

tank

Tomorrow's People

*Evaluation of the
Working It Out
Programme*

July 2010

fluid thinking

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1 EXECUTIVE SUMMARY

Tomorrow's People was founded in 1984 by Grand Metropolitan Plc (now Diageo Plc); it is a national employment charity which helps people in disadvantaged communities to move out of long-term unemployment, homelessness and welfare dependency and into jobs and self-sufficiency. It was founded on the principle that business could contribute alongside the state in helping people back to work. Tomorrow's People has helped over 400,000 long-term unemployed people on their journey back to work.

Tank Consulting was commissioned by Tomorrow's People in May 2010 to carry out an independent product review that would enable Tomorrow's People to advance the Working It Out offer to a broader range of agencies and funders and to make a case for greater public, private and charitable sector investment in the programme.

Context

The UK has a high proportion of young people who are NEET (not in education, employment or training) and this has not reduced significantly over time. The proportion of 16-24 Job Seekers Allowance claimants has increased over the past eight years and the majority of youth unemployment in the UK is the 18-24 age group. NEET reduction remains a key policy area for Scottish and UK governments and targets for NEET reduction have been devolved down to local authorities. Research suggests that without addressing the NEET issue young people are more likely to have mental health problems, drug and alcohol related issues, commit crime and become long term unemployed.

Working It Out was developed in response to the high proportion of NEET young people in the UK and has worked with 1,007 NEET young people¹.

Overview of Working it Out

Working It Out specifically targets NEET young people with a range of complex needs often focusing on those groups that other agencies find hardest to help. Young people referred to Working It Out typically have:

- No or few GCSE qualifications
- Negative educational experiences
- Poor life/social skills
- Mental health conditions
- Care or leaving care backgrounds
- Criminal records
- Housing issues or homeless backgrounds
- Difficult relationships with family members
- Workless family backgrounds

A series of 16 week Working It Out Task Forces run from eight project locations based in England and Scotland; the projects are mainly funded through private donations.

Through a series of group activities, one to one interventions and community challenges Working It Out aims to help individual young people (members) improve their confidence, self

¹ From April 2004 to March 2010.

esteem and encourages a wider sense of responsibility; helping them make good, sound decisions in the future. Working It Out helps young people overcome the multiple barriers that they face to help them move forward with their lives.

Working It Out provides young people with a wide range of opportunities to demonstrate to themselves, their families, members of the community and employers that they can succeed and also make a real difference to their community. The programme is voluntary, young people attend around 20 hours a week and are reimbursed subsistence and travel expenses for their time spent on the project. Once they have left the programme, young people are offered continued support by Working It Out staff.

Ten key findings

- Everyone working on the programme (staff, young people and partners) have a clear focus on progression to employment. This helps direct energy towards good outcomes. The programme sits well between one to one intervention and mainstream programmes designed for young people, funded by the government.
- Working It Out has put in place some excellent partnership arrangements and these appear to correlate with programme success. In addition to a range of common partners across the programme, each project works with other partners that are unique to the individual Working It Out project and the community setting.
- The Working It Out model is simple; it effectively addresses the needs of the Working It Out client group and positively impacts on their progression to mainstream programmes or employment. On average 80% of members² completed the programme and 79% of completers progressed to employment (34%), further education (17%) or training (28%). Both of these figures exceed Working It Out's internally set retention and progression targets of 75%. Where tracking data is available³ it has been possible to determine that 77% of completers were in employment, further education or training after 6 months of finishing the programme⁴.
- Working It Out progression rates compare favourably with other provision aimed at NEET groups. Working It Out exceeds the progression rates of other comparable programmes. Glasgow Working It Out progressed 73% of all starts in 2009/10 which compares very well to Scotland's Get Ready for Work (GRfW) programme where only 36%⁵ of all programme starts progressed to a positive outcome.
- The average cost of Working It Out (to work with each young person) is £2,549 (without subsistence and travel expenses) – this includes set up costs. It has been very difficult to obtain direct comparison data for costs but this appears to be comparable with E2E

² 14% leave early and are dismissed from the programme, 6% leave because of sickness, pregnancy, custodial sentence or for other reasons.

³ Taken from quarter four 2007/08 to quarter three 2009/10

⁴ This figure could be higher as the status of 5% of completers during this period was unknown.

⁵ For further information Please refer to:

<http://www.skillsdevelopmentscotland.co.uk/media/141296/get%20ready%20for%20work%20programme%20statistics%2009-10.pdf>

funding rates and Get Ready for Work. The average cost of Working It Out to work with each young person with subsistence and travel costs is £3,444.

- Very good links have been sustained by Working It Out projects with key agencies and agencies continue to refer young people to the programme. Working It Out is well regarded by these agencies in terms of meeting the needs of young people and achieving outcomes.
- The informal backgrounds of Working it Out staff re-enforces the non-statutory aspect of Working it Out and this helps make the programme distinctly different from classroom focused provision; inappropriate for some NEET groups. This difference is widely recognised – by young people and partners – yet the programme is still viewed as well run and professional.
- Community challenges are central to programme design and enable young people to gain valuable practical work experience that they can market to employers. Young people like the concept of challenges and want to give something back to the community. They also have high expectations of the range and type of challenge activities that they can undertake. Challenges also enable members to demonstrate what they are really capable of doing and change others' negative perceptions of young people. Local communities also directly benefit from Working It Out; community resources and outside spaces are improved; local charitable organisations benefit from young people's volunteering and young people develop new experiences and skills. If 36 Task Forces run each year; the total quantitative benefit of challenges to the community could be over £100,000⁶.
- There are some good, innovative uses of resources within projects which link well to the needs and interests of young people. These include counsellor support, a corporate volunteer mentoring programme and links with a local further education college to help identify young people's basic skills support needs.
- Young people are very positive about their experience on the programme – with an increasingly large number of referrals being made by “word of mouth”. In our survey, over 72% felt their overall experience with the programme was ‘good’ or ‘excellent’.

“I had nothing, I left school with nothing and I didn't have much to offer a college and I didn't have the confidence to take the next step. I wanted to help others and learn at the same time if it wasn't for Working it Out I don't know where I'd be now.” [Working It Out ex-member now studying full-time.](#)

The future for Working it Out

Working It Out has expanded rapidly over the past three years and projects are now based in some of Britain's key cities. All Working It Out projects fulfil a local and community need to engage and progress young people who are NEET; Working It Out is strategically well placed to meet the Scottish and UK governments' priorities to reduce the NEET figure. It will now be essential for Working It Out to consider how its programme offer meets the needs of local authorities' and how it should showcase its key programme successes. Building A Big Society is at the heart of the Conservative Party's vision for change. The Big Society's vision

⁶ A full explanation on how this figure has been calculated is included in section 5.8 of this report.

is a society with much higher levels of responsibility, where people come together to solve problems and improve their own lives and that of their community.

The National Citizen Service is a flagship programme supporting the Government's vision for building The Big Society and will act as an entry system for young people. The National Citizen Service will support young people develop the core competencies they need to engage more with their communities as responsible citizens. The Cabinet Office is launching a pilot programme (which will run between June and September 2011) for 10,000 young people providing a range of residential and non residential tasks over a seven to eight week period. Four local authorities have been chosen for The Big Society pilot schemes, including Liverpool (one of the Working It Out Task Force project locations). Working It Out is very well placed to feature in the future plans of the National Citizen Service

2 BACKGROUND

Tomorrow's People was founded in 1984 and is a national employment charity which helps people in disadvantaged communities to move out of long-term unemployment, homelessness and welfare dependency and into jobs and self-sufficiency. Tomorrow's People has helped over 400,000 long-term unemployed people on their journey back to work.

The organisation has developed a pioneering approach to working with young people who are not in education, employment or training (NEET). Such young people are often on the margins of society and need help with motivation, skills and confidence building. The Working It Out programme (Working It Out) seeks to address these barriers and encourage initiative, leadership and involvement by young people working on a community project (known as a community challenge) of their choice.

The programme has had success in moving young people into positive outcomes and was initially evaluated in 2003. Following this evaluation, the programme has been widened out to seven cities across the UK.

The programme is currently funded mainly through private donations (as part of a venture philanthropy investment model, which has enabled the programme to grow over time)⁷; this was a strategic move on the part of Tomorrow's People, as most public funding did not enable the Working It Out approach to be taken – despite good outcomes for young people and their communities. However, Tomorrow's People now feels that the programme is able to “prove its worth” in a broader context and that the public funding model may be set to change.

⁷ The key donation sources include: PEF, V, October Club, Man Group and Inspiring Scotland. These funding sources have been co-linked to run a succession of Task Force projects.

3 SCOPE OF THE EVALUATION AND METHODOLOGY

Tank Consulting was commissioned in May 2010 by Tomorrow's People to undertake an evaluation of the Working It Out (Working It Out) programme. The aim of the evaluation was to evaluate and quantify the impact and effectiveness of the programme to enable Tomorrow's People to make a case for greater public sector investment in the programmes. In addition, Tomorrow's People wished for Tank to identify any specific areas for improvement to be made to the programme to increase its effectiveness. Recommendations for improvement to the programme are listed at the end of this report.

Key areas for investigation included:

- Success of engagement with young people
- Partnership working
- Project design and flexibility
- Attrition rate
- Progression to education, employment or training
- Benchmarking the programme and investigating deadweight factors
- Cost benefit analysis
- Identifying community benefits
- Identifying options for future programme development

An inception meeting took place between Brian Gibson, National Manager Young People's Services and Graham Finegold, Tank Consulting and from this an evaluation framework was developed that detailed the research methods against the key areas for investigation.

The following methods were used to inform the evaluation activity:

- Desk research
- Site visits to five Task Force projects: Brighton, Glasgow, Newcastle, Plymouth and Southwark including face to face interviews with Local Operations Managers and Task Force leaders from the five projects and focus groups with the five Task Force members (young people)
- Telephone interviews or face to face interviews with some of the stakeholders or partners from the Task Force projects
- Telephone interviews with young people who were currently on or had previously attended a Task Force
- Email survey sent to young people who had previously attended a Task Force.

4 THE PROGRAMME

4.1 *Programme aims*

Working It Out is a programme which specifically targets young people with a range of complex needs often focusing on those groups that other agencies find hardest to help.

The overall aim of the Working It Out programme is to help disengaged young people into employment through taking part in work focused (but not vocational training) projects comprising of a range of community challenges and activities that will both improve their employment chances and benefit their neighbourhoods.

The Working It Out programme provides young people with an opportunity to show themselves and others that they can succeed and also make a real difference to their community. By voluntarily participating in the programme young people (members) gain valuable practical work experience, which they can use to demonstrate to employers their abilities and achievements. In addition Working It Out helps individuals improve their confidence, self esteem and encourages a wider sense of responsibility to help individuals make good, sound decisions in the future.

The programme also benefits communities with high levels of disadvantage, deprivation and unemployment, often these areas and communities are viewed negatively by potential employers and investors but through effort and making significant improvements to these areas, local young people (with support from others) can succeed, make a real difference to their community and change negative perceptions.

4.2 *The programme outline*

A Working It Out Task Force is typically 16 weeks long (with one week in between each Task Force dedicated to recruiting new members for the next). The number of hours spent on the Task Force is usually 20 hours per week but may also determined by the contract between the individual Working It Out Task Force and its funder. The core components of programme delivery include:

- Referral
- Induction
- Action planning
- Community challenges
- Classroom activity (including personal development, job search)
- ASDAN Employability Qualification
- Four weekly progress reviews (and progression planning)
- Aftercare and tracking
- Weekly travel card and re-imbursed expenses

Overarching themes of the Working It Out programme include: team work, employability and life skills development.

4.3 Working It Out projects that make up the programme

Working It Out Task Forces run from eight project locations: Glasgow (which has three projects), Newcastle, Liverpool, Southwark, Brighton, Plymouth (two projects), Maidstone and Hammersmith and Fulham.

4.4 The NEET context

The UK has a high proportion of young people who are NEET and this proportion has not reduced significantly over time. Glasgow has proportionally more known NEET groups (in 2008) compared to other local authority areas in Scotland Table 1 and Table 2 provide NEET data.

Region/ Task Force location	Level and Rate of Known NEET by Local Authority Area 2008	
Scotland	23,270	8.8%
Glasgow	3,140	10.3%

Table 1 Level and Rate of known NEET by Local Authority Area: 2008

Source: School Leavers Destinations Publication, Department for Work and Pensions⁸

The data taken from The Scottish Government website relates to information that has been maintained over a five year period to show changes in NEET figures (Please see Table 1). It is difficult to establish an up-to-date picture of the level and rate of known NEET in Glasgow as there is no available data from 2008.

In England, NEET data is available to end of 2009:

Region/ Task Force location	2008	16-18 year olds NEET		2009	16-18 year olds NEET	
	16-18 year olds known to Connexions	Estimated number	%	16-18 year olds known to Connexions	Estimated number	%
North East	92,160	9,010	9.8%	89,885	8090	9.0%
Newcastle	12,707	1,080	8.5%	12,585	980	6.5%
North West	249,670	19,440	7.8%	241,083	17,600	7.3%
Liverpool	15,814	1,640	10.4%	15,067	1,310	8.7%
London	208,850	12,090	5.8%	204,518	10,840	5.3%
Hammersmith & Fulham	3,216	190	6.0%	3,414	190	5.6%
Southwark	4,635	410	8.8%	3,569	310	8.7%

⁸ <http://www.scotland.gov.uk/Topics/Education/Life-Long-Learning/16581/MCMCdata/mcmc1>

South East	256,029	14,690	5.7%	251,766	14,600	5.8%
Brighton & Hove	7,598	590	7.8%	7,284	640	4.0%
Kent	48,845	2,280	4.7%	49,747	2,440	4.9%
South West	160,296	9,180	5.7%	157,482	8,820	5.6%
Plymouth	9,326	690	7.4%	9,258	620	6.7%

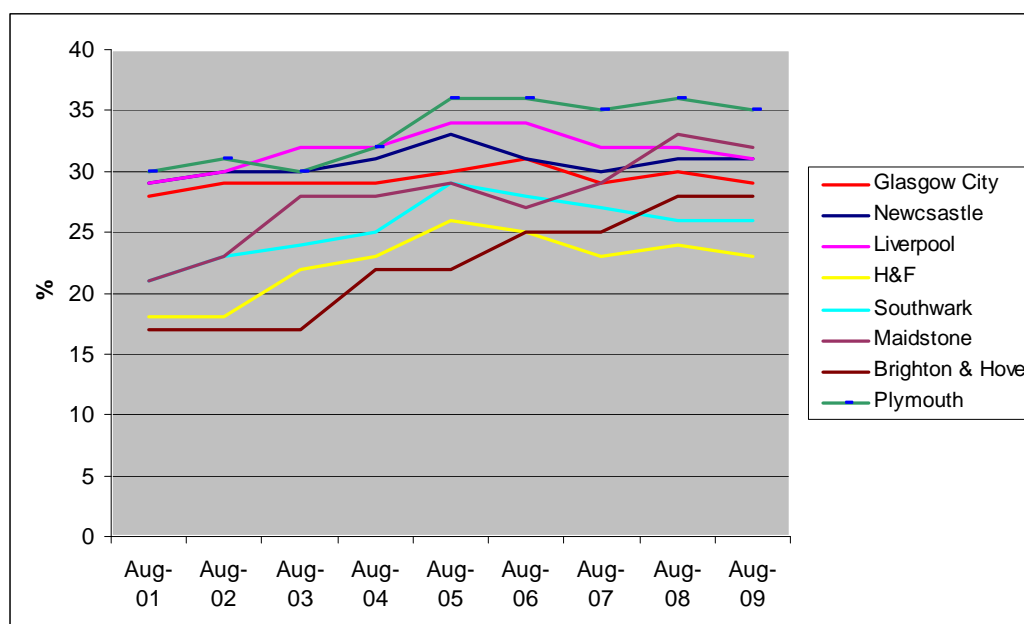
Table 2 Proportion of 16-18 year old NEET: 2008 and 2009

Source: DCSF 14-19⁹

Overall there has been little significant change in the NEET picture across England's regions. The North East and North West have the highest proportion of estimated NEET in England, but Newcastle has experienced a 2% reduction in estimated numbers between 2008 and 2009. Liverpool and Southwark have the highest estimated percentage of 16-18 year old NEET. Brighton & Hove has the smallest estimated number and this has decreased significantly between 2008 and 2009; it is however difficult to establish where the concentration of NEET occurs because data takes account of the Brighton and Hove Unitary Authority, which covers a larger area than Working It Out serves.

4.5 Economically active 16-24 year olds

Graph 1 shows trend data for 16-24 Job Seekers Allowance (JSA) claimant counts from August 2001 to August 2009 by local authority. The graph shows the percentage of 16-24 year old JSA claimants against the total number of JSA claimants; and provides comparisons within area and over time.



Graph 1 Trend data for 16-24 JSA Claimants from August 2001 to August 2009 by Local Authority. Source: Office for National Statistics¹⁰

⁹ Please refer to www.dcsf.gov.uk/14-19 for further information and also notes to support the data.

With the exception of Glasgow City (where the proportion of JSA claimant counts peaked in 2006 but fell again), the proportion of JSA claimant counts for the 16-24 age group have increased over the eight year period in all local authority areas and peaked at the height of the economic downturn at the end of 2008. The proportion of Brighton and Hove's Unitary Authority JSA claims has risen most significantly out of all the local authority areas.

The majority of youth unemployment in the UK is in the 18-24 age group (the young), rather than in the 16-17 age group (the very young)¹¹.

4.6 Staff resourcing

Each Task Force is resourced with one full-time Task Force Leader and one full-time Task Force coordinator, with additional support provided by a Local Operations Manager, who may cover a sub-region or several local authority areas. Where there is a number of Task Forces operating in one location (or where other Tomorrow's People programmes are also delivered) additional administrative resources have been dedicated to support operations.

The National Manager Young People's Service acts as a Local Operations Manager to the Glasgow projects but also oversees the whole Working It Out programme. There is a full-time Management Information and Reporting Officer based in Glasgow who is tasked with programme administration including developing and operating the programme's management information systems.

The Vice Patron's Group (or Ambassadors Group as it is known in Scotland) meet three times a year. The group, convened by a central Tomorrow's People coordinator, is made up of well-known and respected individuals in the local business or charitable sector. The primary role of the Ambassadors or Vice Patrons is to assist Tomorrow's People by using their experience and influence to help it achieve its aims and objectives. Whilst the Group does not exclusively focus on Working It Out, Working It Out has directly benefitted e.g. corporate volunteering, in-kind support, Working It Out activities e.g. Dragon's Den type events and through mock interviews for Working It Out members.

4.7 Quality assurance and monitoring

A comprehensive Working It Out programme delivery manual has been developed by the Tomorrow's People Chief Executive and National Manager Young People's Service. The document provides Tomorrow's People staff with guidance and advice on how to set up and run a successful project when a contract has been won.

A monthly report template has been developed by the Management Information and Reporting Officer and includes monthly statistics relating to the corresponding Task Force contract performance, contract compliance and finance performance. The report is an effective method for reporting quantitative and qualitative information relating to the Working It Out programmes and providing an overview of progress.

10 Please refer to: <http://neighbourhood.statistics.gov.uk/dissemination/> for further information and also notes to support the data

11 Youth Unemployment Déjà Vu? by David N.F. Bell and David G. Blanchflower - The Institute for the Study of Labor (IZA) in Bonn. January 2010.

A range of Working It Out progression, retention and tracking data is maintained by the Management Information and Reporting Officer. In April 2008 an Excel spreadsheet was structured to record outcomes as a result of tracking activity; prior to this there was no central repository for tracking data. Considerable effort has been undertaken by the Working It Out staff to go back to individual records to manually input tracking information; however, there are still some gaps in the data. Key Working It Out progression statistics have been used by Tomorrow's People to promote the programme's achievements. This information has been used on marketing material to promote the programme to potential programme partners.

Working It Out projects work towards a 75% retention and 75% progression target that has been set internally.¹² An internal auditor visits each project site every six months to audit paperwork and assess risk against an agreed audit structure (including retention and progression targets). As a result of each audit the projects are rated and monitored according to risk. This is good practice.

Working It Out Task Force Leaders along with the National Manager Young People's Service attend a residential event to share specific elements of good practice relating to Working It Out delivery. This is an annual event but meetings have not happened for 18 months. Tank recommends that these meetings take place regularly.

¹² Progression is identified as members entering training, Further Education or employment at the point of leaving the programme.

5 FINDINGS

5.1 *Success of engagement with young people*

Key findings:

- Tomorrow's People has produced a wide range of marketing materials to promote the programme. In some cases this would benefit from being up-dated to reflect positive outcomes and revised data.
- There are a number of key agencies continuing to refer young people to the programme; where these have been maintained over a significant period of time these have worked very well indeed. Working It Out is well regarded by these agencies in terms of meeting the needs of young people and achieving outcomes.
- Inviting key referral partners to the end of Task Force celebration events is a very effective way of maintaining links with these agencies and improving the quality of referrals.
- Word of mouth referrals are growing steadily as more young people hear about the programme through their friends. This is very positive as it is a direct endorsement of the Working It Out programme and its activities.
- Some referral agents (e.g. Connexions) directly benefit from Working It Out and can claim outcomes for referring young people to the programme; this suggests Working It Out can be highly complementary to other programmes.

Method of engagement

Young people engaging with Working It Out are 16-24 years old who are not in employment, education or training. Often they have had negative educational experiences, have no or few GCSE qualifications, poor life/social skills, may have mental health support needs (e.g. anxiety or depression), are in or leaving care or offenders. Some young people are homeless or facing difficulties with their families, many come from workless families.

Tomorrow's People has produced a wide range of marketing materials to promote the programme to a range of audiences. Small colourful leaflets are distributed to Connexions and other agencies, these publicise new Task Force dates and provide contact details of key Working It Out staff. A Working it Out leaflet, which is a high quality information sheet, provides good, detailed information on the programme and the skills and experience that can be developed and the incentives for young people (including re-imbursed expenses and weekly travel card). This is a useful information source for referral agents, new to the programme. A pocket sized booklet entitled 'It's a Fact' highlights key Working It Out facts and figures including Working It Out members' profile, impact of the programme on communities, progression outcomes and the social return on investment. The booklet would benefit from being updated with revised data and to be more widely used.

Southwark Task Force uses local press and websites to promote Working It Out to young people (for example, The Gumtree) this has been helpful for key staff new to the project location and where there is a need to develop additional referral sources.

There are a number of key agencies referring young people to the programme these include; Connexions, Social Services, Youth Offending Teams (YOT), Jobcentre Plus, Social Service departments, drug and alcohol advice projects, family support projects, homelessness organisations and training providers.

In Plymouth there is little provision to meet the needs of NEET groups and therefore little partnership working needs to be undertaken to encourage referrals. Conversely where projects have recently set up in new areas or there are new key Working It Out staff there is a need to 'put Working It Out on the map' and develop better links with a wider range of referral agencies (at operational and strategic level).

Task Force members invite key referral partners (e.g. Connexions advisers, Jobcentre Plus advisers, key workers etc.) to the end of Task Force celebration events to see the progress made by individual young people within a group. This is a very effective way of maintaining links with these agencies, further developing their understanding of the programme offer and improving the quality of referrals.

Word of mouth referrals are growing steadily as more young people hear about the programme through their friends and individuals refer themselves to Working It Out staff directly. This is very positive as it is a direct endorsement of the Working It Out programme and its activities.

The priority for the referral agencies is to progress young people by referring them on to appropriate and meaningful provision. The agencies see first-hand the difference the programme can make to individuals (evident at the Working It Out celebration event and from Working It Out feedback processes). Some referral agents (e.g. Connexions) benefit because they can also claim outcomes for referring young people to Working It Out programmes.

The key challenges of working with these referral sources is that Working It Out is not "roll-on-roll-off" provision and some young people may need to wait weeks before they can start (if Task Force's are over-subscribed). Some referral agents do not provide enough information on the issues affecting a young person, for example, a referral from a YOT team may choose to attend a Working It Out Task Force rather than do community service (or face a custodial sentence) this could affect how the young person may progress to employment if information about their background is not made available.

Tracking of methods of engagement against retention on programme

There is a range of retention data available for each project. Information shows a breakdown of leavers by a range of criteria including: early leaver, sickness, dismissal, other.

Information is not available on how retention is affected by methods of engagement (or where young people are referred from) and it would be prudent (to inform Working It Out programme retention strategies) that this analysis is undertaken centrally, 'drilling down' on each Working It Out's referral sources and engagement methods.

5.2 Partnership working

Key findings:

- Overall there are some excellent partnership arrangements in place and these appear to correlate well with project success.
- The most common partners across the programme are referral agencies, onward referral partners and community organisations.
- Referral partners can also be Working It Out onward referral partners or involved in other Working It Out activities this can create a slight 'blur' between roles but is a very positive outcome of how partnership working has grown and developed.
- Each project also works with a range of other partners to support the Working It Out programme delivery, in each case these are unique to the Working It Out project and community setting.
- Schools are not yet a common referral source across the Working It Out programmes.
- In some Working It Out areas, staff recognise the need to develop additional partnership links to support programme development.
- It would appear that there are capacity issues amongst some Working It Out projects to support partnership working. This is particularly evident where projects are operating alone in a location (with little staff cover for absences) or with new staff in place.
- The focus of the Working It Out programme is progression to employment and partners understand this.
- Working It Out sits well between mainstream programmes (e.g. E2E) and less structured volunteering options funded by the government.

Common partners across the programme

The most common partners across the programme are referral agencies, onward referral partners (training providers) and community organisations (recipients of Working It Out community challenges). Typically these are: Connexions, Jobcentre Plus, Youth Offending Teams, Social Services, drug projects and further education colleges.

In many cases referral partners (e.g. mainstream providers) may also be Working It Out onward referral partners or may be or involved in other Working It Out activities (e.g. community challenge recipients) this can create a slight 'blur' between partners' roles but is a very positive outcome of how partnership working has grown and developed.

Each project also works with a range of other partners to support the Working It Out programme delivery, in each case these are unique to the Working It Out project and community setting. For example, Newcastle works in partnership with Crisis Skylight Café a social enterprise that has been able to offer work placements in a catering and hospitality setting to Working It Out members (and refer other young people to Working It Out also). The YMCA Housing Services in Brighton has been a Working It Out challenge recipient of two painting and decorating activities but is also a referral partner. Southwark Working It Out has developed links with Price Waterhouse Coopers (PWC) and Pinsent Masons with company mentors volunteering their time to assist young people with their employability skills.

Glasgow is a very well established programme and has excellent connections with a range of stakeholders and agencies in the area. Inspiring Scotland (IS) provides funding but takes a

much more active role with the organisation and aims to shape external policy. IS commissions fewer agencies and works in a more strategic way to try and achieve “landscape change”. IS assisted Working It Out to link up with other investees to provide a more holistic “end to end” service consequently Working It Out Glasgow has solid links in place with a few key providers.

Key partners that do not engage

Within some project areas there is a need to develop the profile of Working It Out to engage more partners e.g. local FE colleges, the local authority. In these cases project staff understand that more work also needs to be undertaken to widen the pool of community challenge recipients as these are currently limited. Additional resources are needed to develop partnership links with referral organisations, community challenge recipients and onward referral sources as well as developing a presence at strategic level.

Schools are not yet a common referral source across the Working It Out programmes. The future of Connexions is unknown and it will be necessary for Working It Out staff to understand how possible government changes to Careers Education Information Advice and Guidance (CEIAG) delivery in schools (as part of the 14-19 agenda) may impact on schools before putting in place a strategy to recruit from this source.

It would appear that there are capacity issues amongst some Working It Out projects if they are operating alone in a location (with little staff cover for absences) or with new staff in place. Management involvement in developing strategic partnerships is not just in relation to Working It Out but all current and potentially future Tomorrow’s People service delivery and so covers a range of organisational priorities. For example, one Lead Local Operations Manager who covers the Eastbourne, Hastings and Brighton areas sits on various groups and panels throughout Brighton City and the County. The majority of this work is highlighting all of the work of Tomorrow’s People, not just the Working It Out programme.

What’s in it for partners?

The focus of the Working It Out programme is progression to employment. The programme is short and activity focused but also offers an accredited qualification for some, it sits well between mainstream programmes designed for young people (e.g. E2E) and less structured volunteering options funded by the government.

The Plymouth project has a plethora of referral sources and partners some of whom can claim outcomes and gain funding as a result of their referrals to Working It Out. The unique nature of the service and how a wide range of challenges are undertaken (e.g. fundraising events including sailing trips, Mount Snowdon climb, and 30 mile hikes) makes it stand out from other NEET programmes; some Working It Out staff come from Royal Navy backgrounds and bring transferable skills (and stamina) to activities and challenges.

Newcastle is clearly fulfilling a referral need at a local level. It strikes the balance between not being a full time, statutory programme and having a clear employability focus. The Working It Out team has gained a reputation with social services teams for being able to work with young people with high levels of need (many coming from in-care or leaving care backgrounds). Having a service which is staffed by individuals that have not all come through a professional and heavily regulated route is an advantage for social services; they may see

young people that need an approach they are not able to provide due to some of the limitations they work within; Working It Out therefore provides the right environment.

A key feature of Working It Out in Glasgow is the extent of genuine partnerships based on mutual benefit and respect. The partnerships are well structured to help Working It Out better meet the needs of the members, providing them with an end-to-end progression route.

In terms of improving the offer, community challenge recipients suggested that members are encouraged by Working It Out staff to be more adventurous in their choice of challenges and ensure projects forge links with community organisations located in disadvantaged areas (where members are likely to live).

Managing partnerships

Referral partners are managed informally; contact is maintained by Working It Out staff through regular emails or telephone calls, information about new Task Force dates is circulated to encourage referrals. Partners are kept involved and informed about individuals' progress. Attendance at celebration events also provides opportunities to see individual members and the progress they have made. Some Service Level Agreements are in place with referral partners or community challenge recipients (and a range of challenge paperwork is maintained by Working It Out staff and members including risk assessments of activities). Overall, there are some excellent partnerships in place and these seem to correlate well with project success.

5.3 Project design and flexibility

Key findings:

- Although estimated NEET rates vary quite widely within the target local authority areas; all Working It Out projects fulfil a local community need to engage and progress young people who are NEET.
- Projects broadly follow the national model as described in the Working It Out Programme Delivery Manual with activities delivered flexibly to meet the needs of the member group.
- Flexibility of delivery is viewed as a key strength of the programme by Working It Out staff.
- The process for determining individual members' support needs varies across the programme as does the quality of action planning.
- The quantity and quality of challenges and activities vary depending on the location of the projects, available resources, and the extent of partnership links and the background of frontline staff.
- The informal background of staff re-enforces the non-statutory aspect of the programme and helps make it distinctly different from classroom focused provision; inappropriate for some NEET young people.
- There is evidence of some good, innovative use of resources within projects.
- Progress reviews are a key strength of Working It Out programme delivery; reviews take place regularly, are well recorded and include good, SMART targets.
- All Working It Out projects fulfil a local community need to engage and progress young people who are NEET.
- Working It Out is well placed to meet Scottish and UK governments' priorities to reduce the NEET figure; Working It Out fits strategically with plans.

Projects broadly follow the national model as described in the Working It Out Programme Delivery Manual with projects delivering activities flexibly to meet the needs of the member group. This flexibility is viewed as a key strength of the programme by Working It Out staff. Project premises are conveniently located and have good transport links, providing members with easy access to the programme. For example, the Southwark project is situated in Southbank University's business centre and two minutes walk from the tube station. Brighton Task Force re-located to the very centre of Brighton so that young people from the wider area could access the premises more easily.

Below is an outline of the various aspects of project delivery. Included under relevant headings is feedback gained from interviews¹³ and focus groups¹⁴ with young people. Additional information on the feedback gained from interviews and individual focus groups with young people (including a more detailed breakdown of responses to the rating scale questions) can be found in appendices one and two respectively.

Interview and selection of Taskforce members

As a result of a detailed interview and selection process, twelve members are invited to join the programme to complete a range of community challenges and activities. Individuals' commitment to the programme and initial exploration of their needs is considered as part of the interview and selection process. Selection of Task Force members is based on creating a positive group dynamic and Working It Out staff have clear recruitment guidelines for selecting new members.

Based on feedback from interviews, a large number of young people originally heard about the project in their area through word of mouth, including speaking with friends and family who had already attended the project. Other common responses included hearing about the project through care workers and Jobcentre Plus.

The focus groups did not suggest significant regional differences in how young people heard about the project in their area although most of the focus group participants in Glasgow stated that their local careers service was where they were initially told about Working It Out. It should also be noted that several young people in Plymouth heard about the project through the Prince's Trust prior to referral.

When asked what was different about Working It Out young people who were interviewed and who participated in the focus groups expressed a range of opinions. These included providing young people with the chance to meet people in a similar position to them, providing the opportunity for experience and the chance to improve their CV. Some young people also felt that Working It Out enabled them to give something back to the local community through the project challenges. The lack of classroom activities is also a positive feature of Working It Out.

13 34 young people were interviewed. This included six from Brighton and Southwark, five from Glasgow, four from Hammersmith and Fulham, Plymouth, Liverpool and Newcastle and one from Maidstone. It should be noted that four of the young people interviewed had left the course early and two had been dismissed.

14 Five separate focus groups were conducted with young people from Glasgow, Newcastle, Southwark, Brighton and Plymouth. Predominantly, the young people who participated had been on the programme for between three to five weeks. However, two young people in the Brighton focus group and all those from the Newcastle focus group had only been on the programme for a few days.

Feedback suggests that the main reasons for young people joining the project were to get a job or to move into some sort of training or further education. Many young people interviewed also said that upon joining, one of their aims was to improve their self-confidence. One young person said 'I hoped to gain more confidence which will help me think about my future and what I want to do'.

Induction and action planning

Within the first week an induction is carried out by Working It Out staff with the new group, as well as providing information about the programme and covering Working It Out procedures, there is emphasis on developing team cohesion and also individual's confidence levels.

Action planning is undertaken by Working It Out staff with individual members and focuses on the young person's needs. The quality of action planning varies across the programme with some very good action plans in place; however staff approaches to action planning are not always consistent across the programme. Additional guidance in the Working It Out programme Delivery Manual (or master classes at staff development events) could support this area.

However, despite some of the inconsistencies recognised at project level, when young people were interviewed and asked to rate the projects' effectiveness at establishing long and short term goals on a scale of one to five (one being poor and five being excellent), 76% rated this as a 4 or 5. Feedback from the focus groups was also quite positive and all participants in the Glasgow focus group rated this as 5.

The process for determining individual members' support needs varies as does the use of basic skills assessment. To illustrate this point; Brighton formally assesses the basic skills support needs of individuals to inform literacy and numeracy support needs (and support to achieve the Entry Level 3 ASDAN qualification). The use of formal basic skills assessments may negatively impact on young people's perception and experience of Working It Out and could affect retention rates. In Glasgow the staff do not actively undertake such assessments but have been trained by a basic skills college tutor to identify these needs as young people undertake project activities. Glasgow's method of determining individual basic skills support needs is good practice and could be rolled out across all projects.

Variances may occur when Working It Out staff have worked on different Tomorrow's People programmes and integrate practice associated with different contract delivery. This 'shaping' of programme delivery can have both positive and negative effects on the programme, however, it may be useful for Working It Out to have a more standardised approach to determining individual needs and that this is more reflected in the Working It Out Programme Delivery Manual.

Again, despite some of the differences, 68% of young people interviewed rated their respective project a 4 or 5 in terms of identifying their skills and strengths at the start of the project. 79% rated their project a 4 or 5 with regards to the project identifying what support they would need.

Community challenges

A number of community challenge recipients are sourced by Task Force Leaders. Potential challenges are checked to ensure they fulfil set criteria (e.g. they must be legal, ethical, and

not put anyone out of a job, be community focused, be significant enough to give members pride in their achievement). Challenges to be undertaken as part of the Task Force are selected by the members. A challenge manager and deputy is chosen by members from their own team and roles are allocated to each member. A challenge plan proforma is used by the challenge manager to help them prepare the challenge.

The quantity and quality of challenges and activities vary depending on the location of the projects, available resources, and the extent of partnership links and the background of frontline staff. Volunteering (through community challenges) is viewed positively by Working It Out staff and members as a route for young people to secure employment and there is evidence of some projects developing very good challenges that are clearly structured around a local community in which the members live.

Overall the feedback from young people on the activities and challenges was positive. 41% of young people interviewed rated the group activity or challenge they had experienced with a 5 and 38% rated this with 4. Feedback from most of the focus groups echoed this positive response.

Several young people also felt that the challenges and activities were the main strength of the project. One young person said 'the challenges are so good at getting people to interact and learn about themselves'. Some of the other strengths of the projects mentioned by the young people also related to the challenges or activities. These included the ability to work with other people and develop teambuilding skills and having something to keep motivation levels up.

Some projects experience difficulties in establishing new community challenge recipients. For example in Brighton community grants are readily available for groups to access to undertaken improvement works professionally and The Prince's Trust (Working It Out's key competitor) is also vying for these for its Team Programme offer. It is also difficult for Task Force members and staff to explain to potential recipients there is 'no catch' to young people carrying out challenges. The use of a minibus was identified by a Lead Local Operations Manager could widen the opportunity to undertake community challenges in rural areas of the county.

Few marketing materials are in place to promote the concept of community challenges (with the explicit aim of developing new links with challenge recipients).

Given community challenges are a central theme to the programme, greater emphasis needs to be placed on developing new links to fulfil members' expectations of the programme. This is supported by the feedback from some young people that were interviewed who said that they would like a greater range of activities and challenges. Some feedback suggested that more difficult challenges would be good.

Classroom/other activities

Classroom activities delivered throughout the programme focus on team building, self development, employability skills development and job search. Task Forces have recently introduced the ASDAN Entry Level 3 Employability Qualification to be undertaken by some individual members. Classroom activity varies widely across the projects – with projects using a different range of activities and materials; some of which were relevant to the needs of the members, well thought out and engaging. We observed a small number of materials

that may not be appropriate for this client group. Given the classroom based work carries the highest potential to disengage young people, ensuring it is of the highest quality is a priority. A resource bank could be made available to all Working It Out projects to support a wider offer. Where resources have been developed by one project (and their use positively evaluated) they could be made available to all projects for adapting to meet the needs of the Task Force.

The informal backgrounds of staff re-enforces the non-statutory aspect of the programme and helps make it distinctly different from classroom focused provision, which is inappropriate for some NEET young people. There is evidence of some good, innovative use of resources; in Plymouth a counsellor is employed to support members by meeting with them for weekly one to one appointments, corporate mentors from PWC and Pinsent Masons support the Southwark project's employability skills delivery.

Work experience opportunities are promoted to members as part of their Working It Out activities in Southwark but not in other project areas. Southwark has links with two employers for the purpose of work experience for certain members. Buffer Bear Nursery and the Tomorrow's People social enterprise (a flower stall) have provided work experiences for some members and led to more on-going volunteering.

Progress reviews

Progress reviews with individual members are undertaken by Working It Out staff every four weeks. Review documentation is completed by Working It Out staff with new targets set with the members. This is a key strength of Working It Out programme delivery; they take place regularly, are well recorded and include good, SMART targets. Brighton has developed its own proforma to be used by members before their review, which encourages them to reflect on their progress before the event so that the one to one meetings are more meaningful.

Young people interviewed were positive about the quality of the reviews in helping them identify the new skills they were developing with 79% rating this a 4 or 5. Focus group participants' feedback on this aspect of delivery was limited as most had only been on the project a short time.

Graduation and after-care

A graduation ceremony takes place at the end of the Task Force; this is planned entirely by the members and attended by Working It Out staff, members' families, referrals partners and key workers. This event successfully showcases and celebrates individuals' progress and also serves to motivate project staff, referral partners and challenge recipients who attend.

All members are offered an after-care service by Working It Out staff to provide further help to gain positive outcomes or help sustain these. All young people are offered an aftercare service to help them gain a positive outcome or sustain one. Some Working It Out staff acknowledge the need to look at new more, innovative methods for tracking ex-members because they frequently change mobile phone numbers or email addresses or do not respond to letters that are sent out. Working It Out plans to create a Facebook page to support this delivery and tracking but routinely collecting individual member's email addresses (as part of the Working It Out registration processes) would also help.

Whilst 47% of young people interviewed rated the projects follow up process with a 4 or 5, there were several responses that suggested this aspect of delivery needs to be addressed as highlighted above (15% and 12% rated this aspect of delivery with 1 or 2 respectively).

Reimbursed subsistence and travel costs

The weekly travel card and reimbursed subsistence costs are very important to members; these exceed the Educational Maintenance Allowance for E2E. Members' feedback highlighted that the reimbursed subsistence and travel costs were important and a key incentive for joining Working It Out.

The travel card enables young people to travel around their city and getting to know areas that they would not necessarily visit.

How do these common themes reflect the needs of local communities?

The focus of the Working It Out programme is progression to employment. All Working It Out projects fulfil a local community need to engage and progress young people who are NEET, although estimated NEET rates vary quite widely within the target local authority areas.

In Newcastle the project fills a need locally, in particular working with young people from care backgrounds. With a lack of jobs in Newcastle and Glasgow, the Task Forces have increased partnership links with training and education providers for onward referral to increase the vocational skills base.

Glasgow comprises of many isolated communities living in housing estates around the outskirts of the city. Challenges that focus on these communities help to increase community cohesion in the area as well as bringing obvious practical benefits.

There is very little NEET provision in Plymouth and the Unitary Authority has the highest JSA claimant count for 16-24 year olds (compared to other England local authorities). Young people are particularly interested in the challenges and these are seen as a way of giving something back to the community. Seeing a different side to young people often restores others' faith in what young people are capable of, given the chance and right guidance by Working It Out staff.

NEET is a big issue in Brighton as is unemployment; high percentages of worklessness create additional barriers to employment for NEET young people from workless families. The Working It Out project shows young people that there are alternative routes to unemployment for young people and that there is a different programme (other than mainstream provision) which is varied and more practical.

It would be prudent for Tomorrow's People to assess NEET rates in local authority areas (and the range of available provision to meet the needs of NEET groups) to inform the development and growth of Working It Out in new or existing geographical areas.

How project design meets the needs of a diverse range of funders and commissioners

Working It Out is part of the wider picture in Glasgow and is also strategically well connected in the area; it is well placed to be of benefit to the Scottish Government's approach to NEET reduction (although there are a number of players in the field vying for attention). 16+

Learning Choices¹⁵ will be a clear opportunity for Working It Out to widen its influence in the mainstream.

Working It Out is well placed to support England and Scotland's local authorities in their bid to reduce NEET figures (and help meet NEET targets detailed in children and young people's plans). Working It Out therefore strategically fits with the governments' plans.

The ASDAN Entry Level 3 qualification has recently been introduced by Tomorrow's People across the Working It Out programmes. The rationale for this was to accredit learning that was already taking place and to provide members with an opportunity to gain a formal qualification (which they may never have achieved before). There is good evidence to show that Working It Out classroom activities and community challenges provide members with evidence to achieve their qualifications with no duplication of activity. Members choose to undertake this qualification (in line with their identified support needs) so not all work towards this qualification. Tomorrow's People will need to consider how genuinely flexible the ASDAN qualification is and how it may also complement new programmes of learning in line with the 14-19 agenda e.g. Foundation Learning.¹⁶

5.4 Attrition rate

Key findings:

- On average, 80% of young people complete the programme. This figure means that the internally set 75% retention rate target has been exceeded.
- Attrition rates vary across the programme but on average 14% of young people leave the programme early or are dismissed.
- Higher attrition rates are associated with new projects.
- Glasgow has very low attrition rates averaging 10% across the projects.
- There is no trend in early leavers.
- It is not been possible to compare Working It Out attrition rates to other programmes because retention data is not published by Ofsted. However, anecdotal evidence (from providers delivering similar services to NEET groups) indicates that Working it Out's retention rates compare very well with other providers and are in fact good.

The attrition rates detailed below show the percentage of early leavers year on year (against starts). We can use this data in various forms (i.e. against starts or completers) to look at 'churn', determine trends and pinpoint why young people leave provision early. This information should be used by the programme (and at project level) to determine retention strategies and set targets.

Common attrition rates and possible patterns

On average 80% of all young people complete the Working it Out programme, which means that the internally set retention target of 75% has been exceeded.

¹⁵ 16+ Learning Choices is the Scottish Government's model for helping young people stay in learning post-16.

¹⁶ Foundation Learning FL is a national programme of learning for learners aged 14-19 working predominantly at entry level or level 1.

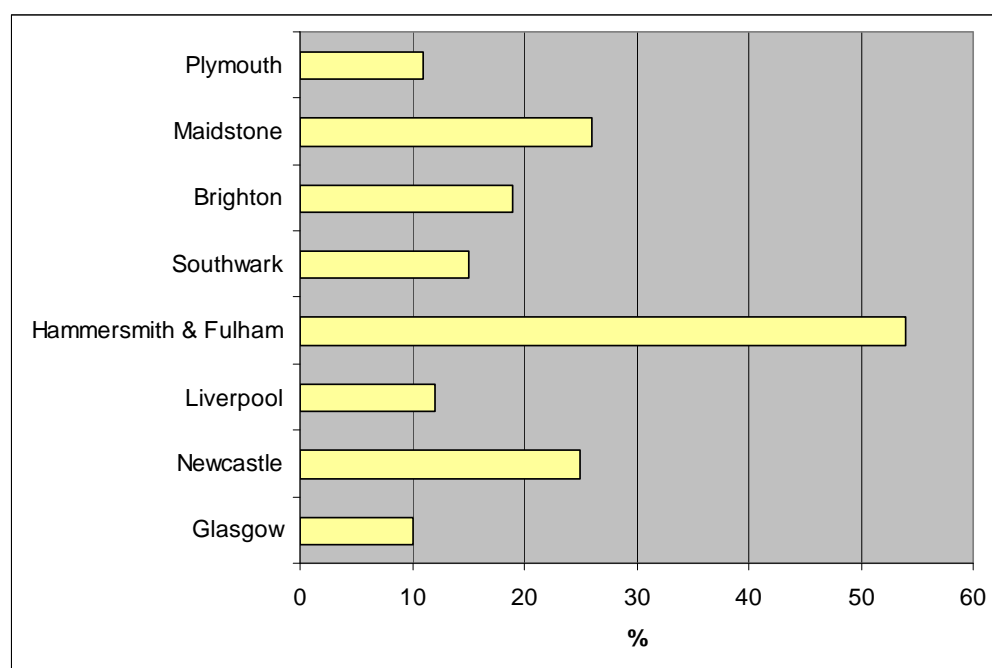
Table 3 and Graph 2 provide early leaver and dismissed data in percentages (against the number of project starts) for each project location and year. We have excluded from this data all young people who left the programme for other reasons e.g. pregnancy, sickness custodial sentence etc. We acknowledge that Working it Out could have not prevented these reasons for not completing the programme and have therefore removed this group from the data (which makes up 6% of the total cohort).

Where more than one project is delivered in a location e.g. Glasgow and Plymouth, figures have been amalgamated.

Table 3 provides information on leavers who are recorded by Working It Out as either: early leavers or dismissed.

Location	Year 1 2004/05	Year 2 2005/06	Year 3 2006/07	Year 4 2007/08	Year 5 2008/09	Year 6 2009/10	Average
Glasgow (combined)	8	11	3	3	12	13	10
Newcastle	-	-	-	-	35	20	25
Liverpool	-	-	9	11	8	20	12
Hammersmith & Fulham	-	-	-	-	-	54	54
Southwark	-	-	-	14	11	18	15
Brighton	-	-	-	18	21	18	19
Maidstone	-	-	-	-	-	26	26
Plymouth (combined)	-	-	10	2	13	13	11
Average	8	11	5	9	14	17	14

Table 3 Total early leavers and dismissed (%)



Graph 2 Average total early leavers and dismissed

Attrition rates vary across the programme but on average only 14% of members leave early or have been dismissed. This figure means the retention target of 75% has been exceeded. If we look at the established projects together (Glasgow, Liverpool, Southwark, Brighton and Plymouth) we can see that average attrition rates vary between 10% and 19%.

New projects have higher attrition rates. Adjustments to recruitment processes will need to be made to ensure the appropriate referral and recruitment of young people to these projects; analysis of leaver information should also inform retention strategies and lead to improvements.

Glasgow has very low attrition rates averaging 10% across the projects. Newcastle's attrition rate was very high for 2008/09; Newcastle recruits many of its members via social services and a higher proportion of young people (than other projects) come from care backgrounds and present very complex support needs. It is positive to see that Newcastle reported a low attrition rate (20%) the following year.

Reasons for drop-out

We understand that all early leavers by definition have left the programme without a positive outcome. We have analysed data to look at possible trends in data (by location or year-on-year growth). However, it has not been possible to identify specific reasons or trends, beyond anecdotal information, for all young people leaving early. Tank recommends that the recording of all 'leaver' data is reviewed so that it can be analysed further and used to develop retention strategies (i.e. recording should include reasons for and the timing of leaving so that trends and patterns in information can be analysed in more detail).

How attrition rates compare to other programmes

It has not been possible to compare Working It Out attrition rates to other programmes. Retention data is no longer published by Ofsted and other national programmes do not make this data publically available. Anecdotal evidence (from providers delivering similar services to NEET groups) indicates that Working It Out's retention rates compare very well with other providers and are in fact good.

It is possible to comment on the Working It Out retention rate against the internally set Working It Out programme target of 75%. From 2004/05 to 2008/09, retention rates ranged from 91% to 79% and therefore exceed the Working It Out retention target. In 2009/10 the retention rate was 74%, 1% below the Working It Out target. It is clear that this outcome was negatively affected by the attrition rates of the two new Working It Out projects.

5.5 Progression to education, employment or training

Key findings:

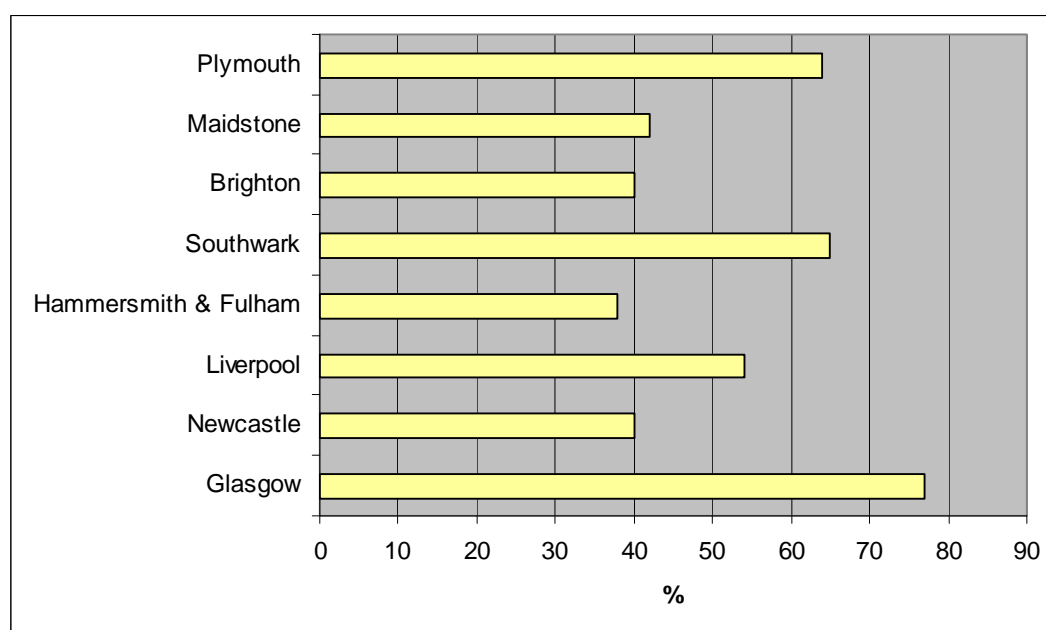
- Overall, 79% of completers progressed to employment, further education or training; exceeding the Working It Out progression target of 75%. As a percentage of starts, the figure for positive progression is 63%.
- Over the programme lifetime, completers' progression to employment has decreased for most projects year on year but increased for training.

Progression rates straight after the programme and for the tracking period

Table 4 shows the progression rates of young people on leaving the programme; this is expressed as a percentage measured against the number of starts. Progression is identified as moving into employment, further education or training.

Location	Year 1 2004/05	Year 2 2005/06	Year 3 2006/07	Year 4 2007/08	Year 5 2008/09	Year 6 2009/10	Average
Glasgow (combined)	87	78	84	83	74	73	77
Newcastle	-	-	-	-	15	53	40
Liverpool	-	-	91	66	22	57	54
Hammersmith & Fulham	-	-	-	-	-	38	38
Southwark	-	-	-	64	75	55	65
Brighton	-	-	-	41	34	45	40
Maidstone	-	-	-	-	-	42	42
Plymouth (combined)	-	-	70	75	59	62	64
Total	87	78	83	68	54	60	63

Table 4 Total project starts progressing to employment, further education or training on leaving the programme (%)



Graph 3 Total project starts progressing to employment, further education or training on leaving the programme

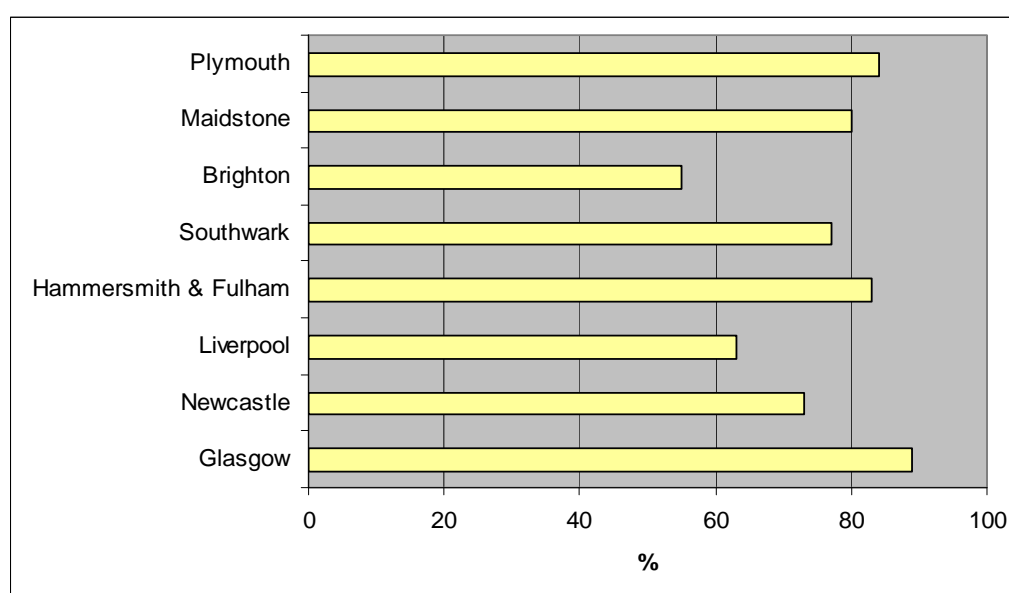
Overall, the programme progression rate by starts averages 63%. Glasgow has the highest progression rate of 77%. Hammersmith & Fulham and Brighton have the lowest progression rate (40% and 38% respectively) but it should be highlighted that Hammersmith & Fulham has only run one Task Force (with a high early leaver rate).

The above figures are shown as a percentage of starts (the methodology followed by OFSTED). Its use is based on the question – “if young person x starts this programme – what are the chances of success?” However, for programmes dealing with young people with a significant range of needs, whose retention is often affected by many outside influences, it

may also be useful to identify positive outcomes by looking at progression as a percentage of completers.

Location	Year 1 2004/05	Year 2 2005/06	Year 3 2006/07	Year 4 2007/08	Year 5 2008/09	Year 6 2009/10	Average
Glasgow (combined)	97	90	89	91	84	89	89
Newcastle	-	-	-	-	60	75	73
Liverpool	-	-	100	77	24	71	63
Hammersmith & Fulham	-	-	-	-	-	83	83
Southwark	-	-	-	74	87	70	77
Brighton	-	-	-	56	48	61	55
Maidstone	-	-	-	-	-	80	80
Plymouth (combined)	-	-	88	89	75	90	84
Total	97	90	91	80	68	81	79

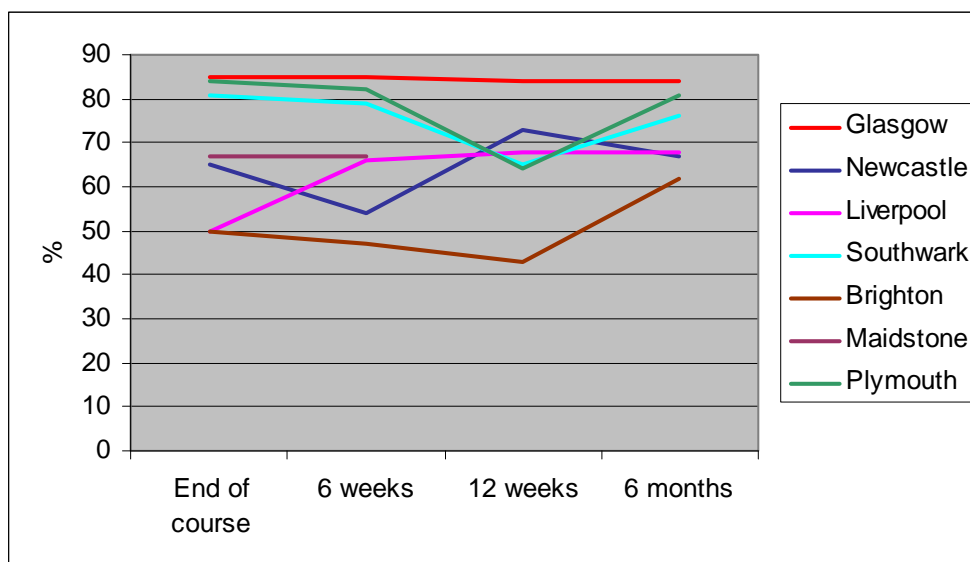
Table 5 Total project completers progressing to employment, further education and training on leaving the programme (%)



Graph 4 Total project completers progressing to employment, further education or training on leaving the programme

If we look at the progression rates of young people who have completed the programme (Table 5 and Graph 4) we can see that on average 79% of completers have progressed to employment, further education or training and exceeded the Working It Out progression target of 75%. Performance varies at project level; Glasgow has the highest progression rate for completers (89%) whilst Brighton has the lowest (55%). There is no overall trend in progression rates year by year. This can be attributed to the significant growth of the programme over the past three years with the introduction of new Working It Out projects in new locations and their 'settling in' periods.

Progression of young people has been tracked by all Working It Out projects up to the period of 12 months after completion. However, for the purposes of analysis, it has only been possible to present information for the period up until 6 months after project completion (as the status of completers after 12 months was predominantly unknown).¹⁷ It should be noted that the status of some young people at 6 weeks, 12 weeks and 6 months was also unknown but there was sufficient information available to draw some conclusions.



Graph 5 Total project completers progressing into employment, further education or training up until 6 months after leaving the programme (Period 2007 – 2010)¹⁸

Graph 5 does not show any significant trends for most of the projects, although Brighton does show a 12% increase in young people moving into employment, education or training after 6 months of completing the course. Therefore the information is limited to some degree as, for several regions, only a small number of Task Forces could be used to analyse progression¹⁹.

However, one positive trend is apparent – where a young person gains a positive outcome on leaving the programme the chances of that being sustained, or improved, over time is high.

In future, in order to determine the long term impact of the projects on young people who have completed, it is important that tracking data is recorded more consistently. This would include ensuring that follow ups are made with young people at each of the tracking stages and consistent records kept across all of the projects on progression (i.e. same classifications on young person’s status).

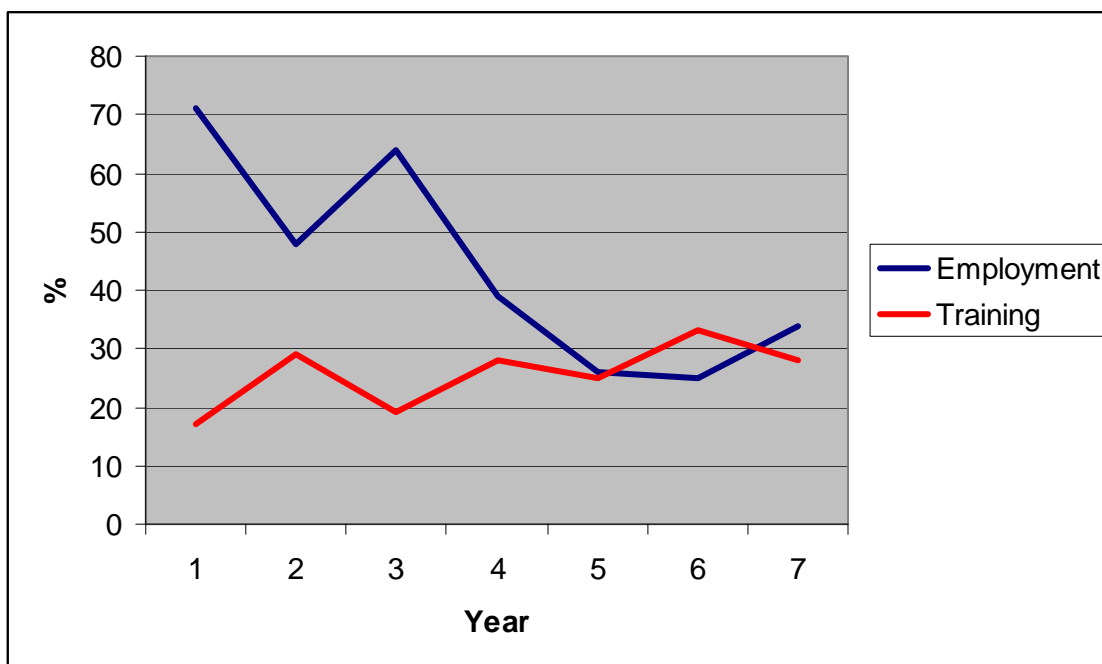
¹⁷ By ‘unknown’, it is meant that a young person’s status at any of the tracking periods *could* be determined (i.e. not too early to obtain status) but information could not be obtained. ‘Unknown’ does not include young people from Task Forces that fall outside of the tracking period (i.e. too early to obtain status) as these cases have been removed from the analysis.

¹⁸ Tracking data was available for quarter four 2007-08, all four quarters of 2008-09 and quarters one, two and three of 2009-10.

¹⁹ Hammersmith and Fulham have only recently started and have not entered the tracking period at the time of writing

Segregated progression destinations

We analysed the segregated progression destinations for employment, further education or training for each year of delivery.



Over the lifetime of the programme progression to employment figures have generally decreased year on year (although in Liverpool these increased substantially in 2009/10). Further education progression percentages have generally increased and particularly for Glasgow, and Plymouth. Southwark and Brighton are the exceptions here.

There is an increased rise in progression to training across all projects; by far the highest percentages in year 6 were for Glasgow and Plymouth. One of the possible reasons for this overall increase across the projects is the effects of the economic downturn in late 2008.

Unexpected benefits and outcomes

Unexpected benefits and outcomes from the programme include the growth in word of mouth referrals (across all projects) and changes in behaviour whereby young people start to accept responsibility for their actions and start changing the course of their lives.

In Southwark, young people who undertake challenges for a volunteering project can also obtain their V50 certificates once they have accrued fifty hours of volunteering. Members were keen to get this as they saw it as an achievement that could be included on their CV.

“Softer” benefits, e.g. confidence building

Tomorrow’s People’s Steps to Success (a questionnaire developed by Tomorrow’s People is used at four weekly intervals to determine an individual’s progress (through a scoring process) against a range of areas including: change, positivity, desire to improve ones situation, problem solving, talking, listening and making positive things happen). The diagnostic tool is used to support initial assessment and progress reviews. Project staff discuss this data with individuals but with the exception of Glasgow there has been no collation of data by Task Force/project and analysis.

Analysis of Steps to Success data

As part of wider record keeping, Glasgow Task Force has maintained a database of 73 Task Force members' Steps to Success responses (recording responses at the start, after two months and at the end of the programme, for each young person). Information also includes participants' gender, age, background (i.e. numeracy/literacy problem, homeless, ex-offender, in danger of school exclusion, workless household, alcohol/substance abuser or drug user), education level and outcomes. Taken as a whole, there was no significant difference in participants' responses between the first and last surveys. For around half of the participants in the sample, there was a dip in their scores in the interim survey, i.e. they reported feeling less positive about the statements part way through the programme. Young people record their first set of responses at the beginning of the programme; they do this independently (unsupervised) and their responses are not challenged by Working It Out staff; responses take account of the young person's feelings of optimism at the very start of the project. The second set of responses is recorded in the middle of the programme when young people are more aware of their situation (within the context of needing to progress to a positive outcome) and their responses are more measured. The third set of responses is a more accurate reflection of the young person's actual position as they leave the project. Tank recommends that Working It Out discounts the first set of responses (as this is not reflective of the 'true' position of the young people) but instead measure the scores at interim and end of programme stages.

As this data is limited to 73 Glasgow Task Force members it is only possible to comment on changes of ratings by individual members and not possible to comment on comparisons with other Task Force areas. It would be useful for individual Task Forces to compare data to identify any trends in Steps to Success outcomes (that also link to positive outcome positions).

5.6 Benchmarking and deadweight factors

Key findings:

- Three programmes have been identified to compare the Working It Out programme and projects against – however all of these present problems in terms of making direct comparisons
- E2E and GRfW client groups may differ significantly from Working It Out's.
- The Prince's Trust Team Programme is a key competitor of Working It Out and access to detailed outcome information is limited.
- Working It Out (as whole programme) has exceeded The Prince's Trust Programme's published progression outcome by 3 percentage points
- Glasgow progressed 73% of all starts in 2009/10, this compares very well to 36% of GRfW progressing to a positive outcome in Scotland.

Benchmarking the programme against other similar programmes at national, regional and local levels from both public/private funded sources.

Three programmes have been identified to compare the Working It Out programme and projects against; Entry to Employment (E2E), The Prince's Trust Team Programme and Get Ready for Work (GRfW).

GRfW is the closest programme to benchmark the Glasgow Working it Out programme against, although it should be noted that Working it Out is recognised as a pre-GRfW intervention. Tank's recent experience of E2E delivery is that higher level qualifications are now being offered (e.g. Level 2 Communication Skills) and young people who already possess academic qualifications are taking up this programme offer. In addition, Brighton has pre-E2E provision, which is targeted at NEET groups. Overall, E2E and Working it Out client groups differ significantly.

Working It Out (as a whole programme) has exceeded The Prince's Trust Programme progression outcome by 3 percentage points based on progression into employment, education or training within three months of completing the programme.

There is no overall E2E progression data published by Ofsted (for benchmarking purposes); Tank has therefore accessed individual providers' Ofsted inspection reports to look at available data. It is difficult to benchmark E2E provision against WIO because similarly to GRfW we are not comparing like with like provision.

With the exception of Newcastle and Liverpool (2008/09), the projects have achieved higher progression rates than the E2E/GRfW provider. Glasgow progressed 73% of all starts in 2009/10, compared to 36% of GRfW in Scotland.

In 2008/09, 65% of the Liverpool's project starts left their Task Force actively seeking work. Newcastle experienced a high leaver rate in its first year of operation. Both projects experienced much higher progression rates in 2009/10 (57% and 53% respectively); both of these rates are comparable to the E2E progression rates detailed in the table above.

Appendix three provides detailed information on comparison data.

Deadweight factors

Deadweight factors take account of the extent to which outcomes would have happened without project intervention. There are two possible deadweight factors affecting programme outcomes (and cost). A proportion of young people who started Working It Out had already been accepted on to college courses in the autumn. It could be argued that these young people would have progressed to further education without Working It Out.

The Prince's Trust Team Programme is a key competitor of Working It Out; the programme offer is similar as is the target client group. In Brighton, The Prince's Trust Team Programme schedules its courses as Working It Out finishes; a number of young people move on to the Team Programme, and this does not necessarily represent a true progression outcome if both programmes target very similar client groups.

5.7 Cost

Key findings:

- The average cost of Working It Out working with each young person costs £2,549 without subsistence and travel costs included and £3,444 with the costs included.
- The unit cost of Working It Out working with each young person is comparable with E2E funding rates and GRfW cost per outcome.
- The average cost of progressing a young person to a positive outcome is £4,061 without subsistence and travel costs and £5,487 with the costs included.

This section provides information on programme value for money and also for individual projects. Table 6 details the costs for the Working It Out programme for each year and location.

Location	Year 1 2004/05 £	Year 2 2005/06 £	Year 3 2006/07 £	Year 4 2007/08 £	Year 5 2008/09 £	Year 6 2009/10 £	Total
Glasgow	42,055	179,812	161,727	140,428	247,784	361,901	1,133,708
Newcastle	-	-	-	-	100,006	140,348	240,354
Liverpool	-	-	42,779	168,059	153,462	129,314	493,614
Southwark	-	-	-	132,610	150,008	155,154	437,772
Hammersmith & Fulham	-	-	-	-	-	45,401	45,401
Brighton	-	-	-	89,639	161,610	138,019	389,268
Maidstone	-	-	-	-	-	40,909	40,909
Plymouth	-	-	31,984	129,628	241,535	283,658	686,805
Total £	42,055	179,812	236,490	660,365	1,054,407	1,294,703	3,467,832

Table 6 Expenditure summary of Working It Out

The costs detailed in the table above include direct and indirect expenditure, a proportion of Working It Out admin and management support and allocated back office expenditure (which in 2009/10 accounted for 17-19% of the total net operating costs).

It should be noted that young people's reimbursed subsistence and travel costs have been included by Tomorrow's People as direct expenditure and have therefore been included in the calculations above.

Ensure full benefits are identified

Table 7 provides an overview of the total spend for each project across all operational years and from this the average cost of working with a young person for each project and an average cost per positive outcome. Subsistence and travel expenses have been extrapolated

from these calculations.²⁰ Table 8 provides an average cost of working with a young person and an average cost per positive outcome with subsistence and travel expenses included.

A positive outcome is defined as a progression to employment, further education or training on leaving the project.

Location	Total spend (without subsistence and travel expenses) £	Average cost of working with a young person £	Average cost per positive outcome £
Glasgow	740,708	2,110	2,733
Newcastle	199,434	3,324	8,310 ²¹
Liverpool	379,654	2,731	5,062
Southwark	348,892	3,172	4,914
Hammersmith & Fulham	37,041	2,849	7,408
Brighton	314,468	3,209	8,063
Maidstone	28,149	1,482	3,519
Plymouth	518,285	2,388	3,729
Totals	2,566,631	2,549	4,061

Table 7 Total project spend (without subsistence and travel costs) and average costs per young person.

Location	Total spend (with subsistence and travel expenses) £	Average cost of working with a young person £	Average cost per positive outcome £
Glasgow	1,133,708	3,230	4,183
Newcastle	240,354	4,006	10,015
Liverpool	493,614	3,551	6,582
Southwark	437,772	3,980	6,166
Hammersmith & Fulham	45,501	3,492	9,080

²⁰ We have assumed that young people who left the programme early left half way through and have deducted subsistence and travel expenses on this basis.

²¹ Newcastle's high average cost per positive outcome results from the very high drop out rate of young people in the project's first year of operation.

Brighton	389,269	3,972	9,981
Maidstone	40,909	2,153	5,114
Plymouth	686,805	3,165	4,941
Totals	3,467,832	3,444	5,487

Table 8: Total project spend and average costs per young person

For the overall Working It Out programme the average cost of working with each young person (without subsistence and travel costs) is £2,549. The cost with subsistence and travel costs included is £3,444

The average cost of progressing a young person to a positive outcome is £4,061 without subsistence and travel costs included and £5,487 with the costs included. These total costs have been affected by Newcastle and Brighton's high unit cost and cost per positive outcome (linked to attrition/progression rates). In line with their higher achievement rates both Glasgow and Plymouth have two of the lowest average unit costs.

Benchmarking the programme against cost aspects of the programme

As part of this research it has not been possible to establish a unit cost for The Prince's Trust Team Programme. However the following information has been gathered relating to E2E and GRfW.

GRfW unit cost

Training providers who deliver GRfW are paid £50 per week and can claim a bonus payment at the end of training (£500 for a job or progression to Skillseekers) or £100 for progression to further education. If a young person has sustained their job for 13 weeks the provider can also claim a further £200 payment. In addition the young person is paid an allowance of £60 which incorporates £8 travel allowance.

Based on the length of programme and including the £60 allowance the basic unit cost of GRfW is £1,430 rising to £2,130 if the young person gets a job and sustains it.

If we apply the GRfW funding model and the same 36% positive outcome rate (for 2009/10) to the number of Working It Out Glasgow completers, we can establish an average cost per positive outcome of £2,442. This calculation is based on a 13 week programme (the same as GRfW). The average cost per positive outcome for Working It Out Glasgow is £2,733 the Working It Out programme is three weeks longer and has a considerably higher progression rate than GRfW.

E2E unit cost

The Young People's Learning Agency (YPLA) funding methodology is used to provide a nationally consistent method of calculating funding for all 16 to 18 providers based on the amount of learning delivered through the standard learner number (SLN), a national rate per SLN, and a provider factor. The method of calculation is very complex and can also include Additional Learning Support funding as appropriate for some learners. Table 9 below shows carryover funding rates for E2E in the same geographical areas as Working It Out (there is a provider factor uplift for certain geographical areas). No Additional Learning Support has been included.

Location	Weekly total	Total for 22 weeks
Newcastle	£99.28	£2184.16
Liverpool	£99.28	£2184.16
Hammersmith & Fulham	£119.14	£2620.99
Southwark	£119.14	£2620.99
Brighton	£99.28	£2184.16
Maidstone	£105.24	£2315
Plymouth	£99.28	£2184.16

Table 9 E2E carryover funding rates (2010/11) with EMA added²²

The average cost of Working It Out working with each young person (as shown in Table 7) is comparable with the E2E carryover funding rates for 2010/11 (as detailed in Table 9 above).

5.8 Community benefits

Key findings:

- Working It Out community challenges help improve community resources and outside spaces.
- Volunteering directly benefits a number of charitable organisations; young people learn about different charities and how they operate.
- Working It Out directly challenges other peoples' negative perceptions of young people (showing what they can do and what they are prepared to do in their communities).
- Working It Out helps improve young people's knowledge of the geographical area and its issues.
- Projects provide opportunities for young people to create new friendships.
- Community challenges directly benefit the community and this can be quantified as a cost benefit of over £100,000 for the programme over a year.

Identify the range of projects and benefits at a programme and local level

A wide range of benefits have been identified by Working It Out project staff and partners; challenges help improve community resources and outside spaces; Improvement works can deter vandalism once the Task Force team have been involved, the local area benefits by looking smarter and activities can help restore civic pride. Additional funding can be drawn down by community groups or organisations to expand the works in the local area or building.

Volunteering directly benefits a number of charitable organisations; young people learn about different charities and how they operate. Volunteering is viewed by young people as a 'good thing', where they 'can give something back' to society. Young people continue to volunteer once they have left their project; approximately 10% of Brighton's cohort goes on to volunteer independently for the Rockinghorse charity.

²² http://readingroom.ypla.gov.uk/ypla/funding_rates_and_formula_201011_v2.pdf

Working It Out directly challenges other peoples' negative perceptions of young people (showing what they can do and what they are prepared to do); many of the challenges are located in public places where passers-by can see young people volunteering. Working It Out could further promote community challenges by displaying notice boards at the site of the challenge activity showing the work is being carried out by young volunteers for passers-by to read.

Working It Out helps improve young people's knowledge of the geographical area and its issues; challenges are based in different locations in some cases young people are in areas where they would not ordinarily visit (for fear of meeting rival gangs or just not knowing the area). Challenges encourage young people to venture out of their comfort zones and see different places; this expands their understanding of the local context and issues and generally improves young people's mobility. This would not happen if activities were delivered in the classroom.

Projects provide opportunities for young people to create new friendships; Working It Out brings together different groups of young people that would not ordinarily mix; this develops understanding and creates tolerance of different backgrounds of young people.

Identifying quantitative benefits of the projects in financial terms

Table 10 below identifies the quantitative benefits of the projects based on a number of community challenges, average hours spent on community challenges and the allocation of the minimum wage. We have assumed that in every Task Force there are nine 16-18 year olds (minimum hourly wage £3.57), two 18-20 year olds (£4.83) and one 21+ year old (£5.80).

Number of challenges per Task Force	Average number of hours per challenge	Total
4	15	£2,855
3	15	£2,141
2	15	£1,428
4	10	£1,904
3	10	£1,428
2	10	£952
4	5	£952
3	5	£714
2	5	£476

Table 10 Quantitative benefits of the projects in financial terms

If four community challenges are carried out in each Task Force and these average 15 hours per challenge, the quantitative benefit is £2,855. If 36 Task Forces run each year; the total quantitative benefit for the programme could be £102,780. This cost benefit directly impacts on the communities in which Working It Out projects operates.

5.9 Future programme development

Key findings:

- The overarching strategy in Scotland for reducing the numbers of young people not in education, employment or training is the More Choices, More Chances (MCMC) strategic framework.
- 16+ Learning Choices is a new model for ensuring that every young person has an appropriate, relevant, attractive offer of learning made to them, well in advance of their school leaving date.
- Targets for NEET reduction have been devolved down to local authorities. These authorities will ultimately be the commissioning bodies for NEET focused work.
- There are clear Scottish Government priorities around community development, empowerment and cohesion.
- The 14-19 reforms comprises of a number of key elements that could impact on Working It Out.
- Four local authorities have now been chosen for The Big Society National Citizen Service pilot schemes, including Liverpool.
- The new coalition government proposes to end all existing welfare to work programmes and create a single welfare to work programme to help all unemployed people get back into work this will be called The Work Programme.

Current and future policy initiatives around working with young people and their possible impacts on the programme

Scotland

The overarching strategy in Scotland for reducing the numbers of young people not in education, employment or training is the More Choices, More Chances (MCMC) strategic framework. There is an MCMC partnership in each local authority area in Scotland led by a range of stakeholders. There are also Youth Employability Groups which are sub-groups of the MCMC partnerships.

16+ Learning Choices is a new model for ensuring that every young person has an appropriate, relevant, attractive offer of learning made to them, well in advance of their school leaving date. 16+ Learning Choices is an offer by local authorities and their partners to all young people. 21 local partnerships started implementing 16+ Learning Choices from December 2008; this is expected to be a universal offer across Scotland by December 2010.

In addition to these programmes Inspiring Scotland (IS) has an impact on the local context. This is a public/private partnership focusing on venture philanthropy, but significantly with Scottish Government support. A key focus is on the NEET group. IS is already investing in Working It Out through funding for the programme; however, they plan to take a leadership role in directing policy in a range of areas to address the structural issues faced by their investees in meeting their aims and objectives. Targets for NEET reduction have been devolved down to local authorities. These authorities will ultimately be the commissioning bodies for NEET focused work and it will be important for Working It Out to continue promoting its activities at local authority level.

In addition to the youth employment agenda – there are clear Scottish Government priorities around community development, empowerment and cohesion. A range of national programmes has been in place to secure better practice in community development and the Scottish government have a stated commitment to achieving more in this field. There are five strategic themes: Safe, Vibrant, Working, Learning and Healthy communities. Local Community Planning partnerships oversee the themes.

England

The 14-19 reforms²³ comprises of a number of key elements that could impact on Working It Out, these elements include raising the minimum age at which young people leave education or training, supporting learners below level 2 and level 1 through the foundation learning tier and placing responsibility for education and training on all young people to 18 with local authorities so that they can take a more holistic view of services for the under 19s.

It is not yet clear under the new coalition government how existing arrangements (detailed above) may change but we do know that as part of The Big Society, a National Citizen Service will be introduced. The Cabinet Office plans to run the National Citizen Service pilot for approximately 10,000 young people from June to September 2011, it launched a competitive commissioning process in August 2010. An initial flagship project will provide a programme for 16 year olds to give them the chance to develop the skills needed to be active and responsible citizens, mix with people from different background, and start getting them involved in their communities. The pilot model aims for all participants to have a common experience based on five activity phases including completing tasks in a residential setting and designing a social action task in consultation with the local community. The pilot programme will last between seven and eight weeks. Four local authorities have now been chosen for The Big Society pilot schemes, including Liverpool. Tomorrow's People will need to assess how Working It Out could possibly feature in Liverpool's plans to develop a 'cultural' volunteering programme for young people in the area.

The role of Connexions and Next Step are likely to change under the new government and news reports feature recent cuts in Connexions' funding. Careers IAG delivery in schools may also change and Tomorrow's People will need to understand how this may impact on schools before putting in place a strategy to recruit from this source.

The new coalition government proposes to end all existing welfare to work programmes and create a single welfare to work programme to help all unemployed people get back into work this will be called The Work Programme. The Future Jobs Fund (to support the creation of jobs for long term unemployed young people and others who face significant disadvantage in the labour market) is under one year's notice as is The Community Task Force (the work experience element of the Young Person's Guarantee of which Future Jobs Fund is also part). The end of the two key programmes will undoubtedly affect the programme's outcomes and with a predicted 'double-dip' recession could impact negatively on employment outcomes for 18-24 year olds.

²³ The reforms are designed to encourage more young people continue in meaningful learning on courses to help them achieve more by 19. The goal is by 2020 for 90% of young people by the age of 19 to achieve Level 2 equivalent and 70% to achieve level 3 by this age.

Identify possible funding sources from, and the potential “offer” to, funders and commissioners

Given the devolution of commissioning powers to local authorities, new funding sources are most likely to come from these. As with Glasgow it will be essential for Working It Out to establish and maintain links with relevant local authorities. In addition, Working It Out will need to consider how its existing programme offer may meet local authorities’ requirements for provision which provides foundation learning tier outcomes.

It is not yet possible to comment on what the National Citizen Service funding structure. Emphasising the engagement and volunteering aspects of Working It Out delivery will be necessary to market the programme to The Cabinet Office (for the provision of the National Citizenship Service) and local authorities.

Identify possible models for growth – e.g. directly managed provision, franchising, etc

We have identified one possible model for growth; Tomorrow’s People could look at the possibility of delivering The Prince’s Trust Team Programme (identified as being very similar to Working It Out) as part of a possible franchising arrangement. The programme would need to be shaped to meet the requirements of the programme, particularly relating to the qualification offer (City and Guilds Qualification in Personal, Teamwork and Community Skills, and also Key Skills units).

6 CONCLUSIONS

Working It Out is a simple model that works very well. The focus of the programme is the progression of NEET young people to employment and it sits well between one to one intervention and mainstream provision aimed at young people, funded by the government.

Year on year programme progression and retention rates are good and they generally exceed the internally set targets of 75%. If we look at the more established projects in isolation we can see that these rates are very good indeed and compare very favourably with positive outcome/progression rates of some E2E and Scotland's GRfW programme.

Working It Out has informal and formal partnership arrangements in place with a wide range of referral agencies, community organisations and onward referral partners. There are key common partners across the programme and individual projects have different partners depending on which region they are delivering. Overall, there are some excellent partnership arrangements in place and it is evident that these relate to project success.

Word of mouth referrals are growing steadily as more young people hear about the programme through their friends. This is very positive as it is a direct endorsement of the Working It Out programme and its activities.

Community challenges are the central theme of Working It Out and work best where there is a good sense of community and good links with a wide range of community organisations. Young people are particularly attracted to this aspect of the programme offer and have high expectations of these activities. This is very positive.

Overall, Working It Out strategically fits very well with local authorities' plans for reducing the number of NEET young people and the National Citizen Service. Whilst there is little information about the National Citizen Service funding structure, emphasising the engagement and volunteering aspects of Working It Out delivery will be necessary to market the programme to local authorities.

7 APPENDICES

7.1 Appendix one – quantitative feedback from interviews with young people

In order to account for the small sample size of interviewees, the following data is based on the combined feedback for all projects. In total 34 young people were asked to rate the following aspects of delivery on a scale of one to five (with one being poor and five being excellent).

	1	2	3	4	5	n/a
Identifying your strengths and skills with you at the beginning of the project	-	9%	20%	56%	12%	3%
Accurately identifying what support you would need on the project	-	6%	15%	38%	41%	-
Establishing short and long term goals with you and developing an action plan	-	6%	18%	23%	53%	-
Managing members of the group so that it worked well	6%	6%	12%	20%	56%	-
Arranging with you a worthwhile group activity / challenge	-	9%	12%	38%	41%	-
Providing you with support and guidance during the project to help you make decisions	3%	6%	9%	15%	67%	-
Regularly reviewing your progress to help you identify new skills you are developing	-	-	18%	41%	38%	3%
Helping you find employment, education, volunteering opportunities or training	3%	9%	12%	26%	47%	3%
Regularly checking your progress with you once you once you left the project	15%	12%	9%	12%	35%	17%
Consulting with you on how the project could be improved	12%	6%	15%	20%	38%	9%

7.2 Appendix two –quantitative feedback from focus groups with young people

The following quantitative data was collected through focus groups held with young people from Glasgow, Southwark, Brighton and Plymouth¹. In total 36 young people were asked to rate the following aspects of delivery on a scale of one to five (with one being poor and five being excellent).

	1	2	3	4	5	n/a
Identifying your strengths and skills with you at the beginning of the project	6%	0%	56%	25%	8%	6%
Accurately identifying what support you would need on the project	0%	8%	44%	28%	14%	6%
Establishing short and long term goals with you and developing an action plan	0%	0%	19%	31%	44%	6%
Managing members of the group so that it worked well	0%	0%	22%	42%	36%	0%
Arranging with you a worthwhile group activity / challenge	8%	3%	44%	14%	25%	6%
Providing you with support and guidance during the project to help you make decisions	0%	3%	33%	14%	44%	6%
Regularly reviewing your progress to help you identify new skills you are developing	0%	0%	11%	14%	44%	31%
Helping you find employment, education, volunteering opportunities or training	3%	8%	8%	3%	19%	58%
Regularly checking your progress with you once you once you left the project	0%	0%	3%	0%	19%	78%
Consulting with you on how the project could be improved	0%	11%	17%	14%	0%	58%

¹ Although a focus group was conducted with young people from Newcastle, as they had only been on the course for a few days, they were not asked to provide any ratings. Also, some young people from other projects were unable to provide ratings for some aspects of delivery as it was too early for them to form an opinion.