March 2015

Community Organisers Programme

Evaluation Summary Report

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1 Evaluation summary

1.1 Introduction

This summary presents updated findings from the evaluation of the Community Organisers (CO) programme. Ipsos MORI and NEF Consulting were commissioned to conduct an evaluation of the CO programme by the Cabinet Office. The same team is also evaluating the Community Organisers programme in recognition of the close relationship between the two programmes.

Evaluation work began in October 2012 and will end in June 2015 – so this report provides a summary of our near-final assessment of the programme. The programme has been evaluated to understand both process effectiveness and the social impact achieved. The evaluation included both primary and secondary data collection and analysis. The core aspects are online surveys of programme participants, longitudinal community-based case studies, and ongoing analysis of management information. As such, this report is based on both quantitative and qualitative data.

This interim summary is based on two years of evaluation research activities.\(^1\) Collection of evidence to assess process effectiveness and social impact is ongoing, mirroring the continued programme implementation. The final report will be delivered in summer 2015 and will provide more detailed findings in answer to the evaluation questions, as well as providing the analytical underpinning for these assessments.

1.2 Programme overview

The Community Organisers programme is a national training programme in community organising and a grass-roots movement for social action. The key target for delivery is to recruit 5,000 community organisers by March 2015, broken down as follows:

- 500 Trainee Community Organisers (TCOs), employed full-time for 51 weeks of training, development and practical experience; and
- 4,500 Volunteer Community Organisers (VCOs) recruited and trained by the TCOs.

At its core, community organising is about empowering communities and harnessing the power of individuals to work together in their shared self-interest. Community Organising involves building relationships in

\(^1\) Research activities have been completed with organisers who started working as COs between September 2012 and December 2014 (cohorts 4-12) and hosts of organisers who began between September 2012 and January 2014 (cohorts 4-14).
communities, mobilising people to take action and supporting projects which make a difference to people’s lives. Community Organising creates social and political change through collective action. Community Organisers listen to what people want to see change in their lives and community and help them to achieve this, working in and through democratic structures. Community organisers have no agenda, and do not lead or do things on behalf of people.

In particular, the programme seeks to support people in deprived communities, placing TCOs in those areas which are in need, in order to improve their neighbourhoods and tackle existing and emerging problems. The programme is being funded by the Office for Civil Society in the Cabinet Office, and delivered by Locality.\(^2\) It draws on the Root Solution Listening Matters (RSLM) approach developed by Regenerate,\(^3\) who provide training support for the programme.

Programme delivery begins with politically independent and locally based organisations recruited by Locality to host between two and five TCOs, providing practical support and a physical base for them to operate. TCOs are recruited jointly by hosts and Locality and employed for 51 weeks on a full-time contract.

Training for TCOs was rolled out in waves across 14 cohorts, trained between October 2011 and June 2015. The training is practice based, with TCOs working in a local neighbourhood during their year. Formal training consists of residential courses, e-learning modules, monthly online support sessions, supervision meetings and optional modules provided by external trainers. TCOs are expected to complete an accreditation in the Foundations of Community Organising.

Part way through the programme the training was revised to reflect feedback from TCOs and the programme team. The new approach was implemented for cohorts 12-14, and, among other changes, included a second residential for TCOs after six months.

Over the course of their 51 week training, TCOs are expected to meet the following targets:

- Listen to at least 500 people in their ‘patch’ or local area;
- Recruit at least 9 VCOs;
- Identify 3-5 fledgling projects that can be supported by the wider network(s) they have started to build up; and
- Form a network of VCOs and other engaged local people to listen in the community, research, plan and take collective action that

\(^2\)http://locality.org.uk/
\(^3\)http://www.regeneratetrust.org/
attempts to have a broader influence in their area. This is known as a Community Holding Team (CHT).

Progression funding in the form of an employment start-up grant of up to £15,000 towards the cost of a second year of organising is available to all eligible newly qualified community organisers (also known as Senior Community Organisers or SCOs). To apply for the grant, they must have achieved the Foundations of Community Organising; have an employer; and have secured local matched resources, of which £7,500 must be in cash and the rest can be in-kind (e.g. an organisation giving use of space).

Third year progression grants have now been made available for a small number of Community Organisers in cohorts 1-9, but further analysis of how well this is working is outside the scope of the evaluation.

To help facilitate the development of a broader movement for change across England, Locality has set up an independent legacy body called Community Organisers Limited (known as CoCo).

1.3 Emerging social outcomes – interim findings

TCOs

*Anticipated: TCOs develop technical and people skills, improve their local networks and awareness of local issues and actors.*

Overall, TCOs report moderate to substantial improvements in their self-assessed skills and knowledge during their first 51 weeks. This was also evident from the results of the 18-month in-depth interviews with TCOs. These improvements include the technical skills required to carry out programme activities; the people skills needed to effectively communicate with those in their community; their knowledge of local issues; and the skills needed to bring local people together to create change. Hosts are also generally positive about improvements in TCOs’ skills.

Evidence from surveys and interviews with TCOs shows progress in skills needed for the role, provided those recruited had basic skills and the necessary support to improve. TCOs in the latter half of the programme reported an improvement in wider skills (such as conflict resolution), which was linked to changes to the initial training and the timing and structure of Go Deeper courses. In addition to technical and people skills, many TCOs report improvements in their ability to deal with difficult situations, their understanding of their own strengths and limitations, the power of local community anchors (those who can facilitate access to local people) and the nature of community development, among others.

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4 Go Deeper courses are taken in second half of the training, and comprise a choice of personal and professional development training courses.
Figure 1.1 – TCO confidence in key skills – as reported following training, and at 10 months

<table>
<thead>
<tr>
<th>Skill</th>
<th>Post Residential % Confident</th>
<th>10 months % Confident</th>
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<tr>
<td>Talking to new people</td>
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<td>Working alone</td>
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</tr>
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<td>Developing skills in other people</td>
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<td>74%</td>
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<td>Problem-solving</td>
<td>58%</td>
<td>72%</td>
</tr>
<tr>
<td>Using social media and online platforms in work projects</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Working with people who come from different backgrounds than you</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Base: All responding (222 Post residential/144 10 months )

Source: Ipsos MORI

VCOs and CHTS

**Anticipated:** VCOs and CHT members increase confidence in collective ability, expand networks of contact, develop new technical and people skills, increase wellbeing, positive feelings about their local area and their appreciation of local resources.

The intervention logic model assumes that volunteers engaged through listening and network building would be able to overcome barriers to get involved in action they feel passionate about. There have been challenges in collecting data from VCOs, therefore the outcomes and impact described relate to those observed by hosts, TCOs and from VCOs engaged through case studies.

TCOs have engaged a range of different types of VCOs who have diverse motives for getting involved; some are initially isolated or have very low confidence, and thus have much further to travel than others before becoming active members of a local community network. Others are more confident about their abilities, often because they are already involved in the community in some way.

TCOs spend significant time and energy developing and nurturing these relationships, with case studies highlighting that many VCOs have difficulties in their personal lives, and in many cases require tailored, personal support to become VCOs. The examples below highlight some of the main, mostly personal, outcomes for VCOs and other community members who the TCOs have worked with (such as those who have become involved in projects, and those who have been listened to through the programme). The examples are listed broadly in order from the most common to those we have seen less frequently.
• Increased self-esteem and confidence
• Expanded social networks, and a greater feeling of belonging
• Increased pride in place
• Valuing their existing skills, and sense of legitimacy in using them in their local community
• Increased knowledge about the area/resources
• Improved technical skills such as ICT and bid writing
• Improved communication skills, including within teams
• Listening skills

Volunteers usually experience several of these outcomes if they stay involved with the TCO’s team. However, some are not involved with the local network for long enough, stopping because of the commitment required or because of external factors, like changes in their personal life. Others are simply happy to have met some new people or helped run a specific project. There are also examples from case studies and stories of VCOs experiencing other outcomes as a result of their involvement with the programme, including gaining the confidence to move into work.

While the overall picture across the programme is positive, in some neighbourhoods TCOs have found it very difficult to get individuals to volunteer in any significant capacity. In others, both the host and the TCO question whether the VCOs have the skills to sustain activity without further support. In these cases the outcomes for individuals are much more limited.

In some areas, those engaged have begun to work towards more fundamental change, challenging power and building a network that attempts to have a broader influence in their area. However feedback from TCOs and the programme team makes it clear that one year is not enough time to form a sustainable CHT.

The evidence collected during the evaluation does not allow us to determine in detail what shapes whether or not these networks of volunteers are sustainable in the longer term. Even so, there is evidence of some specific factors that contribute towards volunteers experiencing higher level outcomes.

One important factor is the existing skills of local people. In areas where local people have a range of abilities relevant to community activity – including project management, IT, communication and relationship building skills – it is much easier for TCOs to encourage projects and to begin building a network. Another enabler of higher level outcomes is an appetite

I have supported two community members, who when I first met them were in a personal crisis. Now those two people have started volunteering in their community and moved from receiving benefits to being employed.

TCO
among VCOs and others to see general improvements in their area (as opposed to a tackling a specific issue). In these circumstances, those working with the TCO are much more likely to focus on building a broader network with the variety of skills and experience they feel is needed to achieve their shared priorities. Finally, a crucial factor is how good TCOs are at motivating individuals in a way that supports building a wider network. TCOs’ skills are a very significant influence in achieving the desired outcomes for VCOs.

Other local people

**Anticipated: local people experience an increase in quality of life and pride in their local area.**

Across both TCOs and hosts there is a perception that some changes have occurred for local residents who have participated in local activities, and that this is attributed at least to some extent to the CO programme.

Surveys undertaken of TCOs and hosts (alongside qualitative evidence) show that, in most patches within which TCOs operated, they feel it is more common that local people have good support networks; form new groups around shared ideas or projects; understand the needs of others; have skills to organise activities; and have the confidence to lead.

Higher level outcomes around trust, pride and acting on community rights are seen as having happened less frequently, although there are signs in some areas that people’s perceptions of organising, and their role in this, is changing. From the surveys, both TCOs and hosts typically say that these outcomes have become ‘a bit more common’ rather than ‘much more common’.

In the first 51 weeks, the main beneficiaries of the programme are those who are more heavily involved as VCOs, or those the TCOs spend time developing in other ways. This is what we would expect at this stage, and is consistent with the longer term nature of the theory of change, even where TCOs have been relatively successful within the programme. However, there is evidence that TCO work results in outcomes for at least three other types of people within communities. These are outlined below.

**i) Local people who have been listened to but do not become involved**

Listening seems to lead to some people re-engaging in community activities they were previously involved with or already interested in but which are not directly related to programme activity.

**ii) Local people who have taken part in projects**

Some of the main types of project outcomes observed through the case studies include:
• Improved local environment
• Improved skills
• Better social networks
• Improved health and lifestyles
• Protecting and improving community assets

However, many of the projects are based on the mutual interest of specific groups rather than on a shared mutual self interest in improving the wider local community. The latter is important for building a broader network to drive community change. This focus on specific groups – along with the fact that projects are sometimes one-off events rather than longer term ongoing activities – means that not all types of projects happening as a result of the programme will lead to higher level community outcomes, even if there are positive impacts on the individuals involved.

**iii) Local people who have had no direct contact with programme activities**

There are many examples of projects with the potential to benefit local people more broadly, even if they are unaware of the programme and have had no direct involvement in the activities resulting from programme activity. For example, one-off activities such as litter picks, concerts and children’s fun days, and more ongoing activities including campaigns to renegotiate local taxation rates, save services, or petition local authorities to provide new ones. Most TCOs succeed in starting multiple projects even within the first ten months, and there are positive reported outcomes from these. However higher level community outcomes are less common, particularly after the first 51 weeks.

**Sustainability**

A key question for assessing social impact is whether the incremental changes experienced by individual community members and developing local networks (where they exist) are enough to catalyse longer term outcomes. Evidence from the perspectives of TCOs, VCOs and hosts can provide some indication of how likely this is.

When asked whether they anticipated the changes related to the programme to last over the next two or three years, 12% of hosts stated that they expected this would happen to a great extent and 63% to some extent, while 15% did not know (3% did not think that changes would be sustained at all). This covers all of the changes that they have seen in the community, and suggests muted optimism that changes have the potential to be sustainable.
At the end of their first year, and at 18 months, TCOs had a range of perspectives on whether the activities they helped to galvanise will be sustained. The greatest confidence is around the sustainability of ongoing projects, provided they have a strong core team, access to resources (time, skills and money) and are running well. Many TCOs are optimistic that some of these projects will continue without their support. Some TCOs feel they had very limited impact beyond the fledgling projects they supported, with little progress on building a wider network of volunteers or establishing a CHT. Without these steps having happened, TCOs are pessimistic about any sustainable change being created.

Even those who have seen some success tend not to be confident about sustainability unless their emerging network continues to receive some support (e.g. through them progressing, or support from the host or other local organisation). In particular, they point to networks needing administrative and organisational support, access to the contacts that TCOs have built up, and advice on difficult situations or problems in the group. TCOs believe it is unrealistic to expect CHTs to take on these responsibilities when they have only been in operation for a few months at most. VCOs interviewed in the follow-up case studies shared that view.

In most cases where TCOs do not continue to organise in the same patch after their first 51 weeks, it is unlikely that progress in building the network will be sustained, even if some projects continue. Emerging networks seem to be dependent on longer term participation of the TCO or other experienced community support, particularly if they are to develop in a way that would help achieve the higher level community outcomes.

1.4 Process effectiveness interim findings

Understanding the effectiveness of the process can help us to understand some of the mechanisms of success and failure within the programme. The process has been evaluated across the following key areas:

1) Central programme activities

The programme has been delivered on time and to budget. Central resource is very small in the context of overall programme size. This, combined with an experimental, rolling design has meant that programme management has at times been reactive, and led to some frustrations among TCOs and hosts on the ground. Administration has improved significantly since the first year, and continues to improve as processes are established and the number of TCOs on the programme reduces.
2) Host recruitment, induction, and support

The programme is attracting a very wide range of organisations as hosts. Host induction and support have been broadly successful. More than two in three hosts (69%) rated the induction positively in terms of helping them to understand the role, and just over half (53%) reported being satisfied with the support they have received. However, more than one in three (36%) say that they would like more support around progression, and one in five (21%) would like other practical support.⁵

The most successful hosts are those who have the best understanding of the programme (including the role of a TCO and their own role) and are able to balance offering support and knowledge with encouraging sufficient independence. TCOs really value host support, and those who have had limited support from their hosts have often struggled.

3) TCO recruitment, induction and support

A large majority of hosts have been happy with the quality of applicants for the role of TCO. Overall, 79% were satisfied with diversity of applicants, 76% with applicants’ skills and 72% with their experience.⁶ Across the programme there have been around eight applicants per place. The range of recruitment approaches taken by hosts has led to a real mix of experience, backgrounds and skills among TCOs. This is generally a strength of the programme. However, it has also meant that those TCOs recruited with the most to learn have not always been able to make significant progress in the community in the 51 weeks available, particularly when compared with more experienced recruits.

In the post-residential TCO survey, the residential training was rated relatively highly, with 70% reporting the training as good or very good at preparing them for their role. Other aspects of training, such as style of teaching were also rated highly. TCOs were generally less positive about the demands placed on them during the training and how well the training prepared them for accreditation (see Figure 1.2).

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⁵ Base: Host survey (76 hosts, cohorts 4-14), fieldwork dates: May 2013 – February 2015
⁶ Base: Host survey (76 hosts, cohorts 4-14), fieldwork dates: May 2013 – February 2015
At the 10 month point, TCOs were less positive about the training received since the residential (e.g. online supervisions). Around two in five (42%) TCOs rated ongoing training and support as good in terms of preparing them for their role. This led to changes to ongoing support, including revisions to the initial residential, the nature of contact between TCOs and the training team, and the introduction of a second residential course at the mid-point of the training year.

While there are some issues with levels of responsiveness of ongoing support, and the stress imposed by the accreditation process, overall the majority of TCOs feel they have been well trained and supported. At times there has been a lack of clarity among TCOs around specific issues like the role of a VCO and how strictly they should adhere to the RSLM process (which emphasises the importance of listening and empowering rather than giving direct, practical assistance to individuals and groups). This has been felt to be restrictive and hampered work to encourage action on the ground for a small minority of TCOs, though this became less of an issue as the programme developed.

4) Areas reached by programme

Evidence suggests that the programme has been targeted at particularly deprived areas, as intended. The criteria used to decide patches have been extremely varied but most hosts chose an area that was seen as in need of help, and where there was little community action or engagement—“forgotten areas” where there is a “blank page” for organisers to work on.

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7 Base: 10 month survey (144 TCOs, cohorts 4-12), fieldwork dates August 2013 – February 2015
The biggest challenges TCOs felt they faced in their patches were linked to the attitudes and outlook of individuals within the area. This included people not wanting to get involved in community action and focusing on problems rather than solutions.

Patches often change throughout the year, usually as TCOs decide to narrow their focus when they decide that their patch is too big to cover meaningfully. This was noted particularly amongst the earlier cohorts.

In addition, patch boundaries may blur as projects develop. Focussed and sustained effort over two or three years on a single patch might well lead to greater social impact than has been the case during the programme, in which patches have been more fluid.

5) Listening, VCO recruitment and community activity

Figure 1.3 - Fulfilment of training year targets

As Figure 1.3 shows, TCOs have been particularly successful in supporting fledgling projects (a mean of 4.5 projects after 10 months). Three quarters of TCOs had already achieved the target of 3-5 projects by 10 months.

Recruitment of VCOs has been improving throughout the programme. Later cohorts have been more successful in recruiting VCOs earlier in their training year. While across cohorts 4-8 only 45% said they had achieved the target of recruiting 9 VCOs within 10 months, for cohorts 9-12 this had increased to 69%. Some are reporting particularly high levels of VCO recruitment, often linked to specific campaigns or wider community projects. Progression has also allowed NQCOs to continue to recruit VCOs in their second year. VCO registration data indicates that by the end of the programme sufficient numbers will have been recruited to reach the target number of 4,500 across the programme.
Organisers are listening to large numbers of local residents across their training years, though often struggling to meet the training target of 500, given the number of other demands on their time. After 10 months, 58% of TCOs thought they definitely would or were likely to achieve this target within the 51 weeks.

In terms of sustainability, the 18 month interviews suggested optimism that at least some projects would continue into the future. There is however less evidence around the formation and sustainability of CHTs.

6) Progression

Progression has been effective in ensuring that a large proportion (60% for cohorts 1-10, and so far 30% for cohort 11) of TCOs are able to spend a second year practising the skills developed in the training year. For the later cohorts, performance management has become more stringent, which has helped to ensure that it is the best organisers who are going on to a second year.

The experience of progression has varied depending on access to high quality support, either from their hosts or Locality, with some TCOs having little trouble in securing the match. The later cohorts have been supported during progression by a Progression Support Officer from Locality, and input about progression at the mid-point residential has helped TCOs to be more proactive about progression planning. However, sometimes the matched funding has not been secured in time for graduation, and there was a more general perception among TCOs that the financial climate has made it challenging to find funding. For example one host interviewed for a case study noted that they would have like to offer progression funding but were unable to due to cuts in their organisation’s budget.

A small number of TCOs experience personal strain and sometimes economic hardship while trying to secure funding.

7) Legacy

The development of CoCo as a network for nurturing and supporting TCOs and networks will be important for maintaining and building on programme learning. While there have been some developments in recent months, CoCo remains in fledgling form. The role of CoCo in creating a legacy for the programme will be addressed in more detail in the final full report in June 2015.

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6 Locality (CO Programme Update 120215)
1.5 Key interim findings and lessons learned

Overall, programme processes have worked well, given the innovative nature of the approach. The programme is fulfilling its core targets of training TCOs, recruiting VCOs and enabling TCOs to access progression funding, and there is evidence that this is supporting individual and some community outcomes.

These outcomes are happening in many – but not all – of the areas where organisers work. A lack of consistency of outcomes across areas is unsurprising given the experimental nature of the approach, and the diversity of areas and communities reached by the programme.

1.5.1 Process learnings

The main challenges that have been encountered with the process are:

1. Unevenly distributed support

Many organisers have been very well supported, but a minority have struggled in their roles due to lack of sufficient support. This was usually due to one of or a combination of the following factors:

- The host support varied significantly
- Team support can either energise or demotivate TCOs
- Central support was inconsistent at times
- In earlier cohorts, TCOs felt that formal training was unevenly distributed across the year – this was improved by the introduction of the residential training after six months

2. Progression aims insufficiently focussed on sustainability

There has been a lack of clarity in the programme around what should happen in local communities after the 51 weeks, particularly in areas where the TCOs have not continued in their role. The progression process focuses on ensuring that the TCOs with the most potential are able to continue to use their organising skills that they have built, rather than on sustainability in particular communities. Given that many organisers who progress change patch, over half of the initial areas reached by the programme are left without an organiser after 51 weeks. There is limited evidence that CHTs are able to continue the TCOs’ work in those areas without ongoing support.

More importantly, the duration of progression funding is arguably too short. Third year funding is now available to the NQCOs who have made good progress in their second year. In order to increase the chances of sustainable social outcomes this is only available to those who will be
continuing to organise in the same patch, in line with earlier feedback from the evaluation.

Evidence from the case studies found that many communities were already suffering from consultation and regeneration fatigue, as a result of numerous fixed-term initiatives. Any future provision should take into account negative outcomes which may arise within communities where work is not sustained in the longer term.

3. Insufficient time in the training year

The initial programme theory of change assumed that it was possible for TCOs to make progress towards building a network of individuals committed to creating change at a community level. However, this assumption does not hold — 51 weeks is not usually enough time to allow for TCO development, all TCO training targets to be met, and a new network of local people to be developed in a way that is sustainable if the TCO does not continue. This has been recognised and to some extent addressed through progression funding, which was introduced early in programme development.

1.5.2 Enablers of success

Looking across the programme, the criteria for ‘success’ in terms of achieving social outcomes are:

- Communities where COs have built or further developed networks of local people through listening and encouraging fledgling projects;
- That individuals in those networks have taken action together; and
- Given the right support, those networks show signs of being sustainable in a way that is consistent with the programme rationale (with a focus on bottom-up community action grounded in listening to others).

The most important enablers of successful community organising within the current model are aspects of individual TCO’s ability and skill, alongside factors in local neighbourhoods. These include:

1. TCO ability and skill

The following characteristics seem to influence how well TCOs engage people and generate community action:

- Commitment to listening
- Pragmatism about engaging with existing local structures or more actively supporting projects that catalyse further local action.
• Leadership skills and ability to develop others
• Understanding of their own power in the emerging network
• Emotional resilience
• Using external support and advice appropriately

2. Community capacity, capability and assets

It is not yet clear whether the CO programme approach works best in certain types of area. From the case studies and other qualitative feedback, there are emerging findings about the features of an area which seem to enable success within the programme:

• Well-defined, manageable patches
• Access to a shared space within the community
• People willing to act as local leaders
• Existing or latent skills and confidence locally
• Support from existing structures

In summary, both the TCO’s skills and the nature of the area are important to enabling successful community organising within the constraints of a training year, as illustrated by the chart below:

Figure 1.4 – An emerging model for understanding success in the CO programme

This model helps explain why there is so much variety in terms of progress and outcomes across the different neighbourhoods included in the programme.
Appendix 1 – technical note

The core aspects of the evaluation are:

- Online surveys of hosts
- Online surveys of TCOs post-residential training
- Online surveys of TCOs after 10 months
- Online surveys of VCOs
- Qualitative community-based case studies
- Qualitative interviews with SCOs after 18 months

Online surveys

Three online surveys were the main method of primary quantitative data collection for the evaluation. Hosts from each cohort were invited to complete a survey. TCOs were invited to complete two surveys, one immediately following residential training, and then a second after 10 months.

Table 1 – TCO post-residential survey response figures

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Source: Ipsos MORI
Table 2 – TCO 10 month survey response figures

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<td>58%</td>
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<td>45%</td>
<td>63%</td>
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<td>52%</td>
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Source: Ipsos MORI (N.B Fieldwork ongoing for the cohort 12 survey)

Table 3 – Host survey response figures

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Source: Ipsos MORI

The online survey of VCOs is ongoing and will be discussed in greater detail in the final report.

Case studies

In total, 11 case studies were undertaken with across the country (including five where there is overlap with the CF programme). Case study selection criteria ensured a mix of cohorts, region, local characteristics (e.g. rural, urban and suburban areas) and hosts.

Depth interviews with SCOs after 18 months

In total, 27 depth interviews were conducted with SCOs around 18 months after they started on the programme. The interviews were conducted across two waves in order to ensure a spread of cohorts. The majority of these interviews were conducted with COs who had progressed within the programme.
For more information

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