Moving on Tyne and Wear

Evaluation Report

Moving On Tyne & Wear

COMMUNITY FUND

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MENTAL HEALTH CONCERN

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Contents

Acknowledgements

Summary

What is Moving on Tyne and Wear?

Moving on Tyne and Wear (MOTW) is a programme designed to help people who are unemployed and have a health problem, disability or additional learning need, with the aim of supporting them towards employment or training. The programme is delivered by 10 voluntary sector partners working across Gateshead, Newcastle, Sunderland, North Tyneside and South Tyneside, and the partnership is led by Mental Health Concern. A core delivery team of around 30 navigators, health pathways officers and job coaches work on a one-to-one basis with participants, providing flexible support that is focused on individual needs and goals. The programme also has an employer engagement offer, volunteering support and a team providing specialist support to those on the autism spectrum or with a learning difficulty or disability.

MOTW was awarded £6.6m in funding from the National Lottery Community Fund and the European Social Fund to operate between April 2017 and September 2021. It is part of the Building Better Opportunities Programme, which funded 132 projects to address local employability needs.

About the evaluation

Ecorys has been working with MOTW since May 2018, using a range of approaches to evaluate the programme. These included a before and after survey of 269 programme participants, case study visits to each of the delivery areas, and interviews with delivery partner staff, managers, other stakeholders and participants themselves. They also undertook an economic assessment of the programme, weighing up the costs of delivery against the value of the benefits it has generated. In December 2019, the findings from each of the research strands were pulled together to create a final evaluation report.

What has MOTW achieved so far?

Although MOTW faced some challenges at the outset of the programme, the flexibility and adaptability of those involved in delivery has seen the offer go from strength to strength. From the launch of the programme to December 2019, MOTW has supported almost 2000 people, exceeding their targets. The programme has been especially successful at supporting people with disabilities, and this group made up 79% of those involved in the programme. As well as physical health problems, participants were frequently struggling with their mental health, and often had complex backgrounds; participants often had problems with debt and finances, housing, and lower educational attainment than the Tyne and Wear average.

By December 2019, over 1500 participants had completed the programme, and half of them left with a positive result – this includes having entered work (14%), education and training (26%), or job-searching after being economically inactive (9%). Importantly, MOTW has exceeded its target for the number of participants sustaining their job for six months, which suggests that the support to prepare people for going back to work is effective.

Although the programme's focus is not addressing or treating health barriers, the participants who were involved in the research explained the difference the programme has made to their confidence, self-esteem and mental health. In our survey, participants gave their mental health an average score of 56 out of 100 when they joined MOTW; when they left, this had changed to an average score of 74 out of 100. 89% of those taking part in the survey said that they had gained confidence (either somewhat or to a great extent) thanks to MOTW.

The cost-benefit analysis of MOTW found that for every £1 spent on delivering the programme, £1.40 of benefits were generated. This is not only due to employment and training outcomes, but also a result of improvements in health and improved participant ability to deal with their own finances.

What works and why?

The evaluation found that the flexible support MOTW offers was the most important factor for success, along with the relationship between participants and their navigator, health pathways officer and / or their job coach. In interviews with both navigators and participants, there was evidence that while a lot of the challenges people faced were similar, their approach and needs to address them varied (especially where mental health was a barrier). From the participant's point of view, being able to work at their own pace and in a way that suits them has been crucial. Across the board, staff have provided gentle challenge, coaching and support to participants, and have changed mindsets towards a can-do mentality by boosting confidence. Importantly, navigators have also encouraged participants to think about their aspirations and motivations, focusing on ways to achieve the career they really want rather than "any old job." This has improved the programme's chance to achieve sustainable outcomes rather than encouraging participants into a revolving door of support.

The focus on confidence and self-esteem sits alongside a range of practical approaches to move people towards work; this has not only focused on more traditional job search support such as the development of CVs, but has also included engagement with employers to find placements and work experience, help to address issues around debt and housing, and support to use public transport. The team have also worked closely with other local organisations to source specialist support when needed, and this has also followed the ethos of dealing with individual needs.

Finally, MOTW invested resource into marketing and this has been important to raise awareness of the programme and to reach people who weren't already involved with other support services. This has widened engagement with the programme, encouraging self-referrals. This has meant those who need the support most have been encouraged to get involved.

The early development of the programme highlighted the importance of having the right staff in place, and there was a high level of staff turnover in the first year of delivery. The first year also showed the importance of clarity of focus, with some initial confusion over the extent to which the programme should address participant health needs rather than focusing on employability. After achieving stability of staffing, and also developing a coherent approach to delivery across the whole team, performance improved significantly.

1.0 Introduction

Ecorys was commissioned by Mental Health Concern in April 2018 to provide an independent evaluation of the Moving on Tyne and Wear programme (MOTW). MOTW is funded by the Building Better Opportunities programme (BBO), and commenced in April 2017.

We are pleased to present the final report of the evaluation. This report updates and expands on findings set out in the first interim report, which was finalised in Summer 2018 and was drawn from the scoping stage of the research, and the second interim report, which was finalised in Summer 2019.

1.1 The Building Better Opportunities programme (BBO)

The National Lottery Community Fund (formerly the Big Lottery Fund) is matching funds from the European Social Fund (ESF) 2014-2020 programme to provide joint investment in local projects tackling the root causes of poverty, promoting social inclusion and driving local jobs and growth, particularly for the hardest to reach groups. BBO adopts a decentralised programme design, with 38 Local Enterprise Partnerships (LEPs) being involved in designing project outlines to inform the development and delivery of the programme at local levels. These outlines have been used to allocate funds to 132 projects that deliver interventions to address local priorities, of which MOTW is one project. The BBO programme is supporting a variety of interventions to help support employability amongst those with multiple and complex needs who are most distant from the labour market. BBO has been designed to engage the expertise and knowledge of a wide range of stakeholders through encouraging partnership delivery, and thus create positive impacts for harder to reach groups.

1.2 MOTW programme overview

Moving on Tyne and Wear is a programme of activity delivered by a partnership of 14 Voluntary, Community and Social Enterprise (VCSE) organisations. The partnership is led by Mental Health Concern (MHC) with the support of the Northern Inclusion Consortium (NIC). NIC is an established partnership of four organisations (MHC, Humankind (formerly DISC), Changing Lives and Groundwork North East and Cumbria). All four organisations provide support to people with complex needs to make sustainable life changes.

MOTW was awarded a total of £4.816m in funding to run between April 2017 and September 2019 in order to deliver a programme of activity to support those whose primary barrier to employment is a health issue to move towards employability. In 2019, following negotiations with the NLCF, MOTW was awarded additional funding of £1.8m to extend delivery. This takes the total budget to £6.616m and allows the programme to continue delivery until June 2021. Programme closure will be in September 2021, and in order to fully support participants, referrals will cease in March 2021.

MOTW's Theory of Change is set out at Figure 1.1. This highlights that MOTW aimed to engage and support 1,620 people with complex needs over the original two-and-a-half-year delivery period. Of these, at least 276 people (17%) were to move into education or training on leaving the programme and 227 people (14%) into employment, including self-employment. The programme target was for 50% of those engaged to have been economically inactive when on joining MOTW, and the remaining 50% to have been unemployed. Interestingly, the programme targets acknowledge that a number of people would not be ready to move into employment or training during the lifetime of the programme. Reflecting this, the programme had a target of moving 219 people (27%) who were economically inactive when they joined the programme to job search on leaving.

1.2.1   Delivery model

At the core of the programme is a team of 23 navigators whose role is to provide one-to-one, intensive support to participants in order to achieve their goals. These goals are determined by the participants themselves during an assessment process when they first engage with the programme. Navigators also signpost to external organisations where necessary, and support access to training and education as well as other tasks to promote employability. As noted, all participants must have a health barrier in order to be referred to the programme. However, the programme does not specifically aim to address these barriers; it remains first and foremost an employment programme with activities focused on that objective. However, participants are supported to develop capacity to address their health barriers themselves; this is explored further at section 2.1.3 of this report.

The core delivery approach is supplemented by a series of innovation projects, each focusing on a different theme. The projects expand the core delivery partnership by engaging a range of organisations to provide test-bed projects, each of which explore gaps in knowledge and service delivery across Tyne and Wear for particular target groups. Since then, the programme team – along with the delivery partners – have reviewed the successes and merits of the innovation projects and some have now ended, while others have been rolled out. The innovation projects are summarised in full at section 1.2.2.
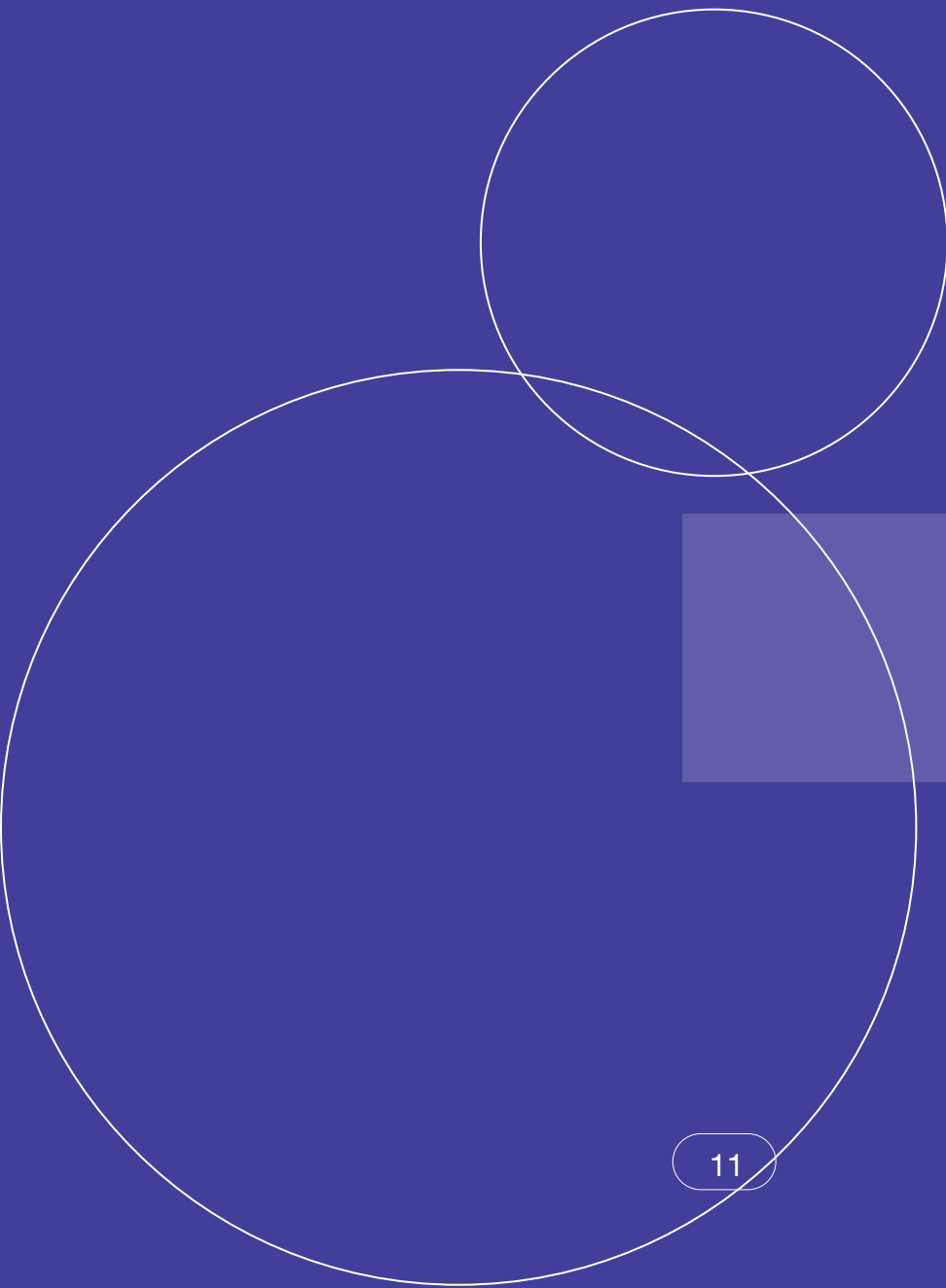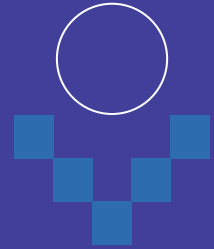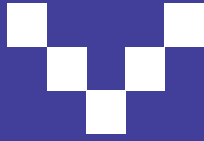
RATIONALE / NEED FOR INTERVENTION

T&W has very high levels of health deprivation, with 28.1% of economic inactivity due to long term sickness. According to IMD 2015, 34% of residents live within the worst 10% of LSOAs for Health & Disability (Sunderland 41%, South Tyneside 40%).

Although there are active employment support programmes in the are, none are specifically supporting people with health barriers to work, who need targeted and focused support.

Impacts

- The capacity of the voluntary sector will be strengthened
- Local strategic priorities will be supported (eg the JSNA, development of the STPs)
- People with health barriers to work will have improved access to the labour market

Theory of change

Through the provision of a bespoke service that builds a trusted relationship, participants will be supported to access local support providers, address health barriers to work, and be better positioned to achieve their own goals focused on improving access to, and moving in to, employment and training.

Inputs

Initial £4.816, ESF / NLCF grant, plus extension of additional £1.8m grant

- Development of delivery and strategic-level partnership
- Five locality teams
- Innovation project teams
- Pan-Tyne and Wear Employer Engagement Officers
- Access to community venues

Activities

Navigators, in five areas provide flexible, person-centred one to one support to participants, including:

- Motivate participants to tackle barriers, & focus on strengths
- Co-ordinate & supports access to existing services
- Develop relationships, encouraging retention
- Support transition into work / training / volunteering, providing advice & support to employers

Outputs

- 1620 participants engaged in the programme
- 227 people supported into work
- 276 people supported into training
- 219 people moved from economic inactivity to job searching

Outcomes

- Strengthened partnership and track record of delivery
- Evidence on what works, arising from innovation projects
- Participants have increased motivation, functional skills and personal skills
- Participants are better equipped to deal with their health barriers to work
- Participants have a better understanding of the local support available to them and are better equipped to access it
- Employers are better equipped to take on people with health barriers

Enabling factors / conditions for success

- Effective relationships between delivery partners
- Effective relationships between delivery partners and local support providers / referring agencies
- Participants actively want to engage with support - particularly those who are economically inactive

Delivery is coordinated on a geographical basis, with each core partner taking responsibility for a locality in the Tyne and Wear area (with the exception of Mental Health Concern which leads in two localities). This means that the partner employs the navigators for that area and takes responsibility for the achievement of targets, which are also inclusive of those for the innovation projects being delivered in the area. The map at Figure 1.2 shows where each of the delivery partners are operational, and also highlights which innovation projects were active in each area when the programme launched.

Figure 1.2 Map of MOTW delivery partners
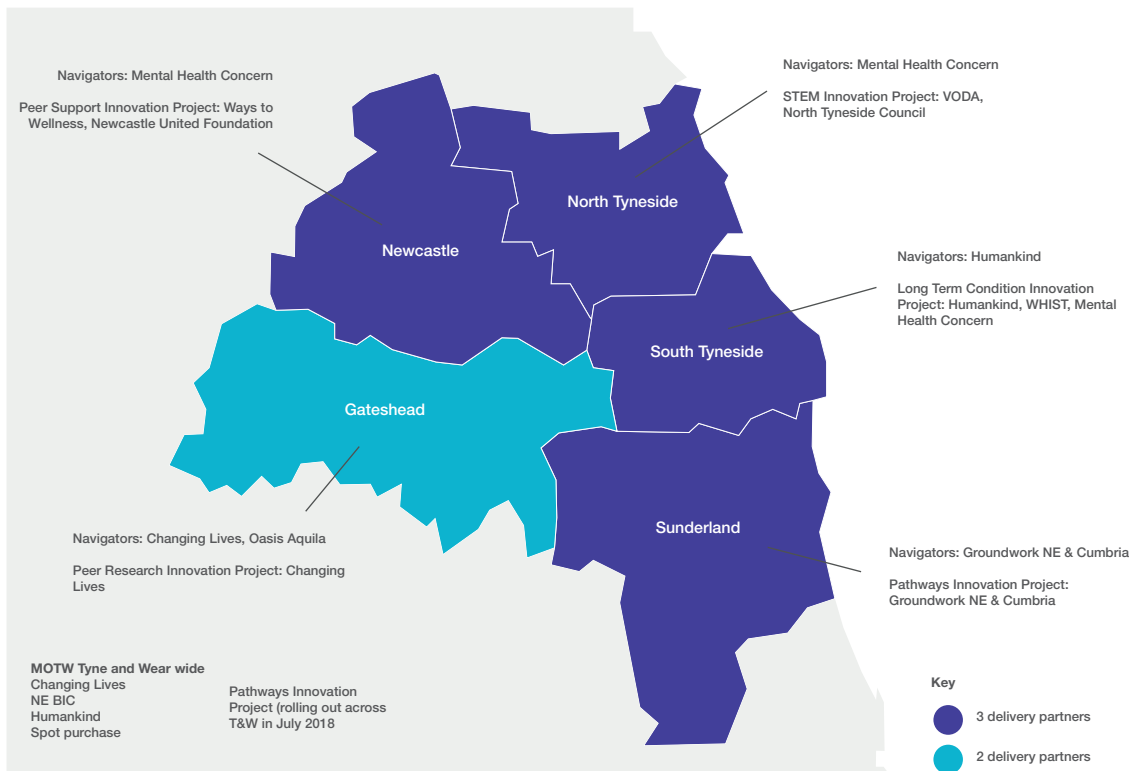
Delivery partners are supported by a Programme Management Team which oversees and coordinates operational and financial performance monitoring. The programme also has employer engagement staff working across all five areas; one supports core delivery and is employed by Changing Lives, and the North East Autism Society (NEAS) and VODA both have employer support workers as part of their innovation project remits. The programme has also recently recruited a women's officer to work across all five delivery areas, namely to address a gap in engagement with female participants. Finally, navigators are able to spot purchase support for participants as required.

1.2.2   Innovation projects

The innovation projects were developed as an approach to test new ideas; to find out what interventions participants can benefit most from; and, in the long term, reduce wastage on providing initiatives that don't work. Intelligence and evidence gathered from the innovation projects was intended to enhance MOTW's partners' strategic role, enabling them to influence statutory organisations with a view to sustainability. As one interviewee noted in the initial scoping interviews, even if the projects were not successful then the intelligence gathered remains useful, as long as the reasons for failure are understood and transferrable messages are learnt. The innovation projects have varied in their level of success, with some gaining more traction than others. Each project is summarised below.

Pathways

Pathways was developed to provide help to participants on the autism spectrum or with a learning difficulty or disability to improve their health, wellbeing, job prospects and life chances. The delivery model reflects that of the core service, although with some additional elements such as specialist assessment processes (the Do-It profiler) and specialist employment support through job coaches and employer engagement officers. Delivery was initially only in the Sunderland area, with Groundwork (the core delivery partner for the locality) working in partnership with NEAS. However, the project was hugely successful in the first year of delivery, and a decision was taken to utilise underspend and roll the offer out to the whole Tyne and Wear region in the summer of 2018. Interviewees felt that the service addresses a significant gap in the market and that there is a high level of need and demand for support for this particular target group.

> *"We have lots of people come to us and say, 'Where's the support been, why hasn't it been done earlier'."*
>
> **Team leader**

Staff from Pathways are now working alongside the core delivery teams in each area, co-locating as they are in Sunderland. One Pathways staff member explained that *"It's not a competitive space, we're complementary to what [the core teams are] doing… it's been well received."* Pathways has also established three job hubs across the area to allow participants to participate in supported job search, having another touch point with their job coach but in an environment where they can also meet with their peers to break down social isolation and build confidence.

Pathways information leaflet

Peer Research Project (Drug and Alcohol Recovery)

The Peer Research Project was running in the Gateshead delivery area, with Changing Lives leading it. The project aimed to identify the barriers to employment for drug and alcohol users and those in recovery from addiction, by undertaking peer research. The project created three paid peer researcher posts for people who had engaged with the MOTW project, leading to the creation of a report in May 2019.[1] The launch of the report was attended by local strategic stakeholders, and project stakeholders hope that it will influence practice in other provision. Indeed, one external organisation has asked that the peer researchers present their findings to their delivery teams, and Changing Lives is taking forward a peer mentoring model in other programmes they deliver after the report flagged the value of such a model.

The project has also contributed to outcomes for MOTW: two of the researchers have moved on to paid employment (one as a navigator for MOTW), while the third is now actively volunteering and hopes to contribute to wider dissemination of the project's findings. For interviewees, a highlight of this project was the fact that it was genuinely co-produced by people with lived experience.

Peer Mentoring in Social Prescribing

This project was developed in Newcastle by Mental Health Concern, Ways to Wellness, Healthworks and Newcastle United Foundation. It aimed to provide support to participants with recently diagnosed conditions, or with behaviours that put them at risk, to improve health, wellbeing and employability. The primary focus of the project was to develop a toolkit for peer mentoring. This was based on the experience of people who have undertaken peer mentoring roles to ensure peer mentoring is a worthwhile and valuable experience for those participating in it. The toolkit produced aims to be a resource for social prescribing projects to enable them to access policies, processes and best practice models for peer mentoring. The toolkit is available online for projects to access and utilise.[2]

The original project plan set out that subsequent years would see participants engaged in disseminating the toolkit, as well as testing and tweaking the resource. However, the partners – along with the programme team – established that this would not be the best use of resource, and decided to wrap the project up after the toolkit was finalised. As one interviewee noted, *"we felt it was far better to have it as a downloadable resource… it's a good piece of work but we weren't sure how it was helping the wider programme meet its aims."*

STEM project

The STEM project was developed as the innovation project for North Tyneside, primarily as a response to local strategy documents highlighting that there were gender inequalities in industries requiring STEM skills. With a partnership including North Tyneside Council (offering training) and VODA (offering volunteering brokerage), the project sought to create awareness and opportunities to increase access to STEM roles, particularly for women. Over the course of the first year of delivery, it became apparent that the STEM jobs market was not necessarily the right fit for a majority of MOTW participants, with many feeling that STEM posts were not for them. As a result, the STEM aspect of the offer has been removed and the provision now focuses on general employment support in North Tyneside.

> *"The idea of a career in engineering might feel like a step too far [for participants] when actually, maybe what they need to be working on is their confidence, their communication skills, so it seems a big leap from someone who has a health condition, may be low in confidence, [and is] relatively isolated. For them to have the aspiration of a career in STEM, I think, was quite a big leap in terms of their confidence."*

External delivery partner senior manager

VODA's role remains focused on offering volunteer brokerage, but now across all sectors. Similarly, North Tyneside Council have broadened their training offer to encapsulate areas fitting with participant aspirations, such as hospitality and care.

Long Term Conditions project

This project was developed to focus on helping participants over the age of 50 to develop skills and to address health and social barriers in South Tyneside. Focusing on group activities, the project facilitated sessions such a 'Gym Buddies' scheme and 'Brain Gym' where people worked on both physical and mental health. Participants can still access some of these sessions as part of the core offer, but the peer mentoring aspect of the project has ceased. During the case study visit, there was little awareness of the innovation project amongst staff (although due to turnover, very few of those involved in the research had been in post during the early days of programme delivery), and as such it has been difficult to ascertain the challenges and barriers to the delivery of this particular project.

The pragmatism about the success (or otherwise) of the innovation projects, which was flagged in our first interim report, has been maintained amongst senior staff. There is a clear view amongst leadership that the role of the projects was to create a test-bed for new approaches to supporting the target group, and that it is as valuable to see what doesn't work as what does.

> *"I've been really pleased by how we've allowed those innovation programmes to either succeed or to not succeed because that's the whole point of innovation. I think often what's forgotten is that by not succeeding is actually learning, so not everything has to be successful."*

Senior Manager

It is clear that the peer projects have been more difficult to get off the ground than those offering a different approach to directly supporting participants. However, both the peer research project and the peer mentoring project have resulted in valuable, concrete outputs as well as providing the participants with useful experience.

1.3   Methodological overview

This final evaluation report builds on two previous interim reports, and draws on research conducted from the outset of the evaluation. This includes:

- A review of programme performance data
- Two rounds of interviews with managers at the core delivery partners
- Case study visits to all five delivery areas. Visits typically included interviews with the team leader, delivery staff and participants
- A case study visit to Pathways, including interviews with the team leader, delivery staff and delivery partner staff
- Interviews with external delivery partners and stakeholders
- A pre- and post- intervention survey with participants
- Telephone interviews with participants from each of the delivery areas.

1.4   Report structure

The remainder of this report presents the findings of the research to date and includes:

- Chapter two: Exploring programme delivery
- Chapter three: Engaging participants in the programme
- Chapter four: Outcomes for participants
- Chapter five: Cost-benefit analysis
- Chapter six: Concluding remarks.
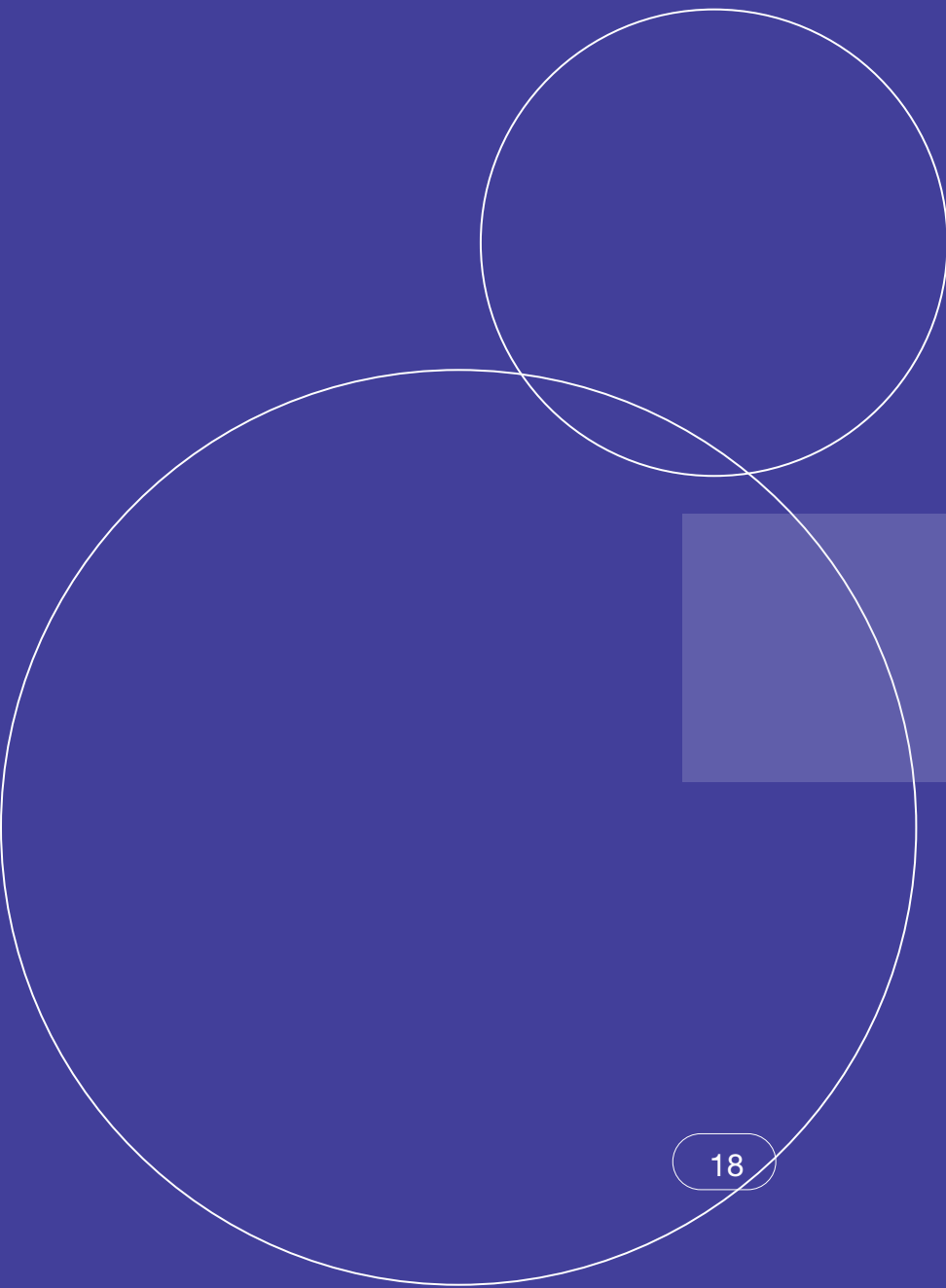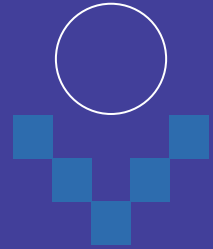
2.0 Exploring the delivery model

This chapter explores key aspects of the programme design and delivery model, and assesses successes and challenges in the implementation process. Significant elements of the model and approach, which have been identified through our analysis, are explored in turn from interviewee's perspectives.

2.1   Programme design and delivery model

A key focus of the research framework for this evaluation is to examine the effectiveness and appropriateness of the delivery model. The first wave of research explored the drivers behind developing the model, while the second wave explored the extent to which the model works for the MOTW target group, and which aspects of the model are particularly successful. It is of note that the core delivery model has not changed since the programme's inception. However, there have been changes in how resources are allocated across the locality teams, with some shifting of navigator headcount according to performance and need.

Interviewees across all stakeholder groups were broadly happy with the design of the programme and felt that it offers appropriate services to meet the needs of participants, and crucially to support them to move towards work.

> *"Everybody is so individual themselves and what you do with every participant is different. They all move at different speeds and paces, so it's just how the person is and what they're motivated into doing."*

Core delivery senior navigator

This is particularly because the focus of support is entirely on the participants' aspirations and individual needs; as a result, there is no such thing as a typical journey through the programme.

To some extent, the delivery partners in each locality have been able to develop their own approaches to supporting their cohort of participants. For example, some have provided group job search sessions, while others have hosted craft groups and other opportunities for peer contact. The programme management team have offered steer and advice to locality teams, but other than the assessment tools, marketing, and paperwork for programme management such as performance monitoring, reporting and audit, there are no standardised approaches to working with participants across the programme.

2.1.1   Navigators

While there is some variance in approach between localities, all delivery areas have the navigators at the centre of their offer; they develop a relationship with participants in order to identify needs and goals, and coordinate support (both from the programme and externally) to move towards those goals. Each locality has been responsible for understanding what external support is available for their participants. Navigators themselves routinely provide support on CV development and job search, as well as developing approaches to build confidence and self-esteem.

When asked their views on particularly successful elements of the delivery model, interviewees cited the role of the navigator and their focus on individual needs as the as the element of the programme that differentiates it

from other employability support. Generally, those involved in the research expressed that having time to develop a trusted relationship between the navigator and the participant was both important and beneficial, and supported engagement in the programme.

> *"Honestly, I think the meetings themselves are the best thing, just being able to come every two weeks or more frequently if I need it, and just talk to her and listen and get feedback and give her feedback and see where I am. It's like touching in and the way that she's supportive, that's the most important thing. If there wasn't extra activities, you would still be… The fact that she's there and she's got the resources and things, I think that is the most important."*

Participant

It is clear that the navigator role is varied from day to day; both delivery staff and participants involved in the research provided examples of the variety of tasks undertaken. While it is accepted across the programme that the role of the navigator is to focus on moving participants towards work rather than to provide general support as a key worker might, interviewees acknowledged that addressing issues such as housing or benefits could be a key part of the jigsaw for participants. As one navigator noted, *"you're not going to be focused on work if you've got those issues on"*, and as a result the navigators may offer help to resolve crisis issues.

> *"I think that there are areas outside of the employment service…, that there are elements that come into and affect our ability to deliver an employment service. Such as, we've had to deal with issues relating to housing / people that are at risk of homelessness. Trying to either appropriately refer them or engage with adult social services and housing in order to get that person in a position that you can move them forward towards employment. There are fringe areas that sit outside of really the remit of this programme, but social services are also so stretched that there is sometimes an advocacy role that we step into in trying to get this person the support that they need. I think that that's an area that has surprised me; the number of times that that becomes an issue for us."*

External delivery partner manager

Equally, delivery staff involved in the evaluation explained how their focus has often been on raising confidence and aspirations amongst participants, and encouraging them to use and reach their potential. For example, they had undertaken tasks such as supporting participants to grow their confidence in using public transport by accompanying them on bus journeys or attending the first session of an IT course with them.

With a broad range of participant needs to address, it has proved important that the team of navigators have a broad spectrum of skills and knowledge. The staff have varied professional backgrounds, with some also having lived experience of the issues faced by participants; indeed, some programme participants have been recruited to the staff team. One participant expressed that knowing that their navigator had been through similar experiences had been vital to get them engaged in the programme and to open up about some of the challenges they were facing.

Delivery staff interviewed highlighted that it was useful to be able to draw on their colleagues' expertise to address participant challenges, but that navigators across the board need to be tenacious, proactive, perceptive and consistent.

This was reflected in comments from participants about their relationships with their navigators. Interviewees commonly emphasised that being listened to was one of the most important aspects of working with their navigator, and that navigators always carried through and did what they said they would.

> *"She's a good listener and… I know she's been listening because then she will come back with something constructive, so I know she's been listening, not just thinking, 'Gee, what time is it?' … for me, that was 100% important."*
>
> **Participant**

While the programme is clearly focused on moving participants towards work, in the early days of delivery there was some confusion over the extent to which staff should focus on softer outcomes. Participants interviewed were appreciative of the 'softer' aspects of the offer, such as the craft groups providing an opportunity to meet peers. Interviewees felt these were beneficial in terms of reducing social anxiety – an issue which was prevalent amongst participants involved in the research.

Establishing a strong team of navigators has been one of the biggest challenges faced by the programme. The role is central to the success of the programme, but programme managers acknowledge that in the early days of delivery, recruitment had not been appropriately focused on the need to provide employment support as well as more general support. This resulted in a high level of staff turnover in the first year of delivery, as striking the balance between attainment of programme targets and providing support proved difficult for some. As one delivery partner manager noted, *"The people really do make these programmes."*

Indeed, this view is confirmed by a review of performance figures by area. In localities where the team has been stable, performance has been consistent throughout the programme with higher levels of engagement and better performance on outcomes. Where staffing has been turbulent, the figures have reflected that – performance stabilises in line with a full headcount of staff settling into post. However, with focused navigator recruitment and more stable teams now in place in all localities, performance has significantly improved across the board.

2.1.2   Employer engagement

Employer engagement is an important feature of MOTW's offer, and contributes to the outcomes and results reported to the National Lottery Community Fund. As such, ensuring the offer is working well is vital for the success of the programme.

The employer engagement offer has two components: the pan-Tyne and Wear core offer, led by an employment engagement officer based in Gateshead, and the external offer which runs as part of two of the innovation projects by two different (external) partners. Until recently, these two offers have functioned as separate entities. In part this is because the employer engagement offer linked to Pathways has a specialist focus, which addresses participant needs in the workplace identified through an assessment particularly for those with autism / LLDs (the Do-It Profiler).

> *"I think that we differentiate our employer engagement role from the core delivery. Our employer engagement officer has to take that sensory profile and be able to communicate with an employer around reasonable adjustments in the workplace to suit particular individuals. They need to be able to deliver training to the employer around employing somebody who has specific either learning difficulties or autism. That kind of education component is core to making a sustainable employment outcome. I think if you work with the participant as much as you want, but if the employer is inflexible and won't be supportive of somebody who has neurological differences, then you're setting them up to fail."*
>
> **External delivery partner manager**

Indeed, Pathways staff flagged the specialist employer engagement as a real success and feature of the offer.

> *"They have the knowledge to help support employers to adjust. That has really helped contribute to Pathways' success."*

Core delivery partner manager

Interviewees believed that this work would have a lasting impact on the labour market locally, by changing employer perceptions for the long term.

> *"I know that we've had an impact through that with organisations that will go on to employ not just the individuals that we've presented to them but others. I think that that can create a sustainable and lasting difference in the local labour market beyond just the Moving On Tyne & Wear project."*

External delivery partner manager

The core employer engagement worker has previous experience of recruitment and offering work placements in a large retail organisation, and as such has a good understanding of employer needs. With a limited brief as to what the offer might look like, he began by networking extensively across the region to promote the offer to employers and get the MOTW brand known locally.

There were some challenges in establishing the offer, including some basic logistical issues such as not having access to marketing materials or business cards during the early days of the programme. However, the development of an employer pack has been particularly useful; this is a professionally-produced set of documents which includes a sign up form – this asks businesses what support they might need to improve their support to staff with health needs, which the employer engagement team can then provide through training or printed materials.

Are you looking for passionate, driven individuals for your workplace?

Access a thriving talent pool whilst becoming a better employer.

Cover of employer engagement marketing leaflet

As with the navigator role, the employer engagement offer has evolved to be focused on participant needs and aspirations. If a participant highlights a desire to work in a particular field, the employer engagement officer will scope out opportunities for placements or trials in that sector.

> *"Originally, it was just about collecting loads of things [placement opportunities] together, offering that to the navigators and if the navigators would say, 'Well, yes, I like the sound of that one, but, they want to go and wash cars.' Then we would go to the car wash. It's very much centred around the participant now."*

Employer Engagement Officer

This shift in approach has proved useful; in earlier rounds of the research, interviewees flagged that the core employer engagement offer was perhaps not as clearly defined, and as a result, not as well-utilised as it could be across the programme (despite good progress against targets). As a result, and on the recommendation of the programme management team, all three of the partners offering employer engagement activities linked up as a working group (with the programme management team) to *"look at meaningfulness and think*

about the legacy of the programme", as one delivery partner manager explained. This includes considering how other arms of the programme - such as the navigators - utilise the offer. programme - such as the navigators - utilise the offer.

> *"What is the offer, how is it being communicated across the navigator team, and how is it externally communicated and marketed as well? I think in the early stages it probably wasn't as clear from the navigator's perspective to understand what was being offered and when to engage and how to engage with the employer engagement, and also externally, marketing was probably very limited."*
>
> **External delivery partner manager**

Indeed, this interviewee felt that good progress had been made to this end already. This is in part due to a revised approach to collecting monitoring data that has been implemented in partnership with the programme management team. The working group has also conducted workshops with navigators to ensure that the offer is more clearly communicated. The core employer engagement officer spends a day a week in the other localities to ensure visibility, and engages programme staff in helping to undertake mock interviews with participants.

Those involved in the employer engagement offer for MOTW see real added value in having this strand of the programme. From their perspective, they have time to essentially cold call employers to source opportunities, allowing navigators to focus on preparing the individual participants to take those opportunities up.

Developing a wind farm career path: example of support

A participant involved in the programme expressed an aspiration to work on a wind farm. After being supported by the navigator to address long term homelessness and drug addiction on release from jail, the participant worked with the employer engagement officer to source a wind farm training course, from which he secured a qualification. The employer engagement officer and navigator worked to find relevant job opportunities and supported their applications, though established that the participant was not being successful as they did not hold a medical certificate to allow them to work at height. Staff helped them to obtain the correct ID to take the medical, as well as finding a doctor who would offer it. Once they had secured the certificate, they got the next job they applied for. The participant moved to the highlands of Scotland, getting away from the negative influences in their life and following a career path which has now taken them to working on a wind farm in Norway. They expressed that working with MOTW has been completely life changing; there were a number of barriers which would have been difficult to overcome without support. For example, the programme was able to pay expenses to attend training and to obtain the medical certificate, which would have been out of reach otherwise.

> *"There were lots of barriers along the way. Every time they hit one they'd come in and say "what do I do?" I'd say, calm down, we'll get this sorted, and we got it sorted."*

2.1.3   Addressing health barriers to work

A difficulty for delivery staff in the first year of the programme was differing views over to what extent the programme had a responsibility to address health barriers to work without losing focus on the fact that the objective of the programme was to improve employment and employability. While the second year has seen a much clearer focus on reaching employment and employability targets, some interviewees still questioned the degree to which the programme provides support to participants on their health barriers to work.

> *"The model isn't really any different to other BBO programmes, though actually some of them have a greater emphasis on health barriers with specialist health workers, gym referrals and counselling offers. Our navigators can't understand why they have that and we don't, when we're the ones who are health-focused."*

Core delivery partner manager

However, the second wave of research - and particularly the participant interviews - highlighted that while the programme design does not focus on tackling ill-health, the flexibility of the programme facilitates it.

> *"Because there is the freedom to tailor the offer to what the participant wants it's really useful for addressing health. There are no specific tasks they have to do, it's aimed solely at individual needs and we have the freedom to source something local to address that, like mental or physical health. We can go find which organisation can support that, we have total freedom."*

Core delivery partner manager

This has been particularly helpful for participants with mental health needs. They appreciate the low-pressure environment and that they are fully engaged in the process of setting goals which are appropriate for their circumstances.

> *"I know that there isn't an obligation and I know that there's other goals that I can work on. It's not like there's just this one goal, 'You must achieve it.' That's been really helpful knowing that because we're working on the whole, there's different things that I can work on at a given time and it's not just the pressure to be like, 'You must be this way or that way.' It's, 'You're an individual. We can help you flesh out, but if you want to just focus on this because that's too hard then that's fine."*

Participant

It was also beneficial for participants that their involvement in the programme is not time-limited, again removing pressure for those experiencing mental illness.

"I can't speak for other illnesses but with mental illness, you can't really predict how it's going to be, especially through a certain process and if it got to month two and then I had a bit of a relapse and then it was one whole month wasted and it's like, 'You've got to restart, but you've only got two months left,' it would just take away from the thing or the feeling that you're going at your own pace. You're getting there."

Participant

Both participants and staff noted how the flexibility of the programme to focus on participant aspirations had helped them to look for employment solutions that could accommodate their health barriers. One participant experiencing significant motor difficulties noted that with their navigator, they had considered the impact of their barriers and how they could translate to a workplace, allowing them to focus on sectors and roles that would be feasible. A number of participants interviewed highlighted how they were exploring (and in some cases, successfully moving into) self-employment to allow them to work around their conditions.

Meanwhile, other interviewees felt that advertising the programme as being focused on supporting people with health issues made it a safe space for people to disclose their issues and be more focused on addressing them rather than suppressing them.

"If you're long term unemployed, well, it's hard to find anyone who hasn't had their health impacted in that. If health is there in the title you might find that it's a safe thing to think about, you can be open and upfront about the barriers – having it up there and out there is useful in itself."

Core delivery partner manager

This focus has allowed participants to develop an acceptance of their illness and to look at ways of managing it in the workplace, building confidence to discuss their needs with employers and opening up the conversation more generally.

"Working with [navigator] has taught me how I can work with HR, the employment department or an employer. For example, one of the apprenticeships I applied for, I disclosed my mental health whereas before I would have never done that. I would have been, 'That needs to be completely separate.'…I was able to say, 'I might need Fridays off,' and they were like, 'Okay, that's fine. You can talk to your employer. That's something that we can accommodate.' That's a massive weight rather than sitting there thinking, what am I going to do when it happens? What if it happens? Talking to [navigator], being able to be open about mental health and the work at the same time mean that… It's being able to accept my illness, I guess. Just accepting of who I am and it's a part. You have to learn to live with it rather than trying to pretend it doesn't exist or get rid of it because it's never going to happen."

Participant

Finally, another interviewee flagged that by virtue of being involved in the programme, and in meaningful activity, participants would be better positioned to address their health barriers themselves.

> "I think on a point of principle, the kind of activities that people are doing to enable them to move towards work will, in itself, help people manage their health condition."
>
> **Senior manager**

Finding solutions for managing disability in the workplace: example of support

A participant self-referred to MOTW after seeing adverts for the programme at the cinema. They are profoundly deaf, and have limited mobility and significant pain as a result of nerve damage. Medication for the pain often leaves the participant feeling "in a fog", leaving them believing that work would be impossible. The condition had also left them with anxiety and low mood; they acknowledged that though the barrier had initially been physical, it had progressed to affecting them mentally too. At the first meeting with the navigator, they established protocols for working together such as ensuring the participant could lip read with the navigator.

The participant had significant IT and retail experience, but questioned how they could move forward with a degenerating condition.

> "Because of my physical loss, I didn't know where I could work, what I could do. Could I stand on my feet all day? Could I stock shelves? I couldn't reach things, I couldn't, you know, I was practically shut-in and it was just my anxiety just dragged me back… I was just this is all you can do, this is it."

The participant explored the idea of moving back to retail, but experienced set-backs after getting a negative reaction to their condition from a potential employer. They noted that without the support and encouragement of the navigator, they likely would have given up at that point. The navigator encouraged them to think more broadly than their existing experience and think of new opportunities.

> "We started to discuss other options and I wasn't forced back to retail, I wasn't forced to do other stuff. We started to explore my options of what I really wanted to do and what mattered to me."

After considering their own motivations and drives, it became clear that the participant wanted to find a position where they could help others. With support from their navigator and working through what their transferrable skills were, where their strengths lay, and building up of self-confidence, together they made contact with an organisation supporting new business start-ups. Drawing in support from other organisations like Business in the Community and The Princes' Trust, the participant established their own business providing consultancy on both physical and digital accessibility at events, in the workplace and online. This has allowed them to focus on a theme they are passionate about, as well as allowing them to work around their own condition – they are able to take time off when they need to, for example. Moving on Tyne and Wear also supported them to obtain a wheelchair to allow them to visit premises as part of their business more easily, overcoming the physical barriers preventing them carrying out their work.

> "I've had friends and family members and partner say that I'm like a different person to the one I was a year ago. It's true – I don't feel like the same person anymore… it wasn't even on my radar that I could do something like this, that I could be an entrepreneur… it just wasn't even a possibility… the acceptance has made it easier to be me. I'm just forever grateful that I wasn't just pigeon-holed back into something else."

2.14   Suggestions for improving the model

Although interviewees were, for the most part, positive about the design of the programme, some programme staff and participants highlighted gaps or additions that they believed would improve MOTW's approach.

It is clear from the research that having a good network of local organisations from which to draw support for the participant is central to the core delivery model. Teams have been very proactive in building these networks, drawing on their own existing contacts in some cases. Interviewees noted that navigators share information informally between themselves, but some pointed out that it would be useful for localities to have access to a database or list of local provision in order to save time.

> *"I think a spreadsheet of information would have been helpful because you just build up over time, based on who you've got, who to contact, but I think a list of courses and that kind of thing, and organisations would be helpful, so you can just go to it."*

Core delivery navigator

Throughout the research, interviewees highlighted the high incidence of mental health conditions amongst participants. While interviewees acknowledge that it is not the programme's place to address these issues directly, front line staff discussed the need for more training in mental health. Indeed, Pathways will soon be implementing training in mental health first aid for staff, and this is something that could usefully be rolled out across the programme.

> *"I think maybe training to do with advice and guidance or a bit more mental health training [would be useful] because sometimes you go and you hear awful things and it's no wonder they're in the state that they are. It's hard to actually begin to think how can I help you because I don't even know if we're sometimes the right thing for them. I think they need a lot more support elsewhere and obviously we do refer them to others… like a mental health support organisation, but obviously sometimes they're so set on having a job that they forget you can't work in this state. So I think more help with advice and guidance because sometimes I just don't know what to say and how to help them, until I've researched and asked professionals or something on what to say to them."*

Core delivery navigator

On the same theme, another interviewee flagged that it can be difficult to access mental health support from other organisations, and as such it would be *"great to have access to a counselling offer in house."*

As noted elsewhere in this report, debt and financial management issues have been a common issue for MOTW participants. One delivery partner has been able to draw on the expertise of a financial capability adviser employed within their organisation (though not funded by MOTW) in order to address some of these concerns. The worker has supported 15 MOTW participants and between those cases, has accrued over £57,500 of financial gain (by addressing unclaimed benefits and debt management). With clear links between financial capability and psychological health,[3] this is a potentially important strand of work for MOTW, and at the time of writing this report the delivery partner and the programme management team were exploring whether there was scope to extend financial capability support across the programme.

Finally, some interviewees raised concerns over the design of the outcomes framework, questioning the extent to which it acknowledges and records the distance travelled and holistic achievements of participants. They expressed that they would have liked to have seen greater emphasis put on this at the programme development stage.

"You have to understand where they've come from, and that's not necessarily noted."

Core delivery navigator

2.2   Programme management and partnership working

Although the partnership for MOTW is relatively small compared to other BBO projects, the partnership structure is complex. However, since the first interim report was written, some changes have taken place to simplify the structure. Mental Health Concern retain the role of lead partner, and the core delivery partners remain part of the Northern Inclusion Consortium (NIC). The programme management team were employed by the NIC, but line managed by Mental Health Concern. The first interim report highlighted that this structure posed some challenges in terms of facilitating performance management, for example. In the last year, internal discussions have led to the decision to simplify the structure by transferring the employment of the programme team to MHC. NIC will remain a member of the Core Operational Group and will provide an advisory function.

The delivery partnership was, by and large, viewed as being strong: a view which is consistent with that highlighted in the first interim report. Interviewees described delivery partners – be they part of the core delivery or wider delivery – as being supportive. The Core Operational Group now meet quarterly and participants in those meetings largely felt that they provide a supportive environment for discussion and review.

At a frontline level, staff interviewed noted that their exposure to other partners in the programme was relatively limited due to the locality structure of the offer. However, the teams are given opportunities to meet occasionally in whole-programme events, which facilitate sharing learning. For those staff working across the programme, it was clear that visibility was important, and hot-desking in each locality was common. Interviews also highlighted examples of teams from one area providing support to teams from another on specific issues, and reviewing ways of working together.

An external delivery partner flagged that despite the fact the organisations involved would usually be competitors, the partnership was working well.

"I think they've done really well to bring I think it was 19 organisations at some point to work collaboratively in the voluntary sector. I think that's just amazing."

External delivery partner manager

In terms of external partnerships, at a strategic level the programme management team have a strong relationship with Jobcentre Plus and have received good support in terms of making Jobcentre Plus delivery staff aware of the programme. Teams are working hard to forge relationships with external partners in order to keep referral levels up and to ensure there are signposting routes open to participants. Interviewees saw this as a core part of the navigator role.

Since the first interim report was written, Newcastle United Foundation have left the delivery partnership, primarily due to low referrals to their service from the core offer. This partner churn is common across other BBO projects, with the national evaluation[4] finding many BBO partnerships have experienced the loss of partners for various reasons.

Partnership working in practice: case study examples

The case study research flagged that within delivery areas, the strength of partnership working (for example between core delivery teams and innovation projects) varied. In one area, the innovation project delivery staff and the core delivery staff are fully integrated despite having different employers. They are co-located, and from the manager's point of view it made sense to integrate them, not least because of the way the targets are structured for each area.

> *"We never had [the innovation project as a separate project, it was a real part of the team. It's not separate – they're included the targets for the area so the relationship was there from day one."*
> **Core delivery partner manager**

Indeed, the staff employed by an external partner still work to the same team leader as the core team from an operational perspective. From the external partner's point of view, this level of collaboration has been key to the project's success, and this was echoed by the delivery staff.

> *"I think if anything we've all got closer, and we've learnt more. We've learnt how things work, and if we could improve anything how we do it, but because we work together, we would sit together, see, 'Right, what's not working? What is everybody doing and what we could change to make it all work?'"*
> **Innovation project delivery staff**

This approach has not been replicated to the same extent in other areas and, in some cases, the innovation project and core delivery have functioned quite separately. In one example, the innovation project team noted that they received low levels of referrals from the core team and, as such, had begun to seek out their own referrals.

> *"We have shared targets but we're not really working towards them collaboratively."*
> **External delivery partner manager**

This scenario can be problematic, as all referrals have to be channelled through the core teams for eligibility checks and sign up. Consequently the organisation concerned has to pass their participants to the core team in order for them to be referred straight back to them. Interviewees felt that this was confusing for participants and did not offer good customer service. I also heightens the risk of losing participants before they are fully signed up.

2.2.1   The programme management team

Views on the programme management team have been very positive throughout the lifetime of this evaluation. However, staff turnover has not only been an issue for delivery partners but also for the programme management team, with key members of staff moving on. Positively, interviewees were unified in their view that the new staff had settled in well and interviewees appreciated that new programme management staff had visited the localities and worked alongside navigators to get a feel for the role and how the programme is delivered on the ground.

Generally, interviewees appreciated how proactive the programme team are in addressing problems; they were seen as pragmatic and solution-focused while not being autocratic.

2.3   Managing ESF requirements

As the first interim report highlighted, compliance and managing the financial and audit trail requirements related to the ESF funding have been a very steep learning curve for all involved. As one interviewee noted, *"we are still struggling with the ever changing landscape of guidance about ESF and the framework they need to work in. The compliance rules are frequently changing."* Teams have added in MI and administrative staff in order to help navigators focus on delivery, but even at this stage in the programme, changes do still impact on staff.

> *"It's a case of managing staff's views on issues like having to change all the paperwork when logo changes. It's very challenging as we need to spend so long to collate all the evidence."*
>
> **Core delivery partner manager**

Senior managers have felt frustrated with the lack of clarity from The National Lottery Community Fund, leaving ESF guidelines open to interpretation by funded organisations.

Senior staff also noted that for the size of the grant, they spend a disproportionate amount of their time overseeing it, in comparison to multi-million pound contracts they run for NHS Trusts, for example. They felt that this impacted on the value for money offered by the programme.

> *"For every £1 that is being spent on these programmes I feel a disproportionate amount of that £1 has to be spent on the governance and the central costs of the programme as opposed to being pushed to the frontline in terms of working with participants. That is as a direct result of the amount of governance and monitoring, and administration that you need to keep these programmes going."*
>
> **Senior Programme Manager**

2.4   Summary

Overall, views on the delivery model were positive, and interviewees believed that the model is appropriate to meet the needs of a cohort of people facing health barriers to work. The navigators sit at the heart of the delivery model and are vital to making the programme work; this is evident both from the interviews with participants but also in the impact of staffing challenges on performance. The elements of programme delivery surrounding the navigators, including employer engagement and flexibility to address individual needs, complete a picture which is supporting participants to overcome their health barriers to work.

The partnership is functioning well, although it is clear that where there are higher levels of integration between partners there is a greater ease of managing the participant journey. The programme management team have played an important role in advising locality teams, although all staff at all levels have experienced challenges related to the administration of ESF requirements.

3.0 Engaging participants in the programme

This chapter explores the extent to which MOTW has reached its targets for engagement. It also examines the key referral routes to the programme, and any particular barriers or enablers to securing participation in the programme.

3.1   Referrals

In compiling this report, a review of monitoring data to the 31st December 2019 was carried out. The data shows that the programme has received 3873 referrals in total, with 46% of those coming from Jobcentre Plus and a further 26% being self-referrals. Table 3.1 illustrates the primary referral sources for the programme.

Source	Number of referrals	Percentage of total referrals
Jobcentre Plus	1787	46
Project Partners	161	4
Self-referral	995	26
Statutory services	214	6
Not recorded	84	2
Other	632	16
Total	**3873**	**100**

Source: MOTW monitoring data

With almost three-quarters of referrals coming from external partners, delivery teams have worked hard to establish strong relationships with local organisations. For example, as well as a good strategic relationship, navigators also regularly work within local Jobcentre Plus local offices; being able to meet with potential participants directly eases the transition to engagement. In one locality, staff held a "speed dating" event for Jobcentre Plus Work Coaches in order to increase and improve their awareness of the MOTW offer. However, some interviewees were cautious about relying on Jobcentre Plus to be the main referral pathway - a view also voiced by a different interviewee in the initial scoping interviews. In the interviewee's opinion, there is a high level of competition for Jobcentre Plus attention in a crowed employment support market.

"There's a lot of other programmes out there now and the partnership manager at Jobcentre Plus is saying that, if you look at the unemployment figures and this organisation wants 200 a year, this organisation wants 200 a year, by the time you add them all up, that's more than the unemployment trajectory altogether."

External delivery partner manager

It is interesting to note that since the second interim report, the proportion of referrals coming to the programme from Jobcentre Plus has decreased slightly, with self-referrals increasing respectively. However, over the course of the last 18 months building relationships with other partners has become increasingly important in order to increase referrals into the programme, but also to ensure teams have a good understanding of the support available to participants and the routes into that support.

It was also encouraging to note that at least one delivery area has built strong relationships with local social prescribing teams, who are based in GP surgeries offering Information, Advice and Guidance for non-medical issues. MOTW provides a useful signposting route for the social prescribing teams, and equally, the referrals coming from there are valid and appropriate candidates for MOTW support.

MOTW marketing poster

Importantly, the number of self-referrals has increased significantly since the first interim report, when the figure stood at only 15%. Staff anticipate that much of this increase is due to successful marketing of the project over the last year. For example, in the first quarter of 2019, the team received 192 self-referrals. Staff note that this figure is significantly higher than the average received per quarter since the start of the programme, which sat at 58; staff believe this is due to a marketing campaign that ran in January.

"We were lucky enough to have quite a significant marketing budget, which I think we've made good use of… We've had a multichannel visibility; cinemas or big billboards on the Metro Station, in the local newspapers, and you can see a direct link between those marketing pushes and when our self-referrals pick up. It's really, really obvious, so literally within a week of the marketing campaign happening our self-referrals went up something like 200 per cent, I think, the first time that we did it, so we know that it's effective."

Senior manager

Having a series of effective marketing campaigns, as well as high quality marketing materials, was seen by interviewees across the board as being extremely important for the programme. For example, having access to good materials and a visible brand name has facilitated the work of the employer engagement team, making employers more receptive when contact is made. It is also important in terms of achievement of targets, particularly in relation to engagement of economically inactive participants who are far less likely to be in contact with Jobcentre Plus, for example. Navigators noted that they were able to refer potential participants to the "real life" case studies on the MOTW website, to demonstrate that the service has helped others experiencing problems just like theirs. A number of participants interviewed explained how the campaign had resonated with them, with many noting that they had seen the adverts on multiple occasions before deciding to make contact.

"I was just at the cinema with my other half, and it was just this video. It was sort of like, yes, something gets in the back of your mind and then it was probably about six weeks later we went to the cinema again and it was just like, oh, there's that thing. It worked, the advertising worked because it planted the little seed in my head the first time and it was just like, it's good to know there's help out there. The peoples' stories were kind of similar to my own with anxiety at least and depression I think was the, the ad was about anxiety and depression and then that resonated. I though well maybe they can help with physical, the other stuff as well."

Participant

Example of MOTW poster at a Metro station

A number of interviewees within the delivery of the programme noted that it would have been beneficial if the marketing and communications officer had been in post from the outset of the programme, with branding, campaigns and materials ready for the programme launch. Interviewees felt that this would have supported the early delivery period when it was difficult to secure referrals or engage participants.

At the point of the second interim report, a key priority for the team was to ensure that referrals are progressed through the "pipeline" from referral to engagement in a more timely manner; at that point, around 5% of referrals are sitting in the pipeline waiting to be fully signed up. This is in part due to the complexity of the eligibility checks; navigators regularly need to obtain copies of documents like birth certificates on behalf of the participant, which takes time, but it is worth noting that this figure has reduced to 4% across the programme.

3.2   Engagement

To the end of December 2019, the programme had engaged 1926 participants in total against a target of 1690, meaning that across the programme as a whole, engagements were at 114% of the target. This shows significant improvement from the position reported in the summer of 2018, where engagement was sitting at 47% of target. As referred to elsewhere in this report, resolution of staffing problems has had a great impact on project performance; however, a general refocusing of efforts has also contributed.

Table 3.2 shows a breakdown of key characteristics of those engaged with the programme. This table indicates that the programme has had a high level of success engaging groups who are traditionally considered 'hard to reach' in employment programmes, such as older people and those with disabilities. The evaluation of the wider BBO programme shows that this trend has been true across the whole programme. However, when comparing MOTW's results to those of the wider programme, MOTW has experienced even greater success in engaging those with disabilities, the over 50s and those who are economically inactive on engagement.[5]

Table 3.2 MOTW participant characteristics

	Number of MOTW participants	Percentage of total MOTW participants
Black and minority ethnic	98	5
Disability	1517	79
Over 50	535	28
Economically inactive on engagement	925	48
Unemployed on engagement	1001	52
Male	1161	60
Female	761	40

Source: MOTW monitoring data, December 2019

It is worth noting that MOTW has made good progress towards its target of 50% of participants being economically inactive on engagement; at the point of the second interim report (summer 2019) this figure stood at 44%. Equally, good progress has been made towards reaching the target for engagement with women; at the end of quarter one 2019, the programme had achieved 77% of their target. This figure now stands at 98%, and the recruitment of a women's officer with specific KPIs for recruitment of female participants has supported this progress.

While the number of participants engaged from BAME communities appears to be low, the figure is in line with the proportion of those from BAME backgrounds living in the North East, which sits at 4.67%.[6]

Leaflet designed to engage women in MOTW

3.3 Complexity of participant need

A particular challenge in supporting the MOTW participant cohort is the complexity of need which has presented amongst those engaged. One navigator interviewed estimated that at least 60% of participants in their caseload had multiple and complex needs, with the remaining 40% requiring lighter touch support and being in a position to move on relatively quickly.

As earlier sections have highlighted, participants in MOTW often present with mental health needs. This has been the case across the programme, and indeed Pathways staff have seen a higher incidence of co-occurance of mental ill-health and autism and LLD than they anticipated; staff estimate that more than 60% of their cohort would fall into this category. However, a key challenge is disclosure of mental health problems. For Pathways staff, it is often flagged when using the Do-It Profiler, but it can be more challenging for core delivery staff and could remain a hidden barrier.

Core delivery staff and participants interviewed often flagged that low levels of confidence and self-esteem were prevalent in the MOTW cohort. When asked what the biggest challenges facing the participants was, one navigator explained:

> "I'd say lack of confidence and motivation. I'd say most of the people we work with suffer from a mental health condition and so I'd say they are, they're depressed and they don't look at themselves in a good way, so a lot of the time we look at improving that before we can think about the employability side."

Core delivery navigator

Interviewees highlighted that they regularly see participants who have issues with their housing or who are at risk of homelessness. This was borne out by our participant survey, which found that almost 12% of respondents were at risk of homelessness or housing exclusion on entry to the programme. While navigators attempt to link participants with statutory services in such cases, it can be difficult to source the right support. This can lead to an element of 'mission drift' for front line staff.

Analysis of the participant data held by MOTW carried out for the first interim report does demonstrate that participants are facing a complex set of barriers to work, and comparing participant characteristics to wider population data, it is clear that barriers are more heavily concentrated in the participant group. For example, by the end of December 2019, 78% of MOTW participants reported that they have a disability; this compares to 35% of the population nationally and 22% of people in the North East region. Meanwhile, analysis of participant data for the first year of delivery showed that 71% lived in a jobless household compared to 19% in Tyne and Wear, and educational attainment amongst participants on entry was much lower than the general population. For example, the highest level of education achieved for almost three-quarters of the participant group was NVQ level 2 equivalent, compared to 45% of the wider Tyne and Wear population.

3.4   Summary

Good relationships are at the heart of successful referral pathways and the research has demonstrated that the MOTW team have managed to establish practical ways of working with key partners in the local area. However, an effective marketing strategy has been instrumental in reaching a target group that otherwise would have eluded the service, and this has been particularly important for reaching those who are not engaging with Jobcentre Plus for example. The evidence shows that the MOTW participant cohort do have complex needs and suggests that the programme is reaching those who need the support most.

4.0 Programme outcomes

This chapter of the report provides an assessment of programme monitoring data to provide an overview of performance and outcomes achieved by the programme. We will also explore participant views on the support they have received and the outcomes achieved through evidence obtained both from the depth interviews, but also from the participant survey, described in full at section 4.2 of this chapter.

4.1 Performance against targets

As participants have moved through the programme, MOTW has seen strong improvement against its targets for participant results in the latter year of delivery. The programme has exceeded all results targets which they report to the National Lottery Community Fund, as illustrated in Table 4.1. By December 2019, 1515 participants had exited the programme and of those, 743 (or 49%) had exited having achieved a result.

Table 4.1 Core programme results

Result	Total number of participants	Target	% of target achieved
Move into education or training	389	259	150
Move into employment from unemployment	137	100	137
Move into employment from economic inactivity	81	73	111
Move into job search from economic inactivity	136	133	102

Source: MOTW monitoring data, December 2019

As Table 2.2 shows, the programme has had greatest success with moving participants into education and training, with 150% of the target achieved. The programme has also made significant progress on results for those who were economically inactive on engagement with the programme from our earlier reports, where it was noted that the team were shifting focus to the achievement of outcomes for this particular participant group. It was noted that staff may have historically held out for a more 'concrete' outcome for a participant than job search, when realistically employment or education and training might not have been the right path for the participant at that time. Indeed, comments made by this delivery partner manager chime with those made by participants, who did not want to feel pressured into a path that was not right for them.

> *"It isn't the case that getting the job is the gold star and that's the ultimate aim. For others, having the confidence to participate in job searching is as great. The job outcome is not the only one that's worth having; the others are both valuable, plus we run the risk of the person disengaging if they feel that they're being pushed into something they might not attain."*

Core delivery partner manager

As well as the core results, MOTW also tracks outcomes attained by participants, with a focus on softer outcomes and reflecting the fact that the programme offers a path towards work. As such, The first indicator tracks the number of participants making progress on the work star; this is a monitoring tool used at entry and exit (and points in between as appropriate) to measure participants' strengths in a range of areas including aspiration and motivation, social skills and health and wellbeing.[7]

Table 4.3 Participant outcomes

Outcome	Number of participants	Target	% of target
Increase two points on work star	769	800	96
Increased job readiness	762	778	98
Sustained employment for six months	67	58	116
Total participant outcomes	1598	1639	98

As the table shows, the programme has again made strong progress over the course of the last year towards achieving its targets. It is particularly heartening to see the target for sustained employment for six months exceeded.

4.2   Participant perspectives on outcomes

A key element of gathering participant feedback throughout the evaluation has been our participant survey. This took the form of a self-completion paper questionnaire, which participants were asked to complete with other programme paperwork at entry to and at exit from the programme. While MOTW does collect information on wellbeing and healthier lifestyles, the programme monitoring does not explicitly ask about mental health and wellbeing. Scoping interviews indicated that there were high levels of mental health issues amongst the participants; as such we have used the survey as a mechanism to plug gaps in the programme's own monitoring on this subject. In order to track distance travelled, the exit survey replicated some of the questions from the entry survey. In total, we obtained 269 responses at entry stage and 126 at exit. Of those, 19 participants completed both, and we were able to use participant URNs to link their responses.

Using the scales shown in Figure 4.1, which is based on the standardised EQ-VAS (visual analogue scale) question, participants were asked to quantify their state of health and wellbeing by marking how they felt on the day of completing the questionnaire on the scale. The best state of health you can imagine is marked 100 and the worst state you can imagine is marked 0.

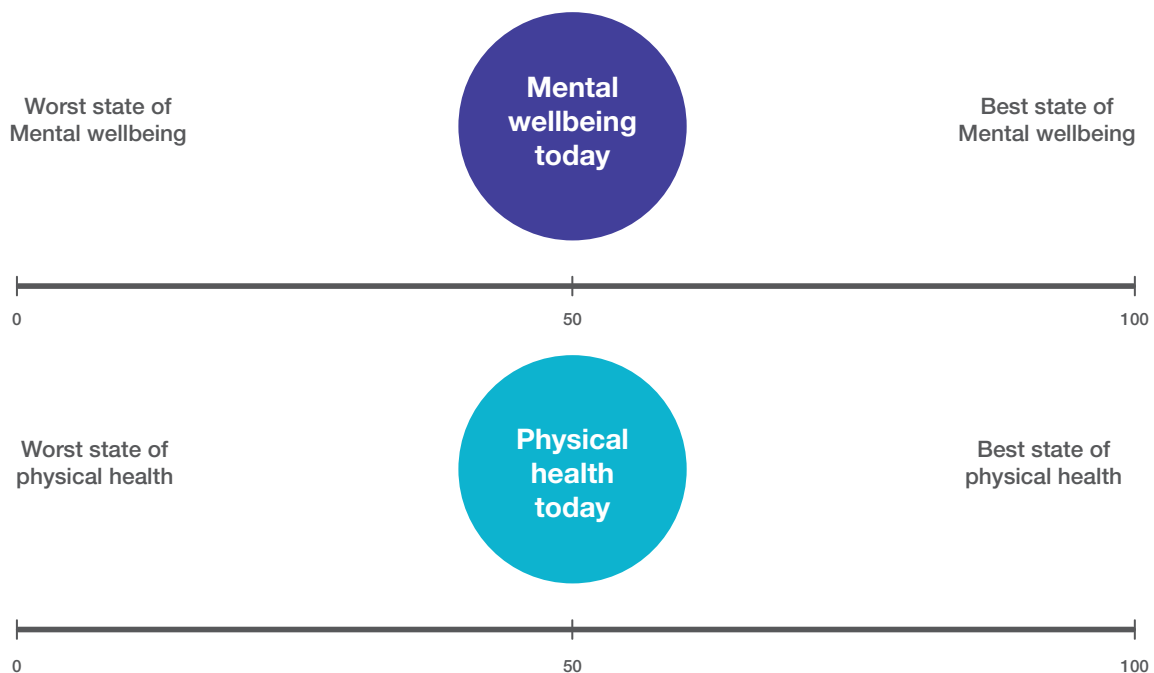**Figure 4.1 Mental and physical health scales**

Table 4.3 shows the average response for participants at entry and exit stage. Generally, participants indicated a worse state of mental wellbeing, compared with their physical health state. These figures would support interviewees' views that there are high levels of mental ill-health amongst the participant cohort.

**Table 4.3 State of participant health at entry and exit points**

	Entry	**Exit**
Mental Health	56	74
Physical Health	62	69

Average scores on a scale of 0-100 for 269 respondents at entry stage and 126 at exit stage

It is positive to note that participants have a better perspective on both their mental and physical health at exit from the programme with significant increases being made on mental health in particular. For physical health, the increase is less dramatic but still of note. This bears out findings from the qualitative research, where both delivery staff and participants emphasised the change in participant wellbeing after engaging in the programme.

Figure 4.2 suggests the extent to which respondents' self-esteem and confidence has been impacted by the programme. The survey asked for a binary yes or no response to whether they agreed with a series of statements on motivation and confidence.

Figure 4.2 Percentage of respondents answering yes to the following statements, at entry and exit points
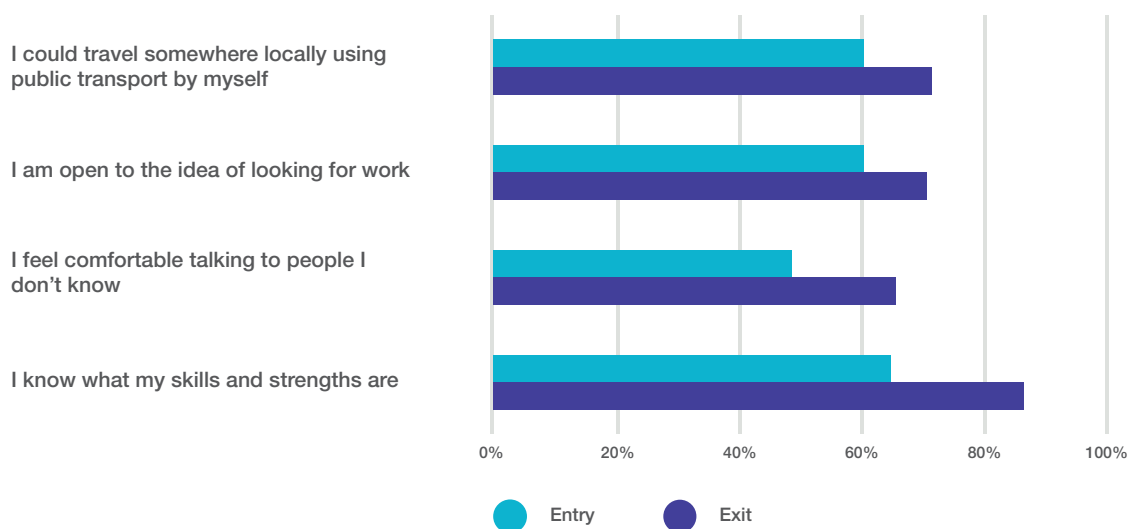
As the chart shows, respondents were more likely to answer yes to all of the statements on exit from the programme than they were on entry, and this is particularly the case for the statement "I know what my skills and strengths are." This statement saw an increase of 22 percentage points, with 87% agreeing that they did on exit. When taken in conjunction with the qualitative research findings, again it is likely that these changes can be attributed to participation in MOTW. Indeed, the exit survey analysis also bears this out; respondents were asked the extent to which the programme had helped them across a range of areas, as set out in Table 4.4. The table shows that 89% of respondents felt that the programme had helped them to gain confidence, either somewhat or to a great extent, and 84% felt that they had learnt new skills. When asked what the programme had most helped with, 46% selected gain confidence, even when their outcome had been to enter employment.

Table 4.4 Outcomes reported in participant exit survey – number of responses

Moving on Tyne and Wear has helped me to:	Not at all	Very little	Somewhat	To a great extent	This does not apply to me	No Response
… gain confidence	0	4	45	69	4	7
… set goals	1	2	44	68	4	11
… learn new skills	5	4	47	61	4	9
… job search	6	11	34	58	12	9
… deal with my finances and / or claim the right benefits	5	14	29	28	43	11
… get involved in the community through volunteering or other activities	6	21	24	37	32	10
… enter education and training	6	6	24	64	20	10
… enter part-time employment (less than 16 hours per week)	15	8	25	16	54	12
… enter full-time employment (more than 16 hours per week)	12	11	20	26	48	13

When taken in conjunction with the qualitative research findings, it becomes clear that helping participants to find confidence in their own abilities is key to supporting them to back to employment. Interviewees frequently noted that without the support of the programme, they would have been too nervous to take part in a research interview; stating that pre-intervention they would not have been able to have that sort of conversation was typical.

> *"My end game is to get back into work, but obviously the intermediate goal was to try and be more sociable and apply to jobs obviously to get that confidence back. I think, to be honest, so far, I've not reached the end goal yet, but we're definitely getting there. I've gone from not being able… To not feeling confident to just come down here, I think it used to feel nerve wracking, but obviously I'm here sat talking to you."*
>
> **Participant**

> *"Mental health, in my case, was a lack of confidence. I shut myself away from people, maybe. I don't know. Stuff like that. It's a weird thing that creeps up on you. From the person I used to be, to what I turned into that I'm coming out of now, I couldn't have done this [interview] a few months ago, really even maybe six months ago, I couldn't have done this."*

Participant

When taking those findings in the context of job searching, it's clear that building confidence is vital. Interviews provided frequent examples of participants who had struggled to leave the house on engagement but were now actively job searching, volunteering or had moved into work. Indeed, the participants involved in the research were focused on moving into work, but commonly expressed that getting back to "normal" life had been more important to them as part of that process.

> *"You get from people not leaving their house to people going and doing education and training. Their confidence, people's confidence just - it grows and they're happy to have the help and support offered."*

Core delivery navigator

A number of participants involved in the research were now in employment following their engagement with MOTW. They commonly flagged that they were working in roles that they never thought they would be able to do; most had experienced a complete shift in direction from their previous work. Interviewees noted that this was commonly the result of being nudged along by their navigators to understand that they do have transferrable skills that could be useful in new contexts. When asked if they would have realised that without the support of the navigator, one respondent who had been out of work for a number of years suffering with depression, said, *"No, never, never ever, I didn't think I did. I didn't think I had anything to offer."* This participant had extensive experience in catering, and following their engagement with MOTW was now working for a charity supporting disadvantaged young people. They had secured the role after volunteering while engaged with the programme; they had enjoyed the volunteering so much that they became very motivated: *"I loved it. Every day I'd jump out of bed, I couldn't wait to go."* When asked what they thought was the most important part of the support they had received, they noted that, *"No one ever made you feel like you weren't good enough. You were always told that you can do it, of course you can, why can't you? You can do anything."*

Moving beyond anxiety back to work: participant example

One interviewee had studied for a masters abroad and had lived and worked in London before moving to the North East. On paper, they were highly employable but had suffered from a breakdown following an incidence of workplace bullying. Having taken time out and being supported medically for anxiety and depression, they saw an advert for MOTW on a billboard in the Metro, and then heard it again on the radio. Having initially dismissed the idea of making contact, they reconsidered – they wanted to explore whether the programme could offer *"that little bit of extra help"* that couldn't be found with a GP or mental health team, particularly as the focus was on work and employment. At that point, they had been out of work for five months, and were economically inactive.

Their initial impressions of the programme were positive. They had been concerned that it would be a pressured environment but found the sympathetic approach of the navigator to be just what they needed; they expressed that the process of building them back up in a voluntary process helped them to engage.

"When I first started my mental health was still not great, so actually her understanding… and knowing that I could give up took a lot of pressure off… I was trying to push myself for something that essentially is voluntary, but I am trying to do for myself. It's a good line between support and getting used to a goal."

While they expressed that their end game was absolutely to get back into work, they felt that first they needed to work on being more sociable and to feel confident in the idea of being able to work as part of a team again following the difficulties in their previous employment. They had received support on job search and CV development from the programme, and at the point of the research were having interviews for jobs – they noted that they felt like every time they met with their navigator they had more and more good news to share in terms of moving back to work. However, their outstanding goal was to attend one of the peer activity groups being run by MOTW, which they were still building up to doing with the support of the navigator.

"Obviously, they say that at work you can be part of the work culture and want to go out or just knit with your team, but if you have an illness that makes it harder to connect to people and you don't have that sort of support, just having a job isn't enough. You need the extra little things that fit in…That's just what I want, just to be functioning and a member of society… That's really my goal."

4.3   Balancing participant need and targets

In the second year of delivery, staff focus shifted significantly from ironing out issues related to set up and more towards securing outcomes and results. In part, this has stemmed from pressure related to securing the funding extension and related requirements to prove the programme's efficacy – one interviewee noted that this process had definitely sharpened practice. However, this has also come with the passage of time and the scope to reflect on what it is the programme is trying to achieve. The change in stance was universal across the interviews.

"I'm not sure what's driven it, maybe just reality hitting – not just looking at it [the programme] and thinking it's not going to work, it's useless… it's more thinking about what are our aspirations here, what are we trying to do here. Enthusiasm alone wasn't going to solve it."

Core delivery manager

However, while this shift has seen significant improvement in the programme's achievements, it has also led to some difficult decision-making about when is the right time to move participants off the programme and close their cases. From the perspective of the managers, this means being pragmatic and realistic about what can be achieved for a participant in an appropriate timeframe. However, interviewees at management level acknowledged that the level of need amongst participants does not lend itself to a fixed time-frame intervention, and that flexibility is needed.

> *"It's a matter of judgement, isn't it, and a matter of odds in many respects? What I wouldn't want a decision to be made [on] is just in the interests of capturing the right outcome… they'll be talking in terms of what does the participant need to help them achieve the best outcome possible for them?… That's a conversation that we need to have rather than there just being one of chasing the MI and the outcome."*

Programme Senior Manager

> *"We need to be less idealistic and more pragmatic about what we can achieve with people. What is the best path for the person? Actually, if you're more realistic you're more able to be person-centred. It's a case of being more aware of what the other local provision is out there to support them when we've got as far as we can."*

Core delivery manager

Managers did acknowledge that a mind-set of exiting participants before a job outcome is achieved can feel countercultural for some of the front line staff. Early in the second wave of research, this was echoed in interviews wherein references were made to feeling pressured to close cases.

> *"There was a period of time where the team felt "that's not the way we work" – rush them through so we can claim an outcome… We have reinforced that it's actually about careful case management… Give someone an excellent service but be realistic about how far we can take them. It's about working harder and smarter."*

Core delivery manager

However, interviews with delivery staff later in the research process did not flag the same concerns. Navigators generally felt comfortable with the concept of working towards the right outcome for the participant, even if that is not employment, and generally expressed that they would work with the participant to establish the right time to close a case. Both navigators and participants were reassured by the fact that participants can make contact with the programme again should the need arise for a period after they have left or moved into employment. One navigator noted that of their caseload, they felt that at least 90% had been closed at the right time.

4.4   Summary

The MOTW team has made significant progress towards the attainment of outcomes and results over the course of the last year, with 49% of participants exiting the programme with a positive result and all targets exceeded, attained or very close to attained. The research with participants emphasises the progress made by those engaging with the programme; it was clear from the participant survey and from the qualitative research that participants made progress in their skills, confidence and emotional wellbeing. Importantly, the programme has exceeded targets for supporting participants into sustained employment; this will arguably bring longer term benefits for the participants and their wider communities.

5.0 Cost-benefit analysis

This section of the report collates the costs and benefits of Moving On Tyne & Wear, to assess the impact of the scheme in economic terms and the estimated return on investment. The analysis is undertaken from the start of the scheme up to and including June 2019, which is the latest that both the costs and outcomes (benefits) data was available.

5.1   Cost Benefit Analysis

Cost benefit analysis assesses impact of initiatives based on their costs. Impact is calculated as the change in outcomes associated with the initiative, adjusted for considerations such as attribution (to what extent the outcomes could be said to occur as a result of the initiative, as opposed to other interventions), deadweight (what would have happened anyway) and drop-off (the length of time for which these changes persist). The outcomes are then valued through the use of appropriate financial proxies or unit costs.

Cost benefit analysis results in a ratio, which presents the impact (benefit) as a monetary value against every £1 invested (cost). A ratio of £1:£1 represents cost neutrality; a ratio above that indicates a net benefit and below that represents a net cost.

Cost benefit analysis good practice suggests that estimates err on the side of caution to avoid over-claiming, and a transparent approach is taken with sources provided to enable peer review.

5.2   Costs of Moving On Tyne & Wear

Lottery-funded programmes require cost information to be submitted every quarter. This allows a robust assessment of the costs of the programme.

Cost information is submitted quarterly and is also provided cumulatively for each year. Calculating the cumulative costs of the programme up to the end of 2018, plus the costs for the first two quarters of 2019, gave a 'costs to date' figure of just over £3 million (Table 5.1). For context, the overall total grant payment from The National Lottery Community Fund is due to be £6.16 million.

Table 5.1 MOTW costs

Cumulative costs up to end 2018	£2,235,406
Q1 2019 costs	£437,996
Q2 2019 costs	£401,110
Total	**£3,074,513**

Source: The National Lottery Community Fund monitoring return

Costs listed as incurred by the programme relate to:

- Staff costs
- Building lease
- Consumables (e.g. stationery)
- Equipment
- Marketing and promotion
- Monitoring and evaluation
- Participant expenses (including childcare)
- Staff expenses
- Volunteer expenses
- Venue hire.

Further indirect costs of the programme may be considered to be incurred by volunteers providing their time (for example, in the peer-led innovation projects). However, as their time is essentially free (other than their expenses, which are included in the direct costs of the programme), the costs of volunteers' time is not included in this analysis.

5.3   Benefits from Moving On Tyne & Wear

Employment, education and training outcomes associated with the MOTW programme are recorded every month and submitted to the National Lottery Community Fund as performance data. Up to June 2019, the programme achieved:

- 241 participant moves into education or training
- 97 participants moving from unemployment into employment
- 50 participants moving from economically inactive into employment
- 80 participants moving from economically inactive into job search.

In addition, as outlined in Section 4.2 of this report, our participant survey showed that:
- The mental health of participants improved by 18 percentage points on average, from 56 to 74 on the EQ-VAS scale
- The physical health of participants improved by 7 percentage points on average, from 62 to 69 on the EQ-VAS scale
- 44% of participants reported being more able to deal with their finances following participation in the programme

Applying these improvements to the overall number of participants[8] at the end of June 2019 (1,543 in total) suggests that:

- 278 participants improved their mental health
- 108 participants improved their physical health
- 679 participants improved their ability to deal with their finances.

Table 2 applies a unit cost to each of these outcomes. Each unit cost has been chosen to be conservative so to not over-claim, last up to one year[9] and to best represent the cost that each outcome represents, based upon findings from the survey and qualitative research. Values have been selected from a variety of sources including the Personal Social Services Research Unit's (PSSRU) Unit Costs of Health and Social Care – which covers unit costs for more than 100 health and social care services each year – sources within Greater Manchester Combined Authority's publicly available and widely respected Unit Cost Database, and wider literature.

Table 5.2 Cost Benefit Analysis for MOTW

Benefit	No. of participants	Unit cost	Total benefit (unadjusted) (No. of participants x Unit cost)	Total benefit (adjusted)	Unit cost description	Unit cost source
Move into Education or Training (Performance data)	241	£4,492	£1,082,572	£797,856	Average cost of NEET (Cost avoided)	Troubled Families Cost Database
Move into Employment from Unemployed (Performance data)	97	£19,155	£1,858,035	£1,369,372	Increase in income + reduction in benefit claim + tax receipts (Estimated benefit)	ONS (Annual Survey of Hours and Earnings), DWP, HMRC
Move into Employment from Ec. Inactive (Performance data)	50	£19,155	£957,750	£705,862	Increase in income + reduction in benefit claim + tax receipts (Estimated benefit)	ONS (Annual Survey of Hours and Earnings), DWP, HMRC
Move into Job Search from Ec. Inactive (Performance data)	80	-	£ -	£ -	N/A	N/A
Improvement in mental health (Performance data)	278	£3,738	£1,038,192	£765,148	Loss of a QALY for a person with a mild mental health issue + Cost of depression treatment (Cost avoided)	PSSRU Unit Costs of Health and Social Care
Improvement in physical health (Survey)	108	£7,787	£841,074	£619,871	Loss of a QALY for a person with moderate pain (Cost avoided)	PSSRU Unit Costs of Health and Social Care
Improvement in dealing with finances (Survey)	679	£96	£65,176	£48,035	12 Citizens Advice Bureau sessions at £8 per 15 minutes (Proxy)	DfE Family Savings Calculator
Improvement in housing situation (Survey)	-	-	£ -	£ -	N/A	N/A
Improvement in homelessness (Survey)	-	-	£ -	£ -		N/A
			£5,842,799	£4,306,143	Total benefits	

In Table 5.2, multiplying the outcomes (second column) with the unit costs (third column) gives an estimated, unadjusted benefit per outcome (fourth column). Each benefit per outcome is then adjusted for aforementioned considerations such as attribution, deadweight and drop-off. A recognised standard estimate for this is -26.3%, based upon an analysis of 16 evaluations and recognised by the Greater Manchester Combined Authority's Cost Benefit Analysis methodology and also recognised by government.[10] Applying these adjustments give the adjusted estimates of benefits per outcome provided in the fifth column. Overall, this analysis suggests the programme leads to over £4 million of estimated impact.

In addition, Table 5.2 suggests that:

- Almost half (48%, £2,075,234) of the total adjusted benefits are accrued through employment outcomes, from unemployed and economically inactive participants combined
- Nearly £800,000 of benefit arises from moves into education and training, only slightly more than mental health outcomes
- Over £600,000 of benefit relates to physical health outcomes
- Dealing with finances leads to just under £50,000 of benefit in comparison.

No benefit was calculated for participants that take part in job search, as this was considered an intermediate outcome for participants that enter education, employment or training, or not cashable for participants that do not progress to education, employment or training.

## 5.4 Cost Benefit Analysis Ratio

Comparing the adjusted benefits of Moving On Tyne & Wear to date as at June 2019 (£4,306,143) to its costs (£3,074,513) gives a cost benefit analysis ratio, or ratio of benefits to costs, of £1.40. This means that, for every £1 invested into the programme, £1.40 of benefits are estimated to be generated. The rate of return on investment is therefore estimated to be 40%.

The benefits of the programme are estimated to last for one year. If, in reality, some of the benefits persist for longer or shorter than is estimated (e.g. employment), the amount of the estimated benefit may differ.

The added value (difference between costs and benefits) of the programme is estimated to be £1,231,630.

Table 5.1 Cost Benefit Analysis Summary for MOTW

£5,842,799	Total benefits of MOTW (adjusted)
-26.30%	Estimated adjustment
£4,306,143	Total benefits post adjustment
£3,074,513	Costs of MOTW
£1.40	**Cost benefit analysis ratio** **(£ of benefit for every £ spent)**
£1,231,630	**Added value (difference between costs and benefits)**
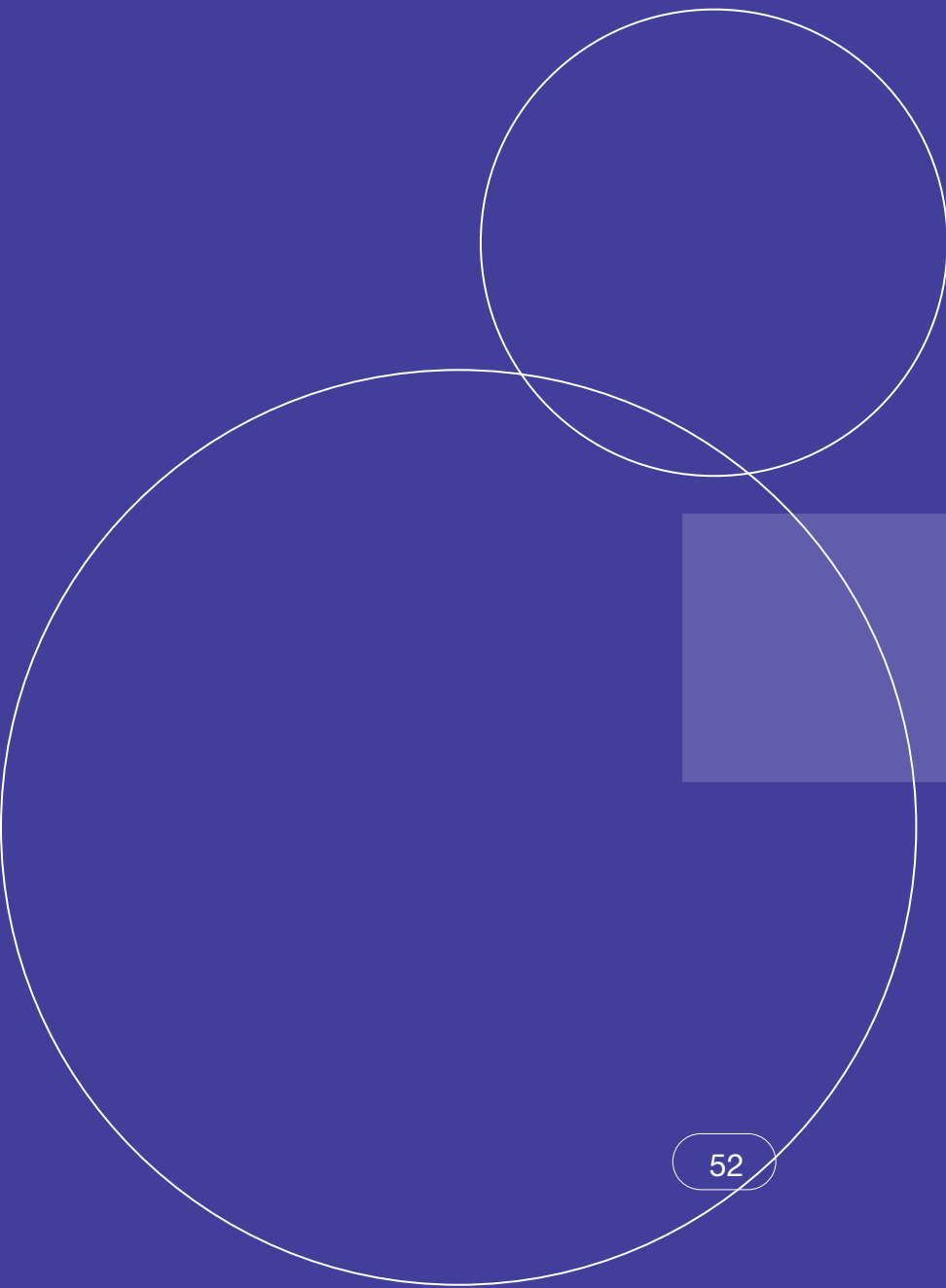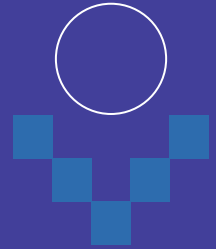
6.0 Concluding remarks

Our previous reports for this evaluation have highlighted that the programme experienced a slow start with many challenges faced in getting delivery off the ground; for example, the partnership was new, and partners had varying degrees of experience in the delivery of employability support. There was also a lack of clarity in terms of the direction and focus of the programme in early days of delivery, with some staff seeing their role as being one of offering more general support. There was also a high level of turnover in delivery staff, with some initial recruits to the navigator role feeling uncomfortable with the emphasis on employment support.

However, over the course of the latter year of delivery, stabilisation in the staff team and a renewed focus on working towards the achievement of the programme's original aims has seen performance rapidly improve, both in terms of the level of engagement to the programme and in the outcomes achieved. As Chapter Four of this report flags, the programme has achieved the "hard" results targets set for moving participants into employment, education and training and job search, and it is encouraging to note that almost half of those engaged with the programme leave having attained one of those results; this is particularly pertinent given the high levels of mental illness and multiple barriers amongst those engaged. It is also important to note that the programme is achieving good levels of sustained employment, suggesting that the intervention will achieve long-term impact for participants. Indeed, the views of participants engaged in the programme were almost entirely positive, with most noting that they had made considerable progress in their self-confidence, wellbeing and skills. Taking all of these achievements into account, our cost benefit analysis shows that the programme has generated £1.40 of benefit for every £1 spent on delivery.

Our evaluation suggests that a key factor in the success of the programme is the flexible, participant-centred approach which has allowed the team to be responsive to participant needs. This has meant that navigators have been able to work within the parameters of participants' own motivations and aspirations, giving participants a better chance of achieving sustainable outcomes – particularly when moving into employment. This has also been an important factor in helping participants to work around (and overcome) their health barriers and to develop an acceptance of their own particular needs. At the centre of delivery, a skilled navigator team has also been key to the success of the programme; with an ability to coach, encourage and be a stable, trusted person, it was clear from the research that the role was highly valued by participants.

The evaluation has also highlighted the value of investing in marketing and promotion. The campaigns have been coherent and visually appealing, and the research suggests that they have made a significant contribution to the engagement of harder to reach groups in the programme. They have also helped to promote the programme's brand more widely, and this has supported the successful engagement of employers with the programme.

Looking forward, it is clear that there is demand for the programme in the area, despite there being a high level of employment-focused activity locally. The focus on supporting participants to overcome their health barriers gives the programme a USP; in our interim reports, we suggested that partners could usefully further explore links with health agencies like GPs and the Health Navigators in order to support delivery, and it was encouraging to see that in one area these links were successfully being made.

Despite the contract extension, there would be significant value in turning attention to where the programme leads after the funding ends. Both participants and staff interviewed were keen to see the programme continue.
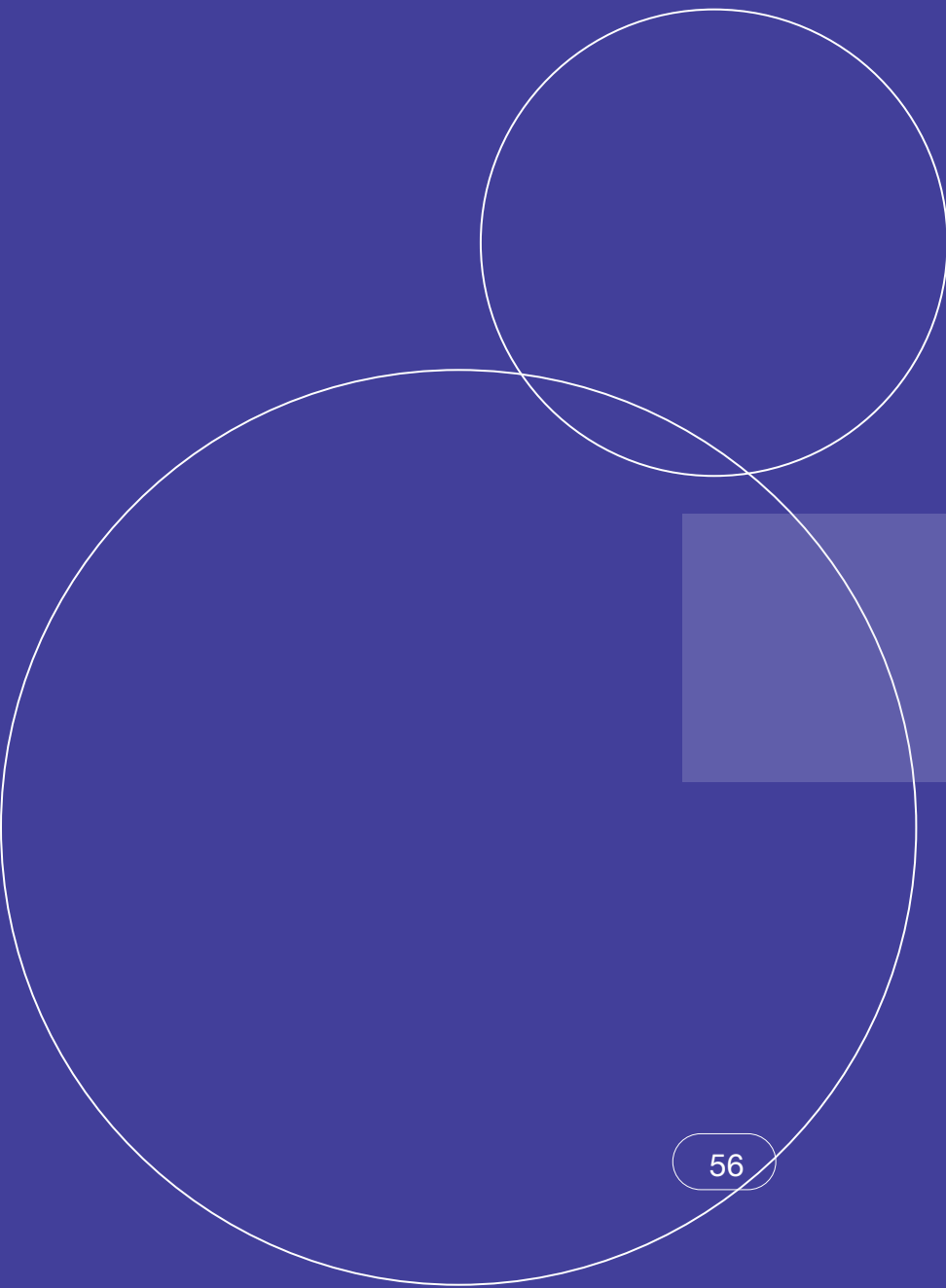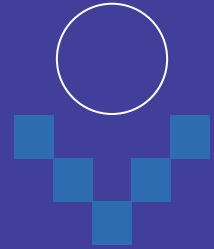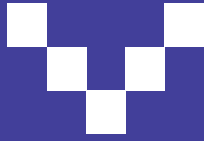
In our earlier reports we highlighted that partners involved in the delivery of MOTW are not afraid to reflect on their

> *"I think really that's it for me…to focus on legacy, like what happens afterwards because the end will be on us before we know. For all the learning might be captured in papers, there is an awful lot of expertise in the teams and the delivery partners that I think it would be such a shame if that was just left to dissipate and dissolve back into the general world."*

Core delivery partner manager

experiences, understand where things are working well or less well, and make changes (including restructuring, closing down or scaling up delivery) as appropriate. Staff involved are open to understanding why certain aspects of delivery have been less successful, and are willing to move resources to more successful provision in order to get the best outcomes for the programme and the participants. This responsiveness to change has been vital in addressing challenges and moving the programme towards success.

Endnotes

1. http://www.motw.org.uk/wp-content/uploads/2019/04/Barriers-to-Employment-for-People-with-Drug-and-Alcohol-Issues-and-people-in-Recovery-v5.pdf

2. The toolkit and supporting documents can be found at http://www.motw.org.uk/what-we-do/our-projects/peer-support-project/

3. As evidenced by the Institute of Social and Economic Research: https://www.iser.essex.ac.uk/research/publications/working-papers/iser/2011-18.pdf

4. Ecorys (2018) Building Better Opportunities Evaluation-Annual Report 2018

5. https://buildingbetteropportunities.org.uk/sites/default/files/2019-09/BBO%20Evaluation%20Report%202019.pdf

6. The 2011 Census showed that 2.597m people lived in the North East. Of those, 121,319 people identified their ethnicity as 'not White' (not any White category).

7. https://www.outcomesstar.org.uk/using-the-star/see-the-stars/work-star/

8. For the outcomes ascertained from the survey, this implicitly assumes that the survey was representative of the participant population of 1,543.

9.   Due to the principle to not over-claim, and the uncertainty involved as to whether or not outcomes can besustained longer than one year's duration. For example employment, which would otherwise provide hundreds of thousands of pounds' of benefit, should a beneficiary sustain that employment over their lifetime – though this cannot be known with any degree of certainty.

10. https://www.gov.uk/government/publications/supporting-public-service-transformation-cost-benefit-analysis-guidance-for-local-partnerships