

Final Report:  
May 2011

# Salford Foundation

# ONE THREE ONE NINE

## External Evaluation Report



*“They help you find your aims... qualifications, jobs. They never just leave you... If it doesn’t work out they are always here to help you and you come straight back in and get going.”*  
*(Young person)*

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# SUMMARY AND KEY MESSAGES FROM THE EVALUATION

This report brings together the findings of the external evaluation of Salford Foundation's ONE THREE ONE NINE youth support and intervention programme. The programme, funded through the Youth Sector Development Fund, has engaged 2922 young people in five distinct project streams in the past two years. The evaluation has been carried out over a two-year period (April 2009 - March 2011); an interim report was produced in March 2010 and this final report presents the outcomes from across the two-year study.

The evaluation has used a multi-method style that takes a number of sources of data to validate the findings and ensure robust evidence-based results. 148 young people have been directly interviewed and seven observation sessions were held in a range of educational settings. 20 senior stakeholders have also been interviewed.

The ONE THREE ONE NINE programme has been successful in reaching and engaging young people who have multiple barriers to education and employment and have been previously failed by mainstream provision. They are young people who for a variety of reasons have low motivation and aspirations, and with little thought towards their own future. It has produced significant outcomes for young people in Salford. It has contributed to a reduction in the NEET figures in Salford and there are indications that it has contributed, with other partners, to a reduction in teenage pregnancy. It has offered a wider, integrated option to educational establishments and other providers of services for young people and has embedded its approach in the curriculum of some organisations in the City.

The success and unique contribution of the ONE THREE ONE NINE programme is demonstrated through its distinct delivery model, the outcomes it has achieved with young people and the outcomes achieved with other organisations in the City.

## Outcomes for Young People

The programme has fostered significant overarching change including:

- Behaviour change
- Increased confidence
- Increased motivation, inspiration and aspiration

As a consequence, the programme has seen:

- Contributions to a reduction in the number of young people who are NEET
- Improved healthy relationships
- Improved mental health
- A reduction in risky behaviours
- Contributions to reduction in teenage pregnancy

## The Delivery Model

A significant factor in the success of the programme has been its model and methodology of working with young people, which is distinct from other organisations and provides a unique proposition. What has been achieved with young people has only been possible through the unique way in which the programme team works. The key elements of the delivery model are:

- Reach – the extent of its penetration into communities and with the hardest to reach young people who professionals find hardest to reach

- Engagement – a personalised approach to activities and interventions which results in young people truly engaging with the service and with their own development
- Respect and Trust – experienced in ways which are tangible to young people and positively impact on their level of engagement
- Young Ambassador Delivery Model - a critical way in which the above has been achieved through the use of peers and professional staff
- Local and Flexible Delivery – a thorough understanding of local young people and the City, combined with offering adaptable and flexible delivery for individuals and educational establishments
- Explicit Values & Culture – a ‘can-do’ culture which is communicated effectively to young people and focuses on outcomes for service users

### **Outcomes for Organisations**

The programme has also led to significant outcomes for the educational establishments and other providers of services for young people the ONE THREE ONE NINE team has worked with, most notably:

- Flexibility and tailoring of services around partners needs as well as individual young people’s needs
- Embedding provision in existing school curricula and work programmes
- A unique contribution to integrated youth services in Salford with a strong evidence base of what works to influence future commissioning decisions.

### **Areas for Future Development**

The evaluation process has also highlighted the following areas for future development to be considered by Salford Foundation and its partners:

- The articulation and promotion of the outcomes and unique contribution of the ONE THREE ONE NINE programme and its role in an integrated youth service more effectively
- The further development of the progression pathways from Engage to Switch
- Extending the programme’s reach to include more young people from BME groups
- Further development of the Young Ambassador delivery model with clear strategies in place for their progression
- Continuing to strengthen alliances and partnerships with other organisations in all sectors
- Identifying meaningful new measures of success with local commissioners
- Reflecting and using learning across the Foundation and sharing the learning with other organisations and agencies working with young people locally, regionally and nationally.

# INTRODUCTION

This report brings together the findings of the external evaluation of Salford Foundation's Youth Sector Development Fund (YSDF) ONE THREE ONE NINE programme - a flexible preventative support programme to work with disadvantaged and at risk young people across the City particularly engaging young people not in education, employment and training post 16 (known as NEET's), those pre 16 at risk of becoming NEET, those excluded, at risk of exclusion, at risk of entering the criminal justice system and those at risk of teenage pregnancy.

A team of young people between the ages of 16 and 20 with direct experience of the challenges facing service users work with the programme co-ordinators and operate as peer champions or Young Ambassadors assisting young people directly and in shaping relevant services for users.

The evaluation has been carried out over a two-year period (April 2009 - March 2011); an interim report was produced in March 2010<sup>1</sup> and this final report presents the outcomes from across the two-year study.

After a brief background to the project, the report focuses on three key sets of findings:

- Outcomes for Young People
- The Delivery Model
- Outcomes for Organisations

These findings illustrate why and how the outcomes have been achieved, enabling outcomes to be attributed to the activities and approaches of the programme.

A cost benefit analysis is presented on Page 35.

A discussion on page 36 – 37 draws together a number of conclusions about the unique features of ONE THREE ONE NINE and its strength as a local service for local young people. The discussion is linked to the current policy agenda on the Big Society and localism<sup>2 3</sup>.

The report concludes with seven areas to be considered for further development.

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<sup>1</sup> Granville, G (2010), *Salford Foundation Youth Sector Development Programme ONE THREE ONE NINE, Interim Evaluation Report, March 2010*

<sup>2</sup> <http://www.cabinetoffice.gov.uk/content/big-society-overview>

<sup>3</sup> HM Government 2010: *De-centralisation and the Localism Bill: an essential guide*

## BACKGROUND

Salford Foundation was one of 13 demonstration programmes in England funded by the Youth Sector Development Fund (YSDF), in the Department for Children, Schools and Families (DCSF and now DFE) to work with the most disadvantaged young people. The purpose of the YSDF has been to build the capacity and sustainability of Third Sector Organisations and the aim of the 2008 summer funding round was on preventative strategies that seek to build young people's resilience and self esteem to prevent them from engaging in criminal activities and other negative behaviours<sup>4</sup>.

The young people employed as Young Ambassadors renamed the YSDF programme ONE THREE ONE NINE. Originally it had five work streams:

- **'Switch'** – working with 16-19 year-olds who are NEET, supporting them back into education, employment or training
- **'Engage'** – working with 'hard to reach' 13-16 year olds, providing an individually tailored package of support and learning opportunities
- **'Bridge'** – alternative curriculum provision for young people at risk of disengaging from school
- **'YV'** – providing volunteering projects for 13-16 year olds
- **'Peer'** – delivering group sessions on healthy relationships, sexual health, teenage pregnancy and alcohol misuse to key stage three and four students in a range of educational settings

As the programme developed, the YV element was absorbed into other activities in the organisation and ONE THREE ONE NINE widened its scope to reach the most excluded young people in Salford through the other four work streams.

Each team's staffing establishment is different, but would typically include a Team Leader, Co-ordinator(s) and Young Ambassadors<sup>5</sup>.

### Programme outcomes

The aim of Salford Foundation's project was to develop a programme of bespoke and flexible preventative support, working with 1800 disadvantaged, at risk young people across the City. It had seven outcomes:

1. The service will be part of an integrated and targeted youth support service across Salford at the end of two years.
2. Stronger operational working relationships and a more coherent approach to supporting young people will have been established.
3. Young people who are NEET will be equipped with personal, vocational and work-based skills and access structured learning/ employment opportunities.

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<sup>4</sup> The fund has now closed but findings from across the programme can be found at <http://ysdf.ecotec.com/index.asp?pid=11>

<sup>5</sup> Young ambassadors are young people 16-19 years who themselves have experienced similar issues to the target group of young people, and who are employed as front line workers in the project.

4. Pre-16 NEETs will develop work-based skills and access employment/ training opportunities at the end of year 11.
5. Young people 13-16 at risk or in need of support will re-engage with school and their community.
6. Young people 13 plus who have been excluded and/ or at risk will have been redirected from antisocial and criminal behaviour and reintegrated into education.
7. A contribution will have been made to reducing teenage pregnancy in Salford by raising young people's aspirations above becoming a teenage parent.

The findings section of the report focuses on the programme outcomes and what has been achieved.

## EVALUATION APPROACH AND ACTIVITIES

This two year external evaluation has taken an integrated approach, working alongside the project as it developed and feeding in learning as it emerges. An interim report was produced in March 2010<sup>6</sup> and the interim findings produced a change model (Appendix One). Indicators and outcomes were identified as well as the factors that were driving the change. The final evaluation has built on that model of change and explains what has worked, for which young people and organisations and why.

The first year of the evaluation focused on the emerging outcomes for young people. In the second year this focus continued alongside an investigation into the impact of the work on organisations in the City and how far the service was becoming part of an integrated youth service on offer to young people in Salford.

The evaluation has explored the outcomes for four groups:

- For individual young people
- For Young Ambassadors in the ONE THREE ONE NINE team
- For the organisations including schools and educational establishments
- For Salford Foundation

The key evaluation questions included:

- How far has the service accessed and engaged young people who do not make use of statutory services? Who are the young people and were they representative of the target groups?
- To what extent has the provision of a suite of training, development and volunteering opportunities been shaped by young people? How is this different and for whom?
- In what ways have the services addressed issues and developed solutions? How has this been influenced by young people?
- What are the key features of the services? Can they be replicated elsewhere?
- What is the unique contribution of the YSDF project? How does it interface with the school team? How is integrated working achieved?
- What has been the impact on NEET figures and teenage pregnancy?
- How successful has the project been in providing alternative opportunities for referral agencies and their staff? Which services are they and what is the impact for young people?
- What partnerships have worked and which are less successful?
- Has it influenced commissioning practice or services, and if so which ones?
- In what ways has the project developed stronger operational working relationships with relevant third sector providers? Has this led to a more coherent approach to supporting young people and if so how?
- In what ways has the project contributed to the policy agenda for children and young people?
- How far has the project achieved the aims and objectives of the Summer 2008 funding round for the Youth Sector Development Fund? How has the project demonstrated innovation?

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<sup>6</sup> Granville, G (2010), *Salford Foundation Youth Sector Development Programme ONE THREE ONE NINE, Interim Evaluation Report, March 2010*

## Evaluation activities

The evaluation has used a multi-method style that takes a number of sources of data to validate the findings and ensure robust evidence-based results. It has had a strong young people focus with **148 young people** being directly interviewed, as well as **seven** observation sessions in a range of educational settings. **20 senior stakeholders** have also been interviewed. Appendix two gives a breakdown of the numbers involved in the interviews and focus groups.

### Young Ambassadors as peer evaluators

In line with the underpinning ethos of the project of engaging young people in a meaningful way, Young Ambassadors working as front line workers in the project have been trained to support the evaluation as peer evaluators. Eight Young Ambassadors worked with the first round of interviews and seven in round two.

The external evaluators worked with the young people to develop their evaluation skills and techniques, in particular telephone interviewing, and then in analysing the findings data they collected. They carried out 63 interviews with young people in November 2009 and 44 interviews in November 2011. A copy of the interview schedule can be found at Appendix three.

A pack was produced which includes the training and support for peer evaluators.

### About Qualitative Analysis

A thematic approach was used to analyse the data and the evidence is presented in a qualitative format. The strength of the evidence is weighted as to whether it was strong, with majority or minority responses, or where the evidence was less significant or lacking.<sup>7</sup>

The findings are further illustrated with six case studies of young people.

The next section looks at the findings from across the two years of the programme.

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<sup>7</sup> "Qualitative research is a method of enquiry, which does not manipulate a research setting. It describes situations in words rather than numbers. The demonstrable advantage of qualitative research over quantitative methods has been shown in situations where the issues are sensitive or complex and the maximum opportunity for exploration and inductive hypothesis generation is desired" (taken from A Bowling 2006: Research Methods in Health, Open University press).

## FINDINGS

These findings are taken from a synthesis of the data collected from young people, educational providers, delivery partners and other external stakeholders. They are presented in three ways: the outcomes for young people, findings from the delivery model used in ONE THREE ONE NINE and outcomes for organisations.

### FINDINGS: OUTCOMES FOR YOUNG PEOPLE

The findings show significant behavioural change outcomes and progression for young people.

#### Behaviour change

There is strong evidence that the majority of young people engaged across the programme changed their individual behaviour in a number of ways. 2922 young people engaged across the programme, achieving increases in their confidence and self-esteem, a reduction in risky behaviours, improved mental health and improved healthy relationships.

#### **Increased confidence**

An increase in confidence was a common finding among most of the young people. The significance of increased confidence affecting considerable behaviour change cannot be under-estimated. The majority of young people on the programme had low self-esteem and self worth. Confidence building was the essential first step in moving forward in their lives to achieve their goals and aspirations.

The young people in the project were aware of the consequences of their increased confidence and how it changed their behaviour and improved their life chances.

*“(You are) confident when you go for a job interview. You are not shy and that when they are trying to talk to you. (Switch client)*

*“(I had) not got the confidence to speak your mind because no-one listens at school, but here you can just tell them about it, they understand what you mean, what’s on your mind but in school you just keep it bottled up, and when you keep something bottled up it just gets on your nerves....need to talk to people about it”. (Engage client)*

*“I have confidence in speaking to new people now and I have new friends”. (Bridge client)*

*“If I wasn’t on this, I would be less confident, dropped out of college, on the dole and I don’t want that” (Switch client)*

*“I feel more confident talking about relationships” (Peer client)*

Increased confidence was evident across all four strands of the programme and the young people were clear that this confidence building came about in a number of ways. That included the staff listening closely to the needs of individual young people, team members being alongside them when they needed support and young people being encouraged to have new experiences.

*“When I went for an interview I wasn’t sure at going because I don’t like going for interviews, but (team leader) came with me, and sat with me and helped me talk through it. When I would struggle speaking, he would bring out my words for me”. (Switch client)*

*“They build confidence all ways – one to one if you need it, spend more time with you if you need it, just phone you”. (Switch client)*

The projects offered particularly in the Engage and Bridge programmes were a key mechanism for building confidence. They aimed at developing young people’s skills and personal development and included bespoke Basic Skills classes, a ten-week fashion project; a metal art and cycle maintenance course (delivered in partnership with Gears+); a volunteering project; a dance and fitness project and residential sessions. The opportunity to try out new things, in an environment where trust had been developed was important. Also the emphasis on team building and getting-to-know new people were ways that the young people felt their confidence increased.

*“Go on activities, meet the people there and bond with them there. As soon as you are at college you can speak to them, you know them, have a casual conversation about college and everything, so you are not shy. They (Salford Foundation project staff) don’t just throw you in and say there are all these people to meet. These, they take you for activities before you start college, get you to know everyone – makes you feel welcome”. (Previous Engage, now Switch client)*

*“It changed my life because I was afraid to speak to people, go in shops, but being on the project has improved my confidence and I am happy to meet other people”. (Engage client)*

*“I am more talkative now with people so it’s changed me by being more confident”. (Bridge client)*

### **Reduction in risky behaviours and improved health**

Among the young people interviewed for this research many demonstrated changes in their general behaviour and improvements in their mental health.

Some young people who had been excluded from school for disruptive behaviour or who had not been attending school for other reasons changed their behaviour through being part of ONE THREE ONE NINE project.

*“I will actually go into school now”. (Engage client)*

*“Made me try new things, helped me with my behaviour because I used to be really naughty but I’m not as naughty now”. (Bridge client)*

*“I liked the help I got because it was 1:1 and helped me get a roof over my head and back on track” (Engage client)*

*“They (Engage team) have made me control my anger” (Engage client)*

*“Calmed me down, (the co-ordinator) taught me how to keep my cool” (Engage client)*

*“ONE THREE ONE NINE helped me sort my head out and get into college” (Engage client)*

This included reduction in self-harm and a reduction in crime and anti social behaviour.

*“(Team leader) stopped me self harming and got me back into school”. (Engage client)*

*“I would probably still be in a hostel and still be in trouble with the police and stuff like that, these helped me get out of all that and given me chances to go to college and stuff like that”. (Switch client)*

*“Young Ambassadors have helped me achieve what I wanted and made me more confident. I mainly wanted to stay out of trouble” (Engage client)*

*“They have helped me to stay off the streets and gave me something to do” (Engage client)*

*“(I am) not on streets no more” (Engage client)*

*“If this wasn’t here, there would be more kids on the streets committing crimes and there is nothing else like this, I have never heard of anything else” (Engage client)*

### **Improved healthy relationships**

The Peer project is a strand of ONE THREE ONE NINE, which focuses on healthy relationships, sexual health and teenage pregnancy. It aims to contribute to the reduction of teenage pregnancy and sexually transmitted infections (STIs) in Salford. The programme is designed and delivered in partnership with selected Young Ambassadors, who are young parents themselves. The programme has been delivered to groups of young people in schools, Pupil Referral Units and community based youth groups.

The Peer project has developed peer created training modules, which are linked to the Accredited Qualifications Awards (AQAs) for students who show evidence of increased knowledge and understanding after attending the sessions. Evidence from the distance travelled questions used at the end of every session and through an evaluation questionnaire in two school settings showed the majority of participants had gained knowledge:

*“Know more qualities about being in a relationship, feel more confident talking about things because I have had two sessions” (Peer client)*

*“I learnt what to check on a condom to stop STIs, where to go if you’ve got one” (Peer client)*

There is evidence that young people at these sessions progressed in their understanding of the issues and demonstrated a change in awareness and intent resulting in changed behaviour:

*“When we did the milk and STI stuff, I learnt how quick they actually spread. This made me make sure that I had condoms on me even if I wasn’t planning on doing anything, and also have booked a appointment to go and get it checked to make sure I don’t have anything already”. (Peer client)*

Another student who took part in the session told us:

*“After the session I went home and spoke to my boyfriend about how I felt about the way he was treating me as a girlfriend. So I sat down and spoke to him about how I wanted to stay with him but how things should change so I could be happy in the relationship. I didn’t think that he respected me as much as I deserve. I sat down for about hour talking to him and*

*now I feel I am more happy then ever. He doesn't speak to me nasty as much as he did before and when he does it I remind him about what we talked about. I felt like these sessions have had a big role in my life. My mum noticed I was going back home happy and she said that it has made a big improvement in our relationship because she thinks I'm not taking as much rubbish from him as I used to". (Peer client)*

There is some evidence that the delivery of Peer has already contributed in part to a reduction in teenage pregnancy in Salford<sup>8</sup>. For example, one school with students from wards in Salford with over 10 per cent of young people not in education, employment or training, has seen a reduction in their teenage pregnancy rate. In the last 12 months there have been no pregnancies in the young people who are part of the school's alternative curriculum programme. Due to the vulnerabilities of the young people in this group this was unexpected in comparison with Salford's teenage pregnancy figures. The Peer programme has been delivering in the area for two years and the school believed the Peer programme had contributed to that reduction because it met their needs and expectations and was tailored to complement and reinforce the approach adopted by the school.

The majority of young people involved in the ONE THREE ONE NINE programme have also shown increased aspirations and are looking to the future. This outcome is discussed in the section below on progression.

### **Progression pathways**

The ONE THREE ONE NINE programme has been successful in enabling the progression of a group of young people, aged between 13-19 years, who were at risk of not being involved in education, employment and training (NEET).

Engage has delivered a range of projects aimed at developing young people's skills which lead to accredited qualifications. These projects have been especially important for young people whose attendance at school was very poor and for those who were on part-time school timetables. The project has been running a bespoke Basic Skills class throughout the past two years with a qualified tutor, enabling young people to gain Level 1 and Level 2 qualifications in Literacy and Numeracy. Other projects have included a ten-week fashion project; a metal art and cycle maintenance course (delivered in partnership with Gears+); a volunteering project; a dance and fitness project. All of these projects have been used to re-engage young people with their learning and development, encouraging progression into more formal learning. Each project enabled young people to gain at least one qualification, most commonly through the AQA Unit Award Scheme.

ONE THREE ONE NINE has given young people access to a range of appropriate qualifications. The majority of pre-16 young people start by undertaking projects, which lead to a qualification through the AQA Unit Award. This is used to re-engage young people with their learning and development and to encourage a mind-set where the achievement of qualifications is anticipated as the norm. Pre-16 young people can then progress through more vocationally-related qualifications such as first aid and health and safety (British Safety Council). Many young people on the Bridge programme were using their work towards more substantial qualifications they were undertaking as part of their school curriculum (e.g. ASDAN award; Duke of Edinburgh Award). Young people on the Switch project who had not gained literacy and numeracy qualifications at school were encouraged to gain these through a bespoke class for 16-19 year olds. Switch also provided access to specific vocational

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<sup>8</sup> *The trend over the last three years (2007-2009) in Salford has shown a gradual decline in under-18 conception rates. 2010 figures suggest a similar trend in teenage pregnancy levels to 2009, with under 18 abortions up and under 18 live births down (Information supplied by Salford City Council, Children's Services Directorate, March 2011)*

qualifications such as the CSCS card (construction site health and safety qualification).

1828 positive destinations<sup>9</sup> were achieved by young people on the programme, which included education, training or addressing personal issues such as family conflict, mental health or substance misuse. Table 1 shows the progression pathways.

### **Case Study One: reduction in criminal behaviour**

E was referred to Engage from Children's Social Care's Crisis Team due to being frequently missing from home, her involvement with the youth justice service, potential family breakdown and her associations with older males. She was failing to attend school, a referral to a Pupil Referral Unit had been refused and NotSchool was also refused because of accommodation issues. E was refusing to engage with the Youth Offending Team, missing appointments and panel meetings and was struggling to take care of her physical and sexual health.

During the first three months of the project, the staff worked to develop a strong positive relationship and build trust. This was achieved through multiple weekly contacts, engaging her in positive activities, exploring her interests and skills and developing her aspirations. E was interested in painting and decorating but was unsure how to develop this as a career interest. The project secured her a place on Brighter Futures, a building and construction project for young people, which she attended weekly. She worked towards an ASDAN qualification and attended Engage's weekly basic skills lessons.

E was on a reduced timetable, so the Engage team worked with the school to find ways of improving her school attendance with her co-ordinator taking her to and from school. Her time on the project was included in her educational hours. E had a very poor relationship with her mother which was the trigger for her chaotic lifestyle. There were constant accommodation issues. Her co-ordinator mediated with her parents and social services and is now living with her father and is more settled. The staff at the project went with her to meet with her Youth Offending Team worker (an appointment she had previously missed twice) and accompanied her to a panel meeting which she had also missed previously. The close support and advocacy provided by E's co-ordinator ensured she accessed mainstream services effectively.

Since working with ONE THREE ONE NINE, E has not committed any further offences and gained enough confidence to walk away from negative situations around older males where she became involved in crime or where she was putting herself in danger. Having a more stable home life has vastly improved her life and the occasions she is missing have been vastly reduced. She has improved her physical health greatly, now eating more regularly, beginning to exercise and taking care of her sexual health. She has achieved her ALAN Award, Level 1 in Numeracy and Literacy and is working towards her Level 2 (GCSE A – C) with Salford Foundation and is engaging more positively with education provision. E would like to go to college and study for a NVQ Level 1 in Catering. This may be possible in Year 11 and has been put forward to her school as a proposal. E continues to work with her co-ordinator and has raised aspirations in improving her future.

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<sup>9</sup> A positive destination is a personal or social development goal which a young person has identified in partnership with their Co-ordinator and which has then been achieved. The audit trail captured the goal being set on a 'My Plan' form and then monitored through regular 'Review' forms for Switch/ Bridge/ Engage. In the work of the Peer team this would include the knowledge competencies scores on the distance travelled questionnaire.

**Table: 1 Young People’s progression in ONE THREE ONE NINE**

| Numbers | Progression pathways   |
|---------|--|
| 1828    | Positive destinations achieved by young people                   |
| 52      | Over 16 clients came off the NEET register for at least 3 months |
| 186     | Qualifications obtained through Switch and Bridge                |
| 211     | Qualifications obtained through Engage and Peer                  |

There is evidence that ONE THREE ONE NINE has contributed to the reduction of NEET figures in Salford, partly through its work with other organisations, such as Connexions and alternative curriculum activities with educational providers. **Connexions for example has referred 88 young people to the Switch programme and 25 to the under 16 programme, Engage, over two years.** In January 2011 the NEET figures for Salford were 468, 6.9 per cent, although in 5 wards in the City the NEET figure was over 10 per cent. The wards are Broughton, Irwell Riverside, Langworthy, Little Hutton and Ordsall<sup>10</sup> Over 50 per cent of the participants in ONE THREE ONE NINE have been from these 5 wards, with large programmes of work in Harrop Fold, Albion, Oasis and All Hallows schools.

It is important that these figures take into consideration the circumstances of the young people reached by ONE THREE ONE NINE (discussed on page 22). The young people have low confidence and self-esteem, which leads to low aspirations and expectations about their future. They are also likely to be living in families, neighbourhoods and communities where aspirations are low. Through being on the programme the young people’s behaviour changed and this led to their motivation improving and their future aspirations rising.

The evaluation revealed strong evidence of personal development and life progression through the behaviour changes described above:

*“It hasn’t changed my life directly, but it’s helped me think in a more positive way” (Bridge client).*

*“I have a work placement and probably going to get a job from it” (Bridge client).*

*“They have encouraged me to go to school, by helping me get into (school). (Co-ordinator) helps me by bringing me into the office for basic skills. And it helps having one to one time with her, being able to talk to her” (Engage Client).*

*“I did get what I wanted out of ONE THREE ONE NINE. They put me in for my English test, which I finally passed. Also they helped me get into college” (Switch client).*

<sup>10</sup> Source: Operations Manager, Connexions Salford

## Case Study Two: improved mental health and progression

H was referred by a learning mentor to the Engage project. She suffered from extreme anxiety and depression which affected all aspects of her daily life. Although she attended a Pupil Referral Unit for students with health needs she was unable to integrate into school life. She would not leave the house on her own and was then referred to NotSchool.com. She had been out of education for 12 months when she came to Engage. As a result of her anxieties, she also struggled with peer relationships, becoming extremely socially isolated. Her only contact was with family members.

The team co-ordinator's first objective was to build a relationship and she carried out several home visits to H, with the goal of building her confidence. This was done through finding activities that H enjoyed such as jewellery making and reading aloud to the co-ordinator from magazines to improve her literacy skills. After 4 visits, H felt ready to leave the house and they visited McDonald's together. This gradual but sustained process of building H's trust and confidence and exploring her goals and aspirations provided a firm foundation for her subsequent development.

H had built a trusting relationship with her co-ordinator and with the support of Salford Foundation started to participate in positive activities initially on a one-to-one basis. H was then integrated into a small group attending a dance project. Interaction with her peers was still a major challenge. With the support of her co-ordinator H attended a two day residential in London which previously she would not have even contemplated. H conquered many of her fears and came back with many new skills and most importantly felt comfortable with her peers and being in public. She developed a friendship with a girl her own age and they now meet together without the support of the co-ordinator. She was interested in a career in childcare and to help her gain some experience working with children, her co-ordinator found her a work experience placement at a crèche which H attends twice a week. The co-ordinator stayed with her for the first three sessions until she gained her confidence, gradually supporting her journey to independence.

In 7 months H made significant progress. She works everyday on NotSchool, attends a workplace experience placement, attends a basic skills course at Salford Foundation, is preparing to sit her Adult Numeracy and Literacy exams and is meeting with Connexions to discuss future options.

She has now successfully passed her interview for a place on an apprenticeship studying a full time NVQ course level One. She begins her placement after the official school leaving date for year 11 students 2011.

The evidence showed a difference in the focus of progression for the pre-16 (Bridge and Engage) students and the post 16 (Switch) students. The work with 13 to 16 year olds inspired their confidence, supported them making friends and helped them interact more meaningfully with the world of education and training. Their behaviour improved and this led to increased motivation:

*"It has changed my life because I was afraid to talk to people, go to the shops, but being on the project has improved my confidence and I am happy to socialise with other people"* (Engage client).

*"It (the project) made me grow up"* (Engage client).

In the post 16 students on the Switch project, these motivations had developed into a desire to set goals and have a positive future through skills development, gaining college places and finding meaningful employment:

*“It made me think more positive about myself to go and get a job” (Switch client).*

*“It (Switch) allowed me to become more focused and have some goals in life” (Switch client).*

*“They got me into college, which is good because it made me realise that I do need to do something else not just sit at home” (Switch client).*

This progression was supported and enabled by the interlinking nature of the programme. 26 clients have moved from Engage to Switch. Engage students who were making progress but still required support to move into training or employment could go onto the Switch project and develop more independence.

### **Case Study Three: Progression through programme work streams – Engage to Switch**

N was referred to the Engage Project as he was potentially at risk of becoming NEET due to behavioural difficulties at home and school. N had been involved in a range of violent experiences and his subsequent learnt behaviour resulted in him becoming involved with the Youth Offending Service. N agreed to work with the Engage Project to address some of the issues with his attitude and behaviour.

It was apparent from the start that despite being quite a bright young man N was very much dependent on others to help him to meet his own targets or overcome any barriers along the way. N had become ungrateful for the support he was receiving and was rude when he wasn't getting his own way. N laid blame with others for the problems he faced and struggled to accept responsibility. N worked with his co-ordinator one-to-one around his anger issues and strategies were put in place on how best to deal with it. N built up a strong relationship with his co-ordinator and when things were not going well N would ask for advice as he trusted their judgement. N also started to attend projects and positive activities engaging with his peers in a relaxed environment where he felt more comfortable to express himself. With support from the project, N improved his confidence and self-esteem, which led him to taking responsibility for his actions. His home and school life improved and he achieved good results in his GCSE's.

At the end of Year 11 N still needed support in helping him in his transition into post-16 options. He was referred to the Switch Project in July 2010. During this time he secured and maintained a place in college studying Graphic Design to National Diploma Level. When issues arose concerning N's attitude these were dealt with proactively. Overall he has made a significant improvement in his ability to communicate with others and take more responsibility for his actions. He has also accessed a work placement through the local theatre where he works twice a week on ticketing services, developing his customer service and communication skills. He has received excellent feedback from his employers and is currently well on the way towards completing his National Diploma.

N's work with the Engage project helped to prepare him for a good start at college. The Switch Project continued this development work and supported him through college and into employment. N has successfully completed his work placement and has taken up the offer of a part time job at the theatre.

This is an important finding for the programme and particularly important for the young people that are reached by this programme. The young people required individualised support and to be allowed to progress at their own pace. The continuity at Salford Foundation was significant in maintaining their trust and motivation and moving them forward into the future:

*“They will help you find your aims, different ones, qualifications, jobs. They never just leave you, they ring you. If it doesn’t work out they are always here to help you and you come straight back in and get going” (Switch client).*

Progression was also demonstrated in young people who had been clients of Switch applying for roles with Salford Foundation as Young Ambassadors. One Young Ambassador who had been a client on the Switch programme said:

*“I completed 12 weeks off NEET and continued to keep in close contact with the ONE THREE ONE NINE team. In about May 2010, I received a phone call inviting me to attend an informal interview, as a position for a Young Ambassador has come up. After a second formal interview, I was told that I had been successful with my application because of my regular attendance to my weekly meetings and the fact that I completed my college course and was continuing with my work placement. Then that made me a candidate for the job” (Young Ambassador).*

Salford Foundation, as an established third sector educational provider, has the potential to connect ONE THREE ONE NINE with the business partnership function in its organisation. One educational provider expressed a wish for more work-based learning for their students (a possible pre-16 Switch stream) and support with finding work placements for more disadvantaged young people. Discussions with stakeholders suggested that even closer links with employers through ONE THREE ONE NINE would be extremely helpful for moving young people who have failed in the mainstream to move forward to reach their goals.

## Case Study Four: Progression pathway to Young Ambassador to youth employment

W self referred to ONE THREE ONE NINE after he heard through a friend of the different work experience opportunities the project offered young people in Salford. W had several short-term jobs for 18 months and was becoming increasingly negative about his chances of finding employment. He was about to sign on for job seekers allowance.

W joined the Switch programme and worked closely with a Young Ambassador to prepare for employment opportunities. He was given a target to attend 9 job search sessions at the offices. He completed the task and also attended a range of other training courses including first aid, mentoring training, forklift truck training and safeguarding training days. During one of the job search sessions the Young Ambassador pointed W in the direction of a teaching assistant level 2 course which really interested him. It was work placement based with college training at Salford College. The Young Ambassador helped W with writing up and sending his work placement letter and he was accepted at a local school. The Switch co-ordinator accompanied W to Salford College to complete the enrolment forms.

Salford Foundation staff remained in constant contact with W through regular meetings and phone calls and he continued to receive support and guidance to keep him motivated to complete his college course. W was interested in finding part time employment as he faced financial pressures. Therefore he was prepared to take on any job. The Young Ambassador discussed his strengths and the progress he had made whilst being on the project and gave him the belief that he could aim higher. Positions in Salford Foundation arose for Young Ambassadors and with encouragement from staff W applied for a part time job and was successful.

Through being a Young Ambassador, W has learnt to be more organised and use time properly; he has developed his communication skills, interpersonal skills and his knowledge of opportunities for young people in Salford. He is more confident in carrying out tasks. He has learnt that some young people need more attention and help than others and how to provide this support effectively.

In the future, W plans to complete his level 2 Information, Advice and Guidance NVQ, and to complete his Teaching Assistant level 3 NVQ by June 2011. His aim is to become a qualified Primary school teacher before he is 27.

## FINDINGS: THE DELIVERY MODEL

This section explores the reasons **why** the programme has been successful in achieving positive outcomes for young people. In particular it looks at the young people who have been reached by and engaged with the programme and the importance of respect and trust. It then moves on to a detailed analysis of the Young Ambassador delivery model.

### Reach

ONE THREE ONE NINE has been successful in reaching young people who experience disadvantage, those commonly known to professionals as ‘hard to reach’. These are young people who have multiple barriers to education and employment and have been failed by mainstream provision. The programme works with young people who have been in the criminal justice system, those with severe mental health problems, teenage parents, looked-after children and those who practice risky behaviours. They are young people who for a variety of reasons have low motivation and aspirations, and with little thought towards their own future.

In a programme that is seeking to engage young people who are not in education, employment or training or who are at risk from being so, ‘who’ they reach is highly significant and this was recognised by some of the delivery partners. ONE THREE ONE NINE does not offer a universal service but instead seeks to engage the most disadvantaged and marginalised young people by the delivery model described above. Whilst numbers reached and value for money are important (see page 35) ONE THREE ONE NINE is reaching young people who are most likely to not engage with other services:

*“I was suspended from college on a 3 week contract and then I got kicked out again...when I was at school I had been kicked out and put behind a computer for a year and a half, so I wasn’t used to the college environment. I wasn’t used to being around so many people, so I misbehaved like I was in school. (The college) got me on with these (Salford Foundation). When you come in here you are meeting people and speaking to people and get more confident. You talk to them and they’ve been through the same things like”. (Switch client).*

*“Before coming here I was just out on the streets all the time doing dodgy stuff, smoking weed all sorts but since coming here its taken me out of that, kept me off the streets”. (Engage client)*

*“Helped me, I was dead quiet anyway didn’t want to do anything like, I didn’t want to go to college, they talked to me and I decided I did want to go to college and I ended up going to college” (Switch client).*

## Case Study Five: Multiple barriers to education

B was a Year 11 student referred to Engage by her school. She had recently been transferred from one high school to another due to bullying from other students. B had refused to attend her new school after one week and had fallen out of the education system as she was not engaging with any educational provision. Due to family breakdown B moved between parents, having no real stability in her life. Her relationship with both parents was strained. In addition she was acting as the main carer for her younger sibling.

B's Co-ordinator immediately built a good relationship not only with B but her parents and the school through home visits and attending multi-agency meetings. B did not want to return to school due to her previous experience of bullying. Her Co-ordinator arranged with the school for English & Maths GCSE and Science BTEC coursework to be sent home which would be overseen by ONE THREE ONE NINE staff.

Serious instability and family breakdown at home was preventing B from moving forward resulting in low self-esteem and confidence. Her Co-ordinator focused on intense one-to-one work with her, helping her to develop coping strategies whilst supporting multi-agency interventions with the parents. B felt she was finally getting the help she needed. B started to attend Engage's Basic Skills classes to complete her coursework which progressed to her going into school for three hours a week supported by her co-ordinator. B engaged in positive activities and completed a six week fashion project, meeting new people and building her social skills. She also attended a three day residential to London that previously was not an option due to her anxiety of leaving her younger sibling behind. These projects enabled B to achieve three AQA Unit Award qualifications.

B has achieved a grade E in her Maths which she will get the opportunity to improve at the end of Year 11. Through the Foundation's Basic Skills sessions she has achieved her Level 1 in Numeracy and Literacy and is working towards her Level 2.

B talks about her life being more stable and she is benefiting from now having a permanent home, supported by her extended family. Her relationship with her parents is improving. B is planning to go to college in September to Study Health & Social Care in the autumn. She no longer needs intensive support, however, Salford Foundation is still supporting her with her education through to the completion of her exams.

In a random sample of young people selected for the telephone interviews in 2010, only one had a negative view of the programme:

*"Not a lot happens apart from getting out of lessons. It's not changed my life because it's (ONE THREE ONE NINE) boring most of the time" (Bridge client)*

### Why is the programme successful in its reach?

One of the reasons that ONE THREE ONE NINE has been successful in its reach with disadvantaged young people has been through the Young Ambassador model and the organisation's flexible and personalised approach (see pages 25 – 31)

It also engages with other organisations and service providers to access young people at risk. These organisations include: alternative provision in schools, referrals from other delivery partners such as Connexions, working in Pupil Referral Units and partnering with the Youth Service and Youth Offending Service.

Salford Foundation is an established service provider in Salford with mature networks and relationships developed over a number of years. ONE THREE ONE NINE has been able to build on those relationships and introduce the programme into educational establishments that have historically engaged with, for example, the well regarded Business Education Partnership. The Foundation's links with local employers has been particularly mentioned by a number of delivery partners.

However, the monitoring data for ONE THREE ONE NINE shows a low engagement with young people from black and minority ethnic (BME) groups. This may be partly due to the difficulty of capturing ethnicity data (between 24 per cent Engage and 45 per cent Switch clients were unspecified in terms of ethnicity); two people from BME communities engaged with Engage and five with Switch. Whilst recognising that the black and minority populations in Salford is not high<sup>11</sup>, perceptions of the team at Salford Foundation were that they were not reaching enough young people in these groups, particularly those in new communities. Whilst a key mechanism for referrals is through other agencies, Salford Foundation may wish to explore new ways of reaching this under-represented group.

### **Engagement**

ONE THREE ONE NINE has exceeded its target by nearly 50 per cent for engaging young people aged 13 to 19 years in two years: **2922** have engaged with the programme overall. There is a relatively even spread across the three strands of Switch, Engage and Bridge; more young people were engaged in the peer programme because it is delivered to large groups.

There were approximately twice as many young men engaged in the programme as young women.

Engagement is interpreted as young people being actively involved and participating in a range of interventions. One local deliver partner said that:

*“Salford Foundation are actually engaging young people in a way we can't” (Local authority stakeholder).*

There was considerable evidence from both the young people and stakeholders that successful engagement was due to a number of features and approaches in the programme. These were:

- A culture of respect and trust
- Personalisation and tailor made support
- The Young Ambassador delivery model

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<sup>11</sup> ONS Population estimates by ethnic group per primary care organisation, mid 2007 in Salford: figures in thousand. All groups of young people aged 0 to 15 is **40.5** of which **1.3** were Asian or Asian British, and **0.6** were Black or Black British.

## **Respect and Trust**

A culture and practice of respect and trust integral to the delivery of ONE THREE ONE NINE, was frequently given by young people as their reasons for changes in their behaviour. The majority spoke of the respect they were shown by members of the ONE THREE ONE NINE team, which differed from their experiences with other youth organisations and mainstream providers.

*“If you are out of line, they tell you but with respect, rather than just shouting at you”. (Engage client)*

*“It (being respected) changes the way you speak to people, got more respect for people now, gives you more respect. Before coming here I used to go around mouthing then you realise – can’t treat someone with disrespect or they will disrespect you”. (Engage client)*

*“You help young people but are not snotty and don’t throw it back in their faces” (Bridge client)*

*“More chance of stopping swearing here because they show you more respect and you show it back” (Switch client)*

Building up trust was a significant factor in enabling these young people to move forward, particularly among this group of vulnerable young people who have felt let down by adults and services. The young people involved on the project spoke of how Salford Foundation always followed through what it said it would do. The teams did not make promises and then not deliver, which was a common experience for some of the young people, both in their own lives and through services. As one young man said

*“Because Salford Foundation speak to you – just feel I can trust them. I had a lot of trust issues before I came here” (Engage Client).*

We heard from one young man, who was part of the criminal justice system that he found it difficult to talk to the staff at another service because conversations were recorded:

*“So you are feeling bad and you tell them at (another service) and all the whole of the company know what you have been doing. Tell someone here they just keep it between you and them” (Engage client).*

This is an important finding because it was an essential mechanism for building trust. This did not take away the Foundation’s responsibility to share information with local partners on issues such as safeguarding and criminal activity and this will have been made clear to the young person from the beginning when discussing how confidentiality worked in practice. The difference was that the young person had confidence in Salford Foundations’ confidentiality and information sharing protocols.

## **Personalisation and tailor made support**

### ***Working with Individuals***

There is strong evidence that the ONE THREE ONE NINE programme adopts an individualised, personalised approach to the young people it works with and offers support that is tailored to each individual. The young people demonstrated how they respond to this individual approach and how it helps to inspire and motivate them to change. This personalisation is achieved through adapting to the circumstances of each individual and offering support that meets their specific needs.

*“(Salford Foundation) works directly with us on a one to one basis, they care more and help more” (Switch client).*

*“On ONE THREE ONE NINE you get to choose what you want to do, but other services choose for themselves what you have to do” (Engage client).*

*“T was very anxious on my initial visit so we arranged to meet at home for the first few weeks to build a relationship between the two of us. I made it quite clear from the beginning that my goal was to build T’s confidence with me so that eventually we could go out together and in time she could participate in Basic Skills sessions. We worked at T’s pace and it was not until she felt ready that we would go out together” (ONE THREE ONE NINE co-ordinator).*

*“They come to your house, meet your family, get close to you, you can tell them anything. If you got problems they will sort it out” (Switch client)*

Other careers information and youth support services offer personalised support to young people, but it was the way it is offered and by whom that seemed to make the difference for the young people working with ONE THREE ONE NINE. The young people felt listened to whilst at the same time supported to find and then achieve their individual goals. If things did not work out first time, or the young people made mistakes, they felt able to try again. One young man who had undertaken football coaching and then found that it did not work for him, felt able to come back into the project and work on a one to one basis to try something else. Another young man said:

*“If you drop out (of other services), they say ‘if you can’t be (bothered), we can’t be (bothered)’. Where as here, if you drop out they say ‘right’ we are getting you back on track straight away, no questions asked, they get you back on track” (Switch client).*

Practical help was particularly important too. Help with buying clothes for interviews, money for bus fares, being taken to venues rather than being sent off with a map were all individualised ways that the young people felt supported to move forward.

*“I won’t get myself out of bed to go to (another service) ... and all they do is tell you what to do, do this, do that, you need to get this and then that’s it, they leave you with it. But here they get you ready for the interview, do everything to help you get experience and confidence. If you have an aim they make sure you make it. If you want to be something, everything...” (Switch client)*

The young people interviewed for this evaluation felt strongly that at Salford Foundation they always followed through what they said they would do and this was an important factor, particularly for this group of young people:

*“Here they promise you something and follow through – that’s important because too many people getting kids ‘hyped up’, say they will do something and then not doing it for them” (Engage client).*

*“They keep promises (at Salford Foundation) - (other organisations) find reasons to kick you out. (You are) fighting for yourself and no-one to help you. These help you” (Engage client).*

The young people also responded to boundaries set by the staff and how this helped them to keep on track. This was closely linked to the respect shown the young people by the programme as discussed in the previous section:

*“(Other services) say ‘give it a miss then, but go next time’, whereas these - ‘No, you are definitely going’” (Switch client).*

*“(Another organisation) gets you on a course for 3 weeks. Here they get you ready, into a work routine, you have to come in every day at 9am” (Switch client).*

The area of activities, rewards and incentives were closely linked to motivation and this is a major plank of the ONE THREE ONE NINE approach. In all the teams, young people responded well to receiving rewards tailored to their own aims and goals. It linked closely with individual choices and having some control of those decisions:

*“ONE THREE ONE NINE call us and give us choices whilst other organisations try to bribe you into making a decision but ONE THREE ONE NINE respect your decisions” (Engage client).*

However, one partner found that rewards were not always necessary and that the young people learnt, through the programme, the consequences of their behaviour. The programme worked with the young people to help them understand how their behaviour impacted on themselves and others:

*“In year 9, ONE THREE ONE NINE impacted on behaviour change through (working with) the consequences of behaviour – there were no rewards” (School partner)*

One delivery partner described ONE THREE ONE NINE as an: *“individualised approach that thinks outside the box”*. The skill of the ONE THREE ONE NINE team is that they give individual support without creating a dependency on the service. This is achieved through staying alongside a young person until the young person feels able to move forward alone. This can vary between each young person and a safety net is offered if they need it.

The range of activities and opportunities presented to young people in ONE THREE ONE NINE is key to the individual approach. One of the reasons other agencies/ services referred young people to the programme was because of the activities they offered and because they could provide for students who did not have a school place and had no activities until after their school leaving date. It was clear that the young people and the delivery partners involved in this evaluation saw the value of these activities far beyond ‘giving young people something to do’. The young people spoke of the friends they made, the new knowledge and skills they developed, increased confidence and the fact that *“they could do it”*. A delivery partner said:

*“The residential – usually the young people have not wanted to get involved with other schools, but the year 10 residential (with ONE THREE ONE NINE) builds that in and gives opportunities for team building” (School partner).*

### **Working with Groups and organisations**

One educational provider working closely with the ONE THREE ONE NINE programme described it as having a tailored approach at 3 levels:

*“Tailored at all levels – organisation, cohorts and individuals. (ONE THREE ONE NINE is) tailored to the needs of the school and tailored to the needs of young people. (Other) services often have a ‘package’ and they deliver that package – Salford Foundation don’t do that. What they deliver is different depending on the group” (School partner).*

The importance of adapting to different cohorts as well as individuals was stressed. It enabled the characteristics of different groups to be taken into account when delivering the programme.

One reason for the success of this tailored approach was the ability to be flexible and adaptable. It was also having the right people delivering the project who could adapt and respond to individual needs. This applied at all levels of the ONE THREE ONE NINE programme from senior managers, team leaders and co-ordinators and the Young Ambassadors. One stakeholder told us:

*“They (Salford Foundation) have a knack of finding really talented and appropriate young people to deliver their service. They are the only provider in Salford that I can genuinely say that about” (School partner).*

Another delivery partner who worked with the Peer team, spoke honestly about how a group of young people, who had particularly challenging issues in their lives, responded to the ONE THREE ONE NINE team:

*“Hands up – I wasn’t sure whether these young people (Young Ambassadors) coming in would be able to hold children’s interest, be able to speak to them. But we had NO ISSUES AT ALL, no behaviour problems during the sessions... I see the children in a different light, see them relaxed, see them enjoying it (the lesson) in a different way, talking and communicating more easily” (Pupil Referral Unit partner).*

The ability to adopt a personalised approach at the levels of the individual, groups or cohorts and organisations was key to embedding the programme in systems and structures.

### **The Young Ambassador delivery model**

ONE THREE ONE NINE is delivered by four teams, each team made up of a Team Leader, Co-ordinator and Young Ambassadors. It is a model in which all the team members are employees of the Foundation. The Young Ambassadors can be full time, part time or more recently, sessional, to allow the maximum flexibility in the programme. In total 33 Young Ambassadors have been employed on the programme.

Young Ambassadors are young people themselves aged between 16-20 who are from similar backgrounds and have faced many of the challenges that affect the client group. In fact, some have been on the ONE THREE ONE NINE programme before progressing to be Young Ambassadors. Their key role is to engage and get alongside the clients. One Team Leader explained how he communicates this to young ambassadors:

*“The most important thing you (Young Ambassador) can do is to be there for that young person, to engage that young person, that is your job” (Team Leader).*

## Case Study Six: A Young Ambassador

K was originally born in London and has been living in Salford for 4 years. He went to a Salford High School and sees himself as a resident of Salford. K had hoped to do an apprenticeship with a large national media company, but the competition was very high and he was unfortunately not selected. This was a serious disappointment to K and he was planning to move back to London due to accommodation issues for him in Salford.

K's Connexions Advisor suggested he applied to Salford Foundation for a position as a full time Young Ambassador working on the Bridge and Engage team with young people in Salford. K was successful with his application and moved back to Salford to take up the post.

Working as a Young Ambassador has helped K understand more about young people and the range of issues that affect their lives in Salford. He sees his role as being a positive role model for other young people and helping them achieve a positive mindset in terms of qualifications and attitudes towards other people.

K has undertaken various training since being a Young Ambassador including Emergency First Aid at work, Equality and Diversity, Modern Apprenticeship in youth work and a domestic abuse course. As a Young Ambassador, K has learnt more about personal and professional boundaries and the challenges of confidentiality. He has also become more aware of his role and of other agencies he can refer to when appropriate.

During his time at the Foundation K has represented his fellow colleagues at senior management meetings and the Salford Foundation Trust Committee. He has also attended meetings with the Strategic Director of Children's Services to discuss how the Council can improve services for children and young people in Salford. In the future, he would like to be in a position at a senior level where he is strategically planning the development of services that improve the lives of young people.

They are closely supported by the team co-ordinators who are on hand to support and guide them in their role. The Young Ambassadors work with the co-ordinators to deliver the activities. Team leaders have overall responsibility for the team and carry out supervision of the team as well as liaising with delivery partners.

There was considerable evidence that this method of engagement worked for the young clients. Reasons included the development of a shared language, an empathy and understanding of the issues and problems affecting the young person as well as recognition of the consequences of their behaviour. One client on Engage said that working with a Young Ambassador meant:

*"I see the consequences of my actions before I do them" (Engage client).*

*"I feel as if you can talk to YAs (Young Ambassadors) because they understand and (are) not embarrassed like if it was someone older" (Peer client).*

Other comments included:

*"(Young Ambassador) was always there to talk about life and I felt comfortable to talk to him because he respected me" (Engage client).*

*“They are alright to speak to properly, knows what I’m going on about and that” (Bridge client)*

*“They have helped me keep attending (college) and relate better because of age” (Switch client)*

*“(Young Ambassadors) make a difference because they have been through it and know what they are talking about” (Peer client)*

A senior manager in Children’ Services described the model in the following way:

*“Salford Foundation is able to access young people through their own young people, act as role models to understand and get to young people. They are genuine role models. Young Ambassadors give credibility to young people (putting over to them) ‘you have got choices’. They engage through language and hard won experience relating back to their own experience and this can make a huge difference”.*

Another stakeholder described the Young Ambassadors as *“Different to an adult in a suit”* and therefore creating a different culture and feel, value and credibility to the service. One stakeholder said:

*“Young Ambassadors have similar experiences to what our young people are experiencing, they have first hand knowledge of how to deal with life in those situations. They are in touch with the clientele, keep them on track” (Local authority partner)*

### **Challenges of the Young Ambassador delivery model**

However, the delivery model is not without its challenges. It was described by one stakeholder as *“young people with issues delivering to young people with issues”*

ONE THREE ONE NINE employs young people as Young Ambassadors who have had little experience of the world of work and who need support to become ‘work ready’. Many of the young people have other challenges in their lives outside of the workplace and these at times may intrude into the work environment. Salford Foundation has adopted a flexible delivery model, which facilitates these young people’s involvement. They are well supported and supervised in their teams and when problems arise solutions are sought to maintain the Young Ambassador in the programme. The turnover of Young Ambassadors was higher in the first twelve months of the programme but experience in recruitment and retention has meant there has been less movement in the second twelve months. Only in exceptional circumstances has the organisation had to terminate the employment when the pressures and complexities in their personal lives have been overwhelming.

This model therefore requires staff skilled at supporting and helping young people as well as being able to deliver a programme of work. Adaptability and flexibility is one of the keys, with team members – Co-ordinators and Team Leaders - being able to step in when required. It also takes time and resources to support and supervise the young people to the level that they need to carry out their role effectively.

What is less clear in the Salford Foundation model is how the Young Ambassadors are supported and guided to progress into other areas of work. They are all doing qualifications and/ or work experience to achieve their own goals, but pathways within or outside of Salford Foundation do not appear transparent to external stakeholders. This is an important issue because it links to difficult

questions such as “when is a Young Ambassador no longer a Young Ambassador?” either through their age or their progression into work-ready activity. If the effectiveness of the peer model in engaging and supporting behaviour change in vulnerable young people is to be maintained, this conundrum needs to be resolved.

## FINDINGS: OUTCOMES FOR ORGANISATIONS

### Raised awareness of the need for other approaches

ONE THREE ONE NINE has engaged with 13 educational establishments and 7 alternative educational settings for young people<sup>12</sup> in the two years of its development.

There were signs that some delivery partners working with ONE THREE ONE NINE were identifying an external provision with an expertise they did not have but that they could confidently integrate with their own. Examples included more senior school staff, heads and heads of year involved in the programme now than at the beginning of the programme. They were working more closely with the Foundation to embed the programme into the school curriculum.

Another indicator of how the ONE THREE ONE NINE programme has influenced organisations' thinking has been the increase in enquiries to the Switch team from the Colleges in Salford. The team have given advice to college staff on approximately 20 individual students and subsequently engaged the young people in the ONE THREE ONE NINE programme to develop alternative routes for progression. The expertise and experience of the Switch team has benefited other organisations even when students have not been directly referred to the programme. This has been a development in the second year of the programme as it has become more established and is a good example of how the programme can become integrated into the work of other organisations.

### Embedded in work programmes

There is evidence from the evaluation that the ONE THREE ONE NINE programme was becoming embedded in the curriculum of some of the delivery partners. One deputy head teacher spoke of the programme being: *"Now embedded in the school curriculum one afternoon a week"*.

The implication of 'embedded' means it is an integral part of the organisation and mainstreamed into the business of the organisation. It is a seamless part of the whole system. Another delivery partner told us that ONE THREE ONE NINE was:

*"Embedded in the practice and curriculum, in our whole area of care, guidance and support.... the only real partnership. Salford Foundation has been part of our success story" (School partner).*

Another school partner spoke of the programme being embedded in the school curriculum one afternoon a week. In particular they mentioned the ability of ONE THREE ONE NINE to offer time and support that complements the work of the school. This allowed a fuller package to be offered to individual young people who needed it.

The success of embedding practice in organisations was linked with the ability of the ONE THREE ONE NINE programme to contribute to the targets of the organisation. It also meant working closely with the organisation so the delivery partner was able to take the work of the programme and accredit it. A good example of this is the link to AQAs of the Peer programme and activities for the Duke of Edinburgh Awards of Bridge. One partner said: *"The work they do, we can carry over and accredit"*.

The delivery partners engaged in the evaluation were clear of the value of ONE THREE ONE NINE programme to delivering their objectives:

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<sup>12</sup> Youth clubs, care homes, Young Offender Service, Young Parents Group, Skills centres.

*“If there is one thing we cannot afford to lose in this climate it is Salford Foundation. We would lose lots of other things before we could afford to lose Salford Foundation” (Educational provider/ delivery partner).*

*“In terms of what I feel is available out there within the Salford offer (to young people), this comes ‘top of the tree’ for me” (Educational provider/ delivery partner).*

*“The Peer programme due to its practical nature fits the needs of these vulnerable young people perfectly” (Educational provider/ delivery partner)*

### **An integrated Youth Service**

As well as embedding into the work of educational providers, ONE THREE ONE NINE is part of a package of interventions offered to the young people of Salford. A senior lead officer in Children’s Services described it as:

*“Salford Foundation are part of the solution, they are not the whole solution... they are a first line approach, part of our core offer” (Local Authority Commissioner)*

Another senior manager in Children’s Services suggested that Salford Foundation was increasingly seen as a strategic partner of the local authority, delivering vital functions of the Council. It has been engaged in discussion about the shape of future services for young people in Salford. Another said that Salford Foundation is helping to show how the public sector can work better with the Third sector in order to deliver the Big Society agenda<sup>13</sup>.

There was also good evidence that key providers working with young people and supporting them with information, advice and guidance recognised the value of the particular approach undertaken by ONE THREE ONE NINE. Connexions have referred **88** young people to the post 16 programme, Switch, and **25** under 16s, which was a strong indication of the programme being embedded in their referral systems and seen as an integrated part of the youth offer. It showed that ONE THREE ONE NINE, through its activity based learning programme, provided an alternative service that meets the needs of a particularly vulnerable group of young people. This finding was supported by evidence from the young people about their experiences of using other advice and guidance services. With the Foundation, they responded to a programme that was initially less about their future and possible career options, and more about support they needed now before they could even consider and progress their future goals.

However, there was a perception from a small number of stakeholders that Salford Foundation, through the ONE THREE ONE NINE programme, could improve the way it engaged and communicated with the public sector and how it integrated with other third sector partners. ONE THREE ONE NINE has in fact funded a number of third sector providers to assist in the delivery of the programme, although it is possible that this has not always been made clear to Commissioners.

A few stakeholders saw relationships in the third sector as too competitive rather than joined up and working together. There was also some lack of understanding from strategic partners about the differences between third sector organisations, particularly when they all appeared to be offering similar interventions. This led to a risk of duplication and confusion, making it difficult for more strategic stakeholders to know where the programme fitted into an integrated offer for young

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<sup>13</sup> <http://www.cabinetoffice.gov.uk/content/big-society-overview>

people. It is an important finding in a policy climate when more services will be delivered outside the public sector.

The Foundation is taking a lead to bring third sector organisations together. For example, it has successfully led a nationally funded Youth in Focus bid, endorsed by the Local Authority with two other third sector providers and is engaged in a third sector consortium to look at new Big Lottery funded programmes. The CEO attends the Volunteering Strategy Group and a Deputy attends VOCAL, the third sector group of young people service providers.

Salford Children's Services is developing its vision to move to whole family interventions, rather than separate youth services, so that vulnerable young people are supported in a family context. Salford Foundation is well placed to work with the Local Authority to develop and deliver that vision. This will require ONE THREE ONE NINE to further develop and expand its approach to working with families and communities.

## COSTS AND BENEFITS

A range of reports have been published in recent years seeking to calculate the short and long term costs incurred by society through young people achieving poor outcomes:

An Audit Commission report<sup>14</sup> in 2010 estimated that the 2008 NEET cohort will cost the public finances £13 billion and £22 billion in opportunity costs over their lifetimes. Early prevention through low cost interventions can bring large savings. £4000 of short-term support to a teenage mother can be repaid 20 times over through net lifetime tax contributions. The same successful intervention can reduce public service costs by nearly £200,000 over a lifetime.

A Princes Trust report<sup>15</sup> in 2010 looked at the cost of youth disadvantage in the UK. It estimated that the cost of educational underachievement in the UK was £22 billion for a generation. The calculation is based on the estimated lifetime cost of an individual not having a qualification multiplied by the number of young people in the population with no qualifications. There is also evidence that suggests Level 1 and 2 qualifications increase the probability of employment.

The Department for Education's Family Savings Calculator<sup>16</sup> provides costs for individual interventions and services which are required across the health, education, criminal justice and social care sectors. It calculates that a single visit to an Accident and Emergency Department costs £105 and an ambulance journey costs £246. An average case dealt with by Child and Adolescent Mental Health Services costs £2,923. Truancy carries a cost of £44,468 to society across a young person's lifetime and exclusion from school carries a cost of £63,851. A single arrest costs £1,930 and a day in custody costs £99.36. The cost of taking a child into care is £36,653 per year. A separate Home Office report calculates that the cost to society of a prolific young offender is £80,000 per year.<sup>17</sup>

By comparison, the Youth Sector Development Fund awarded Salford Foundation £1.7 million to run the ONE THREE ONE NINE programme for two years. This gave an average unit of cost of **£581.79** per beneficiary. Young people received a range of different interventions with varying levels of intensity depending on the particular project they benefited from. This included personalised support and advocacy, semi-structured opportunities to develop their attitudes and skills, and formal group work linked to qualifications.

Given the significant outcomes the ONE THREE ONE NINE project has achieved with young people thus far (see pages 12-21), its prevention and intervention work has the potential to provide significant savings to public finances both in the short and long term future on an 'invest to save' model. Moreover, some elements of the programme could be suitable for 'payment by results' finance schemes such as Social Impact Bonds in the future – for example if the projects are preventing young people from becoming NEET, being taken into care or re-offending.

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<sup>14</sup> Audit Commission (2010) "Against the odds: re-engaging young people in education, employment or training", Local Government July 2010

<sup>15</sup> Prince's Trust (2010) "The cost of exclusion: counting the cost of youth disadvantage in the UK", supported by RBS.

<sup>16</sup> Department for Education (2010) Family Savings Calculator v1.5.5

<sup>17</sup> Home Office (2008) Impact Assessment of the Youth Crime Action Plan

## **DISCUSSION: “Salford Young People for Salford Young People”**

The model and approach of the ONE THREE ONE NINE programme identified in its change model (Appendix One) have produced significant outcomes for young people in Salford. It has contributed to a reduction in the NEET figures in Salford and there are indications that it has contributed with other partners to a reduction in teenage pregnancy. It has offered a wider, integrated option to educational providers and other delivery partners and has embedded its approach in the curriculum of some organisations in the City.

It has been successful in reaching and engaging young people who have multiple barriers to education and employment and have been previously failed by mainstream provision. They are young people who for a variety of reasons have low motivation and aspirations, and with little thought towards their own future. It has produced changes in behaviour for large numbers of these young people including increased confidence, a reduction in risky behaviours, improved mental health and healthier relationships. It has enabled progression to qualifications and employment.

A central plank to its success is the Young Ambassador Delivery model. Salford young people who have experienced similar challenges to the young people reached through the programme are employed to work in teams with co-ordinators and team leaders to deliver the programme. The close identity the young clients feel with the Young Ambassadors is a key mechanism for change.

However, this change would not occur if the culture and values of the delivery model were not upheld throughout the organisation. The trust and respect the young people engaged in the programme experience, both as clients and Young Ambassadors, is central to the change programme. The ethos and values of the organisation are embodied in the qualities and attributes of the staff and the respect and trust they generate.

### **‘Growing’ Salford young people**

The strength of the programme lies in its local agenda. It has shown its potential to adapt to the needs of the local context and provides a model for co-production i.e. service users and service providers working together to design and deliver an effective intervention. The programme has ‘grown out’ of Salford and provided an alternative service for those young people that are harder to reach. The programme does not deliver a pre-defined package of support but has emerged from a response to local requirements.

It is designed and delivered by an established Salford organisation and by Salford young people; it is youth focused, understands young people, and is based on the particular needs of young people in Salford. This has enabled local young people to identify and engage with the programme. Stakeholders in Salford recognise the value of a local model for improving services for young people. A senior manager in Children’s Services acknowledged:

*“The Young Ambassador (model) is getting us seriously closer to co-production and personalisation - Salford young people for Salford young people” (Local authority stakeholder).*

There was recognition that ONE THREE ONE NINE involved young people who had themselves experienced risky behaviours. There was a need to expand this approach of involving local young people who understand services (or “growing young people”) in order to develop a longer-term view of what is required.

Case studies four and six illustrate this point well.

### **Salford young people and the future**

There was also evidence that the young people engaged in ONE THREE ONE NINE recognised the value of the programme for future young people living in Salford. There were frequent references to wanting a service like this to help young people in the future to achieve their goals and aspirations.

Some of the young people in the programme are working towards youth work qualifications. As one Team Leader at Salford Foundation said:

*“The next generation of youth workers is looking pretty healthy because of the Young Ambassadors we have here” (Team Leader)*

### **Localism and the Big Society**

This approach fits well with the policy direction of the coalition government. The Big Society is about putting power in people’s hands through helping people come together to improve their lives<sup>18</sup>. There are three key parts to the policy agenda: community empowerment, opening up public services and social action.

One mechanism is through the move to localism<sup>19</sup>, which transfers power, money and knowledge to those best placed to find the best solutions to local needs. This fits well with Salford Foundation’s delivery model. The policy is based on the premise that local people know what local people need. As one local stakeholder described ONE THREE ONE NINE: *“It is helping young people to find their own solutions”*.

The final part of the report looks at seven areas for future development of the ONE THREE ONE NINE programme based on the evidence in this report.

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<sup>18</sup> <http://www.cabinetoffice.gov.uk/content/big-society-overview>

<sup>19</sup> *HM Government 2010: De-centralisation and the Localism Bill: an essential guide*

## AREAS FOR FUTURE DEVELOPMENT

1. Salford Foundation's Youth Sector Development Fund Programme ONE THREE ONE NINE would benefit from **articulating more clearly the service it is offering** and how this differs in **outcomes and approach** from other youth services offered to young people between 13 and 19 years in Salford. This should include examples of cost benefit based on national studies.

A mapping exercise of other projects and services with similar aims working in Salford would help to make this clearer to delivery partners and commissioners. It would also highlight any gaps in provision. The unique contribution of the Foundation to outcomes for young people can then be marketed and communicated effectively. Salford Foundation may wish to revisit its branding of ONE THREE ONE NINE so that its purpose can be more clearly understood.

2. A strength of the programme identified in this evaluation, is the opportunity for young people with complex issues to progress at their own pace through the programme work streams (for example Engage to Switch) whilst remaining supported by the Young Ambassador delivery model and the ethos of a flexible, caring organisation for as long as they need it. These **progression pathways** should be clarified for clients, delivery partners, commissioners and most importantly employers and the advantages of these pathways clearly articulated.

Consideration should be given to connecting other elements of the Foundation's work such as the Business Education Partnership and other youth activities to the ONE THREE ONE NINE programme. A specific gap in services in Salford, identified by delivery partners, was a work based stream tailor made for young people in Key Stage 4, a 'Switch for under-16s', which prepared them more adequately for the workplace.

The delivery of the Peer work stream could be more integrated into the programme. Consideration could be given as to whether this should be a more targeted programme to young people most at risk of teenage pregnancy.

3. ONE THREE ONE NINE reaches young people who are particularly vulnerable in Salford. What is less clear from the data is whether the programme reaches young people from Black and Minority Ethnic communities or new communities that come to Salford. The indications are that it may not be reaching as many in these communities as would be expected. Salford Foundation may wish to work closely with delivery partners to find effective ways to reach this group and the ONE THREE ONE NINE programme is well placed to tailor its services to the particular needs and characteristics of different ethnic groups.
4. Further consideration should be given to the **Young Ambassador delivery model** and the resources required, both financial and personal, to deliver such a model against the outcomes for very disengaged young people. The model requires a critical level of resource and capacity, which if diluted will not be able to deliver the behavioural change and progression outcomes evidenced in this report.

A clearer pathway for Young Ambassadors when they leave the programme needs to be in place, whether that is because they no longer wish to stay on the programme or they have developed as Young Ambassadors and are ready to move on. Specific support is required at this stage if Salford is to benefit further from this localism model of developing Salford young people for Salford young people. Further to this, a view needs to be reached with partners on how these young people can be engaged in **co-production** to influence the design and delivery of youth services in Salford in the future.

5. It is important that **alliances and partnerships with other organisations continue to be strengthened** to improve the integration of the delivery of youth services in the City. This will be especially important if the Salford offer to young people is to extend to supporting families and communities. New ways of working together, particularly with Third Sector partners, will be essential as public money declines. This will not be easy as competition already present in the Third Sector intensifies, but Salford Foundation as a mature and well-established Third sector organisation in Salford is well placed to take a leadership role in this integration of services within the Third sector. To do this, it will be necessary to continue to involve and work alongside commissioners.
6. The audit Commission report<sup>20</sup> recommended that government should review performance measures linked to funding that ensure a focus on progression and outcomes appropriate for all learners. At local level it is essential that Salford Foundation work with local authority commissioners and delivery partners **to identify meaningful measures of success linked to outcomes**. Measures need to be appropriate for a service such as ONE THREE ONE NINE, which engages the most disadvantaged young people and where progression should take account of the young person's starting place and measure the stages towards higher-level outcomes. Salford Foundation is again well placed to inform these discussions based on their work with young people and evidence from this report.

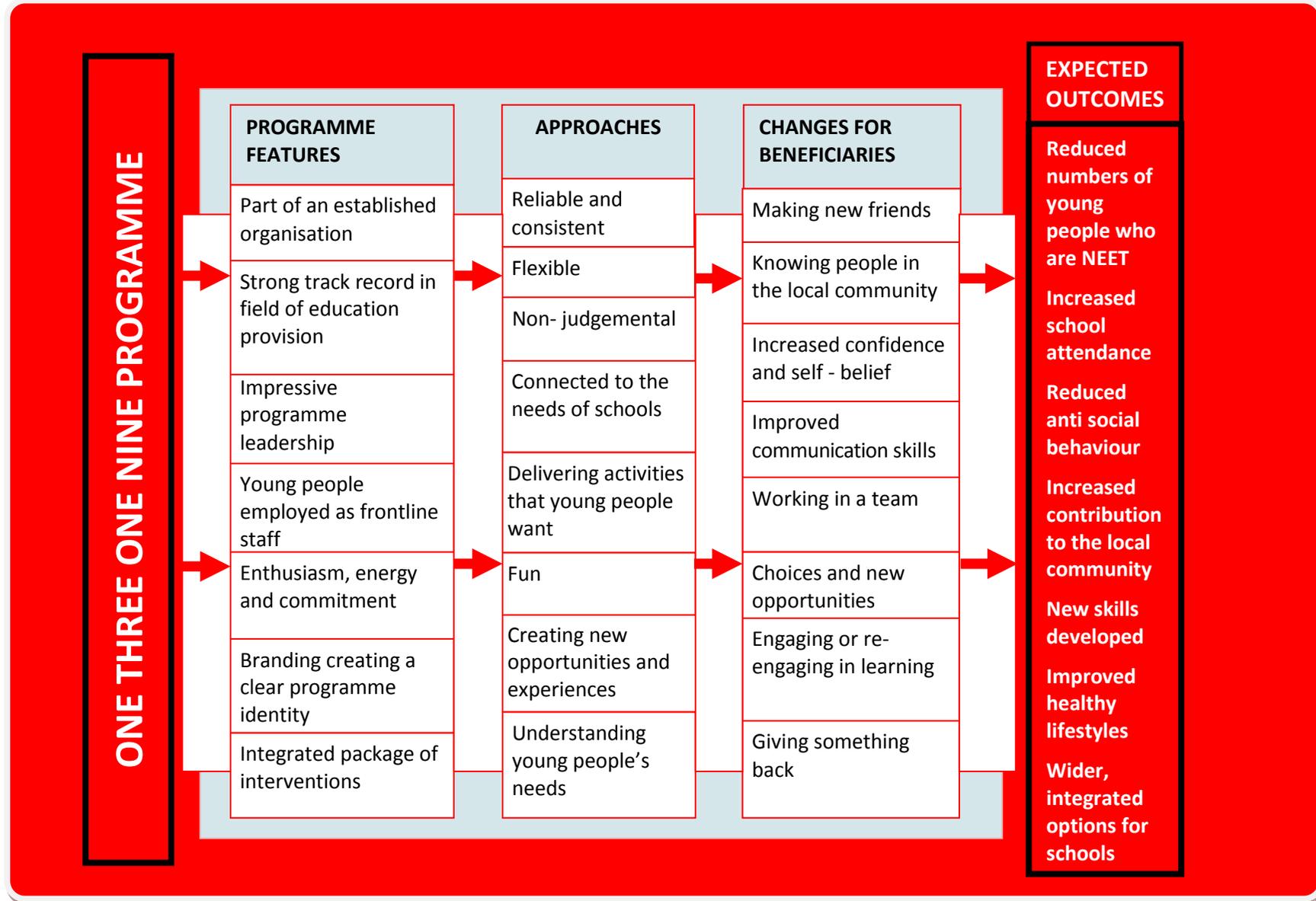
The development of meaningful measures will include collection and use of data and how that information is used to develop services. Models of cost benefit based on national studies would be useful.

7. Salford Foundation has developed a considerable amount of learning from this programme, in particular about the delivery of the Young Ambassador model and how to embed a service at local level. The Foundation may wish to consider how it uses that information within its own organisation to grow and develop. Similarly, the Foundation may wish to consider how it will disseminate and spread the learning about ONE THREE ONE NINE to other organisations and agencies who work with young people locally, regionally and nationally. Spread of learning within and beyond organisations is particularly important at times of instability and change so that valuable lessons into what works and what does not work can be built on and taken forward.

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<sup>20</sup> *Audit Commission (2010) "Against the odds: re-engaging young people in education, employment or training", Local Government July 2010*

**APPENDIX ONE: ONE THREE ONE NINE CHANGE MODEL (March 2010)**



## **APPENDIX TWO: Evaluation interviews and focus groups**

### **One-to-one interviews: telephone and face-to-face:**

| <b>Who</b>   | <b>How many</b> |
|--|-----------------|
| Young people 13 - 19 years   | 120             |
| Directors and Assistant Directors, Children's Services, Salford City Council | 3               |
| Director, Salford City Council   | 1               |
| Heads and Deputy Heads of Service, Children's Services, Salford City Council | 4               |
| Heads and Deputy Heads in schools  | 3               |
| Educational providers*   | 5               |
| Senior NHS Public Health Associate Directors and Senior Managers             | 2               |
| Connexions Managers  | 2               |

### **Focus groups:**

| <b>Who</b>  | <b>How many participants</b> |
|---|------------------------------|
| ONE THREE ONE NINE Team leaders and co-ordinators | 8                            |
| Peer clients (PRU)                                | 10                           |
| Engage clients                                    | 6                            |
| Switch clients                                    | 4                            |
| Young Ambassadors                                 | 8                            |
| Education providers•                              | 6                            |

\* Includes teaching and support staff in Schools and Pupil Referral Units

## **APPENDIX THREE: Year two schedule for peer evaluators' telephone interviews**

**First name of young person:**

**Telephone number:**

**Evaluation reference number:**

If you call a landline, please ask if they have a mobile number and would they prefer to be called on that.

### **1. Introductory Question**

- Hi, can I just ask you about the ONE THREE ONE NINE project? I am working with ***name of YA or co-ordinator in that team.***
- We are asking around 100 people about ONE THREE ONE NINE, so we can use what they say to improve the project
- So we don't need to separate out your name and you can say what you want confidentially

**2. How do you rate the ONE THREE ONE NINE programme on a scale of 1 to 5? '1' 'not good at all', '5' 'very good', '3' average (just OK)**

**3. What did you like (or not) about working on the programme?** Please give examples.

**4. Are you getting (did you get) what you want from the ONE THREE ONE NINE? If 'YES', ask what? If NO, ask why?**

- What difference has having a young ambassador made?

**5. What is the biggest difference between ONE THREE ONE NINE and other services/ activities for young people in Salford?**

**6. In what ways has ONE THREE ONE NINE changed your life? Has it changed how you see things? If so, how and why?**

*Prompts - for example:*

- New activities/ new friends/people's attitudes towards you
- Opportunities/ Confidence/ Inspired

**7. Final question:**

**What would you like to see changing for young people in Salford?**

***Thank you for your time.***