
15. If you received support/advice in starting-up was this for...		
A (profit driven) business		
A social enterprise		
A voluntary sector organisation		
15b. What specific support did you receive in starting-up (Allow multiple responses)		
Direct grant / loan financial assistance to start-up		
Business planning support and guidance		
Training / workshops in business practices and starting-up		
Mentoring		
Advice on accessing finance / sign-posting to sources of finance		
Other, please describe		
15c. What issues were you facing that made you access support from the project? (Tick)		15d. Please rate the impact of the project in helping you to address these issues (1-5, where 1 = no impact, 5 = very significant impact)
Lack of finance to start-up		
Lack of enterprise / small business skills		
Insufficient confidence to take the first step/risk		
Not having the time / motivation to get round to starting up		
Lack of information on what is involved in running a business		
Premises not available		
Other (please specify...)		
15e. Overall, on a scale of 1-5 (where 1 = no impact, 5 = very significant impact) what impact did the project have on starting-up your business/social enterprise		
16. If you received support to grow / develop / improve an existing business was this for		
A (profit driven) business		
A social enterprise		
A voluntary sector organisation		
16b. What specific support did you receive in growing / developing / improving an existing enterprise (Allow multiple responses)		
Physical improvements / refurbishment to site or premises		
Direct grant / loan financial assistance		
Advice on improved business processes i.e. financial management, product/market development, technology etc		
Training/development for staff		
Support for improved leadership practices/skills		

Other (please specify)		
16c. What issues were you facing that made you access support from the project? (Tick)		16d. Please rate the impact of the project in helping you to address these issues (1-5, where 1 = no impact, 5 = very significant impact)
Lack of finance to implement actions/changes		
Lack of information		
Lack of experience in leading/managing a business		
Insufficient skills amongst staff		
Insufficient time to implement actions/changes		
Threat to business viability/survival		
Need to improve prospects for growth		
16e. What, if any, effect has the support had on the performance of the business to date and forecast for the future (The purpose of the latter is to capture the total benefits expected from the changes implemented – including those which have emerged to date and those which have still to feed through)		
	To date	For the future
Turnover increased by £000s per annum	£	£
Employment increased FTE (number)		
Costs reduced by £000s per annum	£	£
16f. Where future benefits have been identified, for how many years do you expect these benefits to continue (years)		
17. How satisfied were you with the project support that your business received in terms of the following factors (1 = Very dissatisfied, 2 = fairly dissatisfied, 3 = neither, 4 = fairly satisfied, 5 = very satisfied, N/A=not applicable)		
Understanding of your needs		
Appropriateness of solutions to your needs		
Ease of application for support		
Value of financial support received (If applicable)		
Regular contact with you throughout the delivery of the project		
Provision of follow up advice / support / guidance / signposting		
Overall satisfaction		
18. In the absence of the support received from the project, what would have happened? (Allow multiple responses)		
All actions and changes would have taken place anyway		
Actions and changes would have taken place at a reduced scale		
Actions and changes would have taken place at a later date		
Actions and changes would have taken place at a lower quality		
Nothing would have happened without the support		
19. If you would have implemented changes without the support of the project, where would you have found the resource or support to do so? (Tick most appropriate one)		
Internal resource		
Private sector professional service providers (e.g. accountant, lawyer)		
Public sector funded support		
20. When you first received support from the project, were you aware of any other initiatives offering similar business support to address these issues? (Y/N)		

21. If yes, what were they?	
22. Did you receive support from any of these other sources at the same time as accessing support from the project under the Coalfields Programme? (Y/N)	
23. If yes, which ones?	
24. If no, why not?	
25. Did your participation in this particular project mean that you could not develop other aspects of your business?	
Yes – substantially	
Yes – a little	
No	
Don't know	
26. How do you think these other business development activities would have compared, in terms of their benefits, to this project? (Tick one)	
Would have achieved all of benefits that this project has brought about	
Would have achieved around three quarters	
Would have achieved around a half	
Would have achieved around a quarter	
Would have achieved none	
27. Did the project have any wider unintended benefits on your business? Either positive or negative?	

4: The local area as a business location

28. Overall, how satisfied are you with your local area (within a 5 mile radius) as a business location (1 = very dissatisfied, 2 = dissatisfied, 3 = neither satisfied nor dissatisfied, 4 = satisfied, 5 = very satisfied)								
29. Since 2004 would you say the area as a business location has ...								
Got better								
Stayed the same								
Got worse								
Don't know								
30. I am going to read out a number of factors which might affect the performance of your business in your location. Have these factors had any impact on your business?					31. Since 2004 have these got better, stayed the same, got worse, or don't you know?			
	<i>A serious problem</i>	<i>A problem, but not serious</i>	<i>Not a problem</i>	<i>A real positive for the area</i>	<i>Got worse</i>	<i>Stayed the same</i>	<i>Got better</i>	<i>Don't know</i>
Image/perceptions of the area by customers/investors								
Availability of a flexible and skilled								

workforce								
Crime								
Health of the local workforce								
Community cohesion								
Transport access (public and private)								
The quality of the local physical environment								
Access to business support providers								
32. Have you had any difficulty in filling staffing vacancies in the last 12 months?								
33. If yes, why do you think you had difficulties recruiting for the post (s) (Allow more than one response)								
Not enough skilled applicants								
Salary/pay aspirations of applicants were too high								
Too much competition from other employers								
Poor attitude, motivation or personality of applicants								
Insufficient work experience amongst candidates								
Difficulty recruiting/attracting people into the area								
Other, please specify								

Thank you very much for assisting us with this evaluation. It is much appreciated.

Annex G: Individuals supported survey

Good morning/ afternoon.

My name is **xx** and I'm calling from QA Research, an independent research agency. SQW Consulting and ourselves are carrying out a review of activities of the North West Coalfields Regeneration Programme. I understand that you have benefited from **project name** delivered by the Programme, and would like to ask you about your experiences. Our conversation will take about 15 minutes. All your comments will be treated in the strictest of confidence.

Is it convenient for us to conduct the survey now or would it be better for us to call you back later?

1: Respondent details

Name	
Contact Number	
Contact email	
Project benefiting from	
Local authority	

2: Respondent characteristics

1. Which of the following best describes your employment status		
	Immediately prior to receiving support from the project	Currently
In training		
In education		
In part-time employment		
In full-time employment		
Unemployed		
Sickness/ill health		
Caring responsibilities		
Volunteering		
Other (please specify)		
2. Which of the following best describes your general employment status in the three years prior to receiving support from the project?		
Periods of lengthy unemployment		
In training/confidence building programme		
Had various jobs but nothing long-term		
Returning to work after caring for family		
Had recently been made redundant		
Other (please specify)		
3. Which of the following best describes your skills levels prior to receiving support from the project?		

Basic skills – numeracy and literacy	
Foundation level – NVQ 1, GCSEs D-G	
Intermediate level – NVQ 2, GCSEs A-C	
Advanced level – NVQ 3, Apprenticeship, A and AS Levels	
Higher Education – NVQ 4, Degree or Diploma	
Postgraduate Education – NVQ 5, Masters, Doctorate	

3: Support received

4. When did you first receive support from the project? (Year)	
5. What issues were you facing that prompted interest in the project (Allow multiple responses)	
Wanted to improve chances of getting a job / get a job	
Wanted to gain work experience	
Wanted to improve basic skills, e.g. literacy and/or numeracy	
Wanted to gain a qualification	
Wanted to improve specific skills, please specify e.g. IT skills	
Other (please specify)	
6. Which one was the most important?	
7. What type of support did you receive from the project? (Allow multiple responses)	
Employment related	
Advice and assistance in finding a job	
Identification of vacancies / employers for employment	
Temporary work / employment / work experience	
Other employment related support (please specify)	
Skills / qualification related	
Basic skills support / training e.g. literacy and/or numeracy help	
Specific skills support / training i.e. IT skills	
Training course leading to a recognised qualification	
Other skills / qualification related support (please specify)	
8. How satisfied were you with the project support in terms of the following factors (1= Very dissatisfied, 2=fairly dissatisfied, 3=neither, 4=fairly satisfied, 5=very satisfied, N/A=not applicable)	
Understanding of your needs	
Appropriateness of solutions to your needs	
Ease of application for support	
Speed of response to application / request for support	
Regular contact with you throughout support	
Provision of follow up advice / support / guidance / signposting	
Overall satisfaction	
9. When you first received support from the project, were you aware of any other initiatives offering similar support to address these issues? (Y/N)	
10. If yes, what were they	

11. Did you receive support from any of these other sources at the same time as accessing support from the project under the coalfields programme? (Y/N)	
12. If yes, which ones (please detail)	
13. If no, why not?	
14. Did your participation in this project mean that you could not engage in other personal development activity?	
Yes – substantially	
Yes – a little	
No	
Don't know	
15. If yes, how do you think this other training/education would have compared, in terms its benefits, delivered under this project?	
Would have achieved all of benefits that this project has brought about	
Would have achieved around three quarters	
Would have achieved around a half	
Would have achieved around a quarter	
Would have achieved none	
16. Did the project have any wider unintended benefits? Either positive or negative?	

4: Impact of the project

On employment / employability – ask if received employment related support as identified above

17. Did the project (Y/N)		
a. Help you to find a job if not previously in work		Go to q18
b. Help you to find a better job than previously if in work		Go to q18
c. Provide work experience/skills leading to employment		Go to q18
d. Have no impact on employment status		Go to q30
18. If yes to Q17 a, b or c are you still employed in this job? (Y/N)		
Yes		Go to q 19
No		Go to q 25
19. If yes to Q18 how likely is it that you would have found this employment without support from/influence of the project?		
Definitely would have found employment		
Probably would have found employment		
Would have found employment, but at a <i>later date</i> (Go to Q20)		
Would have found employment, but at a lower salary (Go to Q21)		
Probably would not have found employment		
Definitely would not have found employment		
20. How much later? (Please mark X)		

Less than 6 months		
6 months to 12 months		
Over one year		
21. How much lower? (Please mark X)		
Only a little lower (please try to give a % figure)		
About 50% smaller		
A lot lower (please try to give a % figure)		
22. What is your salary in this job?		
Under £60 per week	Under £3,120 per year	
£60 - £100	£3,120 - £5,200	
£100 - £200	£5,200 - £10,400	
£200 - £300	£10,400 - £15,600	
£300 - £400	£15,600 - £20,800	
£400 - £500	£20,800 - £26,000	
£500 - £600	£20,800 - £31,200	
£600 - £700	£31,200 - £36,400	
£700 - £800	£36,400 - £41,600	
£800 - £900	£41,600 - £46,800	
£900 - £1,000	£46,800 - £52,000	
Over £1,000 per week	Over £52,000	
Not prepared to say		
23. Where is this job?		
Within the immediate area i.e. a five mile radius		
Elsewhere in the local authority		
In neighbouring local authorities		
Elsewhere in the North West		
Outside the North West		
24. How long have you been employed in this job for?		
Up to 6 months		
Up to one year		
Over one year		
25. If you are no longer in the job that the project supported you in finding, how long were you employed in that job for?		
Up to 6 months		
Up to one year		
Over one year		
26. How likely is it that you would have found that job without support from/influence of the project?		
Definitely would have found employment		
Probably would have found employment		
Would have found employment, but at a <i>later date</i> (go to q27)		
Would have found employment, but at a lower salary (go to q28)		
Probably would not have found employment		
Definitely would not have found employment		
27. How much later? (Please mark X)		

Less than 6 months	
6 months to 12 months	
Over one year	
28. How much lower? (Please mark X)	
Only a little lower (please try to give a % figure)	
About 50% smaller	
A lot lower (please try to give a % figure)	
29. Following leaving that job, how would you describe your employment status?	
Consistently in employment	
Had various jobs but nothing long-term	
Periods of lengthy unemployment	
In training/confidence building programme	
Other (please specify)	

On skills and qualifications - ask if received skills / employment related support as identified above

30. Did the project ... (Y/N)	
a. Lead to improved basic skills e.g. literacy numeracy (If yes go to Q31)	
b. Lead to improved specific skills e.g. IT skills (If yes go to Q31)	
c. Lead to a recognised qualification (If yes go to Q31)	
d. Have no direct impact on skills / qualifications (If yes go to Q34)	
31. If yes to Q30 a, b or c what qualifications/skills did you gain as a result of the support? i.e. Level 2 NVQ	
32. If yes to Q30 a, b or c how likely is it that you would have gained these qualifications/skills without support from/influence of the project? (Allow multiple responses)	
Definitely would have gained qualification(s)/skills	
Probably would have gained qualification(s)/skills	
Would have gained qualification(s)/skills, but at a later date (go to Q33)	
Would have gained qualification(s)/skills, but at a lower level	
Probably would not have gained qualification(s)/skills	
Definitely would not have gained qualification(s)/skills	
33. How much later?	
Less than 6 months	
6 months to 12 months	
Over one year	
34. If yes to Q30d Do you think that the qualifications/skills gained will lead to improved employability in the future?	
Yes	
No	
Please explain your answer	

Wider impacts

35. More widely, on a scale of 1 to 5 (where 1=little impact and 5=significant impact) what impact did the support have on ...

Your chance of moving into further training	
Your self-confidence	
Your motivation to work	
Your belief in the value of training	
Your belief in the value of employment	
Your attractiveness to employers	

5: The local area

36. Overall, how satisfied are you with your local area (within a 5 mile radius) as a residential/workplace location (1 = very dissatisfied, 2 = dissatisfied, 3 = neither satisfied nor dissatisfied, 4 = satisfied, 5 = very satisfied)				
37. Since 2004 would you say the area as a residential/workplace location has ...				
Got better				
Stayed the same				
Got worse				
Don't know				
38. Do you think the pit closures and loss of mining employment in the area (within a 5 mile radius) has left a legacy in ...				
	<i>Yes – this remains a major problem</i>	<i>Yes – this remains a problem</i>	<i>No – this does not remain a problem</i>	
The quality of the local physical environment				
Sense of community				
The availability of jobs in the area				
Health problems				
Levels of relevant skills				
Other , please detail e.g. transport access				
39. Have these improved, stayed the same or got worse since 2004 or when you moved into the area? (Tick one per factor)				
	<i>Improved</i>	<i>Stayed the same</i>	<i>Got worse</i>	<i>Don't know</i>
The local physical environment				
Sense of community				
The availability of jobs in the area				
Health issues				
Levels of relevant skills				
Other , please detail e.g. transport access				
40. What three key issues/areas are key to the regeneration of the area over the next few years and should be the focus of public sector support				
1.				
2.				
3.				

Thank you very much for assisting us with this evaluation. It is much appreciated.