



**TEES VALLEY**



**ISSP**

Intensive Supervision and  
Surveillance Programme

## **EVALUATION OF THE KEEPING YOUNG PEOPLE ENGAGED PROJECT**

**MARCH 2007**

**FINAL DRAFT REPORT**



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## Executive Summary

1.1 The Tees Valley Intensive Supervision and Surveillance Programme (ISSP) Partnership and Connexions Tees Valley commissioned A4e to evaluate the Keeping Young People Engaged Project (KYPE) in October 2006. This project operates within the wider ISSP framework for young offenders. The broad aim of the project is to provide Placement Support Officers (PSOs) to support young people to ensure that at least 90% of those on community orders as part of ISSP are engaged in education, training and employment activities (ETE). The main aim of this report is to provide an evaluation of the contribution and impact of the PSO role in achieving this 90% target.

1.2 This report focuses on a number of key areas of the KYPE project including:

- structure and organisation
- management and supervision of staff
- recruitment, retention and training of staff
- funding and resources
- referral and assessment of young people
- activities for young people
- progress, achievement and destinations of young people
- young peoples views
- targets, trends, statistics and data analysis

1.3 The evaluation of the contribution and impact of the PSO role on the 90% target has been problematic as it has not been possible to make any direct correlation between progress achieved towards the target and the role of the PSO. This has been due to two fundamental issues:

- The available data covers **all** young people who are clients of the the Youth Offending Service (YOS), not just those on ISSP
- Youth Justice Board (YJB) counting rules. An ETE output is counted if in the five working days prior to the completion of a young persons order they are in ETE. When a young person is referred to ISSP, this forms the first part of their order. Therefore, when they complete their orders – the point at which the ETE target is measured - they are not participating in the ISSP programme or the KYPE project and therefore are not receiving support from a PSO.

Whilst the data has not enabled the contribution and impact of the PSO role to be measured, as a result of wide ranging consultation with PSOs, line managers, senior management, partners and young people participating on the KYPE project it has been possible to provide an insight into the contribution and impact of the PSO role from a wider perspective – in relation to the life paths of these young people and their achievement of positive outcomes.

### 1.4 Contribution of the PSO role

The PSO role has provided '**young people centred support**' in terms of:

- Identifying career progression routes
- Sourcing ETE provision

- Supporting young people on their placements
- Acting as 'mediator' between training providers and young people
- Identifying and facilitating alternative training and support provision where mainstream provision is inappropriate.
- General hand holding

This 'young people centred' and responsive approach was of particular significance for those young people who were 'unmotivated' and 'unready' for mainstream provision and enabled the PSOs to identify a range of 'soft skill' indicators that could be used to measure the **distance travelled** and positive outcomes for these young people:

- Raising aspirations
- Improved confidence and self esteem
- Team building
- Responsiveness/Cooperation
- Improved Integration into the community and to support services
- Focus/direction
- Self respect and respect for others

The PSO role has enabled effective partnership working between YOS and Connexions whilst ensuring the young person receives seamless support.

The PSO role has brought a '**non enforcement**' element to ISSP that young people have responded well to and that has been recognised by YOS, Connexions and wider partners as beneficial to supporting young people to engage and stay engaged in ETE activities.

### 1.5 Impact of the PSO role

- **Breaking down organisational and professional barriers.** Both agencies (YOS and Connexions) now have a much clearer understanding of roles and responsibilities and there is evidence of some effective joint support work between PSO's, ISSP Case Managers and PAs to ensure that young people's risk is managed and that the young person receives seamless support. It was felt that the PSO role had been instrumental in helping to promote this understanding.
- **Highlighting gaps in mainstream training provision** for this target group – in particular, current mainstream provision does not always engage these young people. The PSO role has highlighted the need for more pre vocational, pre employability programmes and for training to be more practically based and less training/classroom orientated.

### 1.6 Other Issues

**Measuring ETE outcomes** – Current 'systems' are not effectively recording and monitor 'appropriate' ETE achievements and outcomes for this target group in terms of:

- the barriers they face
- their relationship to mainstream education and training

- their relationship to the labour market

**Blurring of roles and responsibilities** between PSOs, job brokerage and Connexions Personal Advisers. The 'young person centred' approach has at times meant the PSO have encroached on these roles, resulting in a duplication of provision and sometimes confusion. However, this confusion was more evident from partners than from young people who were clear as to who and where they would seek support.

**Fragmented support** - – in many instances young peoples ISSP programmes can be interrupted if they return to custody or are re sentenced to another community order as a result of further crimes or breach of their ISSP order. This sometimes fragmented delivery of support has made it difficult to maintain the level of intensive support these young people need if they are to benefit from the support the programme can offer but also if they are to access and complete training and ultimately obtain sustainable employment.

This coupled with the fact that PSOs offer limited support post ISSP has meant that there is a very real risk that the achievements of a young person on ISSP and KYPE will be diluted and not translated into sustainable outcomes. PSOs acknowledged that one of their key roles is to ensure the young people are 'plugged' into mainstream services that can continue to support them post ISSP. However, this has implications for wider support agencies, eg Connexions, training providers, Job Centre Plus, voluntary and community sector to ensure a continuum of support these young people will need to eventually engage in sustainable employment.

### 1.7 Action points

This evaluation report examines the issues raised in the brief and provides key recommendations that have come from:

- An overview of 'delivery on the ground'
- Analysis of any available data
- Analysis and feedback from PSOs, Managers and where appropriate young people
- Conclusions.

From the conclusions and recommendations it has been possible to extract a number of key action points:

**Formalise and Streamline processes and procedures.** As the project has now been running for over two years, a review of the roles and responsibilities of key roles needs to take place. This review needs to consider:

- PSO job description and role to ensure it is clearly defined and distinctive from the Connexions Personal Adviser role and where possible has a number of identified career progression routes, including Personal Adviser and career progression routes into YOS
- Comprehensive Induction process - covering Connexions and YOS/ISSP with dedicated training, pitched appropriately to the PSO role, covering working with and managing high risk/tariff offenders.
- Referral of young people
- Assessment of young people
- Brokerage of placements (consideration needs to be given to the range of support needed to ensure engagement in ETE)

- Provision of Information, Advice and Guidance (IAG)
- Identifying and plugging gaps in mainstream ETE provision
- On going assessment and review
- Monitoring
- The role of the project and ISSP Partnership in disseminating findings of the project, influencing funders and policy makers and sharing good practice.

### **Development and implementation of 'appropriate systems'**

- **Development of a set of ETE indicators**, taking account of outcomes such as engagement on and completion of training, qualifications, work experience/voluntary work, as well as soft skill indicators and distance travelled tools in order to more fully measure the impact of the project, in terms of improving young peoples skills and abilities in relation to ETE. These outcomes need to be measured over the duration of ISSP.
- **Capturing meaningful ETE data** that can inform the delivery of current provision and the development of future initiatives/provision to more effectively meet the needs of young people.

### **Disaggregation issues?**

**Strategic partners and funders** – Further work needs to take place with funders at a strategic level and with providers to build capacity in the training sector and to develop a range of innovative and appropriate ETE activities that recognise that many of these young people are not ready for formalised/mainstream training

The KYPE project and the PSO role has undoubtedly made a positive contribution and impact not only to the ISSP programme but to the young people who have participated in the project and this is probably best summed up by one young person who stated:

## 2. Introduction

### 2.1 The Brief

The Tees Valley Intensive Support and Surveillance Programme (ISSP) Partnership and Connexions Tees Valley commissioned A4e to evaluate the Keeping Young People Engaged Project (KYPE) in October 2006. This project operates within the wider ISSP framework for young offenders.

The broad aim of the project is to ensure that at least 90% of young people on community orders as part of ISSP are engaged in education, training and employment activities (ETE).

The evaluation brief set out a number of objectives:

- To provide an evaluation of the contribution of Placement Support Officers (PSOs) in achieving the 90% target of young people engaged in ETE activities.
- To demonstrate the impact the PSOs have had on the lives of the young people they have supported, and the added value PSOs and KYPE have had on delivery of the YOS.
- To present the ISSP Partnership with a credible business case for continued funding of the PSOs, for use in negotiation with the Youth Justice Board (YJB).

At the time of producing the evaluation brief the future of funding for the project was in question and a proposal was to be sent to the Youth Justice Board (YJB) to secure further funds. To assist with this an evaluation of the effectiveness of the project was requested. However, the immediate pressure on the funding situation has been 'lifted' but the need was still identified to evaluate the effectiveness of the project particularly in terms of its, delivery, impact and future structure.

### 2.2 Methodology

The research took place between October 2006 and January 2007. The first stage of the research involved a review of the existing data using YJB quarterly returns, YOS Caseworks database and ISSP monthly coordinator reports.

This data has then been supplemented by qualitative anecdotal information from semi structured interviews with individuals as well as responses to questionnaires. To date consultation has taken place with:

**PSOs** – the 5 PSOs currently in post were interviewed

**Young people** – 10 young people from across Tees Valley were interviewed about their experiences of ISSP and in particular the KYPE project.

**Operational Managers** from both Connexions and ISSP were asked to complete a short questionnaire (see appendix ) - Connexions Personal Adviser Team Coordinators as line managers of the PSOs and ISSP Case Managers as operational Managers of the overarching ISSP programme

**Stakeholders/partners** – a range of strategic and operational stakeholders were interviewed including Senior Managers from Connexions and Youth Offending Service, Learning and Skills Council, Stockton Riverside College. In addition, training providers were asked to complete a short questionnaire.

For a full list of interviewees see appendix 1.

### 3. Background

#### 3.1 Intensive Supervision and Surveillance Programme (ISSP)

The KYPE project is delivered within the ISSP framework. The ISSP programme was first established in 2001 and was devised following evidence that suggested that 3% of young offenders were responsible for 25% of all youth crime. Since 2001 the Youth Justice Board (YJB) has invested approximately £80 million to establish 78 ISSP across England and Wales covering all Youth Offending Teams as an alternative to custody for prolific and serious young offenders. The programme was designed to manage risk and change for the most difficult young offenders in the community.

The overarching aims of ISSP are to:

- Reduce rate of re offending in the target group of offenders by 5% and reduce their seriousness of any re offending
- Tackle underlying problems of the young people concerned in an effective manner and with particular emphasis on educational needs.
- Demonstrate that supervision and surveillance is being undertaken consistency and rigorously and in ways which will reassure the community and sentencers of their credibility and likely success.

ISSP forms part of a community order given by the Court, either a Community Rehabilitation Order (for those over 16 years of age) or a Supervision Order (for all age groups).

There are three routes onto the programme:

- as condition of bail supervision and support
- part of a community penalty
- as a condition of community supervision in the second part of a DTO

There are five core supervision components of ISSP

- Education and employment
- Offending behaviour
- Restorative justice – (Marshall 1996) “a process whereby the parties with a stake in a particular offence come together to resolve collectively how to deal with the aftermath of the offence and its implications for the future”. Aims to repair some of the damage caused by offending behaviour. YJB set target of including restorative justice in 80% of disposals by 2004.
- Interpersonal skills
- Family support

And ancillary modules covering:

- Accommodation
- Mental health
- Drug or alcohol work
- Constructive leisure/recreation
- Counselling/mentoring

- Dealing with other health problems

The programme aims to work intensively with young people during the first six months of their community order, stabilising their lives and re integrating them into activities/support agencies.

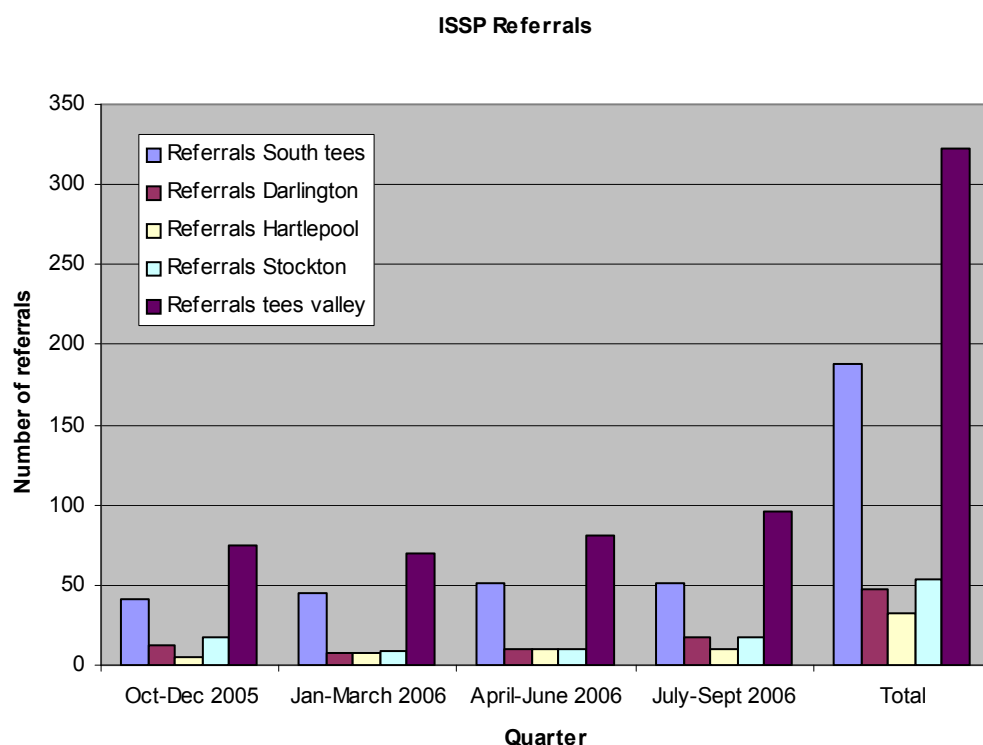
The programme has two levels of 'intensity':

**High Intensity for three months** - 25 hours per week during which activities around all core elements take place every day including weekends. Fifteen of these hours can be Education, Training and Employment activities (ETE). The remaining hours are made up from the other four core elements of the programme.

**Low Intensity for 3 months** - 5 hours per week - some core elements may be dropped (restorative justice, offending behaviour) with emphasis on ETE to deter offending.

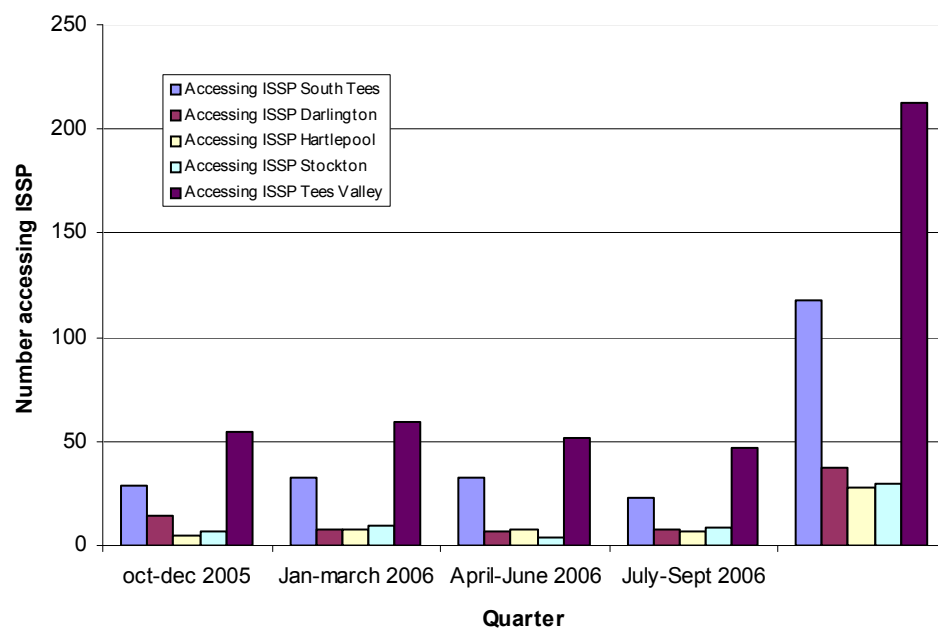
The Programme is strongly enforced and coupled with electronically monitored curfews. Breach of the programme can result in custody. The ISSP team will then maintain contact for the second six month period.

### 3.2 Profile of ISSP in Tees Valley October 2005-September 2006



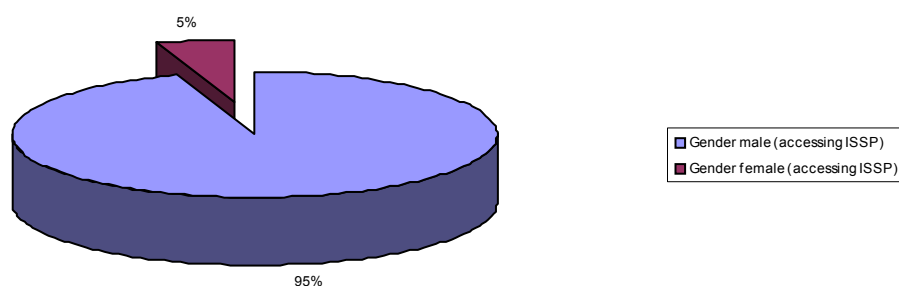
AS can be seen from the chart above 322 young people were referred to ISSP in the twelve months from October 2005-September 2006. 213 of these young people then went onto access the programme

### Accessing ISSP



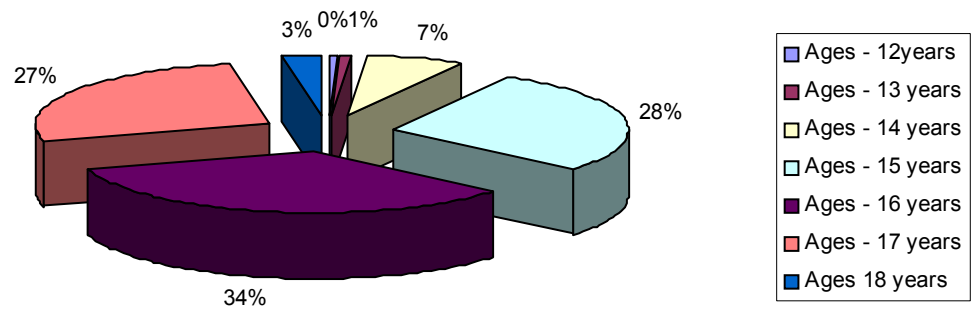
The majority of those accessing the programme were male – 94% were male compared with only 6% female.

### Gender - Accessing ISSP 2005-06



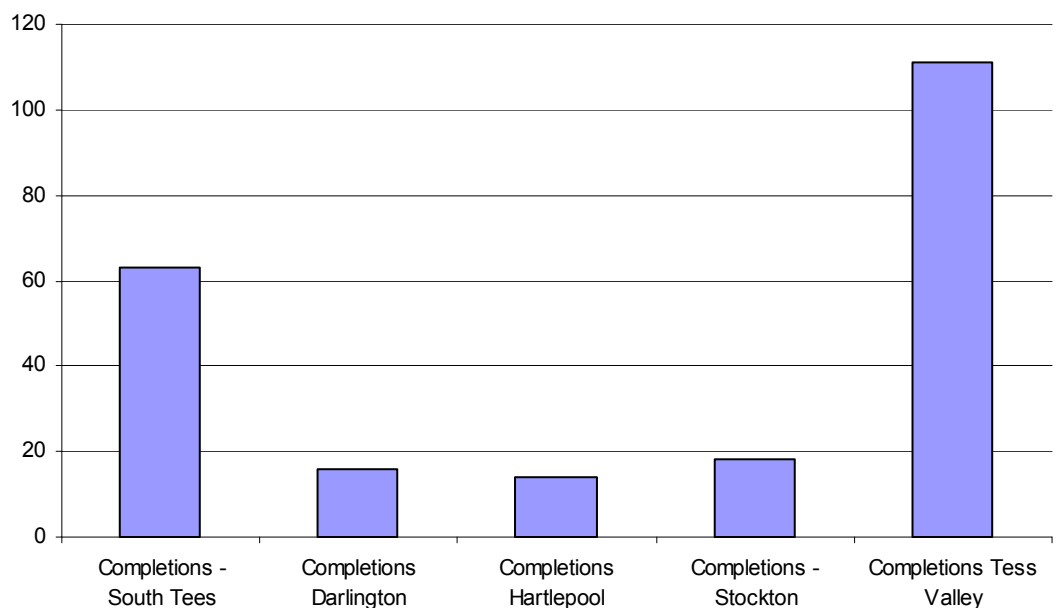
89% of those accessing ISSP were between 15-18 years of age.

#### Ages - Accessing ISSP 2005-06



Over the twelve months only 59% of those accessing ISSP actually completed the programme.

#### Completions - ISSP 2005-06



### 3.3 Resources allocated to ETE Activities

At the inception of the project current ETE support within YOS was available to young people via Caseload Managers, Monitoring Officers, and a dedicated resource of ETE Coordinator that was introduced in mid 2004. This post works with local partners to identify ETE opportunities for YOS young people and disseminate this information to relevant YOS workers. Furthermore, targeted

ETE support is available to young people on ISSP through a contract with Stockton Riverside College to deliver:

- Assessment, guidance and support function for all referrals
- Develop bespoke training services for those who are not ready to access mainstream provision
- Work with service users to access specific services for service users under the age of 16
- Provide specialist support to young people.

The role of the PSO was to add value to these existing support services.

### **3.4 Keeping Young People Engaged – KYPE Project**

Additional funding from YJB was made available to support the ETE activities as part of ISSP in recognition of the key role ETE activities can have on reducing re offending and as a means to enhancing performance against the YJB target of 90% of young people - who as clients of YOS - are engaged in ETE activity.

The Tees Valley YOS's submitted a funding application for this additional funding in February 2004 and outlined the specific ETE needs of young offenders in Tees Valley:

- A tradition in Tees Valley of containing these young people rather than supporting them in learning
- No consistency in approach and a lack of capacity in training provision
- Low aspirations and achievement of these young people
- Poor literacy and numeracy
- High worklessness and issues of generational worklessness
- Existence of a benefits culture
- Need to develop a learning culture
- Lack of opportunities

The project aimed to further invest in the existing partnership between YOS, Connexions and the LSC by funding Placement Support Officers (PSOs) – employed and line managed by Connexions.

#### **Project priorities**

KYPE was to work with, in priority order:

1. Young people who are or have been subject to custodial orders.
2. Young people who are or have been subject to community orders.
3. Young People supervised by Youth Offending Service who are deemed to be especially 'at risk'.

The PSOs were tasked with assisting young people to:

- obtain;
- travel to (where necessary);
- develop good working relationships with;

- maintain; education, training or employment placements.

The project funding was available from January 2004-March 2006. The project was approved and recruitment and appointment of staff got underway in October 2004. South Tees YOS were to manage the project on behalf of the ISSP Partnership with Middlesbrough Borough Council as the accountable body). Further funding has since been received for the project until March 2008.

The following report seeks to meet the identified needs of the evaluation brief using a combination of quantitative and qualitative methods.

## 4. KEY FINDINGS

This section of the report looks to evaluate the contribution and impact of the PSOs and where possible to evaluate if this role has provided value for money.

The brief also identified a number of key areas for further exploration:

- structure and organisation
- management and supervision of staff
- recruitment, retention and training of staff
- funding and resources
- referral and assessment of young people
- activities for young people
- progress, achievement and destinations of young people
- young peoples views
- targets, trends, statistics and data analysis.

This section examines each of these issues and provides key recommendations that have come from:

- An overview of 'delivery on the ground'
- Analysis of any available data
- Analysis and feedback from PSOs, Managers and where appropriate young people
- Conclusions

### Strategic and Operational Management

#### Recommendation

- The project needs to develop a comprehensive induction process covering Connexions and YOS/ISSP with dedicated training, pitched appropriately to the PSO role, covering working with and managing high risk/tariff offenders.

#### Overview

### 4.1 Structure and organisation

Both in terms of the strategic and operational management and delivery of the project there were similarities and differences to how the project operated across the five local authority areas. This reflected current operational structures within YOS and Connexions as well as the available resources in each area and the needs of young people.

This is a partnership project between YOS ISSP Partnership and Connexions Tees Valley. KYPE is managed strategically by the ISSP Steering group and operationally by the ISSP Performance Manager. Middlesbrough Borough Council (as the employing body of the lead YOS – South Tees) is the accountable body for the project. The line management of the staff is via

Connexions. The structure and organisation of the project is complex with PSOs working within two very different organisations but accountable to only one.

### **“Breaking down barriers”**

Evidence from PSOs, line managers and senior managers indicates that in particular front line workers: PSOs felt in the main supported. Key benefits of the partnership approach included:

- Breaking down barriers between the two organisations; between different teams and professional silos. Both agencies now have a much clearer understanding of roles and responsibilities and there is evidence of some effective joint support work between PSO's, ISSP Case Managers and PAs to ensure that young people's risk is managed and that the young person receives seamless support. It was felt that the PSO role had been instrumental in helping to promote this understanding
- Information sharing and communication – with reference to young people, available resources and initiatives and funding. In particular the Connexions database 'CORE' was cited as a very useful tool in terms of tracking young people from school age and providing valuable background information. Furthermore, the links with Connexions enabled the PSOs to have access to a wide range of information on Connexions and other agencies' initiatives and funding that could be utilised to support the young people (eg PAYP, Kick Start, Routz, YIP).
- Sharing and developing good practice. Examples cited included:
  - Sharing good practice in relation to recruitment policies and procedures - involving young people in appointments.
  - Developing good practice – the integration of PSOs into both Connexions and ISSP teams. It was felt in particular that the 'universal' Connexions service had benefited from the targeted approach of this project of working with young offenders.
- Benefits of a 'non enforcement' organisation -. It was felt the Connexions branding gives project a clear support role.

In particular benefits to the young people were highlighted including:

- Ensuring young people on ISSP have been able to access the full range of Connexions services
- The PSO has helped reduce barriers that may have impacted on young people on ISSP and has helped build the relationships between workers and young people

Some concerns were expressed, notably:

- Working to more than one manager - but this was probably more down to new staff in post than the overall structure and organisation of the project.
- It was identified that more input from YOS (Youth Offending Service) was desirably particularly in relation to induction of PSOs and training/ support around working with and managing high risk/tariff offenders. In recognition

of this – YOS has commenced training with PSOs in relation to Assessment, Planning, Intervention and Supervision (APIS) and risk management.

- PSO is subject to and managed using Connexions policy and procedures but is expected to do the majority of work with ISSP (whose policy and procedures differ).

## Conclusions

*On the whole PSOs felt they were well supported and that the project structure and organisation supported the delivery of seamless support to young people. They saw their role as central to supporting the young person to 'navigate' through and around the different agencies and initiatives.*

*With reference to the young people, this is a difficult concept to evaluate as young peoples concerns and interests focus very clearly on whether they are getting the support they 'want' and whether they can access this support easily and readily. The interviews with young people demonstrated clearly that they did feel supported and if they had a problem they could access support readily via their PSO or ISSP Case Manager/monitoring officer.*

*With the disaggregation of Connexions in April 2007, PSOs will be subjected to Local Authority policies and procedures and whilst these differ between different Local Authorities this is an opportunity to introduce a level of uniformity and consistency to this role.*

## 4.2 Supervision and Management

## Recommendation

- The project needs to develop and implement uniform supervision and line management arrangements across Tees Valley to ensure consistency and enable comparisons/evaluation to take place.

## Overview

### Current management arrangements consist of:

- All PSOs are based with Connexions.
- PSOs receive their day to day line management support and monthly supervisions from a Connexions Personal Adviser Team Coordinator.
- Joint supervision between YOS and Connexions were carried out in just one area
- All PSOs attend a monthly Tees Valley wide meeting with the ISSP Deputy Coordinator and any management supervision issues are discussed as part of the ISSP Performance Manager's supervision with ISSP Case Managers.

## Feedback

- With the exception of the Middlesbrough PSO who had only just taken up her position in September, the PSOs all felt they had very good working relationships with both YOS and Connexions. It was generally felt that the line management arrangements were clear and supportive and where any confusion did arise that both Connexions and YOS were there to support

the process of identifying who was best placed to deal with the issue/s. One PSO commented that her line manager was “the best line manager I have ever had”.

## Conclusions

*It was clear from the PSOs that line management arrangements are not uniform across Tees Valley, resulting in PSOs having different experiences and expectations of supervision and management. Whilst flexibilities within the delivery of the project across the Tees Valley will enable the project to be responsive to young peoples needs, the overall structure and organisation of the project needs to be uniform.*

## 4.3 Recruitment, retention and training

## Recommendation

- Ensure the PSO job description and role is clearly defined and distinctive from the Connexions Personal Adviser role and where possible has a number of identified career progression routes, including Personal Adviser and career progression routes into YOS.
- Further training needs to be developed and implemented by YOS focusing on the role of PSOs working with high risk/tariff offenders

## Overview

- Recruitment

The PSOs are recruited by Connexions as the employing body. The present Deputy ISSP Coordinator was involved in the appointments from October 2005. The current team consists of 1 PSO who joined the project at its inception – the PSO for Darlington started in October 2004. Stockton and Hartlepool PSO's started in the October-December quarter of 2005 with Redcar and Middlesbrough PSO's starting in 2006 (April and September 2006 respectively).

- Retention

The project has high staff turnover - the project has recruited 11 PSOs since its inception in October 2004 and has recently recruited a further two PSOs to fill forthcoming vacancies. This level of staff turnover is to be expected on fixed term contracts. A number of PSOs have been recruited into PA roles within Connexions.

- Training

Staff received the majority of their training from Connexions. Courses cited as having been undertaken via Connexions included: Child Protection, Rickter, NVQ4 LDSS, Drugs Awareness, Health and Safety, Data protection.

## Feedback

- All PSOs were satisfied with the training they had received from Connexions.
- Some concerns were expressed that not sufficient induction training or specialist training to support their work with offenders had been given from YOS, particularly as they are expected to work unsupervised with high risk and prolific offenders (eg managing risk and sentencing tariffs).

## Conclusions

*It was clear that PSOs would have welcomed more 'input' from YOS, particularly in terms of the induction process. The PSO role appears to be seen as a stepping stone to Personal Adviser jobs within Connexions. Whilst the progression of the PSOs to PA roles within Connexions provides both a personal and career development progression route, this raises a number of issues:*

- *Care needs to be taken that the PSO role is not seen solely as a 'stepping stone' to Connexions, but has a clear function of its own.*
- *The potential for a clear career path into YOS needs to be explored.*

### 4.4 Funding and resources

## Overview

The project is funded annually by the Youth Justice Board. The table below shows the funding claimed annually since 2004.

	2004-05	2005-06	2006-07 (projected)	Total
<b>Salaries</b>	36517	155180	124770	316467
<b>Overheads</b> (eg accommodation, equipment)	31941	67768	44975	
<b>Total</b>	68458	222948	169745	461151

The core of the project in terms of delivery and funding are the PSOs. 69% of project resources are allocated to salaries compared to 31% for other running costs.

Snapshot of the impact this resource has had in 2005-06

Indicators	Tees Valley
Funding	222,948
Young People supported	171
Unit cost per young person	1304
Total hours spent with PSO	2115
Average hours per young person	12.4
Progress towards % uplift target (% young people engaged in ETE activities at the end of their orders) since baseline 2003 (Community Penalties & DTOs only)	83% from a baseline of 51%

For further analysis of progress towards this target see 4.8 Measuring Impact.

It has not been possible to identify direct cost comparisons but an evaluation of YJB 's education, training and employment projects in 2004 provides some

costings for ETE projects. However, the majority of these projects include full costs of training.

Project	Number of young people/ students	Estimated actual cost	Cost per head	Average duration of contact (weeks)	Average number of hours contact
Include	611	3,140,000	5,581	17	370
Include like	590	1,373,000	2,286	12	78
Fairbridge Plus	454	908,000	2,000	17	83
School Inclusion/ Careers	989	1,017,000	1,028	18	12
<b>KYPE</b>	<b>171</b>	<b>222,948</b>	<b>1304</b>	<b>Up to 26</b>	<b>12.4</b>

**Source:** The National Evaluation of the Youth Justice Boards Education, Training and Employment Projects, 2004, Jane Hurry and Viv Moriarty.

The most straight forward comparison could probably be drawn between the School Inclusion and the KYPE project and on this basis it would seem to indicate the project does provide value for money.

## Delivery

The following section examines the PSO role in the delivery of the project in terms of referral and caseloads, assessment and review and brokerage of ETE activities.

The PSOs are the main resource for the delivery of the project. As their job title suggests, PSOs provide the on going support and handholding to the young person once they have been placed into some form of ETE with the aim of assisting with their retention in ETE and ensuring the 90% target uplift is achieved.

## 4.5 Referral and caseloads

### Recommendation

- The referral process needs to be streamlined to avoid confusion.
- Consideration needs to be given to a Tees Valley wide approach to the allocation of resources based on the number of young people accessing ISSP.

### Overview

The other key ETE resource within the ISSP programme is Stockton Riverside College (SRC). Their role is funded via the mainstream ISSP budget and they provide the assessment and brokerage role – assessing young people once they are referred onto ISSP in order to broker ‘appropriate’ ETE provision for that young person.

## Referral of young people

Young people are referred onto ISSP via Youth Offending Teams (YOTs). The YOTs carry out a risk assessment of the young person (ASSET) and an ISSP referral form is completed. The ISSP Performance Manager then assesses the eligibility and suitability of the young person for ISSP. The ISSP Case Manager then informs SRC of the referral onto ISSP.

### Feedback

- Formal referral structures between SRC and the PSOs exist, whereby SRC fax referrals to the PSOs. However, it was acknowledged by all PSOs that they usually receive referrals directly from the ISSP Case Manager and this was then followed up by a fax from SRC.
- This 'informal referral process' was attributed to the PSOs strong links and integration within the ISSP teams. It was also identified that contact with the PSO was sometimes established whilst the young person was in Castington and appointments with the PSO were made for when they started on ISSP.

## Caseloads

ISSP caseloads are profiled at 14 per month across the Tees Valley. PSOs are tasked with supporting all young people on ISSP to engage in ETE activities.

### Feedback

- Caseloads on average ranged from 2-15 young people with an average of 8 (Middlesbrough not included as only commenced role in September 2006).
- Two areas specifically mentioned that if they have capacity they do take young people from YOS caseloads where it is identified they could benefit from some additional intensive support.
- However, concern was expressed that when caseloads were low it could be "difficult to fill time".

## Conclusions

*The dual referral process has the potential to cause confusion. However, it was evident that PSOs were clear that their priorities in terms of time and resources were to be directed to ISSP caseloads and were managing their caseloads well reporting 'peaks and troughs' to line managers. However, Caseloads fluctuate significantly from 2 to 15 young people. The numbers of young people accessing ISSP across Tees Valley are consistently higher in South Tees than the other areas.*

## 4.6 Assessment and review

### Recommendation

- A review of the assessment process needs to take place to ensure there is clarity as to how and at what point 'appropriate' support (based on the needs of the individual) to engage in ETE activity fits into the 'continuum of support' that is needed by the individual.
- To avoid the potential duplication of assessments – processes need to be put in place to ensure the results of assessments are shared between agencies/providers.
- A formalised structure for the provision of information Advice and Guidance (IAG) support needs to be developed and implemented.
- Identification of a 'lead professional' to coordinate the input from other professionals.

### Overview

The initial planning meeting is attended by the PSO, ISSP Case Manager, young person, parent/guardian and SRC. The aim of this meeting is to discuss and agree the young person's ISSP timetable including the ETE elements. In some instances assessments take place as part of this meeting or can be arranged separately.

Assessment is carried out on a number of levels

- ASSET is a structured assessment tool used by YOTs in England and Wales and looks at a range of factors that may have contributed to their offending behaviour eg lack of educational attainment, mental health problems.
- Educational assessment – carried out by SRC including: numeracy and literacy, learning styles and dyslexia and dyspraxia screening.
- Wider assessment of need – questions were asked as part of the SRC assessment process in relation to health, educational achievements, career preferences, interests and hobbies and personal circumstances.

From these assessments an Individual Learning Plan (ILP) or action plan is developed by SRC. SRC then circulate the results of the assessments to ISSP Case Managers and 'verbally' inform training providers of any issues they feel are of relevance. ILPs or Action Plans are reviewed as part of the wider ISSP reviews that take place after one month, three months and six months

### Feedback "blurring of roles"

- A number of concerns were highlighted in relation to the potential duplication and blurring of roles:
  - young person on ISSP can be educational assessed three times: at Castington (secure estate), by SRC and then by the training provider once they access provision

- In the absence of a 'placement to support', PSOs are providing additional support in the form of general discussions regarding education, training and employment opportunities, supporting the young person to undertake KUDOs (IAG software programme used by Connexions) to identify career progression routes and accessing the Activities Fund to explore vocational areas (for further information see section on Activities Fund). This was reinforced by the young people who all stated that they had discussed with their PSO what they would like to do in terms of training and employment and the opportunities available. In one area a more formalised approach had been established whereby every young person on the KYPE project is allocated a qualified Connexions PA and is offered a careers guidance interview. SRC identified IAG as a service they would broker in for young people, where identified as a need.
- It was not clear in all instances as to who had overall responsibility for ILPs. The majority of PSOs identified SRC as completing the ILP and reviews. Whilst these were seen as part of the overall reporting mechanisms only one PSO specifically mentioned their use to parents - in terms of keeping them informed and young people and charting their progress. Dedicated reviews of the ILP or of a young persons progress regarding ETE appear to be carried out on an ad hoc/informal basis by both SRC and PSOs.
- It was highlighted that the assessment process did not always lead to the clear identification of the most appropriate form of ETE provision for that young person. 7 out of the 10 young people interviewed acknowledged that did not have the motivation to think about training and employment when they first started on ISSP, but saw it as "something they had to do". Of the remaining three they all wanted jobs and two were very clear about the type of jobs they wanted.

## Conclusions

- There was clear evidence of assessment and review taking place with young people and the results of these assessments are informing the provision and support the young person receives. However there are issues with:
  - the appropriateness of the assessments given that many young people are unclear and unmotivated and not ready for mainstream training provision. Furthermore, young people's goals/aspirations are often unrealistic (given their lack of skills, qualifications, experience and criminal record) or not identified. This has implications for the assessment process and the support and resources deployed. Significantly more resources will be needed to support the young person to identify an appropriate progression route. This may entail a significant amount of IAG, pre vocational and pre employability support before the young person is ready to engage in mainstream ETE provision/activities. This has implications in terms of who/which agency provides this service but consideration also needs to be given to that

fact that the young person may not be able to achieve 'engagement in ETE activities' within the ISSP timeframe;

- lack of a formalised structure to ensure the results/findings of the assessments are fed into the programme of support and all parties have access to that information, ISSP Case Manager, PSO and training provider.
- It is clear that the PSO is providing more than just support for the young person whilst on placement. In some instances it would appear that the PSO role has 'mutated' to meet the needs of these young people.
- Absence of formalised structures for the provision of IAG. Connexions PAs were used as a resource but this was on an adhoc basis. In the absence of a formalised structure, PSOs are filling the gap. However, the PSO role is not qualified in IAG and may not have in-depth understanding of career routes/opportunities.

#### 4.7 Brokerage of ETE support

This aspect of ETE support as part of ISSP is provided by SRC. SRC have built up a database of 71 ETE providers across Tees Valley, including schools, colleges and training providers. The results of the assessments inform the brokerage process and where possible young people are placed into appropriate ETE provision.

Since their contract started they have worked with 291 young people. Of these 95% have worked or are working towards a level 1 or 2 qualification. Of the 291 worked with 9% were in Further Education Colleges, 50% in training organisations, 5% in employment, 31% in compulsory education and 5% were not in ETE activities. 22% of those working towards a level 1 or 2 have achieved level 1 or 2 to date.

#### Placement Support Role

#### Recommendation

- As the project has now been running for over two years, a review of the roles and responsibilities of PSOs and SRC needs to take place. The findings of this evaluation need to be fed into the current review of the SRC contract as it may require a radical rethink of the project in terms of how the key functions of ETE support are delivered and by whom. This review needs to consider:
  - Referral
  - Assessment
  - Brokerage (consideration needs to be given to the range of support needed to ensure engagement in ETE)
  - Identifying and plugging gaps in mainstream ETE provision
  - On going assessment and reviewMonitoring
  - The role of identifying and facilitating, where appropriate, additional ETE activities and how and by whom this should be delivered within ISSP

- The role of the project and ISSP Partnership in disseminating findings of the project, influencing funders and policy makers and sharing good practice
- Ensure systems are in place to ensure all interventions with the young people are recorded in one place.
- There would appear to be real gaps in the provision of appropriate ETE activities for this target group. Further work needs to take place with funders at a strategic level and with providers to build capacity in the sector and to develop a range of innovative and appropriate ETE activities that recognise that many are not ready for formalised/mainstream training.
- Further consideration needs to be given to whether additional funding can be ringfenced/sought to enable the activities to continue. In addition the fact that this fund was used solely by PSOs needs to be considered in light of wider discussions concerning roles and responsibilities.

### **Keeping the young person engaged**

#### **Overview**

Following the Initial Planning Meeting PSOs are allotted appointments in the young persons ISSP timetable by the ISSP Case Manager. The nature of these meetings depends upon the outcome of the assessment and brokerage process.

The PSO role at this stage can vary significantly depending upon whether the young person is already in some form of ETE provision or if the assessment and brokerage process has readily identified appropriate ETE provision for the young person.

- If the young person is currently in ETE, the PSO will maintain contact outside of the training provision or job to minimise disruption.
- If the young person is still at school the PSO will establish close links with the relevant contact at the LEA to ensure appropriate statutory provision is available. This can involve returning to school/alternative curriculum provider, sourcing alternative curriculum providers as well making visits to the provider for one to one work with the young person.
- Where a young person is placed into provision as part of the programme, the PSO will provide support to ensure the young person stays engaged in the form of:
  - PSO's can also provide support to individual training providers to assist with keeping the young person engaged.

#### **Feedback**

##### **“blurring of roles”**

- Both SRC and PSOs saw their role as providing support to training providers to assist with the retention of young people.
- They both appeared to be fulfilling a monitoring and support role – maintaining regular contact with both the young person and training provider. PSOs provided a range of support including:

- Arranging visits with the young person at the training provider at agreed times – usually once a week.
  - Dealing directly with issues/needs as they arose (eg poor/non attendance, behavioural issues) and negotiating directly with the training provider and young person.
  - Responding to wider issues that can impact on ETE eg job search support, support with accessing EMA, benefit issues. PSOs were very clear that where issues arose in relation to the 'welfare' of the young person, they were referred directly to the ISSP Case Manager.
  - Where appropriate sourcing additional personal development opportunities eg visits to local gyms and swimming pools, outward bound courses, to ensure the young person stays engaged.
- In some instances the 'keeping engaged' role was taken a step further by PSOs. There was some evidence of PSOs working closely with SRC to identify appropriate training and referring back to SRC if the placement 'broke down'. However, there was also evidence that PSOs were working closely with training providers and brokering support directly for young people. This role appears to have been valued by the young people, particularly in terms of assistance with 'sorting things out', the PSO "is one of the few I listen to on ISSP".
  - There was also evidence of PSOs providing a range of support to training providers, including:
    - Managing challenging behaviour
    - Providing one to one support for the young person whilst on the course.
    - There was one example of a PSO working with a training provider to adapt the course structure to make it more appropriate to this target groups' needs

### **Getting the young person engaged**

Where a young person had not been placed into any form of ETE, the level of practical support provided by a PSO varied across the areas. As a rule, PSOs can offer the following:

- Regular meetings with young people – usually once a week at YOS or Connexions once the referral was received.
- Where a young person was interested in employment – they provide job search support including sourcing vacancies, accompanying young people to the job centre, CV writing and completing applications. A number of young people had been referred to the 'Its going to work' course – a course delivered by YOS and funded by LSC co financing, focusing on key skills and pre employability.
- When a training place was identified by SRC, PSOs accompany the young person for interview
- Sourcing additional personal development opportunities aimed at keeping the young person engaged. This role assists with keeping the young person

engaged in ETE provision but also has the wider role of assisting the young person to stay engaged on ISSP.

### **Feed back – more than just keeping them engaged**

- There was also evidence of some PSOs working very closely with young people to support them to identify career progression routes and then to source appropriate ETE provision. It was acknowledged by all PSOs that many of these young people are not interested in training at this stage but are very clear that they want employment. Many of these young people had been excluded from school prior to starting on ISSP (of the seven still at school when they started on ISSP six had been previously excluded). The majority of young people interviewed (7/10) identified employment as their preferred progression route, but were not always clear as to the type of employment they wanted. Of the remaining three, two were placed on training and were keen to complete their training and progress onto further training and one was on benefits and did not 'see' a job in his future.
- All the young people interviewed described the support their PSOs had given them in identifying a course or vocational area of interest. Furthermore, all the young people felt the PSO had supported them to pursue this identified progression route.
- PSOs also saw their role in terms of providing a "reality check" for these young people in terms of the labour market by demonstrating that the majority of employers are looking for young people that have skills, qualifications experience and references thereby demonstrating the importance undertaking training leading to employment.
- Feedback from line managers identified the added value of the PSO role highlighting their "problem-solving and trouble shooter" role as well as being very responsive to young people's needs and able to source new placements quickly
- Three out of five PSOs identified that mainstream training provision was not always appropriate for this target group and in some instances there was not sufficient provision available (these were the three PSO's who had been in post longest). In particular they identified the need for more prevocational training that focuses on re-engaging the young person in learning, formal group work and communication and gives them an insight into different vocational areas. This was reinforced by a number of young people interviewed who stated that the formal training they attended was "boring" and that they felt they did not learn anything or that they "taught the teacher".
- PSOs identified a clear need for more pre-vocational and pre E2E provision. It is clear that PSOs have accessed the Activities Fund to plug gaps in mainstream provision (in terms of both provision and funding) with some very positive results.

## Activities for young people

Funding has been ring fenced from the 2006-07 budget to support an activities pot for young people. This pot of £24,000 is managed by Connexions and used to add value to the project by enabling young people to access additional training and personal development opportunities. Funding accessed to date is laid out in the table below.

Quarter	South Tees	Stockton	Darlington	Hartlepool	Total
April-June 06		Cookery courses £1365 Goalz Programme £120		Arts Workshops £195.81	1680.81
July-Sept 06	First Aid £1465 Manual Handling £375	Football course £180	Personal development activities £557 Goalz Programme £82	Personal development activities £1684.39	4343.39
Oct-Nov 06	Site Safety Passport £150 Food Hygiene £43.70 Personal Development £43.85	Site Safety Passport £75	Site Safety Passport £150 Personal Development £270 Food Hygiene £450	Personal Development £1524.69	2707.24
Total	2077.55	1740	1509	3404.89	8731.44

Of the total spend to November 2006 of £8,731.44, £4,651.51 has been spent on vocational courses and workshops and £4,079.93 has been spent on personal development activities – 53% of the spend to date has provided young people with additional ETE provision.

This funding has been used creatively, imaginatively and innovatively by PSOs and used in a number of ways:

**To fill gaps in provision** - In Stockton the pot has been used in recognition that many young people are not ready for the formal/mainstream training that is available. Many do not know what they would like to do and in many instances are not motivated to find out. To address this issues, the activities fund was used “to generate a spark” in these young people and gave them the opportunity to take part in one of five vocational taster courses culminating in the organisation of a Fish Supper event. The five vocational areas included: catering, technical theatre skills, DJ and Mc, event organisation (another??). To ‘generate the spark’, part of the training courses involved working with a professional chef, a visit to Jamie Olivers’s Fifteen Restaurant in London and a chance to go fishing. Of the 4 ISSP young people who took part in this provision, 3 have gone onto further training or employment.

Additional funding was levered in by the PSO from other sources eg Kick Start, Youth Inclusion Project.

**Enable access to existing provision where cost would have been prohibitive.** A number of young people have been supported by the fund to gain short vocational certificates that will be of significant benefit to their job search eg Site Safety Passport Certificates, First Aid, Food Hygiene, Manual Handling Certificates.

**Personal development opportunities** - have been funded as an engagement tool and a means to develop soft and key skills eg outward bounds courses, attendance at local gyms.

All PSOs identified the central role of being part of the Connexions network in identifying alternative resources and provision. However, concern was expressed that the activities fund was used solely by PSOs.

## Conclusions

*It is evident that the PSOs are providing a key role in supporting young people on a number of fronts:*

- *Identify career progression routes*
- *Sourcing ETE provision*
- *Supporting young people on their placements*
- *Supporting training providers*
- *Identifying and facilitating alternative training and support provision where mainstream provision is inappropriate.*

*However, all these roles encroach on the role of SRC and result in a blurring of the boundaries between placement support and brokerage. The issue is not one of whether these roles are needed but rather who should have responsibility for them. This blurring and duplication of roles also has implications for the deployment of resources and how best to maximise the resources available. It has been acknowledged by both SRC and YOS that the existing contract for services was in need of review and this is currently underway.*

*The PSO role has again identified the need for, and in some instances fulfilled, an additional role: identification of gaps in mainstream ETE provision for this target group and the facilitation/development of bespoke support, including the leveraging in of funding. In discussions with both YOS and the LSC, work is taking place on a number of fronts to develop and deliver ETE support for this target group:*

- *The LSC currently fund a range of mainstream provision that potentially can be accessed by this target group eg Apprenticeships, E2E as well as a number of 'targeted projects' funded via discretionary pots e.g. co financing, LID including pre E2E projects and those aimed at NEET young people; as well as projects aimed at developing teaching and learning style modules to build capacity in the training sector to work with offenders and learners who present challenging behaviour. The LSC are currently working closely with Connexions to develop a NEET strategy including an approach to supporting young offenders.*
- *YOS have also worked with the LSC to offer training in managing challenging behaviour for training providers and have worked to raise awareness of the needs of young offenders and to encourage more providers into the market place by attending conferences and regional events.*

*However, the political debate of whether support for offenders should be part of the mainstream and inclusion agenda or provided by specialist agencies needs to be progressed to ensure available resources can be channelled to ensuring appropriate and accessible support is available to this target group to enable them to engage in ETE activities.*

#### 4.8 Measuring Impact

### Recommendation

- Liaison with YJB to develop a set of indicators to capture meaningful ETE data that can inform the delivery of current provision and the development of future initiatives/provision to more effectively meet the needs of young people. This needs to take account of outcomes such as engagement on and completion of training, qualifications, work experience/voluntary work. These outcomes need to be measured over the duration of ISSP.
- Tailored systems need to be in place to ensure the recording, retrieval and storage of data relating specifically to ETE activities. Work that is currently on going to upgrade the data systems within YOS needs to take account of this
- These systems must be used uniformly across Tees Valley to ensure meaningful comparisons can be made across the different areas.

### Overview

In order to assess the impact of the project, it was necessary to establish available data sources and measure performance against targets.

#### Data Sources

Data relating to YOS across Tees Valley is collected on the Care Works system that records all interventions with young people. PSOs also submit monthly returns to the ISSP Performance Manager that provide a breakdown in terms of hours spent with young people on the KYPE project.

Data regarding this project is currently collected and reported back to YJB in the format of Quarterly monitoring returns that contain the following data:

- Quarterly update for each area across Tees Valley of the percentage of young people counted that quarter as engaged in ETE activity.
- The young people are categorised according to their order: Community Penalties, DTOs and all disposals.
- Number of young people contacted in the quarter and numbers worked with for more than 5 hours, those worked with from previous quarter, those worked with from previous quarter for more than 5 hours.

From the baseline data provided in the original application for funding all areas were to have reached the 90% uplift target by the eighth quarter (December 2005). Further funding has since been received for the project until March 2008  
**(Revised uplift targets?)**

## Performance against target

The target the project is measured against is:

***To ensure that at least 90% of young people who are clients of YOS are engaged in education, training or employment.***

Data from the quarterly monitoring returns provides data on progress towards the identified target since the project inception until this evaluation commenced – see table below.

	Community Penalties % engaged in ETE		DTOs % engaged in ETE		All disposals % engaged in ETE	
	Baseline 2003	Sept 2006	Baseline 2003	Sept 2006	Baseline 2003	Sept 2006
Darlington	75%	76%	69%	100%	85%	77%
Hartlepool	67%	85 %	0%	100%	81%	86%
South Tees	56%	75%	33%	57%	73%	74%
Stockton	55%	75%	60%	100%	75%	76%
Tees Valley	61%	78%	41%	89%	78%	78%

Across Tees Valley, relating to all disposals, the percentage engaged in ETE activities has not changed from its baseline of 78%. In terms of individual areas – Hartlepool has seen the most significant increase of 5% with both Stockton and South Tees only showing a 1% increase and Darlington an 8% reduction in those engaged in ETE activities.

However, the question this evaluation seeks to address is what impact has the PSO role had on this percentage increase? There are a number of issues relating to the data that make this problematic:

- The KYPE project only works with young people on ISSP – the above data relates to all disposals (ie all young people who are clients of the youth offending service).
- When a young person is referred to ISSP, this forms the first part of their order. Therefore, when they complete their orders – the point at which the ETE target is measured - they are not participating in the programme and therefore are not receiving support from a PSO. Making any direct correlation between progress towards the target and the role of the PSO extremely difficult.
- Young people on ISSP can either be subject to community penalties or DTOs, but they do not make up the full total of all those on both orders.
- Young people on ISSP can also move between DTOs and community penalties.
- Issues regarding the YJB counting rules: An ETE output is counted:
  - If in the 5 working days prior to the completion of a young persons order they are in ETE. This does not take account of

any training they may have done prior or that the young person may leave training the day after the end of their order. There is also an issue that many young people do not complete their orders – they either return to custody or receive another community order- once again this does not take account of the work PSOs may have done with them and any training they have completed during their time on KYPE.

- If the ETE activity can be defined as 25 hours per week spent on for example training, work experience, appointments with Connexions or substance misuse/mental health worker or leisure diversion programme. This is a very wide definition of ETE activity. A significant amount of the activities undertaken as part of the ISSP timetable can 'potentially' be counted towards ETE activity and may not necessarily have PSO input or support.
- The KYPE project is not the only YOS resource available to these young people that can assist with engaging in ETE activities, in particular the role of Stockton Riverside College and the ETE Coordinator needs to be considered.
- Although the project has had staff in post since October 2004, retrievable and consistent data has only been recorded since October 2005 when the current ISSP Coordinator came into post.
- There would appear to be inconsistencies regarding how data is recorded and retrieved across Tees Valley, with local areas using different systems.
- As this is a partnership project, there are a number of data sources recording information for example, CORE (Connexions data base), Careworks (YOS data base), YJB Quarterly returns, and PSO monthly contact reports.

Measuring the impact of the PSOs, from a data perspective, has been fraught with problems and, therefore, it is not possible to isolate the impact of the project on this cohort of young people. By analysing more closely the progress made towards the ETE target for just those on community penalties and DTOs it is possible to glean a flavour of the possible impact the project has had – but no conclusive statements can be drawn.

## Analysing Community Penalties and DTOs

	COMMUNITY PENALTIES				DTOs			
	2003 Baseline % engaged in ETE	Sept 2006 % enga ged in ETE	% +/-since baseline	Average % engage d in TE since project started	2003 Baseline % engaged in ETE	Sept 2006 % engaged in ETE	% +/-since baseline	Average % engaged in ETE since project started
Darlington	75	76	+1	79	69	100	+31	84
Hartlepool	68	85	+17	80	0	100	+100	62
South Tees	56	75	+19	64	33	57	+24	56
Stockton	55	75	+20	71	60	100	+40	71
Tees Valley	63	78	+15	73	40	89	+49	68

Across Tees Valley the numbers of young people on community penalties engaged in ETE activities has increased from the baseline figure of 63% to 78% in September 2006 – an increase of 15 percentage points. Across the individual areas, Stockton has seen the greatest increase from 55% in 2003 to 75% in September 2006 – an increase of 20 percentage points. Darlington has seen very little increase in numbers engaging in ETE activities since the project started.

The average percentage of young people on community penalties engaging in ETE activities since the project started gives an indication of the average numbers into ETE over the 11 quarters the project has been running. Hartlepool has the highest average of young people engaged in ETE of 80%, followed closely by Darlington at 79%. It is Hartlepool also that has seen the greatest increase from the baseline % to the average % engaged in ETE activities of 12%.

The data for DTOs presents even more difficulties as the data reflects sentencing differences across the different areas, however, all areas have seen a significant increase of at least 20%.

The question still remains of how much of an impact has this project had on the progress made in each area towards the 90% target uplift?

In order to try and formulate the 'best' impression of the impact of the project, a number of additional sources of data and information were identified. The following table details the source of information, its availability and any issues or implications that arose.

Data requested	Source	Availability	Issues	Implications
Data on young people for 2003 and 2006: - Number of young people starting ISSP - Numbers of young people already engaged	YOS	No	Difficulties in extracting this data from available sources	Unable to use this data to start to identify impact of PSOs on target.

in ETE when started ISSP and number of these still in ETE at end of order - Numbers of young people not in ETE when started ISSP and number of these in ETE at end of order				
Number of hours each young person has spent with a PSO	YOS Case notes	Yes	None	None
Number and type of training undertaken whilst on ISSP. –	YOS Case notes/ Care Works	No	Data not uniformly logged	Unable to gauge impact of PSO over duration of ISSP. PSOs indicated that a significant number of young people had undertaken training during their time on ISSP but were not necessarily engaged in ETE activities at the end of their order and would therefore not be counted in the YJB returns. This data would have enabled comments to be made regarding young people's engagement in ETE activities over the duration of ISSP.
Destinations of young people	Connexions Database	Yes	This data cannot be cross referenced with young people counted in YJB returns	Unable to identify if the project has had a positive effect on ETE destinations of young people after the end of their orders.
PSO view on	Interviews	Yes		Responses can

their impact on target and their confidence in this view				provide an insight into their impact on the target
Line Managers view on PSO impact on target	Questionnaire	Yes		Responses can provide an insight into their impact on the target
Young people – all young people were asked what aspects of the project had made the most impact in terms of how the project had made a difference and been of use to them in terms of ETE.	Interviews	Yes		Responses can provide an insight into their impact on the target

Data from YOS Casenotes shows that over the period of April 2005-March 2006, PSOs supported 171 young people for a total of 2115 hours, giving an average length of time with each young person of 12.4 hours. This is all additional support that these young people would not have received had the project not existed.

## Feedback

The PSO response to their impact on the progress towards the target uplift in their areas was very positive. Only three of the five PSOs were in a position to comment as one had left the job and could not be contacted and one PSO was newly recruited and not in a position to comment. Their responses ranged from 70% to 90% of the progress towards the target they felt was attributable to their role and they were between 50-90% confident of this. They were also asked about the role of the ETE Coordinator and if they felt this role had impacted on the target. All PSOs who responded felt this role had had little if any impact on their work. The role of Stockton Riverside College was viewed differently by individual PSO's but they felt they added value to the SRC role (for further details see Placement Support Role)

Their line managers view on the impact of PSOs on the target was again very positive with one line manager commenting that the progress towards the target in their area was "because of the attention given to the young people (from the PSO) in terms of finding the best possible alternative for them which involved referrals to short term projects available through Connexions where the young people clearly have not been ready for/incapable of managing more mainstream packages".

The responses from young people were also very positive with 7 out of 10 expressing that the support they had had from their PSO had made a difference and been of use to them in terms of ETE activities.

## Conclusions

- The referral process needs to be streamlined to avoid confusion.
- Consideration needs to be given to a Tees Valley wide approach to the allocation of resources based on the number of young people accessing ISSP.

From the available data, it is possible to identify that the PSO role has added value to current ETE activities. It is far more difficult to clearly state how much of an impact it has made. However, given how problematic it has been to isolate the impact of this project on the engagement of young people in ETE activities – this raises a fundamental question of how meaningful is the data in the quarterly returns to YJB and if it is possible to identify how these additional resources are impacting on the 90% uplift target?

## Measuring the Wider Impact

It was evident from talking to PSOs and managers that the project had had a wider impact than just contributing to the 90% target uplift.

## Recommendation

- These findings need to be fed back to training providers, funders and policy makers stressing the need for more pre vocational and targeted support
- Pilot an Intermediate Labour Market approach to supporting this target group
- Development of soft skill indicators and distance travelled tools in order to more fully measure the impact of the project, in terms of improving young peoples skills and abilities in relation to ETE
- In order to ensure the distance these young people have travelled is translated into sustainable outcomes, further intensive support beyond ISSP is needed.
- Support for these young people post ISSP needs to build on what they have achieved on KYPE and ISSP and needs to be part of the continuum of support they will need to eventually engage in sustainable employment. This has implications for YOS but also wider support agencies, Connexions, training providers, Job Centre Plus... to ensure a joined up approach to the provision of on going support to this target group.

## Feedback

This wider impact was seen very much in terms of supporting young people to engage and stay engaged in some form of education, training and employment including pre vocational/employability support. This can be measured in terms of the added value the PSO role has brought to young people, the project and YOS.

This was identified in terms of:

- The PSO role as a dedicated resource to these young people- PSOs are a constant in these young people's chaotic lives – at least for the duration of ISSP.
- Intensity of role – during 2005-06 data shows that on average each young person on the project received 12.4 hours with a PSO. A Connexions Personal Adviser spends on average three hours per young person.
- The project has a supportive not enforcement role.
- Handholding – importance of PSO role in retention of young people on ETE provision. Young people appeared to value the contact of the PSO in terms of support and assistance with 'sorting things out', the PSO "is one of the few I listen to on ISSP". This was also reiterated by line managers who saw the role of PSOs as "problem solvers and trouble shooters".
- Multi-agency role - bringing together agencies in the best interests of the young person.
- Identification of a progression route – this 'enhanced' support was of particular significance for those young people who were 'unmotivated' and 'unready' for mainstream provision. However, this aspect of the role starts to encroach on both SRC and the IAG role of Connexions PAs.
- Identification of gaps in ETE provision and the facilitation of funding and provision to address gaps. Whilst the PSO role may have highlighted a current gap in services it does raise issues regarding whether this is within the remit of the PSO role.
- Building capacity in the training sector – there was evidence that PSOs were providing support to individual training providers to ensure the young person stayed engaged on the course:
- Impact of the project on wider issues of re-offending – this is difficult to assess as the KYPE is one element of a wider ISSP programme of support. However, four of the young people interviewed specifically mentioned the fact that the work they did with the PSOs gave them something to do and stopped them 'getting into trouble'. There was wide agreement that a job in particular would help with not re offending and therefore they found the role of their PSO 'significant'
- PSOs were very clear that whilst not all of the young people they had worked with had engaged in ETE, all young people had benefited from the programme and identified a number of 'soft skill areas' that could be used to measure distance travelled
  - Raising aspirations
  - Improved confidence and self esteem
  - Team building
  - Responsiveness/Cooperation
  - Improved Integration into the community and to support services
  - Focus/direction
  - Self respect and respect for others

## Conclusions

*The findings of this evaluation have implications for the type of ETE support available to this target group.*

- *Mainstream training provision does not always engage these young people. ETE support needs to offer more pre vocational, pre employability programmes, be more practically based and less training/classroom orientated.*
- *This has implications for the structure and design of programmes as well as learning styles*
- *Potential for Intermediate Labour Market type initiatives for this group – this kind of support would ‘tick’ many of the boxes cited by the young people interviewed. This would provide very structured support, job orientated - offering young people the opportunity to undertake supported ‘job tasters’, the programme is waged and there is still the scope for training (once in employment) to be introduced once the young person had very clearly identified a vocational/employment sector/route*

*Whilst the added value provided by PSOs had been significant, particularly in terms of the distance travelled by individual young people, there are a number of factors that can dilute this added value:*

- *Fragmented support - 7/10 of the young people interviewed had been on ISSP a number of times – in many instances their programmes can be interrupted if they return to custody or are re sentenced to another community order as a result of further crimes or breach of their ISSP order. This sometimes fragmented delivery of support has made it difficult to maintain the level of intensive support these young people need if they are to benefit from the support the programme can offer but also if they are to access and complete training and ultimately obtain sustainable employment.*
- *PSOs offer limited support post ISSP. There is a very real risk that the achievements of the young person on ISSP and KYPE will be diluted and not translated into sustainable outcomes. PSOs acknowledged that their main role is to ensure the young people are ‘plugged’ into mainstream services that can continue to support them post ISSP eg YOS, Connexions, Local Authority, voluntary and community sector.*

*The above findings pose two very fundamental questions:*

- *How effective and appropriate are the measurements of achievements/outcomes of this project in relation to the reality of the target group (in particular the barriers they face and their relationship to mainstream education and training and the labour market) and the operation of the programme?*
- *How available resources are currently used to achieve the ETE target. Can they be more effectively targeted against more realistic and achievable targets/indicators?*

#### 4.9 Future of the project

The future structure of the project, in light of the 'disaggregation' of Connexions is becoming clearer:

- The Connexions service in each area will be managed by the Local Authorities as of April 2007.
- The current management and supervision arrangements will remain in place
- PSOs will be 'transferred' across to the respective Local Authorities along with other Connexions staff.

The detailed management and working arrangements will be developed as the wider 'Connexions Service' is assimilated into the Local Authorities. However, given the positive way the partnership approach of this project has been viewed by PSOs, line managers and senior managers; the benefits of building upon the working relationships, protocols and practices that have been developed thus far must be carefully considered against a significant change to existing delivery mechanisms, accountability or line management.

Key issues to take forward in the projects future development include:

- Young person centred approach
- Clarification of roles and responsibilities
- Importance of non enforcement role
- Developemnt of meaningful indicators and outcomes for these young people and adequate systems to record and monitor ETE activities.
- Plugging gaps in provision

## Appendix 1 – List of Interviewees

Colin White  
Stuart Dearlove  
Ian Hutchinson  
Esther Hope  
Gill Etherington  
Lyndsey Cookson  
Deborah Hall  
Helen McGrother  
Diane Hunt and Gill Dunn- LSC  
Colin Wilson  
SRC

Claire  
Tony Bousfield  
Paul Surtees  
Tanya  
Eilyhha

Training Providers

## Appendix 2 Glossary

ISSP

KYPE

YOS

YOT

DTO

PATC

YJB

IAG

ILP- Individual Learning Plan

LSC

NEET